

Selwyn District Council

Rural Residential Background Report

A report to inform Proposed Plan Change 17 (PC17) to incorporate rural residential provisions into the Selwyn District Plan to sustainably manage development on the periphery of townships within the UDS Area of the District

Adopted February 2011





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Abbreviations

C1	Change 1 to the Regional Policy Statement (Chapter 12A)
CLRR	Christchurch to Little River Rail Trail
CRETS	Christchurch Rolleston and Environs Transportation Study
CRI	Crown Research Institutes
CSM2	Christchurch Southern Motorway Stage 2
CWMS	Canterbury Water Management Strategy
EDA	Existing Development Area (Selwyn District Plan)
ESSS	East Selwyn Sewer Scheme
GIS	Geographic Information System
IDW	Inquiry by Design Workshops (Urban Development Strategy)
LPFA	Lower Plains Flood Area (Selwyn District Plan)
LSA	Lincoln Study Area
LSP	Lincoln Structure Plan
LUC	Land Use Capability (Soil quality)
MaF	Ministry of Agriculture and Forestry
NZTA	New Zealand Transport Agency
ODP	Outline Development Plan
PC6	Plan Change 6 to the Selwyn District Plan
PC7	Proposed Plan Change 7 to the Selwyn District Plan
PC11	Plan Change 11 to the Selwyn District Plan
PC17	Proposed Plan Change 17 to the Selwyn District Plan
PSA	Prebbleton Study Area
PSP	Prebbleton Structure Plan

RMA	Resource Management Act 1991
RSA	Rolleston Study Area
RSP	Rolleston Structure Plan
SDC	Selwyn District Council
SH1	State Highway One
SH73	State Highway 73 (Christchurch – West Coast)
SH75	State Highway 75 (Christchurch – Akaroa)
SIMTL	South Island Main Trunk Line
SSA	Springston Study Area
T&T	Tonkin and Taylor Limited
TSA	Templeton Study Area
TTSA	Tai Tapu Study Area
TRA	Tourist Resort Areas (Selwyn District Plan)
UDS	Greater Christchurch Urban Development Strategy
WMSA	West Melton Study Area
WMOZ	West Melton Observatory Zone (Selwyn District Plan)

Executive Summary

The purpose of this report is to investigate methods to manage rural residential development in the eastern portion of Selwyn District. This investigation has been prompted by the following factors:

- Rapid population growth;
- A high demand for sub-4ha rural allotments for lifestyle living purposes;
- To give effect to the Greater Christchurch Urban Development Strategy and Change 1 to the Regional Policy Statement;
- Initiating a review of rural residential activities and the parameters for determining household numbers to assist in satisfying Policy 14 - Method 14.2 of Proposed Change 1 to the Regional Policy Statement;
- The need for integrated and co-coordinated land development both within the District and beyond;
- The need to better utilise existing and planned infrastructure;
- To protect the integrity and distinctiveness of rural and urban environments within the District;
- To make the best use of community facilities;
- To preserve rural amenity and avoid reverse sensitivity, whilst ensuring the continuation of unimpeded primary production in the rural zone; and
- The need to develop the most sustainable approach to managing rural residential development on the periphery of Rolleston, Lincoln, Prebbleton, West Melton, Tai Tapu, Springston and Templeton (UDS area townships).

This report also prescribes the criteria to ensure that rural residential households are: (a) Located and distributed in the most appropriate areas throughout the eastern portion of the District; (b) Able to achieve the anticipated levels of rural residential character; and (c) Consistent with the identified number, the staging of development and the principles guiding rural residential activities detailed in Change 1 to the Regional Policy Statement (Chapter 12A).

This report now incorporates the feedback received from the 94 respondents who provided feedback on the Draft Rural Residential

Background Report, which was released for public comment from December 2009 to February 2010.

The following amendments have been made in response to the comments received and additional research on: (a) District Plan provisions; (b) Market demand; (c) Rural land resource; (d) Forms of rural residential development, and (e) Material on the guiding principles of PC17 (development contributions, utilities, climate change, versatile soils, biodiversity and contaminated land).

The criteria to assist in identifying the 'preferred locations' for rural residential development in the UDS area of the District have also been updated. A summary of the comments received on the Rural Residential Background Report, including the sites identified by the respondents as being suitable for rural residential activities, are provided in [Appendix 13](#) of the report.

This report provides the background information, issues and priorities required to be considered and addressed in the formulation of PC17. Council resolved on the 22nd February 2011 to adopt the Rural Residential Background Report.

1 Introduction

- 1.1 This Background Report details the historical demand and policy context for the provision of rural residential households in Selwyn District, which have evolved from the investigations undertaken to determine the factors that will influence the development of Proposed Plan Change 17 (PC17) outlined in the Executive Summary. This information is essential to: (a) Set the scene for why the current District Plan needs to be amended to provide for this form of development, and (b) Outline the process for identifying where rural residential development is best located, what form it should take and how it needs to be sequenced to best achieve the purpose and principles of the Resource Management Act 1991 (RMA91).

This information will inform the development of PC17, which will incorporate new objectives, policies and rules into the District Plan and set the parameters for identifying the preferred locations for where rural residential activities can be provided in the Greater Christchurch Area of Selwyn District without undermining the consolidated management of Townships or the sustainable management of the rural environment.

This report establishes that allotments in the range of 0.3ha to 2ha are able to best demonstrate the form, function and character anticipated for rural residential activities. Rural residential activities in the context of this report are defined as being:

“Residential units outside the Regional Policy Statement Urban Limits at an average density of between one and two households per hectare”

- 1.2 Section 2 details the policy context of PC17, which initially includes a summary of the District’s move towards a strategic planning framework. A review of the current District Plan provisions, the Greater Christchurch Urban Development Strategy (UDS) and Proposed Change 1 to the Regional Policy Statement (C1) is then provided.

- 1.3 Section 3 initially provides context to the district’s rural land resource prior to outlining the elements that define rural residential activities in the context of the Canterbury Plains. An overview of PC17 is then provided, which includes the identification of the issues and opportunities associated with rural residential development and the historical demand for countryside living in the District.

- 1.4 Section 4 introduces the following principles that will guide the formulation of PC17 and the development of the criteria for selecting the ‘preferred locations’ for rural residential development: (a) Landscape values; (b) Character elements; (c) Constraints and opportunities; (d) Infrastructure servicing; (e) Market demand; and (f) Other relevant factors to consider.

- 1.5 Section 5 includes an assessment of each Township Study Area to: (a) Highlight the projected population growth for each township; (b) Detail any pertinent Structure Plans; (c) Outline the relevant District Plan provisions; (d) Summarise the assessments undertaken in the Inquiry by Design Workshops to formulate the UDS and to outline how these assessments have been carried through to C1; and (e) Introduce the identified constraints and contextual analyses influencing the form, location and function of rural residential activities in the rural periphery of the eastern townships of Selwyn District.

- 1.6 Section 6 outlines the criteria for selecting preferred locations for rural residential development, which have been informed by the guiding principles introduced in Section 4 and the Township Study Area assessments undertaken in Section 5.

2 Policy Context

A strategic planning framework for Selwyn District

Background

- 2.1 Selwyn District was identified as New Zealand's fastest growing territorial authority area in June 2009, with a growth rate of 2.8%¹. The Selwyn District has grown from a 1991 population of 21,300 to a 2008 population of 37,426. It has exceeded the rate of growth in Christchurch City for the past 11 years². The UDS forecasts the population of Selwyn District to double by 2041.
- 2.2 The Selwyn Growth Model was prepared to provide a consistent basis for all forward planning in the District, including the Long Term Council Community Plan and the UDS³. This model projects that further growth will increase Selwyn's population to approximately 67,593 by 2041.
- 2.3 Issues arising from this rapid growth rate include:
- The availability and ability for Council to provide appropriate and affordable infrastructure;
 - Difficulties in integrating new residential and peri-urban development with existing townships;
 - Challenges in preserving the compact urban form of existing settlements; and
 - The need to retain the open and spacious rural identity and character of the District.
- 2.4 Residents have raised concerns over an increasing lack of cohesiveness in townships and that these residential environments are largely becoming dormitory suburbs of Christchurch City. This in turn has contributed to a large proportion of the District's urban workforce commuting to Christchurch for

employment and local residents relying upon the City's community and commercial based infrastructure.

- 2.5 In order to address the issues arising from the projected population growth rate over the next 35 years, Council is taking a more directive role in determining where, and what form, urban, peri-urban and rural lifestyle growth is to occur. This signifies a change from a 'market-led' approach that has been the directive of the District Plan until recently, to a 'community-led' approach managed through strategic planning initiatives.

Sub-regional context

- 2.6 The Greater Christchurch Urban Development Strategy (UDS)⁴ and Proposed Change 1 to incorporate Chapter 12A: Development of Greater Christchurch into the Regional Policy Statement (C1)⁵ are two methods developed to achieve a more strategic and integrated planning framework to provide for community needs and to better achieve the purpose and principles of the RMA in the Christchurch sub-region.
- 2.7 The UDS vision has been developed in a collaborative partnership involving Christchurch City Council, Environment Canterbury, Waimakariri and Selwyn Districts and the New Zealand Transport Agency to coordinate urban, rural residential and rural development on a sub-regional scale. The UDS provides the primary strategic direction for the Greater Christchurch Area by: (a) Detailing the location of future housing; (b) Facilitating the development of social and retail activity centre's; (c) Identifying areas for new employment; and (d) Ensuring these activities are serviced with an integrated transport network.
- 2.8 The Strategy establishes a basis for all organisations and the community to work together to manage growth up to 2041. The UDS also aims to protect water, enhance open spaces, improve transport links, create more livable centre's and manage population growth in a more sustainable way.
- 2.9 There have been a myriad of adverse effects attributed to urban sprawl, not only on amenity and character, but also the health

¹ Statistics New Zealand: Sub-National Population Estimates, June 2009 www.statistics.govt.nz

² Statistics New Zealand: Census, 1991

³ Business and Economic Research Ltd: Selwyn Growth Projections, March 2008

⁴ UDS: Strategy and Action Plan, 2007

⁵ C1 to the RPS: Chapter 12A Development of Greater Christchurch, as notified 28.07.2007

implications associated with a reliance upon motor vehicles, air pollution associated with vehicle emissions and lower quality water as reticulated supplies struggle to service all areas⁶. The need to curtail urban sprawl by prescribing limits to growth and identifying areas to accommodate the sub-region's projected population is a primary tenant of the UDS Vision. The UDS identifies that the containment of townships is necessary to maintain rural amenity and the sense of openness relative to the urban environment of townships and Christchurch City.

- 2.10 The UDS signals a move from the historic decentralized pattern of development supported by a 'green belt' policy to a more integrated approach to managing the growth in Greater Christchurch through the advancement of strategic urban consolidation and intensification principles⁷. Public consultation to inform the UDS was undertaken in April 2005 on four possible land use patterns. This public consultation identified a preference for a mixture of: (a) Concentrating development within Christchurch City and the larger towns in the surrounding District (Option A); and (b) Balancing future urban development between existing built areas with some expansion into adjacent areas (Option B).
- 2.11 Appendix 1: UDS Area illustrates the Greater Christchurch Area and identifies the key activity centre's and urban areas identified to accommodate the projected population growth up to 2041 (see Figure 1).
- 2.12 C1 was notified on the 28th July 2007 and is a key method to implement the UDS. The primary techniques employed in C1 to achieve an integrated planning approach across Greater Christchurch include: (a) Identifying Urban Limits and 'Greenfield' development areas around existing settlements; (b) Identifying household numbers; and (c) Prescribing the order and timing of development.
- 2.13 C1 also provides for a limited amount of households to be accommodated through rural residential development. This growth has been divided between Waimakariri and Selwyn Districts, and

⁶ Planning Quarterly: F. Graham; "Urban Sprawl & Land Use Planning: Implications on Public Health", Page 18-23, Dec 2005

⁷ Environment Canterbury: Integrated Growth Management In Greater Christchurch, Page 5, December 2008

separated into two staging periods. C1 does not identify geographically where such rural residential development should occur. The C1 rationale for providing some rural residential growth is primarily to offset the demand on 4ha parcels for lifestyle living and to provide a diversity of households.

Figure 1: Greater Christchurch Area



- 2.14 C1 seeks to encourage intensification within Christchurch City and the larger towns in the Selwyn and Waimakariri Districts to:
- ☐ Reduce urban sprawl;
 - ☐ Create efficiencies in the provision of infrastructure and operation of transport networks;
 - ☐ Reinforce existing commercial centres;
 - ☐ Provide a range of living environments and housing opportunities, including the provision of rural residential living; and
 - ☐ Improve living spaces by bringing appropriate urban design elements into all aspects of planning.

- 2.15 Independent Commissioners appointed by Environment Canterbury to consider the evidence on C1 released their Recommendations on the 1st December 2009. The Commissioners' Recommendations: (a) Accept that C1 is an appropriate response to the urban development issues affecting Greater Christchurch; (b) Confirm that C1 is addressing matters that are of regional significance; and (c) That the goal of urban consolidation will lead to efficiencies in both the provision and use of infrastructure for urban development⁸. Urban Limits were considered an appropriate mechanism to ensure the strategic integration of infrastructure and to achieve the intensification and consolidation measures being advanced by C1.
- 2.16 This recommendation has been accepted by Environment Canterbury. Approximately 53 appeals to this decision have been received by the Environment Court. Numerous individuals and organisations have registered an interest in the appeal proceedings. Waimakairiri District Council and Christchurch City Council have both appealed rural residential components of C1.
- 2.17 Section 74 (2) (a) (i) of the RMA91 requires Selwyn District Council to have regard to C1. It is considered that significant statutory weight should be afforded to C1 as decisions on submissions have been released. The process has involved consultation, public notification, the calling for public submissions and afforded interested parties the opportunity to be heard and afforded rights of appeal.

Selwyn District context

- 2.18 The current District Plan has relied upon developer initiated private plan change requests and individual resource consents to facilitate new residential development where the merits of each application have been assessed on a 'case by case' basis. It has become apparent that this 'market-led' approach has, at times, resulted in poorly integrated developments and an inefficient provision of servicing and transport infrastructure.
- 2.19 These shortcomings have primarily resulted from fragmented ad hoc development, where private plan changes and resource consents have been formulated and adopted in the absence of any

overarching strategic framework to manage growth. It is also difficult to gauge and manage the cumulative effects associated with individual pockets of growth in the context of a sub-region in the absence of such a framework. It is now acknowledged that a more strategic planning approach is required in the District Plan to ensure that development is coordinated in a more sustainable manner, which better responds to community needs.

- 2.20 Selwyn District Council has already advanced a number of initiatives to take a more directive role in determining where, and in what fashion, urban growth should occur. These include: (a) Being a signatory to the UDS; (b) A partner in the development of C1; (c) Adopting Structure Plans for Lincoln, Rolleston and Prebbleton; (d) Drafting Plan Change 7 (PC7) that seeks to incorporate a framework to manage the strategic residential growth of townships into the District Plan in accordance with C1; and (e) Embarking on a District Wide Strategy to provide overarching planning direction across the entire district.
- 2.21 PC7 also seeks to implement provisions to manage subdivision and provide for medium density housing to promote vibrant living environments. Design guides have been produced for residential developments and the subdivision of low-density allotments to promote urban design techniques to achieve better outcomes. PC7 was publicly notified on the 27th February 2010 and 95 submissions have been received. Hearings are anticipated in August 2010.
- 2.22 Finally, the Council removed the '1km Rule' promulgated in Variation 23 to the Proposed District Plan that relied upon developer-led proposals in favour of strategically located rural residential areas. PC17 seeks to incorporate a strategic framework into the District Plan to identify preferred locations to accommodate rural residential development within the Greater Christchurch area of the District where it will not undermine the consolidated management of Townships or the sustainable management of the rural environment.

⁸ C1 RPS: Executive Summary, Commissioners' Recommendation Report, 01.12.2009

Current District Plan provisions

- 2.23 The Selwyn District Plan is the primary means for Selwyn District Council to give effect to the purpose and principles of the RMA⁹. The District Plan is split into a Township Volume and Rural Volume, both of which are relevant when considering rural residential activities in the District.

Township Volume of the District Plan

- 2.24 The Townships Volume includes provisions for the 23 townships within the District. There are six townships within the UDS area of Selwyn District - West Melton, Rolleston, Prebbleton, Lincoln, Springston and Tai Tapu. The urban form of Templeton is encompassed within the Christchurch City Council territorial authority boundary, with a small number of properties being located within two territories. The Township Volume prescribes the objectives, policies and rules to sustainably manage the living and business zones of the District.
- 2.25 The District Plan describes the various living and business zones¹⁰. Living 1 Zones are managed to maintain the elements that make urban areas pleasant to reside in, whilst ensuring that any effects are compatible with residential activities and amenity values. Living 2 Zones are described as having a lower ratio of built forms to open space and development traits that are reflective of the rural character expected of low density living environments. Living 2 Zones are made up of larger sections that provide: (a) More space between dwellings; (b) Panoramic views; and (c) Rural outlook.

Township Volume – Physical resources

- 2.26 There are a number of objectives and policies in the District Plan relating to physical resources that are of relevance to rural

residential development¹¹. These include the need to ensure that the following are provided: (a) Appropriate infrastructure; (b) Safe and efficient road network; (c) Access to safe and attractive pedestrian and cycle links; (d) Conflict with established strategic infrastructure is avoided; (d) Availability of utility services; and (e) Residents are provided access to suitable community facilities and reserves.

Township Volume – People’s health, safety and values

- 2.27 There are a number of objectives and policies in the District Plan relating to people’s health, safety and values that are of relevance to rural residential development¹². These include the need to ensure that the following are provided: (a) Development is managed to avoid identified natural hazards in the District; (b) Hazardous substances are identified and adverse effects are avoided, remedied or mitigated; and (c) Cultural and heritage values are recognised and protected from destruction or inappropriate alteration.

Township Volume - Quality of the environment

- 2.28 The objectives and policies prescribed in the District Plan seek to ensure that the character and amenity of residential areas are maintained, townships are pleasant places to live and work and adverse ‘reverse sensitivity’ effects between different activities are avoided¹³. These include controlling incompatible land uses and avoiding adverse nuisance effects (such as dust, odour, glare, noise and vibrations).

Township Volume - Growth of townships

- 2.29 The Growth of Townships section is of particular relevance in ascertaining the future growth paths of residential development and identifying development constraints and opportunities¹⁴.

⁹ Resource Management Act 1991 No.69; Section 31, As amended 01.10.2009
www.legislation.govt.nz

¹⁰ Selwyn District Plan: Township Volume; Table A4.4 Description of Township Zones, A4-010, 10.06.2008

¹¹ Selwyn District Plan: Township Volume; Part B 2 Physical Resources, B2-001 to B2-050, 10.06.2008

¹² Selwyn District Plan: Township Volume; Part B 3 People’s Health, Safety and Values, B3-001 to B2-033, 10.06.2008

¹³ Selwyn District Plan: Township Volume; Part B 3 Quality of the Environment, B3-0034 to B2-056, 10.06.2008

¹⁴ Selwyn District Plan: Township Volume; B4.1 Growth of Townships, B4-001, 10.06.2008

- 2.30 These objectives and policies acknowledge the need for a range of section sizes and living environments in the District, while maintaining the spacious character and amenity values of townships.
- 2.31 The specific provisions pertaining to each of the six townships are provided in the study area assessments in [Section 5](#) of this report. This information is provided to highlight the preferred growth paths of the townships in the UDS area of the District and to ensure rural residential development does not compromise the strategic growth of urban forms.
- 2.32 An important residential density provision in the context of rural residential development is Policy B4.1.3 of Growth of Townships section. This policy caters for the development of low-density lifestyle living activities in locations either within, or around the edge of, townships where they achieve the following:
- ☐ Achieves a compact township shape;
 - ☐ Consistency with preferred growth options for townships;
 - ☐ Maintains the distinction between rural areas and townships;
 - ☐ Maintains a separation between townships and Christchurch City boundary;
 - ☐ Avoids the coalescence of townships with each other;
 - ☐ Reduces the exposure to reverse sensitivity effects;
 - ☐ Maintains the sustainability of the land, soil and water resource; and
 - ☐ Efficient and cost-effective provision and operation of infrastructure.
- 2.33 This policy highlights a cross-over in the District Plan between the low-density environments in the form of Living 2 Zones controlled in the Townships Volume of the Plan and the established rural residential densities in the form of Existing Development Areas (EDA's) that are controlled by provisions in the Rural Volume of the Plan.
- 2.34 The assessment of C1 in the following sub-section highlights that the ongoing provision of low-density living environments in the form of Living 2 Zones may be precluded within the UDS area of

the District given the need to meet the minimum densities of 10 households per hectare within the Urban Limits. This in turn, is likely to increase the demand for rural residential forms of development within rural zoned land on the periphery of townships.

- 2.35 A number of objectives and policies guide the appropriate subdivision of land and to ensure that the effects of subdivision on residential growth are managed appropriately¹⁵. Additional objectives and policies manage the effects on the environment from the location, amount and rate of residential growth, while promoting this growth in a way that is consistent, equitable between land owners and makes an efficient use of resources¹⁶.
- 2.36 Objective B4.3.1 facilitates the expansion of townships where it does not adversely affect: (a) Natural or physical resources; (b) Established activities; (c) Amenity values of the township or rural area; or (d) Sites with special ecological, cultural, heritage or landscape values.
- 2.37 Objective B4.3.2 promotes new residential development that adjoins existing townships at compatible densities, or at lower densities around townships to achieve a compact township shape. Residential growth is anticipated to align with the preferred growth direction for the townships and to demonstrate consistency with the other related provisions in the District Plan.
- 2.38 Policy B4.3.2 requires any land that is rezoned for new residential development to adjoin an existing living zone within a township. An exemption is provided for low density living environments, where they need not adjoin a boundary provided they are located in a manner that achieves a compact township shape.
- 2.39 Policy B4.3.3 seeks to avoid creating pockets of rural zoned land that are surrounded on three or more boundaries by living zoned land, which precludes the ongoing viability of rural activities and increases the risk of adverse reverse sensitivity effects. Policy B4.3.5 encourages townships to expand in a compact shape and lists the benefits that can be achieved by consolidating urban development.

¹⁵ Selwyn District Plan: Township Volume; Part B Subdivision of Land, B4-011

¹⁶ Selwyn District Plan: Township Volume; Part B Residential and Business Development, B4-020

Township Volume - Rules

- 2.40 The Rules in the Township Volume of the District Plan seek to implement and achieve the objectives and policies outlined above. The overarching purpose of the Rules is to provide methods to protect residential character, while avoiding adverse environmental effects. The resource consent process ensures activities that fail to comply with the Rules achieve the outcomes identified in the relevant objectives and policies.
- 2.41 Further detailed consideration will need to be given in PC17 to what Rules may need to be amended, deleted or included in the District Plan to achieve the appropriate outcomes for rural residential forms of development.

Overview of the Rural Volume of the District Plan

- 2.42 The Rural Volume of the District Plan incorporates provisions to manage rural land in the District, which include the Rural Inner and Outer Plain Zones, Port Hills Lower and Upper Slope Zones, Malvern Hills Zone and High Country Zone. The District Plan 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 development¹⁷.
- 2.43 A definition of 'rural residential' development is not included in the District Plan. However, a 'rural activity' entails:
- "The use of land or building(s) for the purpose of growing or rearing of crops or livestock, including forestry, viticulture and horticulture and intensive livestock production and may include a dwelling"*¹⁸.
- 2.44 This definition does not necessarily preclude 'residential' living in the rural environment, with 'residential activities' being defined broadly as:
- "...the use of land and buildings for the purpose of living accommodation and ancillary activities..."*

¹⁷ Selwyn District Plan: Rural Volume; Policy A4.5, A4-011, 10.06.2008

¹⁸ Selwyn District Plan: Rural Volume; Part D Definitions, 01.09.2008

- 2.45 Policy B1.1.8 encourages residential development to occur in, and around, existing townships to protect versatile soils. 'Residential development' in this context means:

"Subdividing and erecting houses at a higher density than one house per 4ha".¹⁹

Rural residential activities are defined later in this report as having both rural and residential components. These characteristics are determined by factors such as outlook, site and building densities, open space and land uses. It is low-density residential development on rural land that displays a predominantly open space character.

Rural Volume – Quality of the environment

- 2.46 The District Plan identifies that the two principle issues affecting the quality of the rural environment are:
- Activities that may undermine rural character by making it a less pleasant place to live or work in; and
 - Incompatible land uses locating too close together that result in adverse 'reverse sensitivity' effects²⁰.
- These provisions highlight the myriad of expectations and perceptions that people have of the rural environment and that conflict can arise between incompatible land uses. This is particularly relevant for rural residential forms of development that entail both rural and residential characteristics.
- 2.47 The District Plan prescribes a number of objectives and policies to ensure that the appropriate level of amenity and character is provided within the rural zones of the District and to avoid adverse 'reverse sensitivity' effects. Policy B3.4.1 recognises that the rural zone is an area where a variety of activities occur, but that it is principally a business area based upon primary production. This policy anticipates that residents should expect to tolerate effects associated with farming related activities.
- 2.48 The District Plan acknowledges that some intensive industrial activities can be of a size and scale that may undermine rural

¹⁹ Selwyn District Plan: Rural Volume; Policy B1.1.8, B1-008, 10.06.2008

²⁰ Selwyn District Plan: Rural Volume; B3.4 Quality of the Environment, B3-032, 10.06.2008

character, result in reverse sensitivity conflicts and generate adverse effects. Policy B3.4.4 makes a distinction between rural based industrial activities that involve raw materials or products derived from the land and other types of activities that do not contain components of rural-industrial activities and are purely 'industrial' in nature.

- 2.49 The Plan recognises that there are many natural elements and features within rural areas that contribute to its amenity, such as topographical forms, water features, pastoral landscapes and openness, which require protection against significant adverse effects that may undermine these character elements (Policy B3.4.3). Policy B3.4.5 reinforces the need to preserve the character and amenity attributed to rural areas by maintaining low ratios of built forms to open space and to retain a predominance of vegetative cover.
- 2.50 Several other policies are provided to maintain rural character and amenity, including provisions to restrict nuisance effects associated with oversize buildings and structures, signage, glare and nightglow, noise and vibration, dust, shading and the protection of lawfully established activities in the rural zone²¹.

Rural Volume – Residential density and subdivision in the rural area

- 2.51 The densities of residential activities and subdivision are identified as the primary issue in the Growth of Rural Area section of the District Plan²². This includes the need to address the demand for a variety of living opportunities in the rural area, whilst acknowledging the adverse effects too many dwellings can have on rural character and their potential to increase adverse reverse sensitivity effects.
- 2.52 The District Plan prescribes a number of objectives and policies to ensure that the appropriate level and variety of residential densities are established within the rural zones of the District, but to ensure that residential densities are low enough to maintain rural character and to avoid adverse effects on natural and physical resources or reverse sensitivity effects.

- 2.53 Policy B.4.1.1 discourages residential densities greater than what are prescribed in the District Plan to preserve rural amenity and avoid reverse sensitivity effects. The Plan has assigned a different ratio of built form to open space for each zone, which is reflective of the character elements, soil qualities, susceptibility to adverse reverse sensitivity effects, groundwater and natural hazards of each unique area. For example, a minimum density ratio of one dwelling per 4ha is provided in the Rural Inner Plains Zone, while a stringent minimum density ratio of one dwelling per 100ha for the Port Hills Upper Slopes Zone is provided to protect outstanding landscape and amenity values.

- 2.54 There is an inference that activities involving housing densities higher than what are prescribed in the Plan are more residential than rural in nature and that these should be located either within, or on the periphery of, townships. There is also an expectation that any intensive residential forms of development within a rural zone that are isolated from settlements will require a private, or Council initiated, change to the District Plan.

- 2.55 An exception is made in the Plan to these minimum residential densities under Policy B4.1.2, where a dwelling is able to be constructed on any sized allotment for all rural zones except the Rural Inner Plains Zone if the following are met:

- Any balance land needed to comply with the minimum density ratio is protected from further development by way of covenant;
- The clustering of dwellings is minimised to avoid creating new villages or settlements;
- An appropriate balance of land adjoining the house allotment is of a shape and size to maintain a sense of 'open space'; and
- The allotment is of an appropriate size and shape to avoid adverse effects on adjoining properties, the road network or potential reverse sensitivity effects.

- 2.56 Policy B4.1.3 acknowledges that Taumutu is the ancestral home of Ngai Te Ruahikihiki. The District Plan recognises Te Taumutu Iwi's

²¹ See C100/2007 Operation Homer Ltd v Selwyn District Council

²² Selwyn District Plan: Rural Volume; B4 Growth of Rural Area, 10.06.2008

cultural and ancestral link to Maori land²³ and enables dwellings for papakainga housing to be established at much higher densities than what is otherwise provided for in the rural zoned land in the district.

- 2.57 Policy B4.1.4 acknowledges the established nature of Existing Development Areas (EDA's) and Tourist Resort Areas (TRA's) by identifying that they are legitimate activities when completed in accordance with the originally approved plan.
- 2.58 Any further intensification of EDA's or TRA's are anticipated to be in accordance with the ratio of residential densities set out in Policy B4.1.1 and located either within, or on the periphery of, existing townships. EDA's in the context of rural residential forms of development are assessed in more detail in the following sub-section of this report.
- 2.59 A number of policies direct the subdivision of land, which seek to:
- Ensure appropriate allotment sizes and shapes are provided for the intended use of land;
 - That allotments have connections to reticulated utility services where necessary;
 - Allotments can accommodate a dwelling that has an appropriately shaped building platform and access to sunlight; and
 - Encourage allotment boundaries to follow natural or physical features wherever practical.

Rural Volume - Rules

- 2.60 The overarching purpose of the rural zone rules is to provide methods to protect rural character, while avoiding adverse 'reverse sensitivity' effects. These rules range from general subdivision requirements and bulk and location standards relating to the scale and position of built structures to the restriction of activities that may result in nuisance effects, such as controls on glare, dust and audible bird scaring devices.

²³ Maori Land in the context of this provision is defined by Section 129 of the Te Ture Whenua Maori Act 1993

- 2.61 Rules are utilised to preclude, or to mitigate adverse effects associated with, certain activities that may undermine rural amenity or increase reverse sensitivity. Examples include intensive livestock farming, the keeping and boarding of animals, rural based industrial activities and the scale of non-residential and non-rural activities.
- 2.62 Other more general rules seek to ensure that appropriate services and utilities are provided to ensure, for example, that roads are formed to the necessary standard and allotments are able to connect to the necessary reticulated services. Rules are also provided to avoid or mitigate adverse environmental effects that may arise from the storage of hazardous substances and disposal of waste for example.
- 2.63 The above are not an exhaustive list of the rules provided in the District Plan to direct the sustainable development of rural zoned land. Further detailed consideration will need to be given in PC17 to what rules may need to be amended, deleted or included in, the District Plan to achieve the appropriate outcomes for rural residential forms of development in the UDS area of the District.

Existing forms of rural residential activities

Overview

- 2.64 There has been a high demand for parcels between 2,000m² to 5,000m² in size for lifestyle living with a rural outlook in Selwyn District. This is particularly true for locations in close proximity to existing settlements and within 30km of the boundary with Christchurch City²⁴. In the absence of a specific rural residential zone, the form of development on the periphery of settlements in Selwyn District has predominantly evolved through Existing Development Areas (EDA's), Living 2 zones and the utilisation of 4ha parcels for lifestyle living purposes.
- 2.65 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 market pressures and individual land owner needs.

²⁴ M. Barber: "Revised Population Projections for Selwyn District", 2000

2.66 This responsive approach has been variable in achieving appropriate rural residential character within developments. The ad hoc provision of rural residential development in Selwyn District has also resulted in:

- Costly and fragmented provisions of infrastructure services;
- Incongruous interfaces between rural and urban areas;
- An undermining of the future growth options of townships; and
- Resulted in conflict and adverse reverse sensitivity effects between productive rural land uses and occupants of lifestyle blocks.

2.67 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. This is despite the District Plan prescribing: (a) Minimum household densities in the rural environment; (b) Identifying preferred residential growth paths; and (c) Highlighting the contrasting expectations and potential conflicts associated with rural land uses.

Living 2 Zones

2.68 Living 2 zones replaced the rural residential zones previously provided in the Transitional District Plan²⁵. These provide considerably lower densities than what are provided in Living 1 zones and are anticipated to reflect rural character elements. Living 2 zones are generally located on the edge of townships and are characterized by: (a) Larger sections; (b) Lower ratios of open space to built form; (c) Panoramic views; and (d) Rural outlook²⁶.

2.69 There are currently ten Living 2 zones within Lincoln, Rolleston, Prebbleton and West Melton. These zones provide allotments that range in size from between 0.3 to 1.5ha.

2.70 Importantly, Living 2 zones are managed by the Township Volume of the District Plan and are anticipated to be within the Urban Limits prescribed in C1.

2.71 Living 2 zoned land has been in high demand as they offer a number of benefits to standard residential section sizes, including: (a) Generally higher levels of outlook and amenity; (b) Close to urban services, community facilities and social networks; (c) Relatively affordable land prices that have been assisted by availability and the relatively recent preference for larger outdoor living areas; and (d) More flexible land use options that are more cost effective and manageable than a smaller rural land holding. These factors are often what attract residents to Selwyn District in preference to Christchurch City.

2.72 The road network and infrastructure in Living 2 zones has generally been designed for a limited population base to reflect the sense of open space anticipated in a low density residential environment. 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.

2.73 The District Plan identifies that there may be scope for the further subdivision of Living 2 zoned land where: (a) It is established to be an efficient use of land; (b) Improves the amenity value of the area; and (c) Enables people to provide for their economic well being by having the ability to sell surplus land. These requirements are sometimes difficult to achieve where original subdivision layouts and infrastructure services have not envisaged further intensification.

Existing Development Areas (EDA's)

2.74 EDA's are recognised in the District Plan to the extent that they are appropriate when completed in accordance with the originally approved plans²⁷. EDA's were formalised through either changes to the Transitional District Plan or via resource consents; others

²⁵ Selwyn District Plan: Township Volume; B4-004, Policy B4.1.2, 10.06.2008

²⁶ Selwyn District Plan: Township Volume; Table A4.4 Description of Township Zones, A4-011, 10.06.2008

²⁷ Selwyn District Plan: B4-007, Policy B4.14, 10.06.2008

were included within the Transitional District Plan and carried forward to the current District Plan²⁸.

- 2.75 Any intensification of EDA's to higher densities is subject to the minimum allotments prescribed in the Rural Volume of the District Plan for the Inner and Outer Plains Rural zones. There are currently nine EDA's outside the identified Urban Limits, but within the UDS area of Selwyn District²⁹. These provide allotments ranging from between 0.2 to 1ha in size.
- 2.76 The majority of EDA's are isolated pockets of low-density residential developments with 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. 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.
- 2.77 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 undermine rural amenity and character and to erode the distinction between rural and urban forms of development.
- 2.78 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 purposes³⁰. 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 undermine future residential growth paths.

- 2.79 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, which would deliver a more concentric and functional urban form.

- 2.80 EDA's are often difficult to retrofit to residential densities as: (a) Not all land owners have development aspirations and enjoy the existing amenity; (b) The subdivisions rely on infrastructure designed for a limited number of households; (c) Ad hoc subdivision of lots can lead to numerous rear driveways and a lack of connectivity through the area; and (d) The developments are predominantly serviced by individual septic tanks or small scale sewerage treatment plants and bore supplied water.

Variation 23 – '1km Rule'

- 2.81 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.
- 2.82 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 contrary to the urban policy framework of the District Plan.
- 2.83 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 zone³¹. However, it was determined that this approach was contrary to the 'no zoning' approach of the District Plan where the market often dictated where, and what form, development should take.
- 2.84 It was deemed that the approach espoused in Variation 23 would entail a fundamental shift in the urban growth framework being

²⁸ ENV C 255/04 Memory's Ranch Ltd v Selwyn District Council

²⁹ Selwyn District Plan: Rural Volume, C10.1; Edendale, Yorktown, Johnson Road, Jowers Road, Kingcraft Drive, Raven Drive, Railway Corner, Rocklands and Devine Acres

³⁰ Paparua County Scheme: Decisions on Proposed Scheme Change 19, 27.09.1989

³¹ Selwyn District Council: Recommendation of the Hearing Panel on Variation 23, 12.12.2006

implemented by the Council, which in turn would have required an extensive restructuring of the District Plan.

- 2.85 The decisions of Variation 23 concluded that the removal of the 1km Rule and retention of the 'no zoning approach' was the most appropriate way of achieving the existing objectives of the Plan. It was noted that the Council should revisit the provision of a rural residential zoning once the UDS was confirmed. This enabled peri-urban development to be considered in an integrated approach within the context of the Greater Christchurch sub-region.

Lifestyle living in the Rural zones of Selwyn District

- 2.86 The absence of a rural residential zone, or other countryside living zone, within the rural area of Selwyn District has resulted in some land owners purchasing 4ha parcels for lifestyle purposes. 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 particularly prevalent where a land owner's primary income is from employment in Christchurch City or other urban areas in the district.
- 2.87 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.
- 2.88 There are varying perceptions of what life in rural areas should entail, including amenity attributes and expectations that people hold about rural amenity³². 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 associated with urban areas.
- 2.89 However, these ideals can conflict with the nature of rural zones where the District Plan recognises the utilitarian and functional qualities of the rural environment to enable agricultural and

productive land uses. 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 enclaves of established rural residential development where rural activities can be undertaken as permitted activities.

- 2.90 Conflicting land uses often lead to adverse reverse sensitivity effects, which arise where a new incompatible land use is introduced into an environment that has the potential to limit the operation of existing (rural) activities³³. 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 countryside on the realities associated with living in rural areas.³⁴
- 2.91 Conversely, 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 lawn, fencing, exotic vegetation and garden structures that represent urban characteristics contrast with the utilitarian nature and openness of the rural landscape. Most dwellings 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 over abundance of domesticated landscape.
- 2.92 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 intensification³⁵. 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.

³³ MfE: "Managing Rural Amenity Conflicts", Page 16, February 2000

³⁴ MfE: "Thinking About Living In the Country?" and "Managing Rural Amenity Conflicts", March 2001

³⁵ PCE: "Managing Change In Paradise – Sustainable Development In Peri-urban Areas"; Page 57, June 2001

³² MfE: "Managing Rural Amenity Conflicts", Page 4, February 2000

- 2.93 Subdivision also provides land owners the opportunity to subdivide land for capital gains 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 result³⁶. Furthermore, the intensification of peri-urban areas can inflate property prices, increase rates, and make it difficult for established rural activities to expand³⁷.
- 2.94 The lack of direction and control as to the form and location of rural residential development in the current District Plan makes 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 when assessed on a collective basis³⁸.

Rural residential development – UDS

- 2.95 One of the key outcomes of the UDS is to maintain the urban contrast between the boundaries of Christchurch and settlements in Selwyn and Waimakariri districts, and the surrounding rural land. The vision acknowledges that the need to preserve the openness of the Plains and retain urban forms is offset by a strong demand for rural lifestyle living³⁹.
- 2.96 The UDS highlights that this form of rural living results in a noticeably dispersed settlement pattern, increased traffic movements and a potential change in rural character as new houses and domestication of farmland alters the open vistas typical on the Canterbury Plains.

- 2.97 The UDS identifies the need for territorial authorities in the Christchurch sub-region to develop rural residential zoning policies and assessment criteria that incorporate best-practice options for managing countryside living environments. The Strategy also promotes the provision of rural residential land holdings and to stage their release to ensure that while choices in lot size are maintained, an increased demand for rural living is not created⁴⁰.
- 2.98 This strategic approach provides for a limited amount of rural residential land to offset the demand on 4ha parcels for lifestyle living, whilst also ensuring that countryside living does not undermine rural character and the compact form of settlements.
- 2.99 One of the primary outcomes of the UDS Vision is to promote urban consolidation. Consolidation in this context encompasses the following actions and outcomes⁴¹:
- Minimising adverse effects on water quality and versatile soils through selective restraint on peripheral development;
 - Shortening private car trips by locating housing close to employment, schools and business areas;
 - Ensuring that safe and convenient pedestrian and cycling links are provided in new neighbourhoods;
 - Increasing population densities to support public transport;
 - Emphasising a compact pattern of development; and
 - Enabling extensions to the city/urban boundaries only where the land use pattern avoids isolated and dispersed patterns of urban growth.
- 2.100 These urban consolidation and intensification principles are equally important to the provision of rural residential activities to ensure that this form of development does not undermine the UDS Vision and C1 planning framework.

³⁶ MfE: "Managing Rural Amenity Conflicts", Page 33, February 2000

³⁷ MfE: "Managing Rural Amenity Conflicts", Page 37, February 2000

³⁸ PCE: "Managing Change In Paradise – Sustainable Development In Peri-urban Areas"; Page 87, June 2001

³⁹ UDS: Strategy and Action Plan 2007, Page 114

⁴⁰ UDS: Strategy and Action Plan 2007, Page 115

⁴¹ 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, 14.11.2005

Rural residential development – RPS and C1

Canterbury Regional Policy Statement⁴²

- 2.101 The Canterbury Regional Policy Statement already contains a number of objectives and policies that are relevant to rural residential development. Chapter 7 – Soils and Land Use is concerned with the protection of the life supporting capacity of soils, and in particular, minimising the irreversible effects of land use change on versatile soils. Section 4 of this report provides additional information on versatile soils.
- 2.102 Chapter 12 – Settlement and Built Environment includes objectives and policies to manage effects associated with the following: (a) Providing for urban development, physical expansion of settlements and promotion of settlement patterns that promote the sustainable use of energy resources; and (b) Preventing the loss of rural character attributed to land on the outskirts of Christchurch that provide a visual contrast to the built up urban areas in the sub-region.
- 2.103 Chapter 15 - Transport includes Policy 3, which is of particular relevance to rural residential activities as it promotes travel patterns that contribute to the safe, efficient and cost effective use of infrastructure. This policy reinforces the need for rural residential nodes to be located in close proximity to settlements to reduce the demand on private motor vehicle trips.

Overview of Commissioner's Recommendation – rural residential activities

- 2.104 As detailed previously, C1 seeks to direct growth and to develop and enhance the urban and rural areas of the Greater Christchurch sub-region over the next 30 years⁴³. Hearings were held between April and September 2009 and the Commissioners released a Recommendation to accept C1 with modifications on the 1st December 2009.

- 2.105 In making this Recommendation, the Commissioner's confirmed the Section 32 evaluations in C1 (and the related Variations), with the exception of the rural residential provisions⁴⁴. The Commissioner's view was that insufficient information was available to select suitable sites to meet the stated goals. A particular concern related to the justification of the rationale for using 5% of the urban growth to determine the number of rural residential households to be provided within the UDS area⁴⁵.

- 2.106 The Recommendation reinforces the need for the three territorial authorities to implement a review of the rural residential provisions in 2010. The decision outlined that this review should entail an evaluation and consultation phase to determine the most appropriate parameters and locations for rural residential activities.

The Commissioners' state at paragraph 341 of the Recommendation that the:

"...long term aim should be to ensure that areas are specifically zoned by the territorial authorities, rather than being randomly selected by developers and advanced as private plan change requests".

- 2.107 The Commissioner's formulated what factors define the form and demand for rural residential activities. The following categories were informed by the hearing evidence and based on a number of site visits to the periphery of townships in Selwyn and Waimakariri Districts⁴⁶:
- (i) The demand for larger allotments of at least 4ha in size that enable the running of a number of animals and/or intensive horticulture operations that generate an economic return;
 - (ii) The demand for allotments capable of running a few animals and/or an extended orchard/garden area, which range anywhere from between 0.5ha to 2ha in size; and

⁴² Environment Canterbury: RPS; 26.06.1998

⁴³ C1 RPS: Page 1, Commissioners' Recommendation Report (Track Change Version), 01.12.2009

⁴⁴ C1 RPS: Executive Summary, Commissioners' Recommendation Report, 01.12.2009

⁴⁵ C1 RPS: 12A.8 Definitions, Page 87 - 324, Commissioners' Recommendation Report (Track Change Version), 01.12.2009

⁴⁶ C1 RPS: Page 88 - 330, Commissioners' Recommendation Report, 01.12.2009

- (iii) 'Larger lot' lifestyle allotments ranging anywhere from 0.5 to 1ha in size.

2.108 The Commissioners reviewed these three forms of rural residential development and concluded, on the weight of evidence, that the first option was generally not as sought after as the second two categories. This was based on the view that a 4ha land holding requires considerable effort and commitment to manage, but is often not large enough to provide a satisfactory economic return.

2.109 It was identified that there was a clear demand for the second and third categories as the land owners tend to have off-site employment and are constrained by time to maintain large land holdings.

2.110 The decisions on C1 subsequently amended the definition of rural residential activities to the following:

*"Residential units outside the Urban Limits at an average density of no less than one per hectare"*⁴⁷

2.111 This amendment appears to be in response to the hearing evidence. However, this definition lacks clarity in regards to how it is to be interpreted. A literal reading provides for any density so long as it is no less than one household per hectare (i.e. allotments greater than 1ha in size). This definition, and how it should be interpreted, is one of the matters of the C1 decision that is under appeal to the Environment Court. Christchurch City Council and Waimakariri District Council have lodged a joint appeal to C1 that supports the following amended definition:

"... Residential units outside the Urban Limits at an average density of between 1 and 2 households per hectare".

2.112 A number of other appeals and parties to the Environment Court proceedings support alternatives to the current C1 definition of rural residential activities. There is a clear direction in the main body of the decision that additional research is required to determine the parameters of rural residential development in the Greater Christchurch sub-region. The review now provided in

Method 14.2 of Policy 14 will ultimately assist in providing a more precise and robust definition of rural residential activities.

Overview of C1 rural residential provisions

2.113 The following sub-section summarises the amended C1 provisions as they relate to rural residential activities, which are also outlined in full in [Appendix 2](#).

2.114 C1 acknowledges that rural residential development needs to be provided for to enable a choice of living environments⁴⁸. However, this form of growth needs to be managed in a way that conserves more space than the 4ha minimum of most rural zones by ensuring rural residential activities are provided for in appropriate locations. This is primarily to ensure rural residential development is well integrated with infrastructure requirements.

2.115 Consideration may need to be given to increasing the minimum ratio of built form to open space in the Rural Inner Plains zone from one household per 4ha to a ratio that is more effective in precluding residential forms of development occurring on rural land.

2.116 Issue 7 identifies that rural residential development, if unconstrained, has the potential to: (a) Change the character of rural areas; (b) Generate sporadic demand for services, including water and sewerage; and (c) Create adverse effects on established rural and farming activities⁴⁹. Issue 7 emphasises that unconstrained rural residential activities could lead to pressure for extensions to the Urban Limit that may be difficult to achieve where land use patterns have been established for different purposes.

2.117 Objective 1 provides for sustainable urban development in Greater Christchurch through the consolidation of existing urban areas to:

- ☐ Minimise adverse effects of travel for work, business and recreation;
- ☐ Minimise the costs of new infrastructure; and

⁴⁷ C1 RPS: 12A.8 Definitions, Page 38, Commissioners' Recommendation Report (Track Change Version), 01.12.2009

⁴⁸ Environment Canterbury: Integrated Growth Management In Greater Christchurch, Page 8, December 2008

⁴⁹ C1 RPS: Page 6, Commissioners' Recommendation Report (Track Change Version), 01.12.2009

- Avoid adverse effects of development on sensitive landscapes, natural features and areas of high amenity⁵⁰.

A limited amount of rural residential development is provided in recognition of the need to provide a range of housing choices in rural areas, where these forms of development do not compromise the overall directions of the UDS and C1.

- 2.118 Objective 1 (f) identifies that rural residential growth should equate to no more than 5% of the planned growth of residential households. The Commissioners Recommendation signals the need for an immediate review of rural residential activities, and similar large lot provisions. This review is to be undertaken in 2010 to establish a robust set of parameters for determining the most sustainable number of rural residential households able to be provided in Greater Christchurch over the next 30 years.
- 2.119 Policy 6 seeks to facilitate the strategic integration of infrastructure by defining Urban Limits, whilst providing a diverse range of living environments to accommodate the projected population increases. This is to be achieved through the progressive release of the identified 'Greenfield' land and intensification areas. In the Selwyn District context, these areas are located within the Urban Limits of Prebbleton, Lincoln, West Melton and Rolleston (see [Appendix 1: UDS Area](#)).
- 2.120 It is noted that following the notification of C1, Selwyn District Council considered that the 2,400 rural residential households was excessive and redistributed 1,800 households to the 'Greenfield' areas in Rolleston and Lincoln. This was on the basis that the original number of households reflected 20% of the District's 11,890 residential households provided under C1, which was deemed to be inconsistent with Objective 1. This number was reduced to 600 rural residential households, which reflected 5% of Selwyn District's residential households. This in turn, reduced the overall number of rural residential households in Greater Christchurch from 5% to 3% of the overall residential households.
- 2.121 Selwyn District Council lodged a submission to C1 seeking to formalise this reduction in rural residential households. C1 decisions upheld Selwyn District Council's relief to the extent that

Table 1 in Policy 6 amended the number of rural residential household for the UDS area of the District from 2,400 to 600.

- 2.122 However, it is clear from the Commissioners' decision that a comprehensive review of the rural residential component of C1 needs to be completed to determine the optimal numbers the District can sustain in the next 30 years, rather than relying upon the arbitrary figure of 5% of the residential 'Greenfield' growth. Method 14.2 has been incorporated into C1 to highlight the need for ongoing monitoring and for the review of rural residential activities to be initiated to give effect to Policy 14.
- 2.123 The research and assessments being compiled to assist in the formulation of C17 will incorporate the evaluations and qualitative data necessary to confirm the most sustainable number of rural residential households.
- 2.124 [Table 1](#) illustrates the number of households and the staging of development for residential, rural residential and rural activities in the UDS area of Selwyn District.

Table 1: Provision for Projected Household Growth⁵¹

Selwyn District (UDS area)	Households 2001-16	Households 2017-26	Households 2027-41	Total
Greenfield areas	+3,700	+3,900	+3,440	11,040
Rural residential*	+200	+200	+200	600
Existing Rural Zone	+100	+100	+50	250
Total	+4,000	+4,200	+3,690	11,890

* To be located outside Urban Limits prescribed in C1 – see [Appendix 1](#)

⁵⁰ C1 RPS: Page 7, Commissioners' Recommendations Report (Track Change Version), 01.12.2009

⁵¹ Adapted from Table 1: Projected Household Growth In Greater Christchurch: C1 RPS; Page 17, Commissioners' Recommendation Report (Track Change Version), 01.12.2009

2.125 Policy 14 identifies the provision for a limited amount of rural residential development to provide a diversity of households and to relieve the demand on 4ha land holdings for living purposes⁵². Policy 14 requires areas for rural residential development to be identified in District Plans. The following criteria guide how this is to be achieved:

- Located outside Urban Limits to preserve compact urban forms;
- Reticulated sewerage disposal and water supply are integrated with a publicly owned system and appropriate stormwater treatment and disposal methods are provided;
- Legal and physical access is provided to sealed roads but not directly onto Strategic and Arterial Roads or State Highways;
- Rural residential activities should not be a transition to full urban development;
- Avoid the identified constraints to development and adverse effects.⁵³

2.126 Policy 14 (v) requires an Outline Development Plan (ODP) to be prepared for rural residential development areas that set out an integrated design for subdivision and land use. This is to ensure the efficient provision of physical infrastructure and to maintain an appropriate level of character and amenity commensurate to this form of development. Rural residential activities are not seen as being a transition area to full urban development.

2.127 There is an inconsistency in C1 in regards to ODP's and how they apply to rural residential activities. ODP's are defined as:

"...a plan prepared for the development of Greenfield Areas prepared in a manner outlined in Policy 8".

2.128 This definition links ODP's exclusively to urban and business activities within the Urban Limits of townships through the reference to 'greenfield areas', which are separately defined in C1 as being growth areas within the defined Urban Limits. However,

given that there is a clear requirement for ODP's to be prepared for rural residential activities in Policy 14 of C1, PC17 will need to set out the detail and extent of information required to be included in ODP's for rural residential activities.

2.129 Site specific matters that could be incorporated into rural residential ODP's include:

- Connections to the road network and pedestrian and cycling linkages from, and through, the site;
- Green linkages, ecological corridors and buffer strips;
- Stormwater management requirements and the location of retention areas and water courses;
- The provision and location of reticulated services;
- How rural residential forms of development fit into their wider setting and is integrated into its surrounds, particularly where they are located in close proximity to townships and C1 residential 'Greenfield' development areas; and
- The landscape framework, including retaining rural landscape elements, view shafts and providing appropriate edge treatments.

C1 implications for the District Plan and low-density living environments

2.130 As alluded to previously, there is a distinct contrast between C1 and the District Plan where low-density living environments, in the form of Living 2 zones, are managed by objectives, policies and rules in the Townships Volume of the Plan. C1 seeks to intensify residential densities to create a critical mass of households, which in turn will improve the coordination of infrastructure servicing, preserve compact urban forms and ensure that 'Greenfield' land is developed in a more efficient manner. Policy 11 of C1 requires a minimum net density of 10 lots or households per hectare in the identified 'Greenfield' development areas of Selwyn and Waimakariri Districts⁵⁴.

⁵² C1 RPS: Page 28, Commissioners' Recommendation Report (Track Change Version), 01.12.2009

⁵³ C1 Policy 13.1 (iv) provides the comprehensive list of constraints and adverse effects – see [Appendix 2](#)

⁵⁴ C1 RPS: Policy 11, Page 26, Commissioners' Recommendation Report (Track Change Version), 01.12.2009

- 2.131 As a result, the ongoing creation of the low density allotments of between 3,000m² to 15,000m² currently provided in the Living 2 zones of the District Plan are unlikely to be viable within the new Greenfield growth areas located within the Urban Limits prescribed in C1 as they will not achieve the minimum densities of 10 households per hectare.
- 2.132 Whilst 'Greenfield' development areas could provide for some Living 2 zone type densities, this would require significantly higher densities within the balance of a 'Greenfield' development area to satisfy the overall minimum household yields within any given ODP area, which may not provide the most optimal forms of development. The lack of provision of large numbers of large lots in future Greenfield areas is in turn likely to place greater pressure on lifestyle properties in rural areas to fill this void and meet a demand in the market place.
- 2.133 This is a significant matter for consideration as part of PC17, particularly as the Living 2 zones have traditionally been an attractive option for residents seeking a large land holding that offers more flexible outdoor living opportunities and high amenity, while being in close proximity to the services and amenities provided by urban settlements. Properties that offer these benefits are often not available, or are too costly, in Christchurch City.
- 2.134 Existing Living 2 zoned land within the urban limits of townships, particularly Rolleston, have been identified for intensification and there is pressure for this to continue. The potential for intensification of existing Living 2 zoned land over time will further reduce the supply of this form of housing. This could place even greater pressure on the creation of larger lots outside the Urban Limits in the form of rural residential activities.

C1 decisions and statutory weight

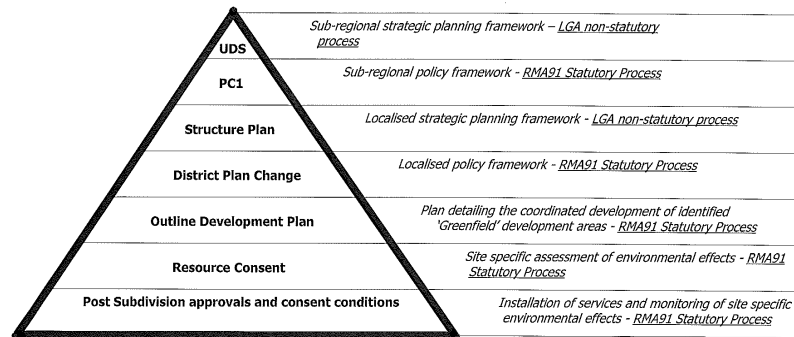
- 2.135 As detailed previously, Hearings to consider C1 were held between April and September 2009 and the Commissioners' Recommendation endorsing an amended C1 were released on the 1st December 2009.

- 2.136 This Recommendation was formally adopted by Environment Canterbury on the 10th December 2009, with this decision now being subject to rights of appeal to the Environment Court.
- 2.137 Section 75 (3)(c) of the RMA requires a District Plan to give effect to any Regional Policy Statement. Section 74 of the RMA requires territorial authorities preparing or changing a District Plan to have regard to any Proposed Regional Policy Statement. Significant statutory weight is required to be given to C1 as the process has been subject to a public consultative and hearings process, and a decision has now been released and formalised. However, consideration will need to be given to any outstanding appeals to determine what aspects of C1 are beyond challenge when formulating PC17.
- 2.138 The degree of statutory weight to be afforded to the rural residential component of C1 is less clear, given that the Commissioner's had reservations about the threshold for determining the numbers of households or the parameters for identifying where they are best located. In addition, there are a number of appeals relating to the rural residential provisions in general, as well as site specific matters.
- 2.139 Nonetheless, it is considered that a high degree of statutory weight should be given at this point in time as the Commissioner's upheld Council's relief to reduce the rural residential households from 2,400 to 600 and the criteria for guiding the selection of rural residential locations in Method 14.1 of Policy 14 remain relatively unchanged from the provisions that were publicly notified.

Planning process overview

- 2.140 There are a number of planning matters to consider, and steps required to be undertaken, before 'Greenfield' land within the UDS area of Selwyn District can be formalised for residential, rural residential and business use.
- 2.141 Figure 2 outlines the hierarchy of planning instruments managing the development of land within the Greater Christchurch Area of Selwyn District and the statutory basis for each step.

Figure 2: Planning process overview within the Greater Christchurch sub-region



- 2.142 This diagram indicates that any changes to the District Plan being advanced by PC17 are informed by higher order planning frameworks.
- 2.143 The PC17 rural residential provisions, along with the UDS, C1, relevant Structure Plans and design guides, will influence the production of Outline Development Plans. These guiding frameworks will all need to be considered when assessing resource consent applications.

3 Overview

Introduction

- 3.1 PC17 will investigate the best methods to sustainably manage rural residential development on the periphery of townships within the Greater Christchurch area. Potential locations include the primary strategic growth areas of Rolleston, Lincoln, West Melton and Prebbleton, the smaller townships of Springston and Tai Tapu and the rural periphery of Templeton.⁵⁵ PC17 may introduce a number of significant amendments to the Selwyn District Plan as it relates to the UDS area of Selwyn. In any event, it is likely that the current District Plan provisions will continue to apply to the remainder of the District pending the initiation of the District Wide Strategy and formalisation of any subsequent Plan Changes.
- 3.2 The rural land resource of the UDS area of Selwyn District is initially discussed to emphasise its local and national importance prior to focus turning to rural residential development. This initial focus on the rural land resource is necessary as the District Plan identifies that the single most significant resource management issue on the Plains is the demand for small allotments less than 4ha in size for residential development⁵⁶.
- 3.3 There is an identified demand for lifestyle living on rural land holdings in the District, particularly within areas up to 30km from Christchurch City⁵⁷. It is recognised that there is a need to provide for a limited amount of rural residential development to offset the demand for 4ha parcels for rural lifestyle living, while ensuring that the urban consolidation principles of C1 are not compromised. It is equally important to ensure rural residential development does not adversely affect the growth strategies of townships or the sustainable management of the rural environment.
- 3.4 This section outlines the rural land resource in the District, identifies the traits that distinguish rural residential activities from

⁵⁵ Burnham has been excluded because the township is encompassed within the Burnham Military Camp, which is designated in the District Plan for military purposes

⁵⁶ Selwyn District Plan: Rural Volume; A4-011, 10.06.2008

⁵⁷ M. Barber: "Revised Population Projections for Selwyn District", 2000

other forms of development and details the issues and opportunities associated with its provision in Selwyn District.

Rural land resource

The UDS and the rural land resource

- 3.5 The UDS has identified the following issues in relation to rural land⁵⁸:
- Urban expansion into the countryside is changing the use and look of rural areas;
 - Residential and lifestyle developments are spreading into areas of highly productive versatile soils, reducing its use for farming or other productive uses;
 - The landscape and amenity value of rural areas to communities is under threat from increasing urbanization;
 - The separation of town and country is becoming blurred as built up areas expand and rural land is subdivided into lifestyle blocks; and
 - Contamination of groundwater, waterways and lakes increases as rural land use intensifies.

Rural land - Issues and trends

- 3.6 Rural land is vitally important both locally and nationally. The rural land is a resource that directly influences the country and regions identity, character, landscape, economy and employment. The following sub-section of this report outlines the importance of rural land, details the recent trends that have contributed to changing rural land uses and considers the effects intensification presents to rural productivity.
- 3.7 The rural community is diverse and dynamic. The prosperity and demography of the rural population varies significantly as a result of the: (a) Economic viability productive capacity of the land; (b)

⁵⁸ Environment Canterbury: Integrated Growth Management In Greater Christchurch, Page 57, December 2008

Property's geographic location and proximity to urban areas; and (c) Desirability of rural areas as a place to live and work.

- 3.8 The Ministry of Agriculture and Forestry (MaF) identify that 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 period⁵⁹. Pastoral agriculture remains New Zealand's most economically productive land use, contributing \$16.1 billion to the national economy in the year ended March 2007⁶⁰.
- 3.9 The make-up of the country's rural land uses in 2009 is illustrated in the MaF's statistics, which identify that 97.3% of the land resource is rural, while only 13.8% of the population resides in these areas.
- 3.10 Table 2 illustrates the land use classifications, describes the activities taking place in these areas and outlines the population, land area and densities relating to each category.
- 3.11 The Canterbury Plains and foothills cover 54% of the 649,200ha of land that constitutes the Selwyn District⁶¹. Farming remains the dominant land use in the District, although rural land is also utilised for forestry, conservation, quarrying, business activities and recreational opportunities. The District Plan identifies that the rural land resource is not only valuable for the productive capacity of its land and soils, but also for recreational, natural, aesthetic and amenity values.
- 3.12 Agriculture, forestry and fishing was the largest industry in Selwyn in the year to December 2009, accounting for 28% of the districts economic output⁶². Correspondingly, agriculture, forestry and fishing provided 26.4% of the employment in the District. However, this sector experienced the greatest decrease in growth out of the 17 sectors assessed, with a decline of -1.7% per annum between December 2004 and December 2009. Correspondingly,

agriculture, forestry and fishing also reflected in the greatest decline of -2.4% in employment over the same period.

Table 2: Land use classifications⁶³

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

⁵⁹ Ministry of Agriculture and Forestry: Information on Rural New Zealand, www.maf.govt.nz/mafnet/rural-nz

⁶⁰ Ministry for the Environment: Environment New Zealand 2007, December 2007

⁶¹ Selwyn District Plan: Rural Volume, A4-10, 10.06.2008

⁶² Infometrics: Selwyn District – Quarterly Economic Monitor, December 2009

⁶³ Ministry of Agriculture and Forestry: Information on Rural New Zealand, www.maf.govt.nz/mafnet/rural-nz

Changing perceptions and trends in rural land uses

- 3.13 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 spaces⁶⁴. The privatization of rural services, removal of government tariffs in response to globalization, 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's⁶⁵.
- 3.14 Rural land owners and stakeholders have adapted to these challenges by diversifying land uses. This has contributed to counter urbanization, 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.
- 3.15 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 environmental quality. It is important to note that land holdings in this context range from 2ha to 40ha in size.
- 3.16 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 products⁶⁶.
- 3.17 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 is now a commodity used to attract tourists, promote the countries national identity and to advertise and sell a broad range of goods⁶⁷.

- 3.18 Significant change in rural land uses has occurred in Selwyn District over the last 10 years, with significant conversion of pasture and dry stock grazing to dairy farming. This in turn has placed a greater demand of the water resource and in securing a supply through large scale irrigation schemes.
- 3.19 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

- 3.20 The intensification and diversification of rural land presents some obvious conflicts and potentially adverse effects, including the degradation and/or loss of: (a) Ecosystems and environmental quality; (b) Productive rural land to lifestyle living purposes; (c) Life supporting capacity of versatile soils; and (d) Indigenous biodiversity. It can also present a greater risk of adverse reverse sensitivity effects where conflict arises between differing perceptions of what activities are appropriate for rural activities.
- 3.21 The Environment New Zealand 2007 report identifies that pastoral land cover decreased by 1% (125,000ha) between 1997 through to 2002, whereas settlements increased by 3% (5,300ha)⁶⁸. The report highlights that the move towards intensification and diversification of rural land use places pressure on natural resources such as: (a) Water availability and quality; (b) Soil quality; (c) Land stability; (d) Increase greenhouse gas emissions; and (e) Advancing the loss of habitats.
- 3.22 Lincoln University research in March 2008 identified trends in the structure of farms and highlighted the factors influencing the

⁶⁴ Lincoln University: M. Mackay, H. Perkins & S. Espiner; "The Study of Rural Change from a Social Science Perspective", July 2009, Page 3

⁶⁵ Ibid 48 Page 4

⁶⁶ Avenues: Issue 72, May 2010; "West Melton – From River to Riches", K. Knight

⁶⁷ Ibid 48 Page 9

⁶⁸ Ministry for the Environment: Environment New Zealand 2007, December 2007, Page 213

intensification of farming activities⁶⁹. This report 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. Interestingly, the research includes small holdings because one third of an estimated 49,000 properties were identified in 2003 as being utilized in productive land uses.

- 3.23 The research confirms that increased stocking rates and crop yields have been achieved through technological advances and the greater use of fertilizers. This intensification raises further questions of the long term sustainability of contemporary farming practices, where an increased dependence on fertilizers, utilizing soils with limited capacity and water for irrigation places even greater pressure on natural resources.
- 3.24 The MaF undertook research on the West Melton area to determine the biophysical and ecological impacts of rural subdivision, where large traditional farms were being subdivided to create parcels ranging from 1ha to 10ha in size⁷⁰. The findings are that 81% of the subdivided land was retained in pasture, 9% was utilized for amenity purposes, 6% for wood lots and 3% for other crops.
- 3.25 The study concludes that little difference in biophysical and ecological quality could be found between subdivided land and nearby larger scale rural land uses. However, the study confirms 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.
- 3.26 A further study undertaken by the MaF in 1996 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 RMA91 was sufficient to address any associated

issues⁷¹. This report concludes that overall, urban growth itself does not pose a threat to New Zealand's agricultural production base and that there did not appear to be any compelling reasons for District and Regional Councils to zone land for agricultural purposes.

- 3.27 The 1996 MaF 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 social and economic diversity of the rural community.
- 3.28 The 1996 MaF report identifies that current planning controls have successfully avoided the conversion of a significant amount of allotments below 4ha from rural land uses. This conclusion counters the perception that subdivision was removing large amounts of land from productive use, which may have contributed to adverse social, economic and environmental effects arising from rural land use change.
- 3.29 A similar study was undertaken by the MaF 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 change⁷². 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. The land was used for sheep and beef production (39.8%), kiwifruit (27.3%) and dairying (16.4%).
- 3.30 A 2000 MaF 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 calculates that 3,517ha of productive rural land was lost as a result of subdivision for lifestyle

⁶⁹ Lincoln University: S. Mulet-Marquis & J. Fairweather; "New Zealand Farm Structure Change & Intensification", March 2008

⁷⁰ Ministry of Agriculture and Forestry: "Biophysical and Ecological Impacts of Rural Subdivision", 13.07.1998

⁷¹ Ministry of Agriculture and Forestry: C. Ward, I. Cairns & D. Anderson; "Land Use Change – Are Current Policies Adequate?", 14.06.1996

⁷² Ministry of Agriculture and Forestry, S. Scarrow: "Agricultural Productivity Changes Due to Rural Subdivision in the Western Bay of Plenty", November 2000

purposes across all land in the Western Bays district between 1995 and 2000. This equates to a loss of \$13.8 million of income to the District over the same period.

- 3.31 Table 3 provides a summary of land uses and the minimum allotment area required to enable sustainable production, which was provided by a consultant in primary industry⁷³. 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.

Table 3: Productive rural land uses and allotment sizes⁷⁴

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

- 3.32 Table 3 illustrates that as lot sizes fall below 20ha in size, productivity becomes focused more on horticultural activities and less on grazing and cropping. The range of activities on properties below 4ha in size are restricted, with only greenhouse vegetables and outdoor flowers being a viable productive use on land holdings below 2ha in size.
- 3.33 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.

- 3.34 Research and survey analysis of rural residential landowners undertaken by Dunedin City Council established that the principle land use in the Cities Rural Residential zone was for residential purposes, with the grazing of animals being the most common secondary land use for lifestyle properties⁷⁵. A small amount of crops, orchards, forestry and tourist ventures were undertaken on the land holdings. This report also established that 78% of respondents were not receiving an income from the property, 17% were receiving less than a quarter of their annual income from the property and only 2% gained over three quarters of their annual income from the property.
- 3.35 In summary, the research reviewed in formulating this report 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. Table 3 above highlights that the range of uses that are able to generate a primary income from the sustainable production of produce decreases as allotment sizes are reduced.
- 3.36 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.
- 3.37 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 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.
- 3.38 Anecdotal evidence suggests that even where land owners continue to use parcels below 2ha in size for rural productive uses,

⁷³ C217/2001 Suburban Estates Ltd and Muir Park Ltd & Ors v CRC & Ors; Evidence in Chief of R Brooks [Pages 80 to 82]

⁷⁴ 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 [Page 82]

⁷⁵ Dunedin City Council – Rural Residential Study Report, Pages 18, 19 and 20, 2009

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 activities 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

- 3.39 Rural residential activities in planning practice are generally defined as development with both rural and residential components. The elements that define rural residential activities are determined by factors such as outlook, site and building densities, open space, design motifs and land uses. The resulting semi-rural character is quite distinct from the comparatively high densities typical of suburban forms of development.
- 3.40 Previous research has established that rural residential land holdings are predominately utilised for lifestyle living, but may entail a range of productive uses⁷⁶. 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.
- 3.41 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 30ha⁷⁷. The Real Estate Institute of New Zealand identify that lifestyle properties are land holdings between 1ha to 20ha, while any properties below 0.5ha

are considered as residential⁷⁸. The Living 2 zones in the UDS area townships of the Selwyn District Plan currently provide land holdings that range from between 0.3ha to 1.5ha.

- 3.42 As detailed previously, the evidence presented to the Commissioners hearing submissions on C1 identified three forms of rural residential development⁷⁹. 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.
- 3.43 The Commissioners found that there was a clear indication from the evidence presented that people were seeking one of the following two categories of land holding for rural residential purposes:
 - (a) 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
 - (b) Parcels ranging from between 0.2 to 1ha for a 'larger lot' lifestyle.

The reasons given for the preference for either of the two above categories were that the people seeking the property tended to have off-site employment, and had time constraints that precluded their ability to maintain larger land holdings.

- 3.44 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 and small rural holdings.
- 3.45 Figure 3 below includes a cross-section to illustrate the spectrum of rural residential activities, from the urban and lower density residential forms of development through to small holdings and rural land uses.

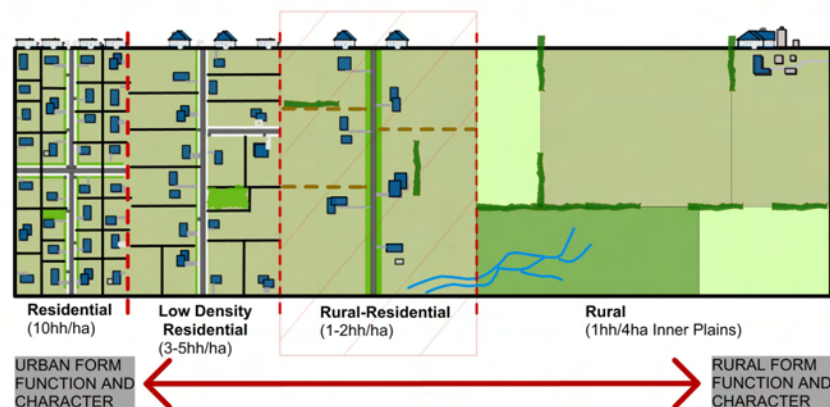
⁷⁶ Lincoln University: A. Cook. & J. Fairweather: "Smallholding In Selwyn District", May 2005

⁷⁷ MaF: A Study of Smallholdings and their Owners", Page 1, December 2004

⁷⁸ Real Estate Institute of New Zealand: REINZ Online User Guide: Sales Statistics Data Entry, Version 1.8, Page 7

⁷⁹ C1 RPS: Page 88; Commissioners' Recommendation Report (Track Change Version), 01.12.2009

Figure 3: Spectrum of rural residential land uses



- 3.46 Figure 3 identifies 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, such as footpaths, streetlights, road specifications and other urban services. The level and nature of the built form and domestication of the rural landscape associated with intensive lifestyle living areas begin to compromise the rural character.
- 3.47 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 achieve more rural character elements and reflect distinctly rural residential amenity values.
- 3.48 It is evident from the research, anecdotal evidence and site visits undertaken in the formulation of this report that parcels ranging in size from 0.15ha to 0.3ha demonstrate large lot residential elements, which align more with urban forms of development. Land holdings that range in size from between 0.3ha to 2ha are better able to demonstrate both residential and rural character elements. 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.

PC17 rural residential definition

- 3.49 On the basis of the above discussion, 'rural residential activities' for the purposes of PC17 are defined as:
- "Residential units outside the Regional Policy Statement Urban Limits at an average density of between one and two households per hectare."*
- 3.50 The densities of one to two households per hectare will enable 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 will also ensure that there is sufficient open space within any given rural residential node to achieve the necessary character.
- 3.51 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.
- 3.52 It will be essential to provide households in accordance with the above definition to:
- ☐ Provide some households for lifestyle living purposes within the rural periphery of townships in the District;
 - ☐ Offset the demand for 4ha land holdings for lifestyle living;
 - ☐ Promote the sustainable management of infrastructure and utility services;
 - ☐ Ensure the village character of Prebbleton, Tai Tapu, West Melton and Springston is not undermined by a large increase in the population on the rural periphery of these small towns;
 - ☐ Ensure that the provision of rural residential development does not undermine the urban consolidation principles of C1 by displacing residents from future 'Greenfield' residential areas in Greater Christchurch.
 - ☐ Avoid placing undue pressure on community facilities, schools, health care providers and social services; and
 - ☐ Ensure the logical urban growth of townships identified through the SDP, C1 and township Structure Plans is not undermined.

Issues and opportunities associated with the provision of rural residential households in Selwyn District

3.53 The primary issues to consider in formulating PC17 are:

- ☐ Where rural residential development is best located;
- ☐ What form it should take; and
- ☐ What function it should serve.

As highlighted previously, the EDA's and Living 2 Zones currently provide a mixture of peri-urban densities, which have been variable in achieving the desired outcomes. There is a need to include directive provisions into the District Plan, which in itself presents a number of opportunities as well as risks.

3.54 Poorly designed rural residential development can have a suburban character that doesn't achieve the anticipated amenity for activities within rural settings. Rural residential activities on the periphery of settlements need to retain the compact urban form of townships without compromising the amenity, character and productivity of surrounding rural land holdings.

3.55 It is not anticipated that rural residential land will be a transition to full urban development and needs to be developed accordingly. This will avoid the difficulties associated with retrofitting rural residential areas to standard residential forms, which can only be avoided if services and specific building platforms are arranged from the outset to facilitate further subdivision in the future. The decisions version of C1 explicitly precludes rural residential activities from being a transition to residential densities through Method 14.1 (v) and (vi) of Policy 14.

3.56 Townships in Selwyn District are set in an open plains environment, which adds to the attractiveness of these settlements and provides a clear distinction between rural and urban forms of development. The distinctiveness between urban and rural environments is most appreciable where there is the greatest amount of contrast between them. This contrast defines the qualities of each environment.

3.57 The ad hoc provision of rural residential development as a buffer between townships and rural outskirts 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.

3.58 There is also a risk that ribbon development along main roads and alignments of reticulated infrastructure servicing townships will erode the ability to distinguish between rural and urban interfaces, particularly at sensitive areas such as gateways to settlements. Urban sprawl, combined with low-density infill development, can ultimately result in difficulties discerning one urban area from the next. Furthermore, ribbon development encourages the coalescence of townships, both within Selwyn District and with the boundary of Christchurch City.

3.59 Rural residential development should be integrated into urban townships and should not be developed in isolation, which may compromise the provision of infrastructure servicing (water, waste, roading, connectivity and reserves), safe access to schools and other urban services, and amenity.

3.60 The provision of criteria for selecting 'preferred locations' and the production of a rural residential design guide through PC17 will ensure wider connectivity is achieved through the provision of appropriate road networks, pedestrian linkages, cycle ways and preservation of waterways, as well as ensuring appropriate levels of amenity are delivered through the implementation of suitable design elements. Design features that would achieve the necessary connectivity within rural residential nodes could include the provision of walking and fitness trails, cycle ways, mountain bike tracks and horse treks.

3.61 Enabling additional rural residential activities in appropriate locations will go some way to decreasing the demand for the further subdivision of productive rural areas for lifestyle purposes. This in turn, will reduce the fragmentation of infrastructure servicing, the incremental and cumulative domestication of the rural landscape and avoid conflict and reverse sensitivity, the risk of which increases relative to the extent of rural lifestyle living established within productive rural areas.

3.62 Some positive effects can be generated through the promotion of rural residential activities. Land owners of smaller land holdings in Selwyn District already attract visitors to the rural hinterland and

provide the market with niche products, including viticulture, saffron, olive groves, specialist flower growing, nut orchards, home stay accommodation and farm experiences.

- 3.63 The economic sustainability of combining these enterprises with lifestyle living is variable. Discussions with land owners in the district have highlighted the need for properties to be in excess of 4ha to support economies of scale. There remains a strong reliance on a primary revenue source, which is often employment in urban areas. The environmental effects associated with intensive production and land uses focused solely on lifestyle living also presents a number of challenges to resolve.
- 3.64 A reliance on a 'first in first served' private plan change approach may result in the rural residential household numbers within C1 being absorbed within a small number of locations, without consideration of whether it should be distributed across a number of townships.
- 3.65 The ability to identify and register opportunities and constraints to development will enable growth to be directed to more suitable locations that preserve life supporting capacity of versatile soils, landscape and ecological values, protect rural amenity and productivity, avoid airport noise contours and provide for integrated and sustainable provision of infrastructure servicing.
- 3.66 It is important that the numbers of rural residential households are limited to ensure the urban consolidation principles of C1 are not undermined. These households should be spread throughout the UDS of the district as one of the primary reasons for providing rural residential activities is to provide housing choice. This in turn, will reduce the risk of large nodes establishing in one geographic location at the expense of providing diverse living environments in other townships.
- 3.67 Comprehensive and coordinated rural residential development can result in a number of positive social, economic and environmental outcomes. Some of these positive outcomes include:
 - Meeting market demand at least in part;
 - Providing diverse living environments and housing options;
 - Promotion of alternative productive and sustainable rural land uses;

- Economic benefits to local retail outlets and service industries;
- Social cohesion through increased participation in community based activities; and
- A mechanism to control the form and direction of townships.

Forms of rural residential development

- 3.68 There are a number of theories and planning approaches that have investigated alternative approaches to deliver more sustainable rural residential environments. These are briefly discussed in the following section of this report to provide a wider understanding of the options available to deliver the outcomes being sought in PC17.

'New Ruralism'

- 3.69 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 theories. New Ruralism is defined as:

"The preservation of urban edge rural areas as places that are indispensable to the economic, environmental, and cultural vitality of cities and metropolitan areas"⁸⁰.

- 3.70 New ruralism seeks to achieve better outcomes for peri-urban developments by promoting small to medium scale agricultural land uses that are mixed with habitat corridors and opportunities for passive recreation. New Ruralist communities are developed in a manner that is cognizant of urban areas and their occupants.
- 3.71 A number of criticisms have been voiced against promoting New Ruralism, where the vision is seen to encompass unrealistic expectations of how the concept can deliver the outcomes being promoted⁸¹. Critics have raised concerns that 'New Ruralism' may exacerbate urban sprawl, undermine rural productivity and amenity and create a greater dependence on private motor vehicles

⁸⁰ S. Kraus: "A Call for New Ruralism"

⁸¹ D. Moffat: "New Ruralism: Agriculture at the Metropolitan Edge"

Farm Park Developments

- 3.72 The farm park concept is reasonably well established in New Zealand. Farm parks generally incorporate smaller residential allotments set in rural environments, where potentially adverse effects associated with the loss of rural amenity are offset by the retention of large balance land holdings in productive rural uses.
- 3.73 The farm park design approach can be successful in internalizing adverse effects by ensuring that overall densities remain consistent with standard rural activities. There are sometimes significant environmental gains able to be achieved through creating riparian margins, protection of habitats, retirement of unsuitable land and the establishment of ecological corridors.
- 3.74 There is a degree of uncertainty as to the appropriate methods that could be utilized to screen and internalise effects in the Plains landscape, where openness and a low ratio of built structures is fundamental to its character. Farm parks would be more successful in landscapes where topography and natural features could be used to screen built forms.
- 3.75 However, some of the benefits of 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.
- 3.76 The farm operations may also present adverse reverse sensitivity effects during certain times of the year. The relative isolation of these forms of development creates 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. There remains a degree of uncertainty as to the long term sustainability of farm park developments.

Hamlets and clusters

- 3.77 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. Hamlet nodes generally entail 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 internalized, with a relatively low ratio of built forms in comparison to open space. Hamlets differ from farm parks in that they may contain small scale services, such as a local store.

- 3.78 Hamlets could be self sustaining if the appropriate management structure and lifestyle choices were made to reduce the everyday dependence on the services and amenities of urban areas. Hamlet nodes could promote artisan trades utilizing locally sourced rural produce. These areas could also become attractive destinations for recreational activities and tourism.
- 3.79 Hamlet settlements often incorporate the clustering of residential densities to enable the retention of a large balance land holding to offset and internalize effects. Hamlets could be successful where the context of sites have been preserved and utilized 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.
- 3.80 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 and how successfully higher density forms of living environments can be integrated into rural and natural landscapes.

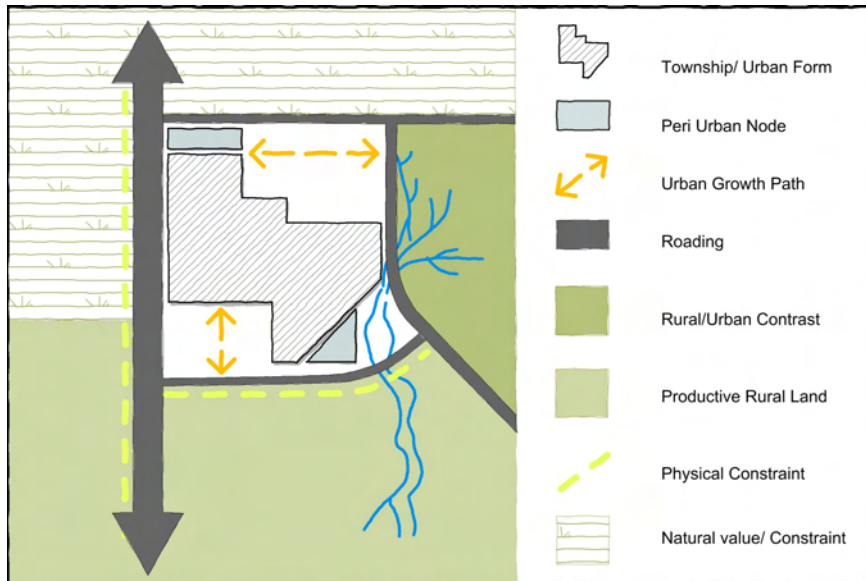
Preferred form of rural residential development for Selwyn District

- 3.81 The 'Peri-urban' form of development is anticipated to accommodate the majority of households to rural residential activities. Peri-urban nodes are anticipated to be located on the periphery of existing settlements so they can:
- ☐ Be economically serviced with reticulated water and wastewater infrastructure;
 - ☐ Utilise the services, facilities and opportunities provided in urban areas;
 - ☐ Support existing and future urban forms;

- Promote the urban consolidation principles of the UDS and C1; and
- Align with the integration of land use and transport.

3.82 Figure 4 details the general factors determining where rural residential activities should be located in the Plains context. The preferred form of rural residential development for initial consideration is the 'Peri-urban' nodal approach.

Figure 4: Factors influencing the optimal form of rural residential development



3.83 Rural residential growth should be discouraged from locating on main routes to and from existing settlements to avoid ribbon development and the blurring of the urban edge. Definitive boundaries, such as road layouts and natural features, should be utilised as a means to limit growth and reduce the risk of peri-urban sprawl, whilst also ensuring that it does not preclude the future growth of the residential urban limit beyond 2041.

- 3.84 A degree of separation should be provided to ensure that the urban form of settlements is not compromised. This could be achieved through utilising natural features, greenbelt buffers and physical barriers. There would be a need to avoid gateways to townships but to provide connections from rural residential developments to urban areas.
- 3.85 It is envisaged that peri-urban areas would be the link between urban areas and the rural periphery via the green open space of reserves and corridors that support connectivity. Informal connections, such as wide grassed berms or trails, are preferred to sealed footpaths that are representative of a more residential design vernacular.
- 3.86 Council's Asset Manager Transportation has confirmed that 1km is generally the limit for daily cycling and walking commuter modes of transport that utilise formal connections. Research has also established that 0.5km is the point where people start to make a choice on whether to use a motor vehicle in preference to walking or cycling, which is often increased where dedicated walking or cycling connections are not available. Commuter cyclists may travel greater distances, but this is dependent upon the destination, road safety, network efficiency and the level of amenity.
- 3.87 The number of households within any given rural residential node is a relevant consideration when determining the most optimal form of development. Rural residential character is achieved where there is a substantial areas of open space in proportion to built form, a sense that developments are located in a rural setting is achieved through views to the rural hinterland and a generally low number of dwellings so as to avoid the collective effects of apparent relative high density. Relatively small nodes of less the 50 households are better able to achieve rural residential character and to meet the expectations of residents seeking to live within them (for example peace, quiet, openness and privacy).
- 3.88 Rural residential activities could be provided in exchange for environmental gains achieved through the protection of significant riparian margins, ecological corridors, indigenous biodiversity or other natural features. It is imperative to ensure that the provision of rural residential activities does not, in itself, undermine the ecological, amenity or landscape values of any given site. Any

intensification around these areas would need to avoid adverse environmental effects on the existing feature, but could include management plans to regenerate areas of value.

- 3.89 However, site visits have confirmed that very few properties display the necessary uniqueness, natural values and site characteristics to warrant inclusion as preferred locations for rural residential activities. This can be attributed to the uniform nature of the Plains environment and the lack of topographical features or natural ecosystems to differentiate one site from the next.
- 3.90 The relative isolation of rural residential nodes from urban settlements would increase the risk of adverse reverse sensitivity effects associated with intensified lifestyle living and existing rural productive activities. Intensification, and the increase in residential forms within the rural landscape, could undermine the open character that provides an important contrast between the rural periphery and the built up nature of settlements in Selwyn District and Christchurch City.
- 3.91 The further any prospective amenity nodes are located from urban areas the greater reliance there will be on everyday commuting, in private motor vehicles, to access employment, social interaction, recreation and services such as shops, schools and health care facilities. The identification of locations for rural residential development that require residents to regularly use private vehicles, over long distances, is ultimately unsustainable and should be avoided where possible.
- 3.92 The need to provide for reticulated water and sewer connections may preclude the viability of areas that are some distance from existing settlements or are not located in close proximity to the alignment of infrastructure services. Any intensive development along the sewer and water infrastructure should be avoided to preclude ribbon development from occurring.
- 3.93 These servicing requirements, coupled with the limited number of sites that are likely to be able to display the necessary amenity, limits the number of viable sites for 'amenity' forms of rural residential development. The amenity node form of rural residential development is a less preferred approach for the above reasons.

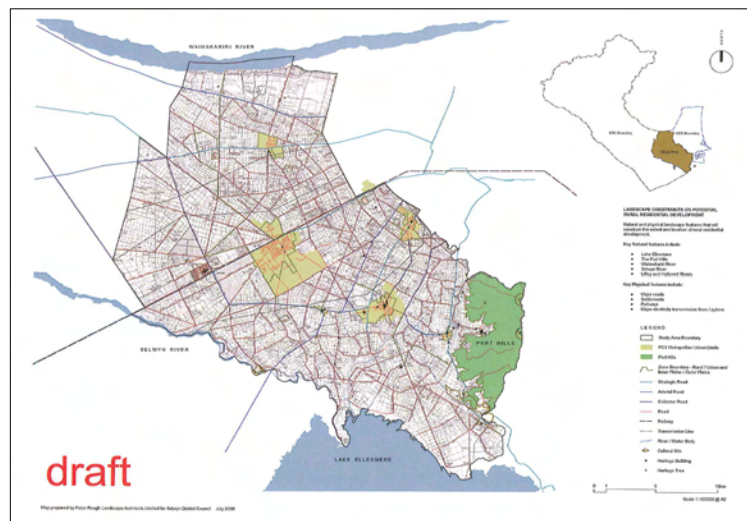
4 Guiding principles of PC17

- 4.1 This section considers the following six guiding principles to be used to formulate PC17: (a) Landscape values, (b) Rural residential character; (c) Constraints and opportunities to development; (d) Infrastructure servicing; (e) Market demand assessment; and (f) Other considerations.
- 4.2 Section 6 of this report combines the fundamental elements disseminated from the assessment of the guiding principles and research to formulate a list of criteria. These criteria form the basis for determining the optimal number of rural residential households, where it is best located, what form it should take and the function it should serve.

Landscape values

- 4.3 Andrew Craig of Andrew Craig Landscape Architects Limited has provided a landscape assessment to assist in the formulation of PC17.

Figure 5: Landscape Constraints Map



- 4.4 Mr Craig's assessment to date has concluded that the Plains landscape is generally uniform in character, with no significant landscape constraints other than the Port Hills and water bodies. A constraints map has been produced and included as Appendix 4 to this report (see Figure 5). An accompanying report entitled "*Identification of Landscape Constraints for Rural residential Development*" has also been produced.
- 4.5 The primary findings of this report in relation to the landscape values that are representative of rural residential character are summarised as follows:
- ☐ Discernibly logical boundaries determined by strong natural or physical features;
 - ☐ Avoid fragmentation by discouraging sporadic development;
 - ☐ Integration of development with its surrounding environment;
 - ☐ Avoid disintegration of historic features and their settings;
 - ☐ Subdivision layouts that reflect land use patterns;
 - ☐ High amenity boundary;
 - ☐ Protection of significant trees and plantings;
 - ☐ Protection of natural features;
 - ☐ Maintenance of views;
 - ☐ Avoid the collective effects of large nodes that do not achieve the anticipated rural residential character or expectations of future land owners;
 - ☐ Avoid strong urban motifs in favour of the rural;
 - ☐ Avoid ribbon linear development; and
 - ☐ Provide public open space where appropriate.

Rural residential character

4.6 The character elements that define rural residential development are important to ensure that this form of development is distinctly different from rural or residential densities. This character results from a myriad of factors, including the bulk, location, form and appearance of developments within any given area.

4.7 The landscape assessments and site visits to existing rural residential nodes within the Waimakariri and Selwyn Districts has highlighted what matters assist in differentiating rural residential character from other densities of development:

- Relatively low site coverages, height restrictions and appropriate building setbacks to deliver the necessary openness and separation;
- Preclusion of small scale developments that may result in fragmentation, adverse reverse sensitivity effects, ribbon development and the erosion of rural character. This form of rural residential development can be avoided through ODP's, which will coordinate development, take into account the wider site context and ensure the necessary connectivity and integrated infrastructure servicing.
- Limited numbers of dwellings within a single location to avoid the collective effects of intensified land uses. Large nodes will be unable to provide the necessary open space in proportion to built form to achieve a sense that rural residential activities are located in a rural setting. This is required to meet the anticipated rural residential character and expectations of future land owners;
- Retain an appropriate urban/rural edge on the periphery of townships. Rural residential development should not be a transition to urban development. The preservation of definitive boundaries enables urban areas to be distinguished from rural land holdings;
- A minimum of one dwelling per hectare on average to preserve openness that are based around site context, layouts, household yields, development controls and site characteristics;

- The restriction of urban motifs, such as entrance features, solid paling fences and kerb and channel road formations;
- Layout and design elements to be consistent with Council's Rural Residential Design Guide, once it is formalised;
- Development controls to ensure that land uses do not conflict with the anticipated level of amenity, the appropriate ratio of built form to open space is achieved and the anticipated rural residential character is met;
- Avoids ribbon development along the primary road network and alignment of the sewer and water mains;
- Avoids the ad hoc expansion of rural residential development, which may result in incongruous densities that could undermine the future growth directions of townships and undermine the urban consolidation principles of C1; and
- Precluding the intensification of residential forms of activities within the Rural Outer Plains (one household per 20ha) in preference for the Rural Inner Plains (one household per 4ha within the UDS area of the District). The further rural residential development is located from settlements the more difficult it will be to integrate this form of development into the Rural Outer Plains environment, which generally represents lower densities of built residential forms and higher levels of openness.

Constraints and opportunities to rural residential development

4.8 A number of constraints and opportunities to development have been prescribed in C1 to ensure that existing activities and integrated planning initiatives are not compromised by more intensive development in the rural areas of Greater Christchurch.

4.9 As detailed previously, Policy 14 of C1 lists the following criteria that must be considered by Selwyn District when formulating PC17⁸²:

- ☐ Not compromise the operation of Christchurch International Airport and the health and well-being of people is not compromised by airport noise;
- ☐ Avoid adversely affecting the groundwater recharge zone for Christchurch City's drinking water;
- ☐ Avoid land required to protect the landscape character of the Port Hills;
- ☐ Not compromise the operational capacity of the West Melton Military Training Area and Burnham Military Camp;
- ☐ Support existing or upgraded community infrastructure and provide for good access to emergency services;
- ☐ Not give rise to significant reverse sensitivity effects with adjacent rural activities, including quarrying and agricultural research farms, or strategic infrastructure;
- ☐ Avoid significant natural hazard areas,;
- ☐ Avoid significant adverse ecological effects;
- ☐ Not adversely affect ancestral land, water sites, Waahi tapu and Waahi taonga of Te Runanga o Ngai Tahu and Te Taumutu Runanga;

- ☐ Able to be integrated into or consolidated with existing settlements when adjacent to or in close proximity to existing urban or rural residential areas; and
- ☐ Avoid adverse effects on existing surface water quality.

4.10 Further assessments have been undertaken to add to the C1 criteria to ensure that all the relevant matters that may influence the selection of the most suitable locations, form and function of rural residential development in the Selwyn District have been identified.

4.11 GIS mapping has collated all this information around a 2.5km periphery of the primary settlements in the UDS area of the District (Rolleston, Lincoln, Prebbleton, West Melton, Tai Tapu, Springston and Templeton). These are detailed in [Section 5](#) of this report. The Township Study Areas overlap to the extent that the majority of the UDS area of the District is encompassed within at least one study area.

4.12 [Appendix 6 – Constraints, Opportunities and Contextual Analyses](#) includes five maps for each settlement. The first of which captures development constraints, infrastructure and sites Scheduled in the Appendices of the District Plan; the second identifies soil groups; the third highlights the versatile soil classifications; the fourth identifies the current District Plan zones; and the fifth provides a contextual analysis of each Township Study Area.

⁸² C1 RPS: Policy 14.1 (iv), Page 29; Commissioners' Recommendation Report, (Track Change Version), 01.12.2009

Infrastructure servicing

- 4.13 C1 outlines several requirements relating to infrastructure servicing that are to be implemented through PC17. These include the provision of reticulated wastewater and water connections, the need for appropriate stormwater management and disposal methods and the consideration of the road hierarchy when determining the appropriate locations for, and function of, rural residential development.

Reticulated water and wastewater

- 4.14 The Commissioners' Recommendation on C1 made the following findings with regards to the integration of infrastructure and provision of reticulated water and wastewater connections⁸³:

- Stand-alone treatment systems can operate satisfactorily, but rely upon regular maintenance that 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; and
- 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.

- 4.15 The Commissioners conclude in Paragraph 339 of their Recommendation that:

"...had we embarked upon trying to improve the detailed provisions for rural residential development in PC1 we would have been upholding the requirement that the rural residential areas be located adjacent, or at least near, to Urban Limits, where linkages to services could occur, particularly in terms of water supply, sewage treatment and effluent disposal".

- 4.16 The Commissioner's findings are supported by Council's Asset Managers. 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 would result in the duplication of services in the future. This in turn results in disproportionately high operational and maintenance costs⁸⁴.

- 4.17 There is a risk that Council would be unable to recuperate the funding of infrastructural works without the certainty of where development is to occur. In addition, an increased number of 'on-site' water and sewerage facilities could inhibit the development of these areas to higher densities in the long term. In addition, it has previously been indicated that rural residential nodes should not be a transition to residential activities.

- 4.18 The identification of targeted areas, in relatively close proximity to townships, would ensure that services to rural residential areas are provided in the most 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 the order and timing of development prescribed in C1.

- 4.19 A demand and asset management process has been initiated to determine the cost of extending reticulated services and the timing of when connections will be available. Council's Asset Managers have developed a system to enable maintenance and upgrade costs to be projected, whilst also identifying the minimum number of rural residential households necessary within any given location to make extensions and connections economically viable.

- 4.20 This proactive approach is essential to avoid fragmented development occurring outside identified nodes, where the rate of development will outstrip Council's ability to service and maintain connections and associated infrastructure⁸⁵. The strategic

⁸³ C1 RPS: Pages 90 – 337: Commissioners' Recommendation Report (Track Change Version), 01.12.2009

⁸⁴ Hearing Evidence to Variation 23: H. Blake-Manson, SDC Asset Manager Utilities, 10.11.06

⁸⁵ Planning Quarterly: I. Thomson; "Greenfield Plans Falter at the Implementation Stage", Pages 2-5, Dec 2005

planning approach espoused in PC17 will enable infrastructure servicing to be integrated with the development of settlements. This in turn, will dictate the timing of when connections will become available, whilst enabling the equitable sharing of costs to be established.

East Selwyn Sewer Scheme (ESSS)

- 4.21 The principle method to treat and dispose of wastewater for both residential and rural residential densities of development within the UDS area of Selwyn District is the proposed East Selwyn Sewer Scheme (ESSS). The ESSS entails an upgrade of The Pines wastewater treatment plant located to the south of Rolleston. The general layout and location of the ESSS is identified in [Figure 6](#).

Figure 6: East Selwyn Sewer Scheme



- 4.22 Development in Lincoln, Prebbleton, Springston and Tai Tapu is currently dependent upon an agreement with Christchurch City Council. This agreement enables wastewater from these townships to be pumped to the Bromley Wastewater Treatment Plant for treatment and disposal. Christchurch City Council is unable to continue this arrangement as any spare capacity in the

system needs to be made available to new residential development and intensification areas within the City limits.

- 4.23 Development in Prebbleton and Lincoln in particular has been inhibited as additional connections to treat and discharge wastewater have been unavailable in recent years. This existing demand for connections, coupled with the additional households proposed in the 'Greenfield' development areas within C1, has placed even greater importance on the proposed ESSS (see [Figure 6](#)).
- 4.24 [Appendix 10](#) includes a plan detailing the proposed configuration of the network for the ESSS, which includes two possible routes linking the Lincoln Wastewater Treatment Plant with Springston and Rolleston.⁸⁶ The modular plant and associated land proposed as part of the ESSS will cater for the treatment and disposal of reticulated wastewater in the UDS area of Selwyn District for the next 100 years.
- 4.25 A hearing to consider submissions received on the Notice of Requirement and associated Environment Canterbury resource consents has been held and decisions released in December 2010. The Environment Canterbury consents have been granted with various conditions of consent. A recommendation to accept the Notice of Requirement and designate the land for the treatment and disposal of wastewater has been issued, which also contains a number of conditions and a requirement for Outline Plan of Works approval. Both the consent decisions and Notice of Requirement recommendation are subject to a statutory appeal period.
- 4.26 The establishment of 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. An additional main would need to be constructed to provide additional reticulated wastewater connections to Tai Tapu. This significantly precludes any rural residential activities from occurring in Tai Tapu in the short to medium future.

⁸⁶ Selwyn District Council: ESSS Notice of Requirement, 28.09.2009

Other water and wastewater considerations

- 4.27 Selwyn District Council's Policy S102 supports the use of reticulated systems for sewerage disposal from properties outside township areas where they are identified in the District Plan or the UDS, and when there is surplus capacity available⁸⁷. Priority connections are provided for properties less than 4ha in size, when land holdings are located in flood zones, or the treatment and disposal of sewerage represents a public health or environmental risk. The policy prescribes a number of requirements and conditions where approval for a connection is able to be granted.
- 4.28 Policy W2 outlines the requirements for the provision of community water supplies, extraordinary water connections and other water infrastructure requirements, such as fire fighting standards, water metering and pricing, and backflow protection. The Selwyn Community Plan (Long Term Council Community Plan) includes a summary of the District's Solid Wastewater Management Plan and Water and Sanitary Services Assessment⁸⁸. Additional measures, such as the use of tanks to capture rain water for non-potable uses, should be promoted once specific development proposals are formalised.
- 4.29 The New Zealand Fire Service has identified a preference for a reticulated water supply being provided to rural residential activities in accordance with the New Zealand 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.

Five Waters Strategy

- 4.30 Selwyn District Council has adopted the Five Waters Strategy⁸⁹, which includes seven sustainability principles for the management of water. The 'Five Waters' are stormwater, wastewater, land drainage, water races and reticulated water supply. The Strategy

outlines the vision and parameters to guide the preparation of Activity Management Plans. Activity Management Plans outline how Selwyn District Council will undertake the management, delivery and operation of the Five Waters services for the Districts various communities over the next 10 years.

- 4.31 The identification of preferred locations for rural residential development will reduce the risk of adverse effects associated with ribbon development along the alignment of water and wastewater services and promote the efficient provision of infrastructure. It is anticipated that water races, wetlands and streams would be incorporated into layout designs, whereas land subject to natural hazards would be constrained from intensification.
- 4.32 Natural methods for the treatment and disposal of storm water are to be promoted, such as swales in preference to kerb and channels. The capturing of rainwater for irrigation and other uses not requiring a potable supply will be encouraged to reduce the demand on the finite water resource.
- 4.33 The Selwyn Community Plan (Long Term Council Community Plan) includes an overview of the Five Waters Strategy, which details information on the demand and asset management process and the capital expenditure allocated to the upgrading and maintenance of the infrastructure required to manage the water resource in the District⁹⁰.

Canterbury Water Management Strategy (CWMS)

- 4.34 The CWMS was produced by the Canterbury Mayoral Forum. It summarises the overall approach and presents the delivery models for the sustainable management and development of the region's water resource⁹¹.
- 4.35 The Strategy was developed to address the competing values and demands on the water resource in Canterbury and sets out a collaborative approach to managing what is a vitally important resource to the region.

⁸⁷ Selwyn District Council: Policy Manual, Adopted 22.07.2009

⁸⁸ Selwyn District Council: Selwyn Community Plan 2009-2019, Volume II, Page 81

⁸⁹ Selwyn District Council: Five Waters Strategy, August 2009

⁹⁰ Selwyn District Council: Selwyn Community Plan 2009-2019, Volume I, Page 79

⁹¹ Canterbury Water Management Strategy: Strategic Framework, November 2009

4.36 The CWMS Vision has been developed to:

“...enable present and future generations to gain the greatest social, economic, recreational and cultural benefits from our water resources within an environmentally sustainable framework”.

This Vision seeks to promulgate a paradigm shift in the mindsets of resource users to achieve more sustainable outcomes. Water allocation zones have been developed to enable management programmes to be formulated for each sub-region.

4.37 The Selwyn District is encompassed within the Lake Ellesmere/Te Waihora Water Allocation Management Zone, with effects on the water resource being considered by a Regional Water Management Committee. The specific implementation programmes are currently being developed at the sub-regional level, which are likely to consider the effects of increased land use densities on the water resource in the region.

UDS, C1 and the integration of land use and transportation

4.38 The concept of integrating land use and transport planning in the context of the UDS and C1 recognises that⁹²:

- 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; and
- Transport is essential lead infrastructure for shaping further land use patterns.

4.39 C1 seek to deliver the following transport outcomes to deliver the UDS Vision that are also relevant to rural residential activities:

- Achieving efficient levels of connectivity both within townships and around them;

- The need to complete the primary transport network north and south of Christchurch to relieve current congestion levels;
- Promoting ‘live, work and play’ to reduce travel demand;
- Implementing increased levels of public transport to reduce car use;
- Promoting developments that utilise appropriate urban design, walking and cycling and the use of public transport; and
- Protecting existing rail corridors and other strategic transport assets.

Transport, road hierarchy and the safety and efficiency of the network

4.40 It is acknowledged that rural residential activities fundamentally conflict with the overarching urban consolidation principles espoused in C1. Any residential forms of development beyond the urban limits that have a dependency on private motor vehicles have the potential to undermine urban consolidation, particularly in regards to the provision of sustainable transport, public transport and the efficiency of the road network.

4.41 The relative isolation of rural residential nodes from urban settlements often requires a daily reliance upon private motor vehicles to make multiple trips to access schools, employment, recreation, social interaction and services. The flow on effects from the influx of lifestyle subdivisions in the rural environment has been more vehicle movements from rural areas into urban settlements and vice versa. This has in turn, placed greater pressure on road networks and contributed to travel delays, congestion and increased vehicle emissions. Isolated rural residential areas preclude residents from utilising public transport and there are limited alternatives other than a reliance on private motor vehicles.

4.42 The above concerns relating to the sustainability of isolated rural residential activities is supported by Objective 2 and Policy 3 in Chapter 12 of the Canterbury Regional Policy Statement, which identifies that the pattern of urban development and settlement in the region has a strong influence on the demand for transport and

⁹² Environment Canterbury: Integrated Growth Management In Greater Christchurch, Page 65, December 2008

consequently on the use of energy and emissions to the environment⁹³. Limiting the extent of urban areas and encouraging self-containment, are likely to minimise transport use, promote more efficient uses of the regional transport network by reducing the dependency on private motor vehicles.

- 4.43 The need to identify the most appropriate locations to cater for a limited amount of rural residential development is important from a road management and safety perspective. Disjointed and uncoordinated development may compromise the wider road hierarchy and undermine the efficiency of the network⁹⁴. 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.
- 4.44 Objective B2.1.1 of the District Plan seeks to ensure the safe and efficient operation of the District's transport network is not impeded by adverse effects from activities on surrounding land or by residential growth⁹⁵. Policy B2.1.2 seeks to manage the effects of activities on the safe and efficient operation of the District's road network, including the consideration of the classification and function of each road in the hierarchy.
- 4.45 Rural residential development 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. Policy B2.1.9 of the District Plan signals the need to address the impact of new residential activities on both the local roads around any given site and the District's road network, particularly Arterial Roads links with Christchurch City.
- 4.46 Policy B2.1.11 of the District Plan encourages people to walk or cycle within and between townships through providing a safe and

efficient network. Policy B2.1.20 requires pedestrian and cycle links to be provided in new and redeveloped residential areas to provide a safe, attractive and accessible alternative route for pedestrians and cyclists.

- 4.47 The productive use of land for farming practices and associated rural activities rely on the use of roads for moving stock and farm implements. This can be perceived to be an inconvenience to road users that have different expectations of the purpose and use of rural roads.
- 4.48 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.

Sub-regional transport strategies

- 4.49 Rural residential activities need to be coordinated with the wider road hierarchy to avoid conflict and ensure the safety and efficiency of the network is not compromised. The Christchurch, Rolleston and Environs Transportation Study (CRETS) was developed in a collaborative partnership between Selwyn District Council, New Zealand Transport Agency, Christchurch City Council, Christchurch International Airport and Environment Canterbury⁹⁶. CRETS was formally adopted by Selwyn District Council in November 2007.
- 4.50 CRETS focused on the shortcomings in the strategic transport network in the area to the south and south-west of Christchurch. It details the appropriate methods to achieve the most integrated, safe, responsive and sustainable road network to satisfy the projected demands of the Greater Christchurch Area.
- 4.51 CRETS identifies a sub-regional road hierarchy and sets out how this is to be implemented up to the year 2021. One of the

⁹³ RPS: Chapter 12 – Settlement and the Built Environment, Page 192, 26.06.1998

⁹⁴ Hearing Evidence to Variation 23: A. Mazey, SDC Roading Asset Manager, 10.11.06

⁹⁵ Selwyn District Plan: Township Volume; B2-005, 10.06.2008

⁹⁶ Christchurch, Rolleston and Environs Transportation Study: Transport Strategy Report, September 2007

principle outcomes of CRETS was to promote the development of the Stage 2 extension of the Christchurch Southern Motorway (CSM2). CSM2 will connect SH1 at a point between Rolleston and Templeton with Stage 1 of the Southern Motorway, which has been completed as far as Curletts Road in Christchurch City. The CSM2 has recently been identified as a Road of National Significance, which establishes it as a development priority and ensures that it is funded accordingly.

- 4.52 The completion of the CSM2 will necessitate amendments to local roads and the associated regional road hierarchy, which will need to be considered when determining where rural residential development is best located. The Township Study Area assessments in the following section of this report considers the CSM2 alignment, particularly how it may influence the growth of Templeton and Prebbleton.
- 4.53 The Regional Land Transport Strategy 2008-2018 (RLTS) supports the greater use of walking (Policy 1.1) and cycling (Policy 1.2)⁹⁷. Policy 4.1 of the RLTS seeks to promote the location of housing that supports sustainable transport choices and reduces the need to travel, especially by private motor vehicle. Rural residential development will need to provide for the needs of the community by promoting locations that enable people to avoid having to rely on private motor vehicles to access work, social activities and services.
- 4.54 Selwyn District Council also adopted the Greater Christchurch Travel Demand Strategy⁹⁸. The Strategy looks at ways people can change travel behaviour to make more sustainable choices. It seeks to manage increasing traffic growth, by encouraging people to make the most of the existing transport network and increase the use of walking, cycling, public transport and car pooling.

District transport strategies

- 4.55 Selwyn District Council has adopted a Walking and Cycling Strategy⁹⁹. The Strategy seeks to develop and promote walking and cycling as a means of transport and recreation. It builds on

⁹⁷ Environment Canterbury: Canterbury Regional Land Transport Strategy 2008-2018, July 2008

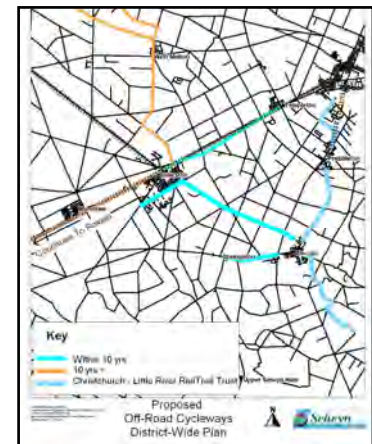
⁹⁸ Greater Christchurch Travel Demand Strategy: UDS Partnership, June 2009

⁹⁹ Selwyn District Council: Walking and Cycling Strategy, January 2009

the success of the Prebbleton to Lincoln section of the Christchurch to Little River Rail Trail (CLRR). The associated Action Plan describes how the Strategy will be implemented and funded. Two relevant components of the Action Plan include the preparation of neighbourhood accessibility plans for townships and the identification of an 'Active Road Network' linking settlements.

- 4.56 As detailed previously, the reliance upon private motor vehicles for everyday commuting to and from rural residential nodes is not seen as being sustainable and any associated effects would need to be offset with significant environmental gain. The development of rural residential activities along the 'Active Road Network', or directly adjacent to settlements, will be encouraged to promote walking, cycling and alternative modes of transport (see [Figure 7](#)). [Appendix 6](#) includes the 'Active Road Network' detailed in the Walking and Cycling Strategy.
- 4.57 Rural residential activities in peri-urban areas are seen as providing an important link between urban areas and the rural periphery via reserves and corridors providing connectivity.
- 4.58 Road layouts are anticipated to be based around natural features and infrastructure, and should compliment rural residential character through the use of appropriate road formations, low-level lighting and wide grass berms rather than sealed footpaths.
- 4.59 There is likely to be scope for reserves to provide destinations, recreational benefit, preserve indigenous biodiversity and promote ecological corridors.

Figure 7: 'Active Road Network'



Development contributions

- 4.60 The provision of rural residential activities will place 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 provide an equitable contribution to the ongoing maintenance and upgrade of public infrastructure, reserves and community facilities. This will require amendments to Council's Development Contributions policy contained in the 10 year Community Plan (Long Term Council Community Plan) and consideration of the necessity for targeted rates so that new rural residential activities are not an unreasonable burden on rate payers.

Utilities

- 4.61 The intensification of lifestyle living and rural residential activities increases the demand on utility services, such as power and telecommunications. The costs of 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 District Council's. The availability of telecommunication services, such as broadband internet connections and fibre optic cables, may not be available in isolated areas, or could require significant capital investment from land owners to upgrade the network to urban standards.
- 4.62 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 guide has been prepared by Transpower to highlight the potential conflicts associated with developing land around transmission lines and provides development guidelines to achieve suitable outcomes¹⁰⁰.
- 4.63 The National Policy Statement on Electricity Transmission 2008 confirms the national significance of the electricity resource and the need to appropriately manage activities and development close to the national grid. The Policy Statement recognises the importance of security of supply for the well-being of New Zealand and makes it explicit that electricity transmission is to be

considered a matter of national significance under the RMA to meet the electricity needs of present and future generations.

- 4.64 The guidance currently contained in the Policy Statement prescribes the requirement for an appropriate corridor from the centre of the transmission lines. Rules to give effect to the National Policy Statement are required to be incorporated into all District Plans by 2012.
- 4.65 C1 also specifically requires activities to not give rise to significant adverse reverse sensitivity effects with strategic infrastructure, which includes the national grid. The Township Study Areas in Section 5 of this report identify the location of the electricity infrastructure in the UDS area of the District and associated criteria have been included in Section 6.
- 4.66 Alternative sustainable energy sources, such as the use 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.

¹⁰⁰ Transpower: "Guide for Development Near High Voltage Transmission Lines", February 2010

Market trends and demand

- 4.67 The following assesses the recent trends and demand factors for rural residential activities in the Selwyn District. A summary of the assessments undertaken by Ford Baker Valuation to assess the market demand for rural residential activities is also provided.

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

- 4.68 The New Zealand Real Estate Institute and research undertaken by Bayleys Real Estate confirms the trend towards lifestyle properties, particularly in locations that afford purchasers easy access to urban centres¹⁰¹. This research identifies the attractiveness of lifestyle blocks to the following two distinct groups:

- Semi-retired farmers wanting a smaller property to continue small scale production to supplement their income and families that have employment in urban areas; and
- People and families that want to live in a rural setting for predominantly amenity reasons.

These general groups include a diverse range of owners representing a full cross section of society.

- 4.69 The Bayleys research highlighted a MaF survey that ranked the top ten factors that made lifestyle properties attractive to existing land owners. The MaF research assessed smallholdings, which encompassed properties between 0.4ha to 30ha used for any purpose in New Zealand¹⁰². The results of this survey are summarised in [Table 4](#) below.
- 4.70 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 not provided in urban areas.

Table 4: MaF Survey – Top 10 reasons for choosing a lifestyle block

Ranking	Reason
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

- 4.71 More recent research has indicated that lifestyle blocks have moved away from the rural property market and aligned itself with residential real estate¹⁰³. This change has been in response to a greater demand for lifestyle properties by urban professionals seeking the solitude of peri-urban environments, but in locations that are within a reasonable commute to cities and towns.
- 4.72 These trends and market demand have attributed 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 past decade. It is noted that lifestyle property figures in this research encompass land holdings that range from 1ha to 20ha¹⁰⁴.

¹⁰¹ Bayleys Research: Rural Lifestyle Update, First Half 2006 www.bayleys.co.nz

¹⁰² MaF: R. Sanson, A. Cook & J. Fairwather; "A Study of Smallholdings and their Owners", Page 1, December 2004

¹⁰³ The Press: "Big Gains in Lifestyle Blocks", by L. McDonald, 5.05.2010

¹⁰⁴ Real Estate Institute of New Zealand: REINZ Online User Guide: Sales Statistics Data Entry, Version 1.8, Page 7

Demographic considerations

- 4.73 A survey undertaken by Dunedin City Council determined that the average age of land owners living within the City's Rural Residential zone was between 45 and 54 years of age¹⁰⁵. This result supports the findings of a national survey of lifestyle property owners undertaken by MaF in 2004, which established that the average occupier age was 52¹⁰⁶.
- 4.74 The Dunedin City Council analysis attributes this age distribution to the fact that the recipient of their survey was likely to be the head of the household and that people in this age bracket have had sufficient time to accumulate the wealth required to purchase lifestyle properties. The results also establish that there are relatively few land owners over 65 years of age.
- 4.75 These findings raise a potential issue with an aging population and whether land owners will be able to continue to maintain larger properties and whether this will result in greater pressure to intensify existing lifestyle and small rural properties.
- 4.76 The Dunedin City survey establishes that 95% of respondents indicated that the reality of living within the Rural Residential zone had at least matched, or been better or far better than anticipated. The main factors reducing respondents' enjoyment of living within the Rural Residential zone included: (a) A Lack of Council services; (b) Increased development; (c) Nuisance caused by neighbours; and (d) Time required to maintain properties.
- 4.77 Changing demographics, population projections and the consequential changes in the makeup of residential households is also a relevant consideration. The UDS predicts that one third of residents will be living alone by 2041 in comparison to 24% of the population base of the UDS area that live alone now¹⁰⁷. The UDS research attributes the reduction in the family unit to a decline in the number of children from 40% to 28% and an aging population.
- 4.78 These factors are projected to increase the number of couple only and single person households. This will signal a shift from new

suburbs providing 3 to 4 bedroom homes catering for large families to smaller homes catering for the elderly and the smaller family unit. Smaller households are anticipated to be more efficient to run and maintain, while being closer to the amenity and services required by an aging population.

- 4.79 The Press also commented in an article published in July 2010 on recent trends that indicate home size has steadily increased over the last 20 years from 139m² in 1990 to a current average of 202m² in 2010¹⁰⁸. The article identifies that the number of children in families has been decreasing, with couples delaying having children or choosing not to have any at all.
- 4.80 Statistics New Zealand data supports this trend, with figures indicating that the number of couples without children will overtake two-parent families as the most common household formation next year. The Press article highlights that a number of industry experts have concerns with the increased size of New Zealand homes. Reasons for the trend are attributed to making the most of increased land values and being conscious of on sale needs.

Demand for rural residential land holdings

- 4.81 Appendix 3 includes two maps that highlight trends and identify the demand for rural residential parcels within the rural zoned land located in the UDS area of Selwyn District (see Figure 8 on the following page).
- 4.82 The maps provide a comparison of allotments created from between April 2004 and April 2009 and capture parcels that range from between 0 to 0.15ha (1,500m²); 0.15 to 0.3ha (3,000m²); 0.3 (3,000m²) to 2ha; 2 to 4ha; 4 to 10ha and 10 to 1,000ha.
- 4.83 These maps confirm that there is more demand for smaller rural properties in the District the closer the land holdings are to the territorial authority boundary with Christchurch City.

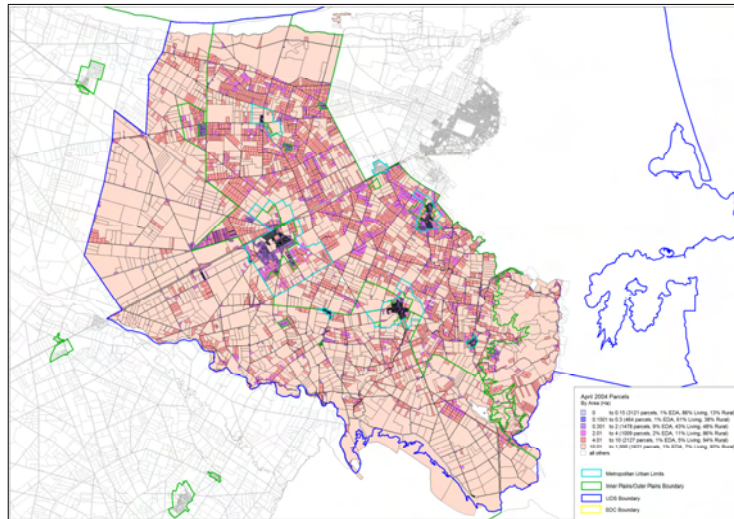
¹⁰⁵ Dunedin City Council – Rural Residential Study Report, Page 13, 2008

¹⁰⁶ MaF: R. Sanson, A. Cook & J. Fairwather; "A Study of Smallholdings and their Owners", Page 21, December 2004

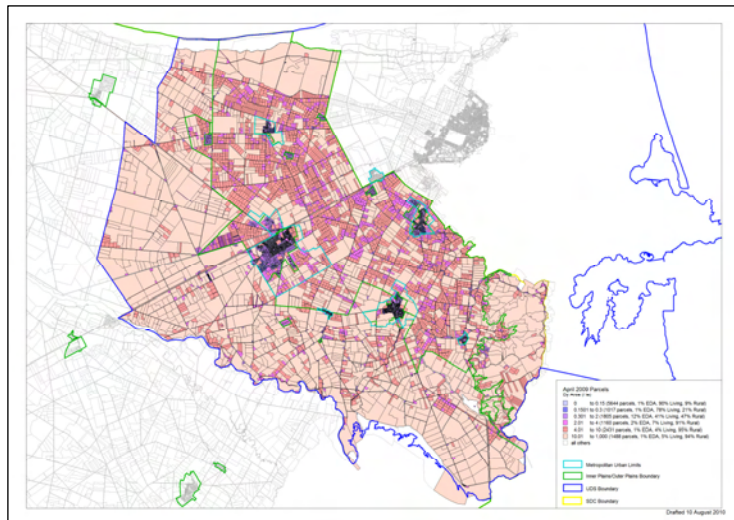
¹⁰⁷ Urban: Issue 1 Vol.4; "It's Home Sweet Home – Alone", March 2010, Page 13

¹⁰⁸ The Press: L McDonald; "Bigger than we need?...", G2, 24.07.2010

April 2004



April 2009



- ¹⁰⁹ Lincoln University; A. Cook & J. Fairweather: *"Smallholding In Selwyn District"*, Chapter 4 Page 34, May 2005

**Table 5: Parcels created in SDC UDS
Area: April 2004 to April 2009**

Land Parcels	April 2004	April 2009	Change
0 to 0.15ha	<u>3,121 allotments</u> 86% Living zone/C1 1% EDA zones 13% Rural zones	<u>5,644 allotments</u> 90% Living zone/C1 1% EDA zones 9% Rural zones	+2,523
0.15 to 0.3ha	<u>464 allotments</u> 61% Living zone/C1 1% EDA zones 38% Rural zones	<u>1,017 allotments</u> 78% Living zone/C1 1% EDA zones 21% Rural zones	+553
0.3 to 2ha	<u>1,478 allotments</u> 43% Living zone/C1 9% EDA zones 48% Rural zones	<u>1,805 allotments</u> 41% Living zone/C1 12% EDA zones 47% Rural zones	+327
2 to 4ha	<u>1,009 allotments</u> 11% Living zone/C1 2% EDA zones 86% Rural zones	<u>1,160 allotments</u> 7% Living zone/C1 2% EDA zones 91% Rural zones	+151
4 to 10ha	<u>2,127 allotments</u> 5% Living zones/C1 1% EDA zones 94% Rural zones	<u>2,431 allotments</u> 4% Living zones/C1 1% EDA zones 95% Rural zones	+304
10 to 1,000ha	<u>1,621 allotments</u> 7% Living zones/C1 1% EDA zones 92% Rural zones	<u>1,488 allotments</u> 5% Living zones/C1 1% EDA zones 94% Rural zones	-133
Total	<u>9,820</u>	<u>13,545</u>	<u>3,725</u>

4.90 This historic demand and trend assessment identifies that 66 rural residential lots (0.3 to 2ha in size) were created per year in the past 5 years. This amounts to approximately 396 additional rural residential households in the remaining 6 years of the first development timeframe prescribed under C1 using the same calculations. This in turn would amount to an additional 1,980 rural residential households being over the remaining 30 year C1 timeframe calculated at a provision of 66 lots per year.

4.91 The staging and household numbers sought by Selwyn District Council in its submission to C1 provides for 22 rural residential households per year up to 2026 and 14 per year up to 2041¹¹⁰. This highlights that the demand for 0.3 to 2ha parcels over the past 5 years is more than what is currently provided for in C1. However, this demand needs to be weighed against the social, economic and environmental effects associated with the provision of rural residential development.

4.92 The main areas where intensification to rural residential densities has been evident in the past 5 years is to the east of West Melton, north east of Rolleston on the eastern side of State Highway 1 and infill in the commuter belt between Rolleston, Springston and Lincoln and the Christchurch City territorial authority boundary to the north.

4.93 A large proportion (41%) of the smaller parcels (0.3 to 2ha) created between April 2004 to April 2009 were located within the Urban Limits of townships. A further 12% of the 327 parcels created were located within Existing Development Areas. This highlights that only 53% of rural residential allotments created over this same period resulted from the subdivision of rural zoned land.

4.94 The proportion of 0.3 to 2ha land holdings located within the Urban Limit remained relatively static between 2004 and 2009, which highlights that there is a degree of housing choice already available for people who aspire for a rural residential lifestyle within the UDS area townships.

4.95 The above table confirms that 13% of all properties within the UDS area of the District in April 2009 were between 0.3 to 2ha in size. There were approximately 1,805 sections between the 0.3ha to 2ha range available in 2009. A household on each of these allotments would accommodate 4,513 people based on a household unit of 2.5 people. This demonstrates that 13% of the 33,863 people residing in the UDS area of the District in 2008 chose to live on rural residential parcels¹¹¹. Once again, this

¹¹⁰ This is based on 200 households for each of the three sequences (2007 to 2016, 2017 to 2026 and 2027 to 2041)

¹¹¹ This is calculated on the BERL Selwyn Growth Model 2009 (Lincoln - 3,196; Prebbleton - 2,121; Rolleston 6,819; Springston - 457; Tai Tapu - 472; and West Melton - 166)

highlights that a high degree of housing choice is already provided in the District.

- 4.96 The extent of housing choice already provided is reinforced further by the demand and provision for low density residential properties in the 0.15 to 0.3ha range, where 1,017 properties were available in April 2009. This represents an additional 7.5% of the total allotments in the UDS area of the District in April 2009.
- 4.97 It is noted that a large proportion of the parcels created in the 2ha to 4ha and 4 to 10ha range are likely to be close to 4ha in size, given that the District Plan provides for 4ha subdivision in the Inner Rural Plains Zone as a controlled activity where the listed standards and terms are satisfied.
- 4.98 Another point of interest is the decrease in large rural land holdings between the 10 to 1,000ha size range, with 133 parcels being intensified to less than 10ha in size in the past 5 years. This reinforces the recent trend of intensifying and diversifying rural land. It also highlights that large tracts of productive rural land is being subdivided to sizes that are less likely to be able to sustain the economies of scale required for large scale farming activities. The reduction in size of these large parcels within what is a relatively small study area warrants additional research to determine the extent to which rural productivity and character may be under threat from subdivision and intensification.
- 4.99 Environment Canterbury's subdivision monitoring report indicates that approximately 2,415 rural residential land holdings were created in the Greater Christchurch area between 2002 through to 2006¹¹². Rural residential parcels in the context of this report are defined as being 0.12ha to 2ha in size. The data was generated from the Regional Council's geographic information system and highlights a slight increase in the demand for rural residential development in the area.

Initial interested party feedback

- 4.100 Consultation undertaken on the draft version of this report sought feedback from interested parties on the contents of the report, the

criteria, any anecdotal evidence that would assist the Council in formulating PC17, preferred allotment sizes and where the respondents believed rural residential development should be located (see [Appendix 13](#)).

- 4.101 31 of the 71 respondents seeking to intensify their properties were supportive of lots between 0.5ha to 1ha in size (44%). 18 respondents supported the provision of 1ha lots (25%) and a further 11 respondents supported the provision of 0.5ha lots (15%). The remaining 11 respondents sought a range of lot sizes, ranging from between 0.2ha to 2ha (16%). This response from land owners within the UDS area of the District lends support to a density of one to two households per hectare for rural residential activities.
- 4.102 The respondents sought 1,300ha of rural zoned land to be intensified to rural residential densities. The total number of rural residential allotments sought by the respondents ranged from 1,637 to 2,084 sections within the UDS area of Selwyn District up to 2041. The locations that the respondents identified as being suitable for rural residential activities are illustrated in [Appendix 13](#).

Ford Baker Valuation market demand assessment – May 2010

- 4.103 An initial market demand assessment was completed by Ford Baker Valuation on behalf of the Council in May 2010. This assessment provided preliminary findings on:
- ☐ The number of rural residential households that could be sustained by the market within UDS area of Selwyn District up to 2041;
 - ☐ The optimal size of rural residential allotments;
 - ☐ Where rural residential land should be located from a market perspective;
 - ☐ Anecdotal evidence from property professionals and developers;
 - ☐ Sales figures and household projections for rural residential activities in Selwyn District; and

¹¹² ECan, Z. Hill: "Monitoring Subdivision Activity In Canterbury: 2001 – 2007", Report No. U07/33, June 2007

- A comparative analysis of this dataset to the neighbouring Waimakariri District¹¹³.

4.104 This initial assessment was guided by the Draft Rural Residential Background Report prepared in December 2009.

4.105 Table 6 summarises the property sizes currently held in Selwyn District and the amount of these that are contained within the UDS area of the District¹¹⁴.

Table 6: Selwyn property sizes, May 2010

Land Area (ha)	Selwyn	Selwyn UDS	% in UDS
0 to 0.2	7,056	4,309	61%
0.2 to 0.5	1,029	449	43%
0.5 to 1	753	437	58%
1 to 3	1,212	667	55%
3 to 4	237	166	70%
4 to 10	2,485	1,849	74.4%
>10	3,366	1,242	36.9%
Total	16,138	9,119	56.5%

4.106 The following points summarise the primary findings of the initial Ford Baker Valuation market demand assessment:

- There is a clear demand for parcels in the 0.2ha to 3ha size range;
- The volume of parcels between 0.2ha to 0.5ha in size has increased by 75% over the past 13 years;
- The sales of land holdings between 0.2ha to 3ha in size have remained relatively static over the past 13 years in comparison to residential sales. This is attributed to a lack of supply;

¹¹³ Ford Baker Valuation: Rural Residential Demand Assessment, 25.05.2010

¹¹⁴ Ford Baker Valuation: Rural Residential Demand Assessment, Page 14, 25.05.2010

- The greatest demand for sections in the 0.2ha to 3ha size range has been around the main townships in close proximity to Christchurch City, particularly Rolleston but also Lincoln and Prebbleton. This development may have been facilitated by zoned land being made available in these centres over the same time;
- The average price of lots between 0.2ha to 3ha has increased from \$155,457 to \$221,444 in the last 5 years, equating to a 7.61% average gain per annum;
- Properties in the 0.2ha to 3ha size range equate to 17% of the total property mix within the UDS area, which represents 51% of the total number of parcels within this size range for the entire District;
- There were 66 lots between 0.2ha to 3ha in size sold per annum within the UDS area when averaged over the last five years; and
- The market could sustain 120 lots between 0.2ha to 3ha in size within the UDS area of the District up to 2041, amounting to 3,700 lots up to 2041.

4.107 The market demand assessment concludes that the majority of the rural residential households being provided under C1 should be made to Rolleston and Lincoln. This is based on the townships projected population growth, infrastructure provision, affordability and proximity to Christchurch. Table 7 summarises the suggested household numbers and how they should be distributed throughout the townships within the UDS area of Selwyn District.

Table 7: Rural residential households

Township	Lot/year
Rolleston	60
Lincoln	35
Prebbleton	10
West Melton, Tai Tapu and Springston	15
Total	120

4.108 The Ford Baker Valuation assessment confirms the trend towards smaller households identified by the UDS, which was discussed in the previous section of this report. Ford Baker Valuation emphasise the likely reduction in section sizes in Rolleston, particularly as the town grows geographically, commercially and demographically. The report identifies that this will result in a trend away from rural residential land.

4.109 The May 2010 Ford Baker Valuation assessment includes anecdotal evidence from property professionals that is of relevance in considering the overall provision of rural residential land. This evidence is summarised as follows:

- Properties between 0.2ha to 0.3ha in size are generally the first sites to sell and receive the most enquiry;
- Properties between 1ha to 3ha in size are the most difficult to sell;
- Most purchasers preferred larger gardens and outdoor living areas, while parcels larger than 0.5ha are seen as being too labour intensive to maintain;
- Conversely, a number of respondents identified that sites between 0.6ha to 1ha in size were relatively easy to maintain and enabled the keeping of animals;
- Affordability is noted as a significant market driver for rural residential properties; and
- The majority of the sales and land development professionals interviewed considered rural residential sections encompassed properties between 0.2ha to 3ha in size, with a number favouring sections in the lower range.

Ford Baker Valuation addendum assessment – July 2010

4.110 Council instructed Ford Baker Valuation to undertake additional analysis of the market trends and projected household demand based on a refined definition of rural residential activities. This additional analysis was commissioned primarily in response to changes made to the Draft Rural Residential Background Report, specifically in regards to determining what elements define rural residential activities.

4.111 Additional expert opinion was sought on: (a) A refined analysis of property data based upon the amended parameters for determining rural residential activities (0.15ha to 0.3ha – Large Lot Residential; 0.3ha to 2ha – Rural Residential; and 2ha to 4ha – Rural); (b) Updated comparative analysis with Waimakariri District using the amended parameters; (c) The rate of turnover associated with rural residential land holdings in comparison to residential properties to determine whether people's expectations were being met; and (d) The implications of restricting the number of rural residential households in the UDS area of Selwyn District on the property market

4.112 The Ford Baker Valuation addendum assessment identifies that 11% of the total property mix in Selwyn District comprises of parcels between the 0.3ha to 2ha size¹¹⁵. Some 41% of the total property make-up in the District is either residential (less than 1,500m²) or large lot residential (1,500m² to 3,000m²). There has been a significant 87% increase in the sales of large lot residential sections between 1,500m² to 3,000m² in size.

4.113 The addendum assessment confirms that there has been a 38% increase in properties ranging between 0.15ha to 4ha in the past five years. The average sale price for a property in this range was \$71,366 in 1997, which has increased to \$232,551 for the same sized section in 2009. Sales have remained relatively static in comparison to residential turnover, which Ford Baker Valuation attributes to a lack of supply.

4.114 The market demand assessment identifies that sections within the rural residential range determined by this report (0.3 to 2ha) were more difficult to sell due to the maintenance required to manage the land holding. However, the same assessment confirms that these properties do enable small scale rural activities, such as keeping of animals, woodlots and orchards.

4.115 Average sale prices for properties between 0.15ha to 4ha in size within Waimakariri District were 24% more expensive than similar land in Selwyn District in the past five years. This again is attributed to a lack of supply in Waimakariri District. The average ownership period of properties within the defined rural residential category of 0.3ha to 2ha in Selwyn District is the highest of all

¹¹⁵ Ford Baker Valuation: Rural Residential Demand Assessment - Addendum, July 2010

categories, with a median average turnover over 2.61 years. This indicates that expectations are being met as people are retaining these land holdings for longer periods than residential, large lot residential and rural properties.

4.116 The Ford Baker Valuation addendum assessment outlines the following implications anticipated with restricting the size of properties to within the 0.3ha to 2ha size range and the 600 households being provided for under C1:

- Increased reliance upon 4ha rural land holdings for living purposes due to the insufficient provision of rural residential and/or low density residential properties;
- Reduction in the affordability of rural residential sections, in addition to large lot residential and sub-4ha properties;
- Increased development pressure for rural residential activities; and
- Prospective land owners may choose alternative locations outside Selwyn District for rural residential lifestyles in areas that do not necessarily present the same locational attributes.

General observations and conclusions on market demand

4.117 The Selwyn District Council demand and trends assessment identified that 66 rural residential lots (0.3 to 2ha in size) were created per year in the past 5 years. This amounts to approximately 1,980 households over the remaining 30 year C1 timeframe.

4.118 This is compared to the Ford Baker Valuation findings that the market could sustain 120 households per year in the same size range. This amounts to approximately 3,600 rural residential households over the remaining 30 year C1 timeframe. This confirms that both historic and future market demand requires significantly more rural residential households than the 20 households anticipated to be provided in PC17.

4.119 However, affordability and market demand are not considered to be fundamental factors in determining the optimal number of rural residential households to be provided in the UDS area of the District.

4.120 The UDS, coupled with the mechanisms being advanced in C1 and the territorial authority planning instruments, are promoting infill and managing the number of residential households and business land by prescribing urban limits to cater for the projected population increases over the next 30 years. This approach seeks to manage urban development in a coordinated and consolidated manner.

4.121 There should not be a reliance on the rural residential household numbers to manage issues around population growth and land/housing supply/demand issues. Rather, rural residential activities should be made available in limited numbers to provide housing choice. This should not be at the cost of failing to meet the purpose of the RMA91, the principles of the UDS, the policies and methods of C1 or the sustainable outcomes required to be delivered by the SDP.

4.122 The benefits in meeting the market demand identified in the Ford Baker Valuation assessment and the demand over the past 5 years need to be considered against the potentially adverse effects associated with environmental degradation, fragmented infrastructure, loss of rural productivity and the ad hoc management of growth.

4.123 These potentially adverse effects are particularly relevant to the provision of rural residential activities, where large numbers of large lot residential and lifestyle properties are likely to displace significant numbers of urban dwellers to the rural periphery. This in turn, could seriously undermine the urban consolidation and intensification principles of the UDS and C1 and the strategic management of growth being advanced in the SDP. The displacement of a large residential population base from within the urban limits of townships to rural residential activities would threaten the critical mass required to facilitate the coordinated growth of urban areas.

4.124 The Ford Baker Valuation assessment highlights that there is likely to be a trend towards smaller households as towns like Rolleston become more self-sustaining in terms of employment, services and demographic profiles. This reinforces the UDS estimates that the ratio of large households in comparison to smaller more diverse housing options will reduce as the population ages and the family

unit decreases in size. The demand for rural residential activities may well decrease also.

- 4.125 The market demand assessment highlights that there remains a high demand for what this report identifies as large lot residential properties ranging between 0.15ha to 0.3ha. These activities are not considered to be rural residential in nature and should not be provided for beyond the urban limits prescribed in C1 or the Township Structure Plans. Interestingly, the May 2010 market demand assessment identified that these sections were the fastest to sell. However, the July 2010 assessment establishes that they have the greatest turnover, which indicates that these properties may not be meeting people's expectations.
- 4.126 It is acknowledged that the 600 rural residential households being provided for under C1 remains a relatively arbitrary amount. These 600 households represent 5% of the residential 'Greenfield' households being provided to Selwyn District up to 2041 in C1. This reflects 3% of residential 'Greenfield' households located across the Greater Christchurch area.
- 4.127 However, the planning context in Greater Christchurch, the preferred form, function and character of rural residential nodes, the guiding principles assessed in this section and the contextual analyses of each township study area all confirm that the C1 household numbers should be retained to ensure the most sustainable method for providing this form of development is advanced. This reflects a strategic approach to planning for the future management of rural residential activities in the UDS area of the district in preference to market driven need.

Other considerations

Climate change

- 4.128 The global impacts of climate change are already becoming evident and further change is inevitable due to the greenhouse gas emissions already in the atmosphere. In New Zealand, climate change could have significant impacts on the country's economy, environment and society. Climate change is an important factor to consider when determining the long term sustainability of land use planning. The primacy climate change has been given in the management of resources is evident in the RMA91, where climate change has been identified as one of the other matters to consider under Section 7 in giving effect to the purposes and principles of the Act.
- 4.129 Appendix 11 summarises the effects climate change may have on the Canterbury region and Selwyn District¹¹⁶. The Ministry for the Environment predicts that moderate climate change will occur in Canterbury, which will include: (a) Temperatures increasing by 2.5°C over the next 70 to 100 years; (b) Sea level rise; (c) Less rainfall on the Plains; (d) Increases in westerly winds; and (e) More frequent extreme weather events.
- 4.130 Some of the implications of this climate change include: (a) A greater reliance on irrigation; (b) Increased drought; (c) Decreased run-off to rivers; (d) Less demand on heating in the summer and more in the winter; (e) More demand on air conditioning in the summer and less in the winter; and (f) Costs associated with severe weather events.
- 4.131 It is important to be aware of some of the consequences of climate change, but it is imperative to ensure that future land use activities reduce the emission of greenhouse gases that are contributing to global warming. 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 that urban settlements in Selwyn District become more self sustaining.

¹¹⁶ MfE: "How Might Climate Change Affect My Region? Climate Change In Canterbury", www.mfe.govt.nz, 20.03.2008

Maintaining the life supporting capacity of versatile soils

- 4.132 The Canterbury Plains are made up of some of the best soils in the country, with large areas having been classified as versatile soils. Versatile soils are defined in the RPS as being Class I and II soils in the Land Use Classification index, which contain high soil nutrient levels, nutrient cycling ability, organic matter, soil structure, depth, and water holding capacity. High quality soils are a finite natural resource that is important in producing crops for food and to sustain the country's economy. Section 5 (2) (b) of the RMA91, the RPS and the District Plan all recognise the importance of maintaining the life supporting capacity of versatile soils.
- 4.133 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 surface areas and roads¹¹⁷. 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.
- 4.134 However, the overall impacts rural residential activities may have on the finite soil resource is an important consideration in: (a) Identifying where intensification should occur; (b) What form it should take; and (c) How the life supporting capacity of versatile soils can be protected. This is particularly true if large areas of land were to be removed from primary production where alternative locations with less versatile soils may be available.
- 4.135 The Township Study Area Assessments in Section 6 of this report include maps that identify the land use classification of soils in the UDS area of the District. Related criteria have been formulated to assist in determining the optimal locations for rural residential development.

¹¹⁷ see Environment Court decision C9/2002: CRC v WDC & J Scott [Paragraph 68 Page 25 & Paragraph 72 Page 26]

Protecting and enhancing indigenous biodiversity and natural habits

- 4.136 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. Recent analysis by Landcare Research found that natural habitats and endemic fauna on the Plains are acutely threatened, with less than 10% of the indigenous biodiversity remaining¹¹⁸. An article in The Press newspaper quoted additional findings of this Landcare Research, identifying that¹¹⁹:

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

and that:

“The Canterbury Plains have probably suffered the highest level of biodiversity loss of any ecological region in New Zealand”.

- 4.137 The national significance attributed to protecting areas of significant indigenous vegetation and habitats of native fauna is identified in Section 6 (c) of the RMA91. The District Plan requires investigations to be undertaken at the time of resource consents and proposed plan changes (among other processes) to determine whether any given site contains significant indigenous biodiversity.
- 4.138 Appendix 12 of the District Plan prescribes the process and criteria for identifying significant areas of indigenous biodiversity¹²⁰. Selwyn District 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 future¹²¹.
- 4.139 It is critical that the necessary site investigations to identify the presence of indigenous biodiversity are undertaken to: (a) Inform the suitability of the site for intensification; and (b) Determine what

measures need to be undertaken to preserve significant indigenous vegetation and biodiversity. The necessity to investigate the presence of indigenous biodiversity and to protect any significant areas of indigenous vegetation and/or habitat is reinforced by the criteria for selecting ‘preferred locations’ for rural residential development outlined in [Section 6](#) of this report.

Contaminated land

- 4.140 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. Site specific analysis should be undertaken to determine the presence of contaminated sites resulting from activities that may have utilised hazardous substances. 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.
- 4.141 Potentially contaminated sites are not currently registered in the District Plan 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.

Cultural values and traditions

- 4.142 The consideration of providing a rural residential zone into the District Plan 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. 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.¹²²
- 4.143 An holistic and integrated approach to managing the water and land resource are supported in Te Whakatau Kaupapa – Ngāi Tahu

¹¹⁸ Landcare Research: Annual Report 2009

¹¹⁹ The Press: *New farms ‘destroying native New Zealand’*, by D. Williams, 05.05.2010

¹²⁰ Selwyn District Plan: Rural Volume; Appendix 12, E12-001, 10.06.2008

¹²¹ Various Partners: A Biodiversity Strategy from the Canterbury Region, February 2008

¹²² MfE: *“Managing Rural Amenity Conflicts”*, Page 36, February 2000

Resource Management Strategy for the Canterbury Regional and Te Taumutu Rūnanga Natural Resources Management Plan. 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, Te Waihora and the sea.

- 4.144 The protection of waterways, including rivers, streams, groundwater, wetlands, Te Waihora and springs, are of significance to Te Taumutu Rūnanga and Te Rūnanga 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.
- 4.145 Consideration also needs to be given to papakainga and whether this form of housing is factored into the number of households, timing of infrastructure and development controls proposed for the rural residential households.
- 4.146 The above matters have been identified through preliminary discussions on PC17 with Mahaanui Kurataiao and a review of Te Whakatau Kauapapa – Ngāi Tahu Resource Management Strategy for the Canterbury Regional and Te Taumutu Rūnanga Natural Resources Management Plan.
- 4.147 Attention needs to be given to the effects of rural residential development on Statutory Acknowledgement Sites registered in the Appendices of the District Plan and Part II matters of the RMA91. These 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, Wāahi tapu and other Taonga; and, the protection of recognised customary activities.

Fault line and liquefaction hazard

- 4.148 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 District Plan¹²³. The recent Magnitude 7.1 Darfield Earthquake event has brought these earthquake related effects to the forefront

of people's minds as the region continues the significant recovery and reconstruction process.

- 4.149 There are statutory requirements under the New Zealand Building Code and RMA91 to ensure buildings and structures are constructed on suitably stable ground that is able to sustain relatively large earthquake events. It important to ensure that 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.
- 4.150 The New Zealand Earthquake Commission has engaged geotechnical engineers Tonkin and Taylor Limited (T&T) to investigate the Darfield Earthquake event and to provide the necessary technical information to assess insurance claims. An initial report was released in October 2010 that presents damage categories, mapping methodologies and other related information generated from a range of experts was released in October 2010¹²⁴.
- 4.151 T&T released a Stage 2 report in December 2010 that details land remediation options, with specific reference to individual suburbs that had sustained significant land damage¹²⁵. The Stage 2 report prescribes three zone categories to assist in determining the extent of remediation required to land prior to any reconstruction or repairs occurring¹²⁶. This report highlights that the vast majority of land that has been severely affected by liquefaction can be remediated.
- 4.152 The findings of the initial T&T assessments are that some properties in Selwyn District experienced liquefaction as a result of the Darfield Earthquake. These areas are restricted to the eastern portion of the District where the high water table and fine soil

¹²³ Selwyn District Plan: Township Volume, Part B People's Health, Safety and Values, B3-001, 10.06.2008

¹²⁴ Tonkin & Taylor Ltd: *STAGE 1 REPORT – Darfield Earthquake 4 September 2010 Geotechnical Land Damage Assessment & Reinstatement Report*, October 2010

¹²⁵ Tonkin & Taylor Ltd: *STAGE 2 REPORT – Darfield Earthquake 4 September 2010 Geotechnical Land Damage Assessment & Reinstatement Report*, December 2010

¹²⁶ Zone A = sustained little if any land damage and remediation is not required;
Zone B = land that has suffered some land damage as a result of liquefaction and minor ground levelling and compaction is necessary;
Zone C = land that has suffered very severe or major land damage with significant remediation works required to stabilise the land

structures have resulted in liquefaction. These effects generally occurred on land to the east of Lincoln and Prebbleton and the periphery of Tai Tapu (see [Appendix 15 – Geotechnical Hazard Maps](#))¹²⁷. There is only a very small portion of land on the periphery of Tai Tapu that has been identified within Zone B of the T&T report (see [Appendix 15 – Geotechnical Hazard Maps](#))¹²⁸.

to avoid, remedy or mitigate potentially adverse effects associated with the liquefaction and earthquake hazard (see [Section 6](#)).

- 4.153 It is noted that only a portion of liquefaction damage in Selwyn had been assessed by T&T at the time the Stage 2 report was compiled. T&T are also only reviewing residential properties, with their current investigations not extending into rural land holdings. Therefore, the Stage 2 report maps referenced in Appendix 15 are incomplete. Council's geotechnical consultant has identified that Zone B land damage is more extensive than what has been indicated by T&T. [Appendix 15](#) also contains a map identifying the location and extent of the Greendale fault line. All other areas within the Selwyn District are assumed to be within Zone A pending additional assessments from T&T.
- 4.154 Geotechnical engineers, Geotech Consulting Limited, have been engaged by Council to investigate the stability of land within the UDS area of the District to ascertain the degree of risk associated with zoning land that may be prone to liquefaction during earthquake events for rural residential purposes. On the basis of the information collated to date, including the observations of damage suffered during the Darfield Earthquake and the T&T reports, it is likely that the liquefaction hazard will be managed through subdivision and building design standards and fault line buffer setbacks rather than necessarily precluding land that is potentially susceptible to liquefaction from being developed to rural residential densities.
- 4.155 Investigations into the stability of land and the susceptibility of certain areas to meet the aforementioned statutory requirements are ongoing and all findings will need to be applied to the rezoning of land from rural to rural residential densities. The criteria for selecting the preferred locations incorporate general requirements

¹²⁷ Tonkin & Taylor Ltd: *STAGE 1 REPORT – Darfield Earthquake 4 September 2010 Geotechnical Land Damage Assessment & Reinstatement Report*, October 2010 – Appendix B Figure B3

¹²⁸ Tonkin & Taylor Ltd: *STAGE 2 REPORT – Darfield Earthquake 4 September 2010 Geotechnical Land Damage Assessment & Reinstatement Report*, December 2010 – Appendix C Figure C3

5 Township Study Area assessments

Introduction

- 5.1 The purpose of this section is to provide context to each township and its surrounding land to identify opportunities for rural residential development and to highlight constraints that may preclude intensification. This background information has been used to formulate the criteria to identify preferred locations for rural residential development in Section 6.
- 5.2 As detailed previously, the Township Study Areas overlap to the extent that the majority of the UDS area of the District is encompassed within at least one of the seven Study Areas. A number of maps and supporting materials are provided in the appendices of this report illustrate the various factors influencing the location, form and function of development in close proximity to townships being considered under PC17.
- 5.3 Maps containing the following information on each township study area are provided in Appendix 6 – Constraints, Opportunities and Contextual Analyses: (a) Infrastructure, designations, development constraints and sites registered in the Appendices of the District Plan; (b) Soil Groups; (c) Versatile soils; (d) District Plan zoning; and (e) Contextual analyses.
- 5.4 The following includes an assessment of each Township Study Area, which is a 2.5km radius around the urban settlements in the UDS area of the District to identify the following:
- ☐ Findings of the UDS Inquiry by Design Workshops (IDW)¹²⁹ and subsequent C1 requirements;
 - ☐ Current District Plan provisions, including in particular, the preferred growth directions of townships and registering Scheduled sites listed in the Appendices of the District Plan;
 - ☐ Identification of constraints and opportunities to accommodating rural residential development;

- ☐ Relevant Structure Plans and strategic planning documents; and
- ☐ Other relevant reports and information sources held on Council records.

¹²⁹ Selwyn District Council: Council Report – SDC Growth Pockets and Urban Boundary for UDS, Council Meeting 23.05.2007

Rolleston

- 5.5 Rolleston was established in 1878. The township is located on State Highway 1 (SH1), approximately 12km south-west of Hornby. It is adjacent to the South Island Main Trunk Line (SIMTL) railway corridor serving the South Island. The Rolleston railway station is the junction where the Midland Railway line services the West Coast.
- 5.6 The town's proximity to SH1, SIMTL, Christchurch International Airport, the Ports of Lyttleton and Timaru, coupled with a demand for industrial land in the Christchurch area, has seen the I-Zone business park being established to the west of Rolleston. I-Zone is now 180ha in size and is one of the largest industrial developments in the country.
- 5.7 Rolleston is now the largest town in Selwyn District, having initially been identified for greater urban intensification by the Norman Kirk Labour Government in 1973. The demand for generally larger residential sections, at affordable prices, in relatively close proximity to Christchurch City, has been the catalyst for significant residential expansion in recent years. The 2008 population of Rolleston was 6,819, but this is projected to increase at a growth rate of 3% per annum to a 2041 population of 18,368¹³⁰.

UDS and C1

- 5.8 The UDS IDW initially identified little growth to Rolleston due to the constraint of the Christchurch Airport noise contour. This was revised when the extent of the noise contour was amended.
- 5.9 It has subsequently been identified that Rolleston is suitable to be developed as the major township in the District due to the following: (a) Its central location; (b) Good transport connections; (c) Intensification is consistent with the wider national and regional road network (CRETS); (d) Employment opportunities in the I-Zone; (e) Close proximity to The Pines wastewater disposal facilities and future ESSS; and (f) The Town's location upon well draining soils that are generally of lower value for agricultural uses.

- 5.10 Variation 1 to C1¹³¹ initially provided for 5,155 residential households within the Urban Limit of Rolleston up to 2041, which the Rolleston Structure Plan (RSP) has subsequently amended to 5,434¹³².
- 5.11 Decisions on C1 amended the phasing of urban development initially set for Rolleston by reducing the sequencing from three to two periods. A minimum of 2,052 households is now required to be developed from 2007 to 2020 and a further 3,323 households from 2021 to 2041 (see [Appendix 2 – Table 2](#)). The C1 decision removed the reference to specific growth thresholds for each 'Greenfield' development area. The Urban Limit for Rolleston was supported without amendment (see [Appendix 1](#)).
- 5.12 C1 identifies 13 Key Activity Centres within the UDS area of Greater Christchurch that are suitable for intensified commercial and industrial development in Selwyn District. Policy 5 of C1 identifies Rolleston as a Key Activity Centre, which indicates the Township's strategic capacity to accommodate intensive commercial and business growth in the next 30 years. C1 incorporates provisions that seek to ensure that the vitality and functionality of these areas are not compromised by intensive growth occurring in alternative locations.

Rolleston Structure Plan (RSP)

- 5.13 The RSP was adopted by Council on the 23rd September 2009. This followed two years of work and consultation with the community, consultants, landowners, developers and Council staff¹³³. The Plan considers how existing and future development in Rolleston should be coordinated to ensure development occurs in a sustainable manner and makes the best use of the available natural and physical resources.
- 5.14 The RSP identifies that Rolleston will grow from an existing population of 7,000 to close to 50,000 residents by 2075. The following four key issues are addressed in the RSP: Town Centre, Land Use, Movement and Infrastructure.

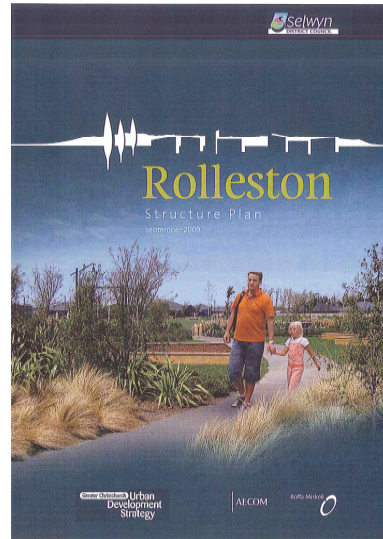
¹³¹ Policy 14.1 (iv), Page 29, Greater Christchurch

¹³² Selwyn District Council: Rolleston Structure Plan, Table 7.1 Page 79, Adopted September 2009

¹³³ Selwyn District Council: Rolleston Structure Plan, Adopted September 2009

¹³⁰ Business and Economic Research Ltd: Selwyn Growth Projections, March 2008

5.15 The RSP prescribes the number of households to be developed within each 'Greenfield' development area identified in C1 and also sets out the staging of when this is to occur. Appendix 7: Rolleston Structure Plan Map¹³⁴ provides the development plan for the township up to 2075. This is important in determining the cost, timing and availability of infrastructure services for any future rural residential development on the periphery of Rolleston.



5.16 It is noted that the RSP will need to be updated to incorporate the recent decision released on C1.

5.17 The RSP identifies the importance of ensuring that a clear rural/urban interface is provided between the Urban Limit of the township and the rural surrounds. This is important in preserving the town's character and promoting the sense of arrival to Rolleston in the context of the rural plains landscape¹³⁵. A 50m wide greenbelt buffer is identified as a means to achieve the separation between the urban and rural environments, which extends around the entire township boundary up to 2075.

5.18 Figure 9 is a cross-section of the green belt buffer anticipated on the RSP boundary, which will link into the wider green space network and reserve corridors identified for the town¹³⁶. Any rural residential development on the periphery of Rolleston would be

anticipated to provide this green belt buffer, connectivity and linkages into the proposed green space network.

Figure 9: Rolleston Greenbelt Buffer Cross-section



5.19 The RSP is one of the main strategic planning frameworks to be developed by Selwyn District Council in recent years as it seeks to guide the development of the District's primary residential, retail, recreational and industrial centre.

PC7 to the Selwyn District Plan

5.20 Selwyn District Council has prepared proposed Plan Change 7 (PC7) to introduce substantial amendments to the District Plan, particularly the Township Volume¹³⁷. PC7 seeks to incorporate strategic residential growth provisions that are to be applied to townships within the Greater Christchurch Area, with particular emphasis on providing a framework to implement the LSP and RSP's¹³⁸.

5.21 As detailed previously, PC7 introduces a strategic and community led approach to managing development into the District Plan by promoting the use of ODP's to coordinate growth, whilst also providing for medium density housing and promoting more sustainable outcomes through urban design. PC7 sets the staging of residential development to coordinate the provision of infrastructure services and to align the District Plan with the UDS and C1. PC7 was publicly notified on 24th February 2010 and 92 submissions were received. A hearing is anticipated in the first half of 2011.

¹³⁴ Rolleston Structure Plan: Staging of Residential Greenfield Development, Page 158, Adopted September 200

¹³⁵ Rolleston Structure Plan: Figure 7.3, Figure 7.7 and Section 7.7.1, Pages 89 to 93, Adopted September 2009

¹³⁶ Rolleston Structure Plan: Figure 7.3, Figure 7.7 and Section 7.7.1, Pages 89 to 93, Adopted September 2009

¹³⁷ Any Policies amended by PC7 are referenced in this report by a # symbol.

¹³⁸ Selwyn District Council: Draft PC7 Brochure prepared by Planit Associates, Page 3, May 2009

Selwyn District Plan – Township Volume; Growth of Townships

- 5.22 The District Plan currently identifies that there may be more than one growth path suitable for the expansion of Rolleston¹³⁹. The preferred growth option for Rolleston has subsequently been amended by PC7 to utilise Dunn's Crossing Road as the western extent of the township#.
- 5.23 Additional land has been included to the eastern boundary between Lincoln-Rolleston Road and Weedons Road, which is beneath the Christchurch International Airport Noise Contour#. A section of land has also been included between SH1 and Levi Road, and between Levi Road and Lincoln-Rolleston Road#. The southern limit to growth follows Selwyn Road# (see [Appendix 7: Rolleston Structure Plan](#)).
- 5.24 Policy B4.3.62# seeks to ensure new urban growth only occurs within the ODP areas identified on the Planning Maps and in accordance with the identified staging. These areas have been identified by the RSP and C1 as being the most suitable locations to cater for urban growth and where the potential environmental effects associated with the future development of Rolleston are able to be sustainably managed. Policy B4.3.68# outlines each of the 13 'Greenfield' development areas and details the specific matters that need to be considered when formulating each ODP.
- 5.25 One of the characteristics of Rolleston has been the establishment of a number of Living 2 Zones that provide residential densities containing parcels ranging from between 0.5 to 1ha in size. The land holdings subject to the Living 2 Zones cover large areas of land within the Urban Limits of the township, with there being an intention that they would be subdivided in the future where circumstances determine the suitability of intensification.
- 5.26 Policy B4.3.67 encourages the intensification of Living 2 Zones by enabling further subdivision where it complies with the objectives and policies of the District Plan. In addition, Proposed Plan Change 23 to the SDP seeks to amend the Christchurch Airport noise contour, which had previously been a development

constraint in Rolleston that resulted in Living 2 zone densities being created. A hearing was held in December 2010 to consider the submissions on PC23.

- 5.27 Plan Change 11 (PC11) is a Council initiated process to amend the Living 1B Zone provisions in the District Plan, which restricts further subdivision to below 5,000m² until a deferral period is uplifted in January 2010¹⁴⁰.
- 5.28 PC11 has been adopted and incorporates provisions into the District Plan to manage the way the area develops by making sure that the most appropriate roads, reserves, connections and subdivision layouts are provided as development takes place. PC11 prescribes standard residential densities of 750m² average allotment sizes, along with a special amenity zone to ensure intensification of this area recognises its unique character.

Rolleston Study Area assessment

- 5.29 The constraints and opportunities for rural residential activities in the 2.5km Rolleston Study Area (RSA) are illustrated in [Appendix 6: 1a to 1e Rolleston Constraints, Opportunities and Contextual Analyses](#) and detailed below.
- 5.30 The District Plan zoning within the RSA is split between the Rural Inner Plains and Rural Outer Plains (see [Appendix 6 – 1d Rolleston District Plan Zone Map](#)). The Rural Outer Plains Zone boundary on the north-western side of SH1 is the south-western side of Railway Road as far as Kerr's and Two Chain Roads.
- 5.31 The Rural Outer Plains Zone boundary on the south-eastern side of SH1 runs down Dunn's Crossing Road, where it follows Ellesmere Junction Road before heading north along Shands Road as far as the junction with Tancred's Road. The zone boundary then heads in the south-easterly direction. All land to the north-west of these road boundaries is zoned Rural Inner Plains. As detailed previously, the Inner Plains Zone discourages residential densities of below one dwelling per 4ha and the Rural Outer Plains discourages residential densities of below one dwelling per 20ha.
- 5.32 There are also a number of Designated sites identified in the Appendices of the District Plan that are located outside the C1

¹³⁹ Selwyn District Plan: Residential Volume; B4-053, as amended by PC7

¹⁴⁰ PC11 has been adopted and incorporated in the SDP

- Urban Limit for Rolleston, but within the RSA. The Weedons Cemetery is located at the junction of Maddison's and Weedons Ross Road approximately 2.5km north-east of Rolleston (D178). Two reserves are located outside the RSA.
- 5.33 The 20.75ha Weedons Domain is located on Maddisons Road approximately 3.79km north-east of Rolleston (D203) outside the RSA. An 11.05ha recreation reserve administered by Council is located on McClelland Road, approximately 3.80km north-east of Rolleston (D125).
- 5.34 A Council administered water well is located at Wards Road, which services a low-density residential node of development 1.22km north-west of Rolleston (D92). There are numerous Council administered Gravel Reserves located in various locations throughout the RSA (D244, D245, D275, D278, D279, D280, D281, D285, D342, D345 and D349).
- 5.35 Additional constraints within the RSA include the need to avoid conflict associated with the 441ha Burnham Military Base (DE1) and 63.29ha Rolleston Prison (MC1), which are both located 1.5km south-west of Rolleston on the opposite side of SH1. The Ministry of Defence operated Weedons Depot and Communications Site is located on Jones Road approximately 3.55km north-east of Rolleston on Jones Road (DE4).
- 5.36 The capacity of the existing public reticulated sewage treatment and disposal system servicing Rolleston is dependent upon the ESSS upgrade of The Pines Wastewater Treatment Plant. The Pines is located on the south-western outskirts of Rolleston on Burnham School Road and is currently Designated in the District Plan (D403 and D411). The alignment of the reticulated wastewater main runs down Burnham School Road to The Pines, where it services Rolleston and West Melton.
- 5.37 The necessary Environment Canterbury consents have been granted with various conditions. A recommendation to accept the Notice of Requirement and designate the land for the treatment and disposal of wastewater has been issued, which also contains a number of conditions and a requirement for Outline Plan of Works approval. Both the consent decisions and Notice of Requirement recommendation are subject to a statutory appeal period.
- 5.38 The Rolleston Resource Recovery Park is located on Burnham School north of The Pines (D412). The Burnham sewage disposal plant is located on Burnham School Road 4km south-west of Rolleston (D404).
- 5.39 A Youth Justice Residential Centre that is operated by the Minister of Social Services and Employment is located on Runners Road, approximately 1.60km south-west of Rolleston (MS1). The land holding comprising the Weedons Primary School and residence is 1.84ha in size and is located 2.24km north-east of Rolleston (ME25). All of these activities are Designated in the Appendices of the District Plan.
- 5.40 There is an Indigenous Vegetation Site within the water race located approximately 1.5km north of Rolleston, near the junction of Hoskyns and West Melton Roads. Indigenous Vegetation Sites have been identified as possible areas containing rare plant specimens that may be worthy of protection. Investigations are required to ascertain whether the vegetation and associated habitat satisfies the criteria for determining whether a site is a 'significant area of indigenous vegetation'. These criteria are prescribed in Appendix 12 of the Rural Volume of the District Plan.
- 5.41 There are a number of private and Council owned water races surrounding Rolleston, which are a feature that could be incorporated into development proposals to promote rural residential character.
- 5.42 A constraint to rural residential development is the presence of 17 Intensive Farming Activities within the RSA. The farms are predominantly located on the north-west side of SH1 in close proximity to Burnham and Weedons. There are two farms located on the north-eastern periphery and two additional farms located on the northern periphery of the RSA. A chicken farm is operating on Dunn's Crossing Road on the western side of the C1 Urban Limit. An additional Intensive Farming Activity is established on Selwyn Road on the south-eastern side of the Urban Limit.
- 5.43 Intensive Livestock Farming are piggeries and chicken farms. The District Plan requires proposed land uses within 300m of existing buildings associated with these activities to gain a resource

consent¹⁴¹. Rules ensure that these existing rural activities are protected from reverse sensitivity that may arise from conflicting land uses. Consideration is required to be given to the extent to which a setback, or reverse sensitivity buffer, is necessary in each circumstance.

- 5.44 There are two separate Transpower electricity transmission lines running through the RSA. These influence the extent to which the urban growth can expand in the north and south directions. One set of transmission lines runs through the southern extent of the RSA in the west to east direction, where it links up with the Orion and Transpower Substation at the junction of Springston-Rolleston and Shands Roads.
- 5.45 The line then branches north along Shands Road towards Christchurch City and north-west towards Prebbleton. The second section of transmission lines run in the west to north-east direction. These are located approximately 2.12km north-west of the I-Zone and the Intensive Farming Activities in the Weedons area.
- 5.46 SH1 and the On-Track South Island Main Trunk Line (SIMTL) corridor are significant constraints to growth. The District Plan identifies that residential forms of development are to be retained on the south-eastern side of the highway to avoid fragmentation and conflict with the transport network. There will also be a need to avoid the severance of rural residential nodes from the township caused by SH1 and the SIMTL. Any separation would be inconsistent with the sustainable transport initiatives being progressed and would give rise to fragmented land use.
- 5.47 The I-Zone business hub has been established on the north-western side of the railway corridor. Rural residential growth may result in adverse reverse sensitivity effects associated with the commercial and industrial land uses established and operating in I-Zone. Policies B2.1.17 and B2.1.22 of the District Plan reinforce the need to confine Rolleston to the south-eastern side of the national transportation corridor. Policy B4.3.63¹⁴² identifies the need to avoid new residential or business development, other than Business 2 Zoning, west of SH1 and the SIMTL.

¹⁴¹ Selwyn District Plan: Rural Volume; Rule 9.10, C9-007, 29.05.2009

¹⁴² As amended by PC7

- 5.48 Council's 'Active Road Network' is proposed to be formed along Lincoln-Rolleston Road to provide a dedicated pedestrian and cycle link between Rolleston and Lincoln (see [Appendix 5](#)). This connection is then proposed to travel north to West Melton along Hoskyns and West Melton Roads. Rolleston is also the starting point for extensions of the 'Active Road Network' south through Burnham to Rakaia and north to Templeton following an alignment with SH1.
- 5.49 The network between Lincoln and Rolleston and Rolleston and Templeton, are to be constructed within the next 10 years. This network is subject to funding being available from the NZTA. The remaining links to Burnham and Rakaia from Rolleston and Rolleston to West Melton are programmed to be constructed beyond the 10 year timeframe.
- 5.50 The 50dBA noise contour associated with Christchurch International Airport currently extends through the southern extent of the existing township. The noise contour has been reduced in scale from what is identified in the District Plan in response to updated modeling and recalculations arising from amended airport operating practices¹⁴³.
- 5.51 Proposed Change 23 to the Selwyn District Plan updates the airport noise contour in accordance with the latest findings. Policy B2.1.23 identifies the need to avoid intensifying development beneath the airport noise contour.
- 5.52 The soil groups around Rolleston are generally free draining. There are two predominant soil types within the RSA (see [Appendix 6 1b – Soil Groups](#)). The western area is comprised of Yellow Brown Stony soils, while the eastern area comprises of Gley soils. A small portion of Yellow Grey Earth soil formations are located on the southern portion of the RSA.
- 5.53 The soil land use capability (LUC) classification within the RSA consists of Arable formations, ranging between having very slight limitations (Class I LUC) to severe limitations (Class IV LUC) (see [Appendix 6 1c – Versatile Soils](#)).
- 5.54 A small band of Class I versatile soils are located to the north of Rolleston, which then extends to the south-east. Additional areas

¹⁴³ Christchurch International Airport Ltd: *Fact Sheet – Noise Contour*, September 2009

of Class I versatile soils are located on the southern periphery of Rolleston's C1 Urban Limit. A large band of Class II versatile soils and Class III soils run in a north-west to south-east direction, which encompasses the majority of the I-Zone and Rolleston.

- 5.55 The land on the south-western side of Rolleston, which covers the south-western portion of the RSA, is identified as being Class IV soils. The District Plan identifies the presence of versatile soils (LUC Class I or II) to the north of Rolleston. Policy B1.1.8 encourages residential development in and around existing townships, whilst identifying that versatile soils in the rural zone should not be used for residential development.
- 5.56 Appendix 6 1e – Rolleston Contextual Analysis illustrates the factors influencing the location, form and function of rural residential activities on the periphery of Rolleston.

Lincoln

- 5.57 Lincoln is a rural service town based around the University, Crown Research Institutes (CRI's) and farming sector. Lincoln has a number of community facilities, clubs and services, medical and dental rooms, hospital, churches, Police and Fire services, community hall and town library. There are a number of historic sites and buildings within the existing township¹⁴⁴.
- 5.58 The village character, rural outlook, proximity to the nationally important research and educational institutions and the relatively close proximity to Christchurch City has increased the demand for residential living in the township in recent times. This demand is reflected in the 2001 Census population of 2,142, which has increased by 660 households in five years to a population of 2,720 in 2006¹⁴⁵. The 2008 population of Lincoln was 3,196. This is projected to increase at a growth rate of 4.1% per annum to a 2041 population of 11,879¹⁴⁶.

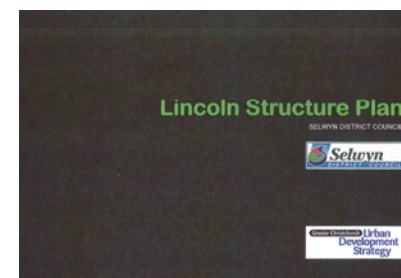
UDS and C1

- 5.59 The UDS IDW did not consider the Urban Limit of Lincoln and the townships capacity to accommodate residential rural residential households in great detail, which was deferred to the completion of the Lincoln Structure Plan (LSP).
- 5.60 PC1 initially provided for 3,125 residential households within the Urban Limit of Lincoln up to 2041. All of this development was to occur in the identified 'Greenfield' development areas (SL1). 930 households are to be developed in the first sequence between 2007 through to 2016, 905 households to be developed in the second sequence between 2017 through to 2026 and the remaining 1,290 households to be developed in the final sequence between 2027 through to 2041¹⁴⁷.
- 5.61 The decisions on C1 amend the phasing of urban development in Lincoln by reducing the sequencing from three to two periods. A

minimum of 1,740 households are to be developed from 2007 to 2020 and a further 2,160 households from 2021 to 2041 (see [Appendix 2 – Table 2](#)). The Urban Limit for Lincoln has been supported without amendment (see [Appendix 1](#)). Policy 5 of C1 identifies Lincoln as a Key Activity Centre, which indicates the townships strategic capacity to accommodate intensive residential and business growth in the next 30 years. C1 incorporates provisions that seek to ensure that the vitality and functionality of these areas are not compromised by intensive growth occurring in alternative locations.

Lincoln Structure Plan (LSP)

- 5.62 The LSP determines when, where and how the town of Lincoln will grow over the next three decades¹⁴⁸. The LSP provides:
- (a) A framework for an urban design strategy for the area;
 - (b) Identifies key natural resources and community assets;
 - (c) Establishes an integrated land use pattern that responds to the characteristics of the area; and
 - (d) Identifies the infrastructure requirements to facilitate urban development¹⁴⁹.
- 5.63 This strategic planning framework draws heavily on the District Plan, C1 and the Integrated Stormwater Management Plan prepared for the township. The Structure Plan was adopted on the 28th of May 2008.
- 5.64 Section 4 of the LSP identifies the constraints and opportunities to the residential expansion of Lincoln, which are relevant when considering preferred locations for rural residential development¹⁵⁰.
- 5.65 These include the following development constraints:



¹⁴⁴ Selwyn District Council: Lincoln Structure Plan, Page 9, May 2008

¹⁴⁵ Selwyn District Council: Lincoln Structure Plan, Page 8, May 2008

¹⁴⁶ Business and Economic Research Ltd: Selwyn Growth Projections, March 2008

¹⁴⁷ C1 RPS: Policy 6 Table 2; Page 15, as notified 28.07.2007

¹⁴⁸ Selwyn District Council: Lincoln Structure Plan, May 2008

¹⁴⁹ Selwyn District Council: Lincoln Structure Plan; Page 5, May 2008

¹⁵⁰ Selwyn District Council: Lincoln Structure Plan; Page 11, May 2008

- CRI's and Lincoln University to the west and north-west;
- High water table and flood area associated with the Lower Halswell River Floodplain to the south;
- Water quality and flooding associated with the Halswell River catchment to the east and north-east;
- Protection of the ecological, recreational and water quality attributed to the L1 Creek and L2 River;
- Wastewater treatment plant and associated 150m buffer on the southern limits of the township;
- Transpower electricity transmission lines located on the north-western outskirts of the township; and
- Contaminated land associated with landfills and land uses to the west of the township in close proximity to the University and CRI's.

5.66 A number of opportunities are also identified, including land west of Birchs Road and south of Tancreds Road that have suitable drainage patterns. However, the LSP does not consider the opportunities for intensified development outside the C1 Urban Limit. Rural residential development areas were not identified because of existing flooding, groundwater and wastewater constraints, remote distances from services and the potential to constrain future growth¹⁵¹.

5.67 However, a limited amount of rural residential development was identified, which was restricted to a parcel of land on Ellesmere Road on the south-eastern boundary of the C1 Urban Limit. It is understood that lower density development was initially identified for this property due to its low-lying topography and flood risk. It is noted that the land has subsequently been identified as a stormwater retention area in the Integrated Stormwater Management Plan for Lincoln¹⁵².

5.68 The LSP identifies a possible southern by-pass to divert heavy vehicles and future increased traffic flows around the township.

¹⁵¹ Selwyn District Council: Lincoln Structure Plan, Page 29, May 2008

¹⁵² Maunsell Ltd: "Assessment of Environmental Effects and Integrated Stormwater Management Plan- Lincoln", 25.07.08

This would provide an alternative road network for vehicles using Ellesmere Junction Road as a link between SH1 and SH75. Any future rural residential development should avoid any future alignment of this by-pass so that development is not severed from the township by the road corridor.

PC7 to the Selwyn District Plan

5.69 PC7 seeks to incorporate strategic residential growth provisions for townships within the Greater Christchurch Area, with particular emphasis on providing a framework to implement the LSP and RSP¹⁵³. As detailed previously, PC7 introduces a strategic and community led approach to managing development into the District Plan by promoting the use of Outline Development Plans to coordinate growth, the provision of medium density housing and promotion of more sustainable outcomes through urban design.

5.70 PC7 prescribes the number of households to be developed within each 'Greenfield' development area identified in C1. It also sets out the staging of when this is to occur to coordinate the provision of infrastructure services and to align the District Plan with the UDS and C1.

5.71 Appendix 8: Staging of Residential Development in Lincoln¹⁵⁴ includes the staging plan for the township up to 2041, which is important in determining the locations and timing of infrastructure services for any future rural residential development.

Selwyn District Plan – Township Volume; Growth of Townships

5.72 The District Plan currently identifies that the preferred direction for residential expansion in Lincoln is south of Gerald Street and east of Springs Road¹⁵⁵. PC7 is proposing to amend the growth directions of Lincoln to align with the UDS, C1 and the LSP¹⁵⁶.

5.73 PC7 proposes to amend Policy B4.3.50^{*} to ensure new 'Greenfield' urban growth only occurs within the ODP areas

¹⁵³ Selwyn District Council: Draft PC7 Brochure prepared by Planit Associates, Page 3, May 2009

¹⁵⁴ Selwyn District Council: PC7, Map 110B Staging Plan, May 2009

¹⁵⁵ Selwyn District Plan: Residential Volume; B4-053, 10.06.2008

¹⁵⁶ Any Policies amended by PC7 are referenced in this report by a ^{*} symbol.

identified on the Planning Maps and in accordance with the identified staging plan. These areas have been identified as being the most suitable locations to cater for urban growth and where the potential environmental effects associated with the future development of Lincoln are able to be sustainably managed. This includes the provision of sufficient land to meet the foreseeable needs of the Lincoln community, whilst enabling the efficient provision of infrastructure to service that growth.

- 5.74 Policy B4.3.56^{*} identifies the 'Greenfield' development areas and outlines the specific matters that need to be considered when formulating each ODP.

Lincoln Study Area assessment

- 5.75 The constraints and opportunities for rural residential activities in the 2.5km Lincoln Study Area (LSA) are illustrated in Appendix 6: 2a to 2e Lincoln Constraints, Opportunities and Contextual Analyses) and detailed below.
- 5.76 The District Plan zoning within the LSA is split between the Rural Inner and Rural Outer Plains (see Appendix 6 – 2d Lincoln District Plan Zone Map). The Rural Inner Plains Zone boundary runs from the eastern side of the LSA along Ellesmere Junction Road as far as Shands Road, where it heads north as far as Boundary Road. The Rural Inner Plains Zone then extends south along Ellesmere Road. All land to the south of these road boundaries within the LSA are zoned Rural Outer Plains.
- 5.77 The northern, southern and western boundaries of the C1 Urban Limit for Lincoln are bordered by the Rural Outer Plains Zone, with the eastern boundary along Ellesmere Road being subject to the Rural Inner Plains Zone. As detailed previously, the Rural Inner Plains Zone discourages residential densities of below one dwelling per 4ha and the Rural Outer Plains discourages residential densities of below one dwelling per 20ha.
- 5.78 The Regional Policy Statement identifies that the Lincoln area has important landscape and amenity values, which provide a contrast to Christchurch City. Policy B4.3.55 of the District Plan highlights the need for consideration to be given to the 'rural-urban' interface and landscape contrast with Christchurch City when considering potential adverse effects associated with rezoning land for

residential or business development north of Lincoln. This policy is relevant when considering the optimal numbers and locations of rural residential activities that may undermine the contrast between rural and urban areas.

- 5.79 There are a number of Designated sites registered in the Appendices of the District Plan, which are located outside the C1 Urban Limit but within the LSA. A cemetery administered by Selwyn District Council is located close to the junction of Springston-Rolleston and Shands Roads approximately 2.6km west of Lincoln (D171). The Transpower New Zealand Springston Electricity Substation (TP5), Orion New Zealand Limited Springston Substation (OR9) and an 8.27ha Selwyn District Council Sanitary Landfill (D358) are also located at the junction of Springston-Rolleston and Shands Roads, approximately 2.6km west of Lincoln.
- 5.80 An 8.04ha gravel reserve administered by Selwyn District Council is located on the eastern side of Springs Road, approximately 2.6km north of Lincoln (D345). The 15.85ha Lincoln Golf Course is located on the Boundary Road on the north-western boundary of the Urban Limit (D126), which is adjoined by the 2.94ha Lincoln Cemetery (D175).
- 5.81 The Sutton Royal Homestead is registered in the Appendices of the District Plan as a Heritage Building (H435). It is located on Collins Road, approximately 1.70km south-west of Lincoln.
- 5.82 A significant constraint to development on the periphery of Lincoln, particularly to the west, is Lincoln University and the CRI's. The western portion of the LSA is predominantly utilised by the University and CRI's, which include research farms, quarantine areas and built structures associated with these nationally important educational and research institutes. The CRI, Plant and Food, also own land between Tancreds Road and the north-western edge of the C1 Urban Limit. Policy B1.13 in the District Plan highlights the possibility of contaminated soil in areas used for agricultural research in locations in close proximity to Lincoln.
- 5.83 The capacity of the existing public reticulated sewage treatment and disposal system servicing Lincoln is currently limited by an agreement between Christchurch City and Selwyn District Council's to dispose of wastewater in Christchurch City's Bromley

- Wastewater Treatment Plant. There is no longer capacity in this plant to cater for any additional wastewater from Selwyn District.
- 5.84 Development in Lincoln has subsequently been delayed due to the unavailability of connections to the reticulated wastewater system. The previously identified demand for growth in Lincoln has necessitated the proposed upgrading of The Pines wastewater treatment plant in Rolleston as the East Selwyn Sewer Scheme (ESSS) to cater for the household growth provided for in C1. The proposed alignment of the sewer main between Lincoln and the ESSS is provided in [Appendix 10](#). Policies B2.2.1 and B2.2.4 of the District Plan identify the impact the recent growth of the township has had on providing the necessary wastewater infrastructure.
- 5.85 The reticulated wastewater main currently runs from Lincoln along Springs Road through Prebbleton and onto Christchurch City's Bromley Wastewater Treatment Plant. The sewer main also extends west along Ellesmere Junction Road where it links up with Springston.
- 5.86 The necessary Environment Canterbury consents have been granted with various conditions. A recommendation to accept the Notice of Requirement and designate the land for the treatment and disposal of wastewater has been issued, which also contains a number of conditions and a requirement for Outline Plan of Works approval. Both the consent decisions and Notice of Requirement recommendation are subject to a statutory appeal period.
- 5.87 The Lower Plains Flood Area (LPFA) affects a large portion of the LSA to the east of the C1 Urban Limit of Lincoln, which is a hazard that is registered on the District Planning Maps. The District Plan specifies that the subdivision of land located within the LPFA requires a more detailed assessment of flood related effects to be undertaken when considering resource consents.
- 5.88 The matters for consideration when assessing a resource consent application include the need to mitigate potentially adverse effects associated with the flooding and inundation on any future building or change in existing land contour. The District Plan enables buildings to be constructed within the LPFA as a permitted activity where it can be illustrated that a minimum building floor level of 300mm above a 2% AEP¹⁵⁷ hazard event is established and the building freeboard height is at, or above, that level.
- 5.89 The District Plan identifies that stormwater at Lincoln is disposed of via a reticulated system that drains into the L1 Creek and L2 River, which in turn are tributaries to Lake Ellesmere/Te Waihora. Policy B4.3.52 seeks to ensure that any additional stormwater run-off into these waterways from additional residential and business development does not adversely affect water quality or exacerbate potential flood hazards associated with the L1 Creek and L2 River.
- 5.90 There are a number of private and Council owned water races predominately to the east and north of Lincoln. These features could be incorporated into development proposals to promote rural residential character.
- 5.91 A constraint to development is the presence of three identified Intensive Farming Activities within the LSA. The farms are located on the Springston-Rolleston Road on the western boundary of the CRI, on Collins Road on the south-western boundary of the CRI and on the southern extent of the LSA in close proximity to Ellesmere Road.
- 5.92 The Christchurch to Little River Rail Trail (CLRRT) is formed on Birchs Road. The CLRRT provides a dedicated cycle way between Lincoln and Prebbleton, where it links with Hornby in Christchurch (see [Appendix 5](#)). The CLRRT is identified in Council's Walking and Cycling Strategy Action Plan as part of the wider 'Active Road Network' to promote alternative modes of transport and the health and wellbeing of the community. The CLRRT is also proposed to be formed along Lincoln-Tai Tapu Road to provide a pedestrian and cycle linkage between Lincoln and Motukarara. Lincoln is also the starting point for an extension of the 'Active Road Network' west along Ellesmere Junction Road to Springston. As detailed previously, there is also a dedicated cycle and pedestrian link proposed for between Rolleston and Lincoln. The network between Lincoln and Rolleston, and Lincoln and Springston, are to be constructed within the next 10 years. These network upgrades are subject to NZTA funding.

¹⁵⁷ AEP - Annual Exceedance Probability

- 5.93 Transpower electricity transmission lines are located within the LSA, which influence the extent to which urban growth can expand in the north and west directions. The lines run from the western side of the LSA as far as the Orion and Transpower substations at the junction of Springston-Rolleston and Shands Roads. The line also branches north along Shands Road towards Christchurch City and north-west towards Prebbleton.
- 5.94 There is a mixture of soil types within the LSA (see [Appendix 6 2b – Soil Groups](#)). The township is located upon Yellow Grey Earth and Gley soil groups. The remainder of the LSA is comprised of a mixture of Gley, Recent and Yellow Grey Earth soil formations. There are small pockets of Organic soil formations on the southern and eastern extents of the LSA.
- 5.95 The soil land use capability (LUC) classification within the LSA consists of Arable formations, ranging between having very slight limitations (Class I LUC) to moderate limitations (Class III LUC) (see [Appendix 6 2c – Versatile Soils](#)). There are several isolated areas of land that consist of Class I versatile soils, which are generally located to the west, north-west and east of Lincoln's C1 Urban Limit. The remaining land within the LSA consists of a mixture of Class II versatile soils and Class III soils.
- 5.96 The District Plan identifies that Lincoln is surrounded by versatile soils (LUC Class I or II) to the north of Lincoln. Policy B1.1.8 encourages residential development in and around existing townships, whilst identifying that versatile soils in the rural zone should not be used for residential development.
- 5.97 As detailed in [Section 4](#) of this report, the fine soil makeup and high water table to the east of Lincoln makes some land potentially prone to liquefaction during significant earthquake events (see [Appendix 15 – Earthquake Hazard Maps](#)). This was demonstrated in the recent 7.1 magnitude Darfield Earthquake event where liquefaction occurred in certain areas within the LSA. Any land that may be potentially susceptible to liquefaction during large earthquake events will need to be assessed to determine its degree of risk to liquefaction associated with any other possible earthquake events, including the requirement for specific design layouts, building standards and other methods to avoid, remedy or mitigate potentially adverse effects associated with earthquake events.

- 5.98 [Appendix 6 2e – Lincoln Contextual Analysis](#) illustrates the factors influencing the location, form and function of rural residential activities on the periphery of Lincoln.

Prebbleton

- 5.99 Prebbleton is one of the oldest settlements on the Canterbury Plains, having been established for more than 140 years. The fertile land surrounding the village has been utilised for market gardening and crops and the wider area has an established equine industry.
- 5.100 Prebbleton has a range of local services and community facilities. It is well placed on the strategic road network between Christchurch and Lincoln, being 6km from the city centre. The settlement has a distinct village character that is attributed to the historic fabric of the town, rural outlook and low-density living environments.
- 5.101 This high amenity and close proximity to Christchurch City makes Prebbleton one of the most sought locations to reside in the District. The township has experienced significant population growth in the past 10 years, going from a 2001 population of 1,833 to a 2008 population of 2,121. There has been a high demand for residential sections, particularly at low-densities, in Prebbleton in recent years. Several Environment Court proceedings have taken place and strategic planning initiatives have been advanced to ensure this demand is met in a sustainable manner.

Prebbleton's urban form and limit to growth – Environment Court

- 5.102 The Environment Court resolved in its decisions on a number of appeals relating to land in Prebbleton that the southerly limit of residential growth should be Trices and Hamptons Roads to assist in achieving a concentric urban form. It was identified that the Living 2A Zone, consisting of low-density residential households south of Trices Road was an anomaly that was attributed to Variation 23. The Court concluded that this density of development should not be utilised as a parameter for extending the urban limit further south¹⁵⁸.
- 5.103 Particular emphasis was placed by the Court, the UDS and C1 on the need to retain the greenbelt separation between Prebbleton

and the Christchurch City territorial authority boundary to the north. The electricity transmission lines were identified as the limits to growth to the east of the existing urban form, with the Kingcraft Drive EDA and Shands Road being the cut off point for growth to the west. The Court did not prescribe a definitive limit to growth to the west due to an absence of direction in the District Plan at the time and because there was insufficient information at hand to reach a final conclusion¹⁵⁹.

- 5.104 The Environment Court produced a plan defining the extent of the Preferred Growth Area for Prebbleton showing the northern, eastern, southern and western limits to the townships growth¹⁶⁰. This plan was inserted into the District Plan as Appendix 31 to the Township Volume¹⁶¹. The need for the urban form of Prebbleton to expand in a compact concentric shape was seen as an important consideration given that the township is elongated along Springs Road. It is evident that the town has expanded from its traditional core south in response to a high demand for residential properties in the area and to avoid versatile soils.
- 5.105 The District Plan reiterates that residential growth should be east and west of Springs Road to: (a) Create a compact concentric shape; (b) Minimise the effects on Springs Road; and (c) To reduce the length of 'rural residential' boundaries and the corresponding increased potential for reverse sensitivity issues (Policy B4.3.56).
- 5.106 Policy B4.3.5 of the District Plan outlines the general benefits associated with a compact concentric urban form in improving the functionality of townships, which include:
- ☐ The reduction of the number of allotments that share a boundary with the Rural Zone and the potential conflicts between incompatible land uses;
 - ☐ Facilitates cost effective provision of services;
 - ☐ Reduces the travel distances to business and community facilities;

¹⁵⁹ D Bates & Ors v Selwyn District Council C7/2006

¹⁶⁰ D Bates & Ors v Selwyn District Council C116/2006

¹⁶¹ Selwyn District Plan: Township Volume Part E; Appendix 31, E31-001

¹⁵⁸ D Bates & Ors v Selwyn District Council C7/2006

- Maintains the visual distinction between the rural area and townships; and
- Reduces the impacts on the road network.

UDS and C1

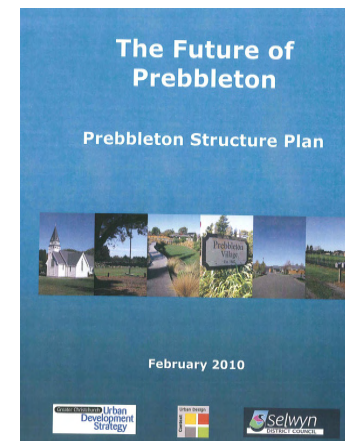
- 5.107 The UDS IDW generally adopted the Preferred Growth Area determined by the Environment Court and reiterated the need to retain Prebbleton as a compact township that does not merge with urban growth across the boundary in Christchurch City. The rural land to the east of the township between the urban limit and the electricity transmission lines was considered for intensification. However, the high water table and drainage pattern was identified as a possible constraint to intensive development that required further investigation.
- 5.108 C1 initially provided for 1,195 residential households within the Urban Limit of Prebbleton up to 2041. All of this development was to occur in three 'Greenfield' development areas (SP1, SP2 and SP3), with 700 households to be developed in the first sequence between 2007 through to 2016 and the remaining 495 households to be developed in the second sequence between 2017 through to 2026¹⁶².
- 5.109 The C1 decision amends the phasing of urban development in Prebbleton by reducing the sequencing from three to two periods. In addition, the Urban Limit of Prebbleton has been extended to the west so that a land holding fronting Trents Road, which is located on the eastern periphery of the Kingcraft Drive EDA, is now within the Urban Limit (see [Appendix 1](#)).
- 5.110 The inclusion of this property has been reflected in an increase of 100 households to the three 'Greenfield' development areas in Prebbleton. This now requires a minimum of 998 households to be developed from 2007 to 2020 and a further 297 households from 2021 to 2041 (see [Appendix 2 – Table 2](#)).

Prebbleton Structure Plan (PSP)

- 5.111 The Prebbleton Structure Plan (PSP) was adopted in February 2010 in response to the demand for households in the township.

The PSP provides a strategic planning framework for coordinating development to ensure that the necessary infrastructure and community needs in the township are provided and a high standard of town planning and urban design is achieved¹⁶³.

- 5.112 The scope of the PSP was restricted to the Urban Limit prescribed in C1 and did not review the appropriateness for the peripheral rural land to accommodate rural residential development.
- 5.113 The Structure Plan lists the elements that contribute to the amenity and character of the township and outlines what actions should be taken to ensure these qualities are retained.
- 5.114 The PSP also provides preliminary ODP's for each of the three 'Greenfield' development areas. It prescribes the number of sections to be developed in each ODP, the timing of when it is to be developed and highlights design elements to ensure the necessary infrastructure, community services and residential forms of development are provided.
- 5.115 [Appendix 9: Staging of Residential Development in Prebbleton](#)¹⁶⁴ includes two tables detailing the staging of residential development up to 2041, which are important in determining the locations and timing of infrastructure services required for any future rural residential development.



Selwyn District Plan – Township Volume; Growth of Townships

- 5.116 The District Plan identifies that preferred areas for residential expansion are east and west of Springs Road, which are illustrated in [Appendix 31: Prebbleton Preferred Growth](#)¹⁶⁵. This preferred

¹⁶² C1 RPS: Policy 6 Table 2; Page 15, as notified 28.07.2007

¹⁶³ Selwyn District Council: Prebbleton Structure Plan, Adopted February 2010

¹⁶⁴ Selwyn District Plan: Prebbleton Structure Plan, Tables 4 and 5 on Pages 12 and 13, February 2010

¹⁶⁵ Selwyn District Plan: Residential Volume; B4-056, 10.06.2008

limit to growth was established in the aforementioned Environment Court decisions issued on a number of appeals relating to the District Plan at the time¹⁶⁶.

Prebbleton Study Area assessment

- 5.117 The constraints and opportunities for rural residential activities within the 2.5km Prebbleton Study Area (PSA) are illustrated in Appendix 6: 3a to 3e Prebbleton Constraints, Opportunities and Contextual Analyses and detailed below.
- 5.118 The District Plan zoning beyond the UDS Urban Limit is Rural Inner Plains, which discourages residential densities of below one dwelling per 4ha (see Appendix 6 - 3d Prebbleton District Plan Zone Map). The Rural Inner Plains Zone encompasses the entire PSA, with the exception of the Kingcraft Drive EDA.
- 5.119 The Kingcraft Drive EDA is located within the PSA on the western boundary of the Urban Limit prescribed in C1. There are currently 43 households within the Kingcraft Drive EDA, which are a minimum of 1ha in size¹⁶⁷. As detailed previously, Kingcraft Drive was originally zoned for farmlet purposes, but has subsequently been occupied and developed for rural residential uses. The location of this EDA significantly precludes the preferred residential growth path to the west, as retrofitting existing rural residential development for residential purposes would be difficult given the established amenity of the area. Kingcraft Drive is serviced by onsite septic tanks and a reticulated water supply.
- 5.120 The reticulated wastewater main runs from Lincoln to Prebbleton along Springs Road into Christchurch City's Bromley Wastewater Treatment Plant. The sewer main branches off at the corner of Springs and Hamptons Roads. The alignment then heads west as far as Shands Road, before travelling north into the Christchurch City Council territorial boundary.
- 5.121 The capacity of the existing public reticulated sewage treatment and disposal system servicing Prebbleton is currently limited by an agreement between Christchurch City and Selwyn District Council's to dispose of wastewater in Christchurch City's Bromley

Wastewater Treatment Plant. There is no longer capacity in this plant to cater for any additional wastewater from Selwyn District. Policy B2.2.1 of the District Plan identifies the impact the recent growth of the township has had on providing the necessary wastewater infrastructure.

- 5.122 Development in Prebbleton has subsequently been delayed due to the unavailability of connections to the reticulated wastewater system. The previously identified demand for growth in the township has necessitated the proposed upgrading of The Pines wastewater treatment plant in Rolleston with the ESSS to cater for the household growth being provided for in C1. It is understood that the existing pipes between Lincoln and Prebbleton will be utilised to connect the township with the ESSS.
- 5.123 The necessary Environment Canterbury consents have been granted with various conditions of consent. A recommendation to accept the Notice of Requirement and designate the land for the treatment and disposal of wastewater has been issued, which also contains a number of conditions and a requirement for Outline Plan of Works approval. Both the consent decisions and Notice of Requirement recommendation are subject to a statutory appeal period.
- 5.124 There have been a number of deferred zones granted in advance of connections becoming available. This is in recognition of the appropriateness of Prebbleton to cater for additional growth (LZ Deferred, L1A Deferred, L2A Deferred, L1A5 Deferred and Business 1 Deferred Zones). As detailed previously, resource consents are currently being sought to upgrade The Pines wastewater treatment plant in Rolleston (East Selwyn Sewer Scheme) to cater for the additional capacity required to service the current, and long term, demand for connections to the reticulated wastewater services.
- 5.125 It has been identified that the north-eastern areas of Prebbleton are prone to stormwater inundation, which is attributed to the high water table associated with the wider Halswell River floodplain. There are a number of springs located to the north-east of the township¹⁶⁸. There are also several ephemeral streams and permanent watercourses located to the north-east, which are

¹⁶⁶ D Bates & Ors v Selwyn District Council C7/2006

¹⁶⁷ Selwyn District Plan: Rural Volume; Table C10.1, C10-003, 10.06.2008

¹⁶⁸ Environment Canterbury GIS Data - www.ecan.govt.nz

tributaries to the Knights Stream and Halswell River catchments. Any intensive development in these flood prone areas would need to provide for an integrated stormwater management solution to reduce flows into this wider catchment, which may exacerbate the existing flood hazard.

- 5.126 A constraint to development is the presence of Intensive Farming Activities to the north of the Aberdeen subdivision between Prebbleton and the Christchurch City Council boundary. This activity is located within the 'greenbelt' area that provides an open space buffer between the territorial authority boundaries of Christchurch City and Selwyn District Council's.
- 5.127 There has been strong direction from both the Environment Court and the local community via the PSP that this 'greenbelt' area should not be intensified by residential forms of development. Further emphasis is placed on the need to retain the separation between Prebbleton and the territorial authority boundary with Christchurch City approximately 0.30km to the north at its closest point to preserve the 'rural-urban' contrast of the area in the District Plan (Policy B4.3.59).
- 5.128 Springs Road is one of the busiest Strategic Roads in the District. Policies B2.1.3, B2.1.9, B2.1.10 and B2.1.8 of the District Plan highlight the effects additional traffic is having on Springs Road and the townships position on both sides of a strategic road. In addition, the further elongation of the township north to south along Springs Road is identified as being inappropriate (Policy B4.3.57).
- 5.129 CRETS details the stages for progressing improvement projects to the sub-regional road hierarchy, which includes the development of Stage 2 to the Southern Motorway (CSM2). The New Zealand Transport Agency (NZTA) have indicated that they are about to commence an initial consultation phase on the CSM2. This includes the identification of a preferred alignment that runs east to west between the greenbelt separating Prebbleton from Christchurch City and the Aberdeen subdivision, which is the northwestern extent of the township.
- 5.130 The CSM2 is proposed to be constructed below ground level in close proximity to Prebbleton, with Marshs and Shands Roads passing over the motorway. A full intersection and connection is proposed on Shands Road, with the local road hierarchy being

upgraded to direct vehicles along Hamptons to Shands Road and onto the CSM2. CRETS and the CSM2 will preclude any residential expansion of Prebbleton west of Shands Road.

- 5.131 Transpower electricity transmission lines are located in three locations within the PSA and influence the extent to which the urban growth can expand in the north, east and west directions.
- 5.132 The CLRRT runs in the north to south direction along Birch's Road and provides a cycle link between Lincoln and Prebbleton. The CLRRT then continues up Springs Road before linking onto the former rail corridor as far as Marshs Road. It then connects to Shands Road and heads north across the territorial authority boundary to Hornby in Christchurch City.
- 5.133 The Shands Road Cemetery is located on the northern side of Shands Road near its junction with Trents Road. This site is Designated in the Appendices of the District Plan for Cemetery purposes (D172). Two Gravel Reserves administered by the Selwyn District Council (D345 and D346) are located on the south-western limit of the PSA.
- 5.134 Orion has lodged a notice of requirement with Selwyn District Council to designate a 1.6ha parcel on the southern outskirts of Prebbleton for electricity purposes. This parcel is located at the corner of Birchs and Hamptons Roads, to the south of the urban limit.
- 5.135 There are two heritage buildings registered in the Appendices of the District Plan that are located within the PSA. The Trent's Chicory Kiln is a Category II New Zealand Historic Places Trust listed building. It is located on Trent's Road (H208), approximately 2.5km north-west of Prebbleton. Wheatsheaf House is an historic hotel that is also a Category II listed building. It is located at the junction of Selwyn and Shands Roads (H302), approximately 2km south-west of Prebbleton.
- 5.136 A cultural site is identified within the northern extent of the PSA near Ellesmere Road. This Wahi Taonga Site is registered in the Appendices of the District Plan as the location of an oven (C65).
- 5.137 There are a number of private and Council owned water races around Prebbleton, which are a feature that could be incorporated into development proposals to promote rural residential character.

- 5.138 The soils around Prebbleton have for a long time been utilised for highly productive land uses, including various agricultural and horticultural activities.
- 5.139 The soil land use capability (LUC) classification within the PSA consists of Arable formations, ranging between having very slight limitations (Class I LUC) to severe limitations (Class IV LUC) (see [Appendix 6 3c – Versatile Soils](#)). There are several isolated areas of land that consist of Class I versatile soils, which are generally located to the north, south, and south-west of Prebbleton's C1 Urban Limit. The remaining land within the LSA consists of a mixture of Class II versatile soils and Class III soils. The only exceptions are two small areas of Class IV soils to the south of Prebbleton and on the south-west limit of the PSA.
- 5.140 The District Plan identifies the presence of versatile soils (LUC Class I or II) to the north, east and west of Prebbleton. Policy B1.1.8 encourages residential development in, and around, existing townships, whilst identifying that versatile soils in the rural zone should not be used for residential development.
- 5.141 As detailed in [Section 4](#) of this report, the fine soil makeup and high water table to the east of Prebbleton makes some land potentially prone to liquefaction during significant earthquake events (see [Appendix 15 – Earthquake Hazard Maps](#)). This was demonstrated in the recent 7.1 magnitude Darfield Earthquake event where liquefaction occurred in certain areas within the PSA. Any land that may be potentially susceptible to liquefaction during large earthquake events will need to be assessed to determine its degree of risk to liquefaction associated with any other possible earthquake events, including the requirement for specific design layouts, building standards and other methods to avoid, remedy or mitigate potentially adverse effects associated with earthquake events.
- 5.142 [Appendix 6 3e – Prebbleton Contextual Analysis](#) illustrates the factors influencing the location, form and function of rural residential activities on the periphery of Prebbleton.

West Melton

- 5.143 West Melton is a small rural service town located on State Highway 73 (SH73) - West Coast Road 10km west of Christchurch City. The township is predominantly located to the north of SH73, although some residential and commercial land uses and community facilities are located on the southern side of the highway. A diverse population base and prevalence of small rural land holdings has seen traditional sheep and grain farms being replaced with more diverse productive rural land uses, such as vineyards, olive groves and nut orchards.
- 5.144 The towns relatively close proximity to Christchurch City, its rural outlook and assets such as the primary school and community facilities, have been the catalyst for significant residential expansion in recent years. The 2008 population of the West Melton urban area was 166, but this is projected to increase at a growth rate of 7% per annum to a 2041 population of 1,553 residents¹⁶⁹.

UDS and C1

- 5.145 The UDS IDW identified scope for intensification north of the highway close to the business area. Provision for a limited amount of rural residential households was envisaged so long as it did not compromise the future urban growth paths and the low-density residential character of the township. The capacity of the intersection of Weedons Ross Road and SH73 to cater for large numbers of additional vehicle movements, and the safety and efficiency of the wider road network, were highlighted as possible constraints to significant growth in West Melton.
- 5.146 C1 has subsequently provided for 570 residential households within the Urban Limit of West Melton up to 2041¹⁷⁰. All of this development is to occur in the first sequence between 2007 through to 2016. The C1 decision amends the phasing of zoned urban development in West Melton by reducing the sequencing from three to two periods. This supports the development of the zoned land, which entails 570 households to be developed in the

first phase, which is from 2007 to 2020 (see [Appendix 2 – Table 2](#)). The Urban Limit for West Melton was supported in the decisions without amendment (see [Appendix 1](#)).

Selwyn District Plan – Township Volume; Growth of Townships

- 5.147 The District Plan identifies that substantial growth is expected to take place in, and around, West Melton¹⁷¹. The focal point of this residential growth is anticipated to be on either side of Weedons-Ross Road north of SH73 as far as Halkett Road to the north. A limited amount of low-density residential development is anticipated to occur south of SH73 within the C1 Urban Limit. This area is referenced in the ODP for West Melton, which is included as Appendix 20 to the Selwyn District Plan¹⁷².
- 5.148 The District Plan highlights that the extent, or appropriateness, of any future residential activities north-west of SH73 and west of Weedons Road has yet to be determined and is deferred pending further investigations into road access and the provision of reticulated wastewater. The related policies in the District Plan seek to direct growth north of SH73 as far as Halkett Road (Policy B4.3.89). Policy B4.3.90 seeks to promote a consolidated pattern of future urban growth that maintains a generally compact shape, with development to the south of SH73 being limited in extent and density.

West Melton Study Area assessment

- 5.149 The constraints and opportunities for rural residential activities within the 2.5km West Melton Study Area (WMSA) are illustrated in [Appendix 6: 4a to 4e West Melton Constraints, Opportunities and Contextual Analyses](#) and summarised below.
- 5.150 The District Plan zoning beyond the UDS Urban Limit is Rural Inner Plains, which discourages residential densities of below one dwelling per 4ha and encompasses the entire West Melton Study Area (WMSA) (see [Appendix 6 – 4a West Melton District Plan Zone Map](#)).

¹⁶⁹ Business and Economic Research Ltd: Selwyn Growth Projections, March 2008

¹⁷⁰ C1 RPS: Policy 6 Table 2; Page 15, as notified 28.07.2007

¹⁷¹ Selwyn District Plan: Residential Volume; B4-072, 10.06.2008

¹⁷² Selwyn District Plan: Township Volume Part E; Appendix 20, E20-001, 10.06.2008

- 5.151 Any rural residential development in West Melton will need to consider and avoid exacerbating the severance of the township by SH73, where the community hall, domain and other facilities are located on the opposite side of the highway. Further fragmented development could result in conflict with more pedestrians and vehicles crossing the SH73 intersection with Weedons Ross Road.
- 5.152 A constraint to development is the Township's location near the Christchurch aquifer recharge area where intensification could impact upon ground water quality. Variation 6 to Environment Canterbury's Natural Resources Regional Plan introduces new issues, objectives, policies and methods relating to the Christchurch Aquifer System¹⁷³. Variation 6 seeks to amend the boundary of the 'Christchurch Groundwater Protection Zone' by reducing its limit from Halkett Road further north by approximately 500m.
- 5.153 Additional constraints affecting the WMSA include the need to avoid conflict associated with intensified activities in close proximity to the existing West Melton Rifle Range and West Melton Aerodrome. The West Melton Rifle Range is Designated in the Appendices of the District Plan (DE3). Appendix 19 of the Rural Volume of the District Plan prescribes a Height Limit for activities located in close proximity to the West Melton Airfield¹⁷⁴. The New Zealand Defence Force has provided a plan indicating a proposed reverse sensitivity buffer around the West Melton Rifle Range. This is in response to concerns that rural residential development may undermine the continued operation of this nationally important military training facility. Appendix 12 includes a copy of the reverse sensitivity buffer, with additional criteria incorporated into Section 6 of this report.
- 5.154 River protection and flood controls are located in land between the South Bank of the Waimakariri River and Old West Coast Road north of West Melton. The secondary stop banks are administered by Environment Canterbury and are Designated for that purpose in the Appendices of the District Plan (CR11).
- 5.155 There is an Indigenous Vegetation Site approximately 2.4km north-east of West Melton on Halkett Road. As detailed previously,

investigations will be required to ascertain whether the vegetation and associated habitat satisfies the criteria for determining whether a site is a 'significant area of indigenous vegetation'.

- 5.156 The West Melton Observatory Zone (WMOZ) extends through the majority of the WMSA. The WMOZ has been established to control glare and nightglow from outdoor lighting that may undermine the operation of the observatory. District Plan Rule 9.18 seeks to control night lighting in the WMOZ without it being cost prohibitive to land owners¹⁷⁵. This is achieved by requiring night lighting to be shielded so that any light spill is directed downwards.
- 5.157 There are several Intensive Livestock Farming activities within the WMSA. Two Intensive Farming Activities are located to the north of West Melton and two further sites directly south of the township.
- 5.158 The St Paul's Anglican Church is a registered Heritage Building (H209) in the Appendices of the District Plan. The Church is located on the western boundary of the Urban Limit of the township between West Melton Road and Weedons-Ross Road. The 6.7ha West Melton Recreation Reserve (D204) is located on the south-western side of SH73 adjacent to the Urban Limit.
- 5.159 There are four EDA's either within, or in close proximity to, the WMSA. The Johnson Road EDA is located within the Study Area approximately 1.2km south-east of the West Melton Urban Limit. There are approximately 32 households within this EDA, which range in size from between 0.5 to 0.8ha in size¹⁷⁶. The development is serviced by a Council administered water scheme and private onsite wastewater treatment. A Council owned water well (D90) is located on Johnson Road.
- 5.160 The Edendale EDA is located outside the WMSA on Sandy Knolls Road, which is approximately 3.81km west of the West Melton Urban Limit. There are approximately 57 households within this EDA. A mixed density is provided over two different areas within the EDA. One area is restricted to a maximum of 10 dwellings that are to have a minimum allotment size of 0.5ha and an average allotments size of 0.6ha. A minimum allotment size of 1ha is provided on the balance land within the EDA. The Yorktown EDA is

¹⁷³ Environment Canterbury: Variation 6 to the NRRP, Notified , www.ecan.govt.nz

¹⁷⁴ Selwyn District Plan: Rural Volume Part E; Appendix 19, E19-001, 10.06.2008

¹⁷⁵ Selwyn District Plan: Rural Volume; Rule 9.18, C9-017, 29.05.2009

¹⁷⁶ Selwyn District Plan: Rural Volume; Table C10.1, C10-003, 10.06.2008

located on the opposite side of SH73, directly north of Edendale. The Yorktown EDA is not referenced directly in the District Planning Maps, but the District Plan subdivision provisions prescribe a 1ha minimum allotment size. The Yorktown and Edendale EDA's are both located within the WMOZ. The Jowers Road EDA is located outside the WMSA, being approximately 3.72km east of the West Melton Urban Limit. There are 20 households within this EDA, which have a 0.5ha minimum and 0.8ha minimum average allotment sizes.

- 5.161 Transpower electricity transmission lines are located to the south of the township and run through the C1 Urban Limit located on the southern side of SH73. An additional transmission line is located on the southern boundary of the WMSA.
- 5.162 A private sewer main connects the Gainsborough development in West Melton with The Pines Wastewater Treatment Plant in Rolleston. The alignment of this sewer main is along West Melton Road. Council is proposing to initiate a Special Consultative Process under the Local Government Act to investigate the option to acquire this private sewer main. Policies B2.4.2 and B2.4.5 of the District Plan identify that reticulated sewage treatment and disposal are needed in West Melton.
- 5.163 Policy B2.2.1 of the District Plan identifies the need for an upgraded water supply for new residential or business development at West Melton. Policy B1.2.5 identifies the need to provide a protection zone for any new water supply servicing the township. There are a number of private and Council owned water races around West Melton, which are a design element that could be incorporated into development proposals to promote rural residential character.
- 5.164 Significant numbers of rural residential households in the WSMA are precluded by the capacity of SH73. Any intensification would need to avoid exacerbating conflict at intersections serving West Melton and further fragmenting the township north and south of the highway. Policy B2.1.18 recognises the need to confine development on one side of Strategic Roads, including SH73.
- 5.165 The 'Active Road Network' provides a dedicated cycle and pedestrian link between Rolleston and West Melton along West Melton Road. The network is then proposed to continue west of the township via connections on Weedons Ross and Bells Road.

This would enable a connection with the regional cycle way network to the Waimakariri River Regional Park. The 'Active Road' Network west of Rolleston has a funding and construction timeframe beyond the next 10 years, which is dependant on NZTA funding.

- 5.166 Gley is the predominant soil group in the WMSA. A strip of Yellow Brown Sands soil runs in the west to east direction to the west and south of the Urban Limit (see [Appendix 6 4b – Soil Groups](#)). Yellow Brown Soils are located on the south-west periphery of the WMSA.
- 5.167 The soil land use capability (LUC) classification within the WWSA is a mixture of Arable and Non-arable formations, ranging between being Arable with slight limitations (Class I LUC) to Non-arable with severe limitations (Class VII LUC) (see [Appendix 6 4c – Versatile Soils](#)). A very small area of Class I versatile soils is located on the eastern periphery of the WWSA. The majority of the land within the WWSA consists of Class II versatile soils and Class IV soils. There are a limited amount of Class VI and VII soils within the southern areas of the WWSA. The District Plan identifies the presence of versatile soils (LUC Class I or II) to the south-west of the existing village. Policy B1.1.8 encourages residential development in and around existing townships, whilst identifying that versatile soils in the rural zone should not be used for residential development.
- 5.168 [Appendix 6 4e – West Melton Contextual Analysis](#) illustrates the factors influencing the location, form and function of rural residential activities on the periphery of West Melton.

Tai Tapu

- 5.169 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. The area is popular for recreational activities, cycling and historic homesteads. High amenity values are attributed to the areas surrounding the Domain, Halswell River and eastern views towards the Port Hills.
- 5.170 The Halswell River and its tributaries are within the catchment of Lake Ellesmere/Te Waihora, which is an important habitat, popular destination for recreation activities and is of significant cultural value to local Tangata Whenua. The 2008 population of Tai Tapu was 472. The population of Tai Tapu is projected to remain static, with an identified growth rate of only 0.1% per annum resulting in a 2041 population of 486 residents¹⁷⁷.

UDS and C1

- 5.171 The UDS IDW did not evaluate the appropriateness for the rural periphery of Tai Tapu to accommodate any of the rural residential households being provided to Selwyn District. C1 has not provided for any additional residential growth to Tai Tapu, but has prescribed an Urban Limit to growth up to 2041 (see [Appendix 1](#))¹⁷⁸.

Selwyn District Plan – Township Volume; Growth of Townships

- 5.172 The District Plan identifies a number of constraints to residential development in Tai Tapu that will influence the extent to which the wider area is suitable to accommodate rural residential households¹⁷⁹. These constraints include the need to avoid intensifying land uses that may exacerbate flood and stormwater hazards and to preserve the 'rural-urban' interface between Tai Tapu and the rural periphery.

Tai Tapu Study Area assessment

- 5.173 The constraints and opportunities for rural residential activities in the 2.5km Tai Tapu Study Area (TTSA) are illustrated in [Appendix 6: 5a to 5e Tai Tapu Constraints, Opportunities and Contextual Analyses](#)) and summarised below.
- 5.174 The District Plan zoning within the TTSA includes a mixture of Rural Inner Plains, Rural Outer Plains, Port Hills and the Rocklands EDA Zones (see [Appendix 6 – 5d Tai Tapu District Plan Zone Map](#)). The Rural Inner Plains Zone encompasses the rural land between the Lincoln C1 Urban Limit to the west and Port Hills Zone to the east. The southern limit of the Rural Inner Plains Zone is Ellesmere and Gilmour Roads. As detailed previously, the Rural Inner Plains Zone discourages residential densities of below one dwelling per 4ha.
- 5.175 The Rural Outer Plains Zone applies to the southern limits of the TTSA. This zone discourages residential densities of below one dwelling per 20ha. The Port Hills Zone applies to the eastern limits of the TTSA and is split into two sub-zones. The Lower Slopes has a minimum density of one household per 40ha and the Upper Slopes has a minimum density of one household per 100ha¹⁸⁰. A large proportion of the Port Hills Zone is registered in the Schedules of the District Plan as an Outstanding Landscape.
- 5.176 A large area of the TTSA is located within the Lower Plains Flood Area (LPFA), which extends as far west as the C1 Urban Limit of Lincoln, as far north as the boundary with Christchurch City and extends to the east to the base of the Port Hills. The Lake Ellesmere/Te Waihora Flood Area is located on the southern extent of the TTSA.
- 5.177 The District Plan identifies that the area is prone to the ponding of stormwater and that the township is located at a lower elevation to the adjoining Halswell River. Policies B4.3.85 and B4.3.86 encourage new residential and business activities to locate on sites that do not exacerbate the risk of being subject to flooding associated with the Halswell River and stormwater inundation.

¹⁷⁷ Business and Economic Research Ltd: Selwyn Growth Projections, March 2008

¹⁷⁸ C1 RPS: Policy 6 Table 2; Page 15, as notified 28.07.2007

¹⁷⁹ Selwyn District Plan: Residential Volume; B4-070, 10.06.2008

¹⁸⁰ PC6 to the Rural Volume of the District Plan seeks to rezone the lowest slopes of the Port Hills to help protect the landscape from the negative impacts of future housing development and other land use activities

- 5.178 The Regional Policy Statement identifies the Tai Tapu area as having important landscape and amenity values, which provides a character contrast to Christchurch City. Policy B4.3.88 highlights the need for consideration to be given to the 'rural-urban' interface and landscape contrast with Christchurch City when considering potential adverse effects associated with rezoning land for residential or business development. This policy framework is also relevant when considering rural residential activities, which may undermine the contrast between rural and urban areas.
- 5.179 The District Plan identifies that extending the urban form to both sides of SH75 will further fragment the township and will not achieve a compact shape. Policy B4.3.87 seeks to avoid rezoning land for residential or business development along both sides of SH75.
- 5.180 Tai Tapu is serviced by reticulated wastewater. As with Lincoln, Prebbleton and Springston, the availability of additional connections to reticulated sewage treatment and disposal system is currently limited by an agreement between Christchurch City and Selwyn District Council to dispose of wastewater in Christchurch City's Bromley Wastewater Treatment Plant.
- 5.181 The establishment of 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. An additional main would need to be investigated, consented and constructed to provide additional reticulated wastewater connections to Tai Tapu. This significantly precludes any rural residential activities from occurring in Tai Tapu in the short to medium future.
- 5.182 There are several Intensive Livestock Farming Activities within the TTSA. One Intensive Farming Activity is identified directly north of the township, with two others located to the southwest in close proximity to River and Green Park Roads.
- 5.183 A walnut tree (*Juglans spp.*) is located 0.13km west of the township, which is registered in the Appendices of the District Plan (T36) as a Heritage Tree. This tree is located on the banks of the Halswell River in the road reserve of Perymans Road.
- 5.184 There are a number of identified cultural sites within, or in close proximity to, the TTSA. Three sites are registered in the Appendices of the District Plan as being Wahi Taonga Sites. An artifact is

located near SH75 (C61) 0.80km north of Tai Tapu, pits are located near Holmes Road (C62) 3.25km north-east of Tai Tapu and burial sites and an oven are located near SH75 (C63) 2.8km north of Tai Tapu.

- 5.185 There are also a number of Designated sites registered in the Appendices of the District Plan within, or in close proximity to, the TTSA. A Canterbury Regional Council works yard is located on the Lincoln-Tai Tapu Road approximately 0.70km west of Tai Tapu (CR9) and a Selwyn District Council water supply well is located on the Lincoln-Tai Tapu Road approximately 0.70km west of Tai Tapu (D103). A 29ha recreation reserve is located on the Old Tai Tapu Road approximately 0.80km north-west of Tai Tapu (D198). A Selwyn District Council water reservoir is located on Rhodes Road, approximately 1.65km east of Tai Tapu (D407) and a Council Gravel Reserve is located on Swamp Road approximately 2.10km south of Tai Tapu (D353).
- 5.186 There are also a number of identified heritage sites either within, or in close proximity to, the TTSA. The Otahuna Estate is on Rhodes Road approximately 2.5km west of Tai Tapu at the base of the Port Hills. The house and ancillary buildings are registered in the Appendices of the District Plan as Heritage Items (H308 to H314). The homestead is classified as a Category I building by the New Zealand Historic Places Trust.
- 5.187 The Knocklyn Homestead (H304) is located on Old Tai Tapu Road, approximately 3.4km north of Tai Tapu. The homestead is classified as a Category II building by the New Zealand Historic Places Trust. The Memorial Gate at the Tai Tapu Domain (H306) is located approximately 0.75km north-west of Tai Tapu. The Ellesmere Arms Tavern (H305) is located on Old Tai Tapu Road approximately 0.33km north-west of Tai Tapu. An historic stables and coach stop are located on SH75 approximately 0.16km south of Tai Tapu (H307).
- 5.188 The Rocklands EDA is 1.1km west of Tai Tapu. There are approximately 23 households within this EDA, which have a 1ha minimum and 1.8ha minimum average allotment size¹⁸¹. The development is serviced by a private water scheme and onsite wastewater treatment plant.

¹⁸¹ Selwyn District Plan: Rural Volume; Table C10.1, C10-003, 10.06.2008

- 5.189 The predominant soil group within the TTSA are identified as being Recent soil formations, which encompass the lowland rural land on the periphery of Tai Tapu as far east as the Port Hills and as far west as the Lincoln C1 Urban Limit (see [Appendix 6 4b – Soil Groups](#)). The Port Hills consist of Yellow Grey Earth soil formations.
- 5.190 The soil land use capability (LUC) classification within the TTSA consists of Arable and Non-arable formations, ranging between having Arable soils with very slight limitations (Class I LUC) to Non-arable with moderate limitations (Class VI LUC) (see [Appendix 6 4c – Versatile Soils](#)). A band of Class I versatile soils extends from the western outskirts of the TTSA as far as the township, with a smaller pocket located to the north and north-east of Tai Tapu. There are also two large areas of Class I versatile soils on the north-eastern and south-eastern limits of the TTSA. The remainder of the TTSA consists of Class II and III soils, with the exception of three areas of Class V and VI soils on the southern periphery and an area of Class VI soils to the north of the township.
- 5.191 The District Plan identifies the presence of versatile soils (LUC Class I or II) around Tai Tapu. Policy B1.1.8 encourages residential development in and around existing townships, whilst identifying that versatile soils in the rural zone should not be used for residential development.
- 5.192 As detailed in [Section 4](#) of this report, the fine soil makeup and high water table in the Tai Tapu area makes some land potentially prone to liquefaction during significant earthquake events (see [Appendix 15 – Earthquake Hazard Maps](#)). This was demonstrated in the recent 7.1 magnitude Darfield Earthquake event where liquefaction occurred in certain areas within the TTSA. Any land that may be potentially susceptible to liquefaction during large earthquake events will need to be assessed to determine its degree of risk to liquefaction associated with any other possible earthquake events, including the requirement for specific design layouts, building standards and other methods to avoid, remedy or mitigate potentially adverse effects associated with earthquake events.
- 5.193 [Appendix 6 5e – Tai Tapu Contextual Analysis](#) illustrates the factors influencing the location, form and function of rural residential activities on the periphery of Tai Tapu.

Springston

- 5.194 Springston is a small rural township 3.20km west of Lincoln. The townships character is established through its heritage, with there being a number of historic buildings that are more than 100 years old. Springston is located in relatively close proximity to the services and employment opportunities in Lincoln, Rolleston and Christchurch City. The 2008 population of Springston was 457. The population is projected to remain static, with an identified growth rate of 0.0% per annum resulting in a 2041 population of 462 residents¹⁸².

UDS and C1

- 5.195 The UDS IDW did not evaluate the appropriateness for the rural periphery to accommodate any of the rural residential households being provided to Selwyn District. C1 has not identified any additional residential growth to Springston, but has prescribed an Urban Limit to manage growth up to 2041¹⁸³.

Selwyn District Plan – Township Volume; Growth of Townships

- 5.196 The District Plan identifies a number of constraints to residential development in Springston that will influence the extent to which the wider area is suitable to accommodate rural residential households¹⁸⁴. These include the need to: (a) Avoid intensifying land uses that may exacerbate the risk of flooding associated with the high water table in the area; (b) Preclude ribbon development to the east and west along Ellesmere Junction Road; (c) Ensure the compact urban form of Springston is retained; and (d) There is no reticulated water supply to the town.

Springston Study Area assessment

- 5.197 The constraints and opportunities for rural residential activities in the 2.5km Springston Study Area (SSA) are illustrated in [Appendix 6: 6a to 6e Springston Constraints, Opportunities and Contextual Analyses](#)) and summarised below. It is noted that this assessment

is restricted to the southern portion of the SSA given that the remainder of the SSA is encompassed within the LSA and RSA.

- 5.198 The District Plan zoning within the SSA is split between the Rural Inner Plains, Rural Outer Plains and the Raven Road and Railway Corner EDA's (see [Appendix 6 – 6d Springston District Plan Zone Map](#)). The Rural Inner Plains Zone encompasses the rural land in the SSA north of Ellesmere Junction Road, with the rural land holdings to the south of this road being zoned Rural Outer Plains. The southern limit of the Rural Inner Plains Zone is Ellesmere Junction and Gilmour Roads. As detailed previously, the Rural Inner Plains Zone discourages residential densities of below one dwelling per 4ha and the Rural Outer Plains discourages residential densities of below one dwelling per 20ha.
- 5.199 The land located to the east and south east of the existing Living 1 Zone along Leeston Road is prone to flooding associated with the high water table. Any intensification of this land will need to manage stormwater to ensure that ponding is collected and disposed of appropriately. This is to reduce the risk of local drains overflowing and land downstream being flooded. Policy B43.84 of the District Plan seeks to ensure that any rezoned land for intensive uses do not exacerbate the existing flood hazard in the area.
- 5.200 The form of residential growth in Springston is elongated along the intersections of Ellesmere Junction Road with both Waterholes and Leeston Roads. Policy B4.3.81 seeks to encourage any future residential and business growth to be developed in a more compact and concentric shape by encouraging development to extend behind the existing township. Springston has been established along Ellesmere Junction Road, which connects SH1 with SH75 (Christchurch to Akaroa Highway) and services heavy vehicles. As a result, there is a risk that rural residential development may be severed from the township by this road, which could result in poor connectivity and conflict at road intersections.
- 5.201 Policy B4.3.82 of the District Plan seeks to avoid any further residential or business development any further west along Ellesmere Junction Road than the domain and any further east along Ellesmere Junction Road than the Living 1A Zone. The ability to achieve a concentric urban form for Springston is complicated

¹⁸² Business and Economic Research Ltd: Selwyn Growth Projections, March 2008

¹⁸³ C1 RPS: Policy 6 Table 2; Page 15, as notified 28.07.2007

¹⁸⁴ Selwyn District Plan: Residential Volume; B4-068, 10.06.2008

- by the capability for the township to extend to the west, north-west and north-east because of the tenure of the Gammack Estate. This land holding was gifted to a group of Trustees via an Act of Parliament for farming purposes and may be difficult to utilise for any other purpose.
- 5.202 The District Plan identifies that a reticulated water supply is needed in Springston. Any intensive land uses beyond the existing zoned land would be dependent upon the availability of a reticulated water supply, which is outlined in Policies B1.2.1 and B1.2.5.
- 5.203 As with Lincoln, Prebbleton and Tai Tapu, the availability of additional connections to reticulated sewage treatment and disposal system is currently limited by an agreement between Christchurch City and Selwyn District Council's to dispose of wastewater in Christchurch City's Bromley Wastewater Treatment Plant. There is no longer capacity in this plant to cater for any additional wastewater from Selwyn District. As with Lincoln, Prebbleton, Rolleston and West Melton, any additional rural residential growth in Springston is dependent upon the upgrading of the ESSS.
- 5.204 Council's 'Active road network' is proposed to be formed from Lincoln west along Ellesmere Junction Road to Springston. The network between Lincoln and Springston is programmed to be constructed within the next 10 years, which is dependent upon NZTA funding.
- 5.205 The Raven Drive EDA is located within the SSA approximately 2.5km west of Springston. There are approximately 14 households within this EDA, which have a minimum allotment size of 1.3ha and a minimum average allotment size of 1.9ha¹⁸⁵. Raven Drive is serviced by a private onsite wastewater treatment plant and a Council administered water supply (D98). The Railway Corner EDA is located within the SSA approximately 1.5km south of Springston. There are approximately 22 households within this EDA, which have a minimum allotment size of 2,000m². Railway Corner is serviced by a private water scheme and onsite wastewater treatment plant.
- 5.206 Transpower electricity transmission lines are located to the north of the township and run in the west to east direction towards Lincoln before branching north towards Prebbleton and Christchurch City.
- 5.207 The Springston Telephone Exchange is located in the Railway Corner EDA on the boundary of Leeston Road. This site is Designated in the Appendices of the District Plan for Telecommunications Purposes (TE20). A 4.42ha recreation reserve (D202) is located on the Ellesmere Junction Road on the western outskirts of Springston.
- 5.208 There are a range of soils within the SSA (see [Appendix 6 6b – Soil Groups](#)). The township is positioned within a band of Yellow Grey Earth soil that extends to the east. A small amount of Yellow Grey Earth soils are located to the south-west. The main Soil Group to the north of Ellesmere Junction Road is identified as being Recent soil formations. The southern portion of the SSA south of the aforementioned band of Yellow Grey Earth soils are Gley soils.
- 5.209 The soil land use capability (LUC) classification within the SSA consists of Arable formations, ranging between having very slight limitations (Class I LUC) to severe limitations (Class IV LUC) (see [Appendix 6 6c – Versatile Soils](#)). An area of Class I versatile soils is located to the north of the township, which extends from the western to the eastern areas of the SSA. The remaining land generally to the north of Ellesmere Junction Road consists of Class II versatile soils and Class III soils. The land generally to the south of Ellesmere Junction Road predominantly consists of Class III soils.
- 5.210 The District Plan identifies the presence of versatile soils (LUC Class I or II) to around Springston. Policy B1.1.8 encourages residential development in and around existing townships, whilst identifying that versatile soils in the rural zone should not be used for residential development.
- 5.211 [Appendix 6 6e – Springston Contextual Analysis](#) illustrates the factors influencing the location, form and function of rural residential activities on the periphery of Springston.

¹⁸⁵ Selwyn District Plan: Rural Volume; Table C10.1, C10-003, 10.06.2008

Templeton

- 5.212 The urban area of Templeton is located within the territorial boundary of Christchurch City. The township is split by SH1, with the majority of residential activity having been established within the Christchurch City boundary on the western side of the highway and SIMTL rail corridor.
- 5.213 The Devine Acres (Claremont) EDA is located approximately 850m to the southwest of Templeton, with the remaining surrounds on the periphery of the township within Selwyn District Council's jurisdiction being rural in nature. The residential population and projected growth of Templeton were not included in the Selwyn Growth Model given that the Urban Limit is located within Christchurch City Council territorial authority boundary.

UDS and C1

- 5.214 The UDS IDW identified that some urban growth of Selwyn District's portion of Templeton is anticipated. However, it was established that this growth is best developed in conjunction with Christchurch City, particularly with respect to the provision of wastewater connections.

Selwyn District Plan – Township Volume; Growth of Townships

- 5.215 The Growth of Townships Section of the Townships Volume of the District Plan does not prescribe any policies to direct the expansion of residential growth in Templeton. This is because there are currently no residential densities established within Selwyn District Council's territorial authority boundary.

Templeton Study Area assessment

- 5.216 The constraints and opportunities for rural residential activities in the 2.5km Templeton Study Area (TSA) are illustrated in [Appendix 6: 7a to 7d Templeton Constraints Opportunities and Contextual Analyses](#) and summarised below.
- 5.217 The District Plan zoning beyond the UDS Urban Limit is Rural Inner Plains, which discourages residential densities of below one dwelling per 4ha. The Rural Inner Plains Zone encompasses the

entire TSA, with the exception of the Claremont (Devine Acres) EDA.

- 5.218 The Claremont (Devine Acres) EDA is located within the TSA approximately 0.50km south-west of the Templeton¹⁸⁶. There are approximately 60 households within this EDA, which have a minimum allotment size of 0.5ha. Claremont is serviced by a privately administered water scheme and onsite wastewater treatment. The District Plan identifies the 50dBA Christchurch Airport Noise Contour that encompasses an area directly west of the EDA. An area of land between the Claremont EDA and Templeton is utilised for the disposal of treated wastewater.
- 5.219 A constraint to development is the areas location beneath the 50dBA noise contour associated with the Christchurch International Airport. C1 and the District Plan highlight the presence of this airplane flight path and the need to preclude further intensive development beneath it. This contour has been formalised to reduce the risk of conflict associated with reverse sensitivity and nuisance effects attributed to noise.
- 5.220 SH1 and On-Track's SIMTL are also located within the TSA. Intensive development within close proximity to this nationally important transport corridor may compromise the openness and rural character anticipated when entering Selwyn District from the north. Rural residential forms of development in close proximity to SH1 and the SIMTL should be precluded to reduce the risk of conflict associated with reverse sensitivity and adverse nuisance effects associated with noise, dust, vibrations and headlight wash.
- 5.221 As with Prebbleton, CRETS details the stages for progressing improvement projects to the sub-regional road hierarchy, which includes the development of Christchurch Southern Motorway Stage 2 (CSM2). The New Zealand Transport Agency (NZTA) has identified that they are about to commence an initial consultation phase on the CSM2. A preferred alignment has been identified, which runs east to west between the historic Trent's Winery and the Claremont EDA. The proposed alignment then connects onto SH1 at the north-east junction of the highway with Robinsons Road.

¹⁸⁶ Selwyn District Plan: Rural Volume; Table C10.1, C10-003, 10.06.2008

- 5.222 It would be premature to identify any locations for rural residential development within the vicinity of this alignment in advance of the consultation and designation processes as this may undermine the NZTA's process. PC17 will need to be amended in response to the finalised alignment and designation of the CSM2 so that specific consideration can be given to the appropriateness of further rural residential development in its general location. A related matter is how the land between the finalised alignment of the CSM2 and the territorial authority boundary to the south will be managed. This is particularly important given that the land may no longer be as productive if it is fragmented by the motorway corridor. The CSM2 may also increase the demand for commercial and intensive activities on small land holdings fronting the highways.
- 5.223 The 'Active Road Network' is to provide a dedicated pedestrian cycle link from Rolleston to Templeton following an alignment with SH1. The network between Lincoln and Rolleston and Rolleston and Templeton are to be constructed within the next 10 years, which is dependent upon NZTA funding.
- 5.224 The historic Trent's Chicory Kiln is registered in the Appendices of the District Plan as a Heritage Item (H208) and is also classified as a Category II building by the New Zealand Historic Places Trust. The chicory kiln site is approximately 2km south of Templeton.
- 5.225 There is a Council administered Gravel Reserve (D274) on Curraghs and Jones Road approximately 2km south-west of Templeton. The TSA is comprised of Recent Soil formations (see [Appendix 6 7b – Soil Groups](#)).
- 5.226 The soil land use capability (LUC) classification within the TSA consists of Arable formations, ranging between having very slight limitations (Class I LUC) to severe limitations (Class IV LUC) (see [Appendix 6 7c – Versatile Soils](#)). There are several isolated areas of land that consist of Class I versatile soils, which are generally located to the south, and south-east of Templeton. The remaining land within the TSA consists of a mixture of Class II versatile soils and Class III soils.
- 5.227 [Appendix 6 7d – Templeton Contextual Analysis](#) illustrates the factors influencing the location, form and function of rural residential activities on the periphery of Templeton.

6 Criteria for selecting 'preferred locations' for rural residential development

- 6.1 This section outlines a set of criteria for selecting preferred locations for rural residential development in the UDS area of Selwyn District. The development of these criteria has been informed by the guiding principles introduced in [Section 4](#) and the township study assessments provided in [Section 5](#). The following criteria have been amended in response to the comments received on the Draft Rural Residential Background Report, which was subject to public consultation in December 2009 through to February 2010.
- 6.2 These criteria are not set out in a hierarchy and are not anticipated to be applied in this way. All the criteria need to be 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 being sought 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.
- 6.3 There are a number of elements that universally apply to all proposed rural residential activities. These criteria have been taken from the matters prescribed in C1 to guide rural residential forms of development, the overarching objectives and policies of the Selwyn District Plan, relevant strategic planning instruments and other methods raised in this report.
- 6.4 The degree to which each criterion is to be prioritized in selecting the 'preferred locations', and guiding the policy formulation of PC17, are illustrated in [Table 8](#) on the proceeding pages.
- 6.5 [Table 8](#) lists the criteria and categorises them into the following three groups:




-  The critical outcomes required to achieve the goals of the UDS, C1 and PC17;
-  Site specific issues that require detailed assessments and contextual analysis to determine how any identified potentially adverse effects could be avoided, remedied or mitigated; and
-  Matters that are of a lower priority due to the criteria not relating specifically to the general Township Study Area.





























Table 8: Criteria to guide the selection of 'preferred locations' and policy formulation







Criteria	Rolleston	Lincoln	Prebbleton	West Melton	Tai Tapu	Templeton	Springston
UDS and C1							
Located outside the Urban Limits;	★	★	★	★	★	★	★
Able to be economically provided with reticulated sewer and water connections, and appropriate provision is made for the treatment and disposal of stormwater;	★	★	★	★	★	★	★
Access provided to a sealed road but not directly to Strategic and Arterial Roads (as identified in the District Plan), and State Highways;	▲	▲	▲	▲	▲	▲	▲
Not compromise the operation of the Christchurch International Airport & the health and well-being of people is not compromised by aircraft noise (50dBA noise contour);	▲	●	●	●	●	▲	●
Avoid adversely affecting the groundwater recharge zone for Christchurch City's drinking water;	●	●	●	★	●	●	●
Support existing or upgraded community infrastructure and provide for good access to emergency services;	★	★	★	★	★	★	★
Not compromise the operational capacity of the West Melton Military Training Area and Burnham Military Camp;	★	●	●	★	●	●	●
Avoid significant natural hazard areas, including steep & unstable land;	●	●	●	●	▲	●	●
Not adversely affect ancestral land, water, sites, Waahi Tapu and Waahi Taonga to Ngai Tahu;	▲	▲	▲	▲	▲	▲	▲
Avoid significant adverse ecological effects;	▲	▲	▲	▲	▲	▲	▲
Able to be integrated into, or consolidated with, existing settlements where adjacent to, or in close proximity to, existing urban or rural residential areas;	★	★	★	★	★	★	★

Criteria	Rolleston	Lincoln	Prebbleton	West Melton	Tai Tapu	Templeton	Springston
UDS and C1							
Avoid adverse effects on existing surface water quality.	●	▲	▲	▲	▲	●	▲
Developed in accordance with an approved ODP and is not seen as a transition to full residential forms of development;	★	★	★	★	★	★	★
Rural residential form, function and character							
Provide measures to reduce the impacts of peri-urban development on the compact urban form of existing townships and Urban Limits identified in C1 or the amenity, character and productivity of surrounding rural land holdings;	★	★	★	★	★	★	★
Avoid, remedy or mitigate adverse effects associated with 'ribbon' development along primary roads entering townships and the alignment of reticulated water and wastewater services;	★	★	★	★	★	▲	★
Preserve residential growth paths and retain an appropriate urban/rural edge on the boundaries of settlements;	★	★	★	★	▲	▲	▲
Avoid, remedy or mitigate significant reverse sensitivity effects with adjacent established rural and residential activities where located in peri-urban areas;	★	★	★	★	★	★	★
Aligns with Council's demand and asset management process;	★	★	★	★	★	★	★
Provide sufficient rural residential households to meet the market demand and to provide for the economic wellbeing of land owners;	●	●	●	●	●	●	●
Preclude rural residential areas that are isolated from urban areas unless: (i) Along Council's 'Active Road Network'; (ii) In areas that display high amenity or natural values; and (iii) That are able to be preserved and/or created for the benefit of the wider community;	▲	▲	▲	▲	▲	▲	▲

Criteria	Rolleston	Lincoln	Prebbleton	West Melton	Tai Tapu	Templeton	Springston
Rural residential form, function and character							
Located in relatively close proximity to urban areas (i.e. within 1-2km from the C1 Urban Limits) to enable coordinated and economically viable infrastructure and to promote social cohesion, connectivity, recreational opportunities and interaction between urban areas and the rural hinterland;	★	★	★	★	★	★	★
Utilise road layouts and physical features as buffers between urban and rural residential activities to limit peri-urban sprawl;	▲	▲	▲	▲	▲	▲	▲
Provide for a mixture of housing densities ranging from 0.3ha to 2ha in size whilst achieving an overall density of one to two households per hectare. Rural residential nodes need to ensure the demand for 4ha land holdings for living purposes is reduced whilst ensuring a clear distinction is provided between residential and rural residential forms of development. The specific layout should be based upon comprehensive contextual analysis of the site and wider geographic location;	▲	▲	▲	▲	▲	▲	▲
Distribute a large proportion of the rural residential households to the rural land on the periphery of the C1 Key Activity Centre's that will have the necessary services and infrastructure to support the anticipated population growth. Large numbers of rural residential households should be precluded from the periphery of the smaller towns in the UDS area as they are not anticipated to have the services and infrastructure to support a larger population base. Rural residential activities could also undermine the existing amenity and character of these smaller towns and discrete villages.	★	★	★	★	★	★	★
Protect, enhance and maintain ecological ecosystems and indigenous biodiversity and ensure that rural residential activities do not adversely affect ancestral land, water, and the Wāhi Tapu and Wāhi Taonga of Te Rūnunga o Ngāi Tahu and Te Taumutu Rūnunga. These include the protection, enhancement and maintenance of rivers, streams, groundwater, wetlands, Te Waihora, springs and mahinga kai sites.	▲	▲	▲	▲	▲	▲	▲
Landscape values							
Discernibly logical boundaries determined by strong natural or physical features;	▲	▲	▲	▲	▲	▲	▲

Criteria	Rolleston	Lincoln	Prebbleton	West Melton	Tai Tapu	Templeton	Springston
Landscape values							
Protection of natural features, significant trees and vegetation;	★	★	★	★	★	★	★
Limit the amount of households within single locations to avoid the collective visual effects of intensified land use;	▲	▲	▲	▲	▲	▲	▲
Address the constraints to development identified in the Landscape Constraints Map prepared by Andrew Craig Landscape Architect (see Appendix 4);	▲	▲	▲	▲	▲	▲	▲
Maintenance of the visual attributes that are representative of rural residential character that could be utilised in future layouts and built forms; and	▲	▲	▲	▲	▲	▲	▲
Provide design solutions and mitigation measures that achieve rural residential character and preserve the openness that is characteristic of the Plains landscape.	★	★	★	★	★	★	★
Selwyn District Plan							
Minimise the loss of the character and amenity anticipated in the Rural Zones of the District and provide measures to reduce potential effects associated with adverse 'reverse sensitivity' effects;	★	★	★	★	★	★	★
Does not preclude the residential growth paths, ensures residential expansion beyond 2041 is not compromised and compact urban forms are promoted where possible;	★	★	★	★	★	★	★
Provide measures to maintain the distinction between rural areas and townships and avoids the coalescence of townships with each other;	★	★	★	★	★	★	★

Criteria	Rolleston	Lincoln	Prebbleton	West Melton	Tai Tapu	Templeton	Springston
Selwyn District Plan							
Protect and enhance 'Significant Natural Areas' of indigenous biodiversity and other areas of indigenous biodiversity;							
Avoid, remedy or mitigate any potentially adverse reverse sensitivity effects with the Intensive Farming Activities identified in Appendix 6;							
Avoid, remedy or mitigate adverse effects associated with activities that may compromise sites registered in the Appendices of the District Plan and identified utility services, such as electricity transmission lines;							
Preclude rural residential locations that may restrict activities either currently being undertaken or may take place in the future on land that is either Designated in the Appendices of the District Plan or subject to Notices of Requirement.							

Springston Study Area Criteria	Priority
Specific Development Constraints	
Avoid residential forms of development from expanding east and west along Ellesmere Junction Road;	
Preclude rural residential locations that may exacerbate stormwater ponding and identified flood hazard unless effects can be avoided, remedied or mitigated ;	
Promote the maintenance of the life supporting capacity of Class I and II LUC Versatile Soils on the periphery of Springston;	
Preserve the open space rural character of the Rural Outer Plains Zone to the south of the township and the rural amenity contrast with Christchurch City to the north;	
Avoid the coalescence of the township with Rolleston to the north west and Lincoln to the east;	
Preclude intensive development within close proximity to Transpower's national grid located to the north.	

Rolleston Study Area Criteria	Priority
PC7 & Rolleston Structure Plan	
Development aligns with the timing and availability of wastewater and water infrastructure services, as determined by the staging and the order and timing of residential activities within the Urban Limit of Rolleston;	★
Able to provide a 50m greenbelt buffer and link into the green space corridors and reserves links outlined in the Rolleston Structure Plan;	▲
Ensure rural residential development is located south-east of SH1 to avoid conflict with I-Zone, SH1 and SIMTL and to promote connectivity and the coordinated provision of infrastructure services with Rolleston.	★
Specific Development Constraints	
Promote the maintenance of the life supporting capacity of Class I and II LUC Versatile Soils on the periphery of Rolleston;	▲
Preserve the open space rural character of the Rural Outer Plains Zone on the south-western boundary of the township and the rural amenity contrast with Christchurch City to the north;	▲
Preclude intensive development within close proximity to Transpower's national grid located to the north and south.	▲

Tai Tapu Study Area Criteria	Priority
Specific Development Constraints	
Preclude rural residential locations that may exacerbate flood and stormwater hazards associated with the Halswell River Catchment unless effects can be avoided, remedied or mitigated;	★
Promote the maintenance of the life supporting capacity of Class I and II LUC Versatile Soils on the periphery of Tai Tapu.	●
The inability for future rural residential activities to connect to the reticulated sewer network servicing the Pines and the proposed East Selwyn Sewer Scheme precludes development in this area;	★
Avoid, remedy or mitigate any potentially adverse effects associated with land that may be potentially susceptible to liquefaction resulting from significant earthquake events	▲

Lincoln Study Area Criteria		Priority
PC7 & Lincoln Structure Plan		
Development aligns with the timing and availability of wastewater and water infrastructure services, as determined by the staging and sequencing of residential activities within the Urban Limit of Lincoln;		★
Preclude rural residential locations in close proximity to Lincoln University and CRI's, contaminated landfill sites to the west of Lincoln and the wastewater treatment plant and associated buffer;		▲
Rural residential nodes do not become severed or disconnected from the township by the future alignment of the Lincoln southern by-pass;		▲
Preclude rural residential locations in close proximity to springs, streams and the identified high water table that may exacerbate the flood hazard to the east unless effects can be avoided, remedied or mitigated;		★
Protect the ecological, cultural and recreational values and improve the water quality of the L1 Stream and L2 River.		▲
Specific Development Constraints		
Promote the maintenance of the life supporting capacity of Class I and II LUC Versatile Soils on the periphery of Lincoln;		●
Preserve the open space rural character of the Rural Outer Plains Zone to the south of the township and the rural amenity contrast with Christchurch City to the north;		●
Preclude intensive development within close proximity to Transpower's national grid located to the north and west.		▲
Avoid, remedy or mitigate any potentially adverse effects associated with land that may be potentially susceptible to liquefaction resulting from significant earthquake events		▲

Prebbleton Study Area Criteria	Priority
Prebbleton Structure Plan	
Development aligns with the timing and availability of wastewater and water infrastructure services, as determined by the staging and sequencing of residential activities within the Urban Limit of Prebbleton;	★
Preclude rural residential locations in close proximity to the wider Halswell River catchment, springs and flood hazard to the north-east unless all potentially adverse effects can be avoided, remedied or mitigated;	▲
Does not undermine the existing character of Prebbleton and links into the green space corridors and reserves outlined in the Prebbleton Structure Plan;	★
Promotes the expansion of Prebbleton's urban form to achieve a compact concentric shape in accordance with the 'Preferred Growth of Township' provisions in the District Plan and the Prebbleton Structure Plan.	★
Specific Development Constraints	
Promote the maintenance of the life supporting capacity of Class I and II LUC Versatile Soils on the periphery of Prebbleton;	▲
Restrict intensive forms of development within the greenbelt buffer between Prebbleton and the Christchurch City Council territorial authority boundary to the north;	★
Preclude rural residential locations in close proximity to the final confirmed alignment of the CSM2 to avoid conflict between arterial and local access functions and potentially adverse reverse sensitivity effects;	▲
Preclude intensive development within close proximity to Transpower's national grid located to the north, west, south and east;	▲
Avoid, remedy or mitigate any potentially adverse effects associated with land that may be potentially susceptible to liquefaction resulting from significant earthquake events	▲

West Melton Study Area Criteria	Priority
C1	
Development aligns with the timing and availability of wastewater and water infrastructure services, as determined by the staging and sequencing of residential activities within the Urban Limit of West Melton.	★
Specific Development Constraints	
Promote the maintenance of the life supporting capacity of Class I and II LUC Versatile Soils on the periphery of West Melton;	▲
Preclude rural residential locations within the 'Christchurch Groundwater Protection Zone' and any activities that may undermine the operation of the West Melton Observatory and West Melton Aerodrome;	▲
Preclude rural residential locations that may exacerbate the severance of the township by SH73, including rural residential nodes being isolated from the services and community facilities in West Melton and the need to avoid conflict arising at the SH73 and Weedons Ross Road intersection;	★
Preserve the rural amenity contrast with Christchurch City to the east and south-east;	▲
Preclude intensive development within close proximity to Transpower's national grid located to the north and south;	▲
Preclude rural residential development from occurring within the Outer Noise Boundary reverse sensitivity buffer around the New Zealand's Defence Forces West Melton training area (as per Appendix 12 – West Melton Rifle Range).	▲

Templeton Study Area Criteria	Priority
Specific Development Constraints	
Any rural residential activities to be developed in consultation with Christchurch City Council;	★
Preclude rural residential locations in close proximity to the proposed alignment of the CSM2;	▲
Promote the maintenance of the life supporting capacity of Class I and II LUC Versatile Soils on the periphery of Templeton;	▲
Preclude intensive development within close proximity to Transpower's national grid located to the north-west, east and south-east.	▲