

# Selwyn District Council

## Selwyn District Plan

### Proposed Plan Change 32 – Rural Residential Activities

A Plan Change to incorporate additional objectives, policies and rules  
into the Living 3 Zone of the Selwyn District Plan



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## Abbreviations

<b>'1Km Rule'</b>	Variation 23 to the Selwyn District Plan
<b>Change 1</b>	Change 1 to the Canterbury Regional Policy Statement (Revoked)
<b>Chapter 12A</b>	Chapter 12A to the Canterbury Regional Policy Statement (Operative)
<b>CRPS</b>	Canterbury Regional Policy Statement
<b>EDA</b>	Existing Development Area Zone
<b>GIS</b>	Geographic Information System
<b>ODP</b>	Outline Development Plan
<b>NRRP</b>	Canterbury Natural Resources Regional Plan
<b>PC 7</b>	Plan Change 7 (Partially operative)
<b>PC 8 and 9</b>	Private Plan Changes 8 and 9 (Operative)
<b>PC 17</b>	Proposed Plan Change 17 (Withdrawn)
<b>RMA</b>	Resource Management Act 1991
<b>RPS</b>	Canterbury Regional Policy Statement
<b>RRBR</b>	Rural Residential Background Report
<b>RSGS</b>	Recovery Strategy for Greater Christchurch
<b>SDP</b>	Selwyn District Plan
<b>s32</b>	Section 32 of the RMA
<b>UDS</b>	Greater Christchurch Urban Development Strategy
<b>UDSAP10</b>	Draft UDS Action Plan Update 2010
<b>NZUDP</b>	New Zealand Urban Design Protocol

## Attachments

<b>ATTACHMENT 1</b>	Schedule of District Plan Amendments
<b>ATTACHMENT 2</b>	UDS area Maps
<b>ATTACHMENT 3</b>	Relevant excerpts of Chapter 12A: CRPS
<b>ATTACHMENT 4</b>	PC 7 Planning Maps

# 1 Introduction

1.1 This report provides a summary of the evaluation undertaken by Selwyn District Council (the Council) to assess the alternatives, benefits and costs associated with Draft Plan Change 32 (PC 32) to the Selwyn District Plan. Such an assessment is required by Section 32 (s32) of the Resource Management Act 1991 (RMA).

1.2 This report should be read in conjunction with the proposed amendments PC 32 seeks to make to the Selwyn District Plan (SDP), which are set out in Attachment 1 of this report.

## Background

1.3 PC 32 has been prepared in direct response to the changing legislative and planning environment that has taken place since the notification and close of submissions on PC 17. These changes in circumstance resulted in the subsequent withdrawal of this plan change on the 28<sup>th</sup> March 2012.

1.4 PC 17 was a comprehensive and proactive planning framework that recommended the specific rezoning of rural land to accommodate approximately 170 rural residential households. The plan change proposed an allocative framework to facilitate the provision of rural residential sections within the UDS area of the District over the next five years. Attachment 2 provides maps illustrating the Greater Christchurch sub-region and the UDS area of the District.

1.5 PC 17 was formulated in direct response to the need to:

- facilitate the development of some lifestyle living opportunities in the District in response to demand and to provide a broader range of living environments
- manage the adverse environmental effects attributed to rural residential forms of development, including cumulative effects, erosion of rural amenity values, loss of rural productive land, adverse reverse sensitivity effects and managing unconsolidated urban sprawl

- ensure the SDP had regard to Change 1 to the CRPS, where rural residential activities were provided for but only where it didn't undermine the broader objectives of managing business and residential growth in a consolidated manner

1.6 An influencing factor in adopting the allocative approach contained within PC 17 was the high degree of uncertainty at the time around the methods within Change 1 for managing rural residential activities. It was considered that a Council initiated plan change had to be promulgated to proactively manage rural residential development and that this should be supported by qualitative research and robust analysis.

1.7 The Rural Residential Background Report (RRBR) was prepared and subsequently adopted by Council in February 2011 to provide the following:

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

1.8 A multi-disciplinary working party utilised the preferred locations criteria contained within the RRBR to identify six areas that were proposed through PC 17 for a Living 4 Zoning to accommodate approximately 170 rural residential households up to 2016. A strong influence in selecting these preferred locations was the sites ability to integrate with the urban form of Townships, which is often contingent upon residential 'Greenfield' growth occurring in the interim period. The selection of preferred locations, and the allocative approach proposed in PC 17, was strongly challenged through submissions on PC 17.

- 1.9 Several factors influenced the need for a review of PC 17. More specifically, there was a need to determine: (a) the appropriateness of continuing with this framework given that the context in which it was prepared has changed significantly; and (b) whether it would be more cost effective and efficient to investigate alternative methods to manage rural residential activities within the UDS area of the Selwyn District.
- 1.10 The devastating Canterbury earthquake sequence started in September 2010, with the February event occurring before the close of submissions on PC 17. A number of submitters requested that the process be delayed or revised as a result. The subsequent rebuild is of a scale that is unprecedented in New Zealand, with the ongoing aftershocks resulting in significant stress, financial costs and uncertainty for the residents of the wider Canterbury region.
- 1.11 The decision of the Minister of Earthquake Recovery to revoke Change 1 and make Chapter 12A operative was made to facilitate the earthquake recovery efforts. This decision was significant in the context of PC 17 as Chapter 12A removed appeals being heard by the Environment Court on Change 1. It also provided surety around the quantum of households and the parameters that District Council's must adhere to when formulating provisions to manage rural residential activities within the UDS area. District Plans are legally required to 'give effect' to the provisions of an operative regional policy statement, with these provisions now being confirmed through the Minister's decision. Attachment 3 prescribes the relevant provisions contained within Chapter 12A that are of direct relevance to PC 32.
- 1.12 Decisions on PC 8 and 9, which were two privately requested changes to the District Plan, also altered the context in which PC 17 was working within as it formalised a Living 3 Zone policy framework for managing rural residential activities and incorporated performance standards to manage the development of 148 rural residential households at two locations on the periphery of Rolleston.
- 1.13 The decision to withdraw PC 17 and prepare PC 32 was based on the following realities:

1. the Minister of Earthquake Recovery's decision to make Chapter 12A operative and revoke appeals on Change 1 provided significant surety around the parameters for managing rural residential activities in Greater Christchurch
2. decisions on PC 8 and 9 now means that most of the preferred locations proposed by PC 17 can no longer be zoned without it resulting in the SDP failing to 'give effect' to Chapter 12A (i.e. 148hh of the 200hh up to 2016 have been allocated to PC 8 and 9)
3. decisions on PC 8 and 9 also formalised a Living 3 Zone into the SDP, which provides a framework for managing rural residential development within the UDS area of the District (albeit with a specific focus on two sites to the south-west of Rolleston)
4. there was insufficient scope within the notified version of PC 17 to defer development into the second sequence (i.e. rezone the preferred locations identified in PC 17 but defer their development until post-2016), making it difficult to determine which of the six preferred locations or alternative sites nominated through submissions, would be recommended to be retained in the first sequence and which would be deferred - any recommendation was likely to have attracted significant challenge from submitters and there was not the legal scope to consider deferral
5. a large proportion of submissions opposed the allocative approach promoted through PC 17, where Council proposed six preferred locations for rezoning and effectively excluded all other alternative sites - it was identified that the allocative approach was likely to attract a number of complex appeals, were it to be accepted by the Independent Commissioner
6. the Canterbury earthquakes (geotechnical requirements under the CRPS<sup>1</sup> and DBH<sup>2</sup>) and other legislative changes (NES on contaminated soils) have contributed to significant cost increases associated with the allocative approach proposed through PC 17,

<sup>1</sup> Policy 13 Method 13.1 (iv) of Chapter 12A of the CRPS now requires the necessary site investigations to be undertaken to confirm that: "Areas within which Rural Residential development may occur shall be defined by changes to the district plan by territorial authorities subject to the following: ... - avoid land where the potential for liquefaction and lateral displacement is such as to be uneconomic for urban development to safety proceed;..." P24, 17.10.2011

<sup>2</sup> The Department of Building and Housing standards entitled *Guidelines for the Investigation and Assessment of Subdivisions: Interim, Minimum Requirements for Geotechnical Assessment for Land Development (Canterbury Region)*, requires detailed geotechnical analysis to be undertaken at the plan change stage to determine land stability and a sites susceptibility to liquefaction and lateral displacement

where Council is required to fund the specialist investigations necessary to consider the appropriateness of rezoning land and associated changes to the District Plan

7. the costs associated in pursuing PC 17, including evidence preparation to confirm the appropriateness of the preferred locations and to assess alternative sites, could not be justified - particularly given that the risk of poor outcomes attributed to this form of development have been significantly reduced now that surety around the quantum of additional rural residential households able to be developed in the UDS area of the District up to 2041 is limited to 452hh (in addition to the 148hh allocated to PC 8 and 9) has been provided through Chapter 12A of the CRPS
  8. the surety now provided by the CRPS around household numbers and the parameters for facilitating and managing rural residential activities significantly reduces the risk that adverse cumulative effects associated with incremental land use change will arise – this was not the case when PC 17 was notified as at that time under Change 1 there was a risk that the appeals may have seen these household numbers increased significantly and the methods for managing this form of development reduced at the CRPS level
- 1.14 PC 32 seeks to incorporate more detailed Living 3 Zone objectives and policies to inform the assessment of privately requested changes seeking a Living 3 Zone and general default rules to manage rural residential activities on an on-going basis. This framework aims to assist developers and land owners to fulfill their aspirations and to provide for their wellbeing, while ensuring that the District Plan continues to deliver sustainable social, economic, cultural and environmental outcomes, 'gives effect' to the CRPS and better achieves the purpose of the RMA.

### Scope

- 1.15 There is an identified demand for properties offering lifestyle living opportunities on rural land holdings in the District, particularly small properties with rural outlook within 30km of Christchurch City. It is recognised that there is a need to facilitate the provision of some rural residential development to offset the demand on 4ha parcels for rural lifestyle living, while ensuring that the urban consolidation principles of Chapter

12A are not compromised. It is equally important to ensure rural residential activities do not adversely affect the strategic management of Township growth or the sustainable management of the rural environment through the SDP.

- 1.16 Rural residential activities are both an urban growth and rural preservation issue. The effects relating to rural residential activities are inadvertently linked to: firstly, the strategic growth management policies of Townships; and secondly the need to protect rural amenity and avoid adverse reverse sensitivity effects that have the potential to undermine rural character and productivity. PC 32 is specifically concerned with facilitating the development of sustainable and livable rural residential environments on the periphery of Townships within the Greater Christchurch area of Selwyn District.
- 1.17 PC 32 introduces a number of amendments to the Selwyn District Plan as it relates to the Greater Christchurch Urban Development Strategy (UDS)<sup>3</sup> area of Selwyn District. These reflect the majority of provisions originally contained within PC 17 to strategically manage rural residential activities to build upon the rural residential provisions recently formalised through the Living 3 Zone.
- 1.18 PC 32 seeks to ensure the District Plan:
- 'gives effect' to the now operative Chapter 12A
  - facilitates the development of rural residential living environments that achieve environmentally sustainable outcomes, avoid, remedy or mitigate adverse effects and meet the needs and expectations of future land owners living within these communities
- 1.19 A significant distinction between PC 17 and PC 32 is that the following cost benefit analysis concludes that the selection of the optimal locations for accommodating rural residential activities is best determined on a first in first served basis in response to private plan change requests. Therefore, PC 32 does not specifically rezone any land to Living 3 densities.
- 1.20 It is likely that any submissions on this plan change that seek land to be zoned will be deemed to be outside the scope of

<sup>3</sup> UDS: Strategy and Action Plan, 2007

PC 32 as this plan change is only concerned with setting an objective and policy framework and a separate plan change process is considered to be the most appropriate forum to consider the merits of any specific blocks of land for rezoning.

- 1.21 A significant amount of technical evidence from a range of experts is required to inform the preparation of a site specific plan change to:
- ☐ assess the suitability of any given site for rezoning
  - ☐ measure the appropriateness of the proposed provisions being sought to be included in the District Plan
  - ☐ inform the assessment of effects
- 1.22 The current District Plan provisions will continue to apply to rural residential activities in the remainder of the District beyond the UDS area, pending the completion of the District Wide Strategy and formalisation of any subsequent changes to the District Plan.

## 2 Statutory requirements of s32 of the RMA

- 2.1 S32 of the RMA requires the Council to carry out an evaluation of all the proposed amendments incorporated in PC 32 before the plan change is publicly notified.
- 2.2 This evaluation must examine:
- ☐ the extent to which each objective is the most appropriate way to achieve the purpose of the RMA; and
  - ☐ whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate to achieve the objectives.
- 2.3 The evaluation must take into account:
- ☐ the benefits and costs of policies, rules, or other methods; and
  - ☐ the risk of acting, or not acting, if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods
- 2.4 This initial s32 assessment forms part of an ongoing process of understanding the costs and benefits associated with PC 32, which includes additional opportunities for public participation through the formal submissions process. The Council is then required to undertake a further evaluation of costs and benefits prior to making a decision on PC 32. This consideration must take into account the matters raised in submissions.
- ‘Efficiency’ assessment***
- 2.5 The evaluation of the ‘efficiency’ of a planning framework needs to take into account and balance the benefits and costs of the proposed policies, rules and other methods.

### ***'Effectiveness' assessment***

- 2.6 The 'effectiveness' assessment measures how successful a particular option is in addressing the issues and achieving the desired environmental outcomes prescribed in the SDP.
- 2.7 Effectiveness is also relevant when considering how successful the proposed policies, rules and other methods would be in achieving the objectives of the SDP. Only provisions that are effective in achieving objectives should be adopted. This report assesses the efficiency and effectiveness of PC 32 against the legislative tests outlined above.

## **3 Methodology**

- 3.1 This s32 assessment is set out as follows:

- Section 4:** The background leading to this plan change and the policy context for considering rural residential activities
- Section 5:** The key issues that have been identified to be addressed by PC 32
- Section 6:** Identification of the options for addressing the Issues
- Section 7:** Analysis of the options for addressing the Issues, including a cost/benefit assessment of the options, consideration of efficiency and effectiveness in achieving the objectives and anticipated environmental outcomes
- Section 8:** A summary of the changes proposed by PC 32 that are the most effective and efficient methods to achieve the purpose of the RMA

- 3.2 The specific amendments proposed to the SDP by PC 32 are outlined in Attachment 1: Schedule of Amendments.

### **Consultation**

- 3.3 The consideration of the various methods to manage rural residential activities have been informed by extensive consultation and opportunities for public input, both at the macro sub-regional level when the rural residential components of the UDS and Change 1 (Chapter 12A) to the CRPS were formulated and the micro sub-district scale where stakeholders, statutory authorities, crown entities, community groups, local residents, land owners and interested parties were engaged in the preparation of the Rural Residential Background Report (RRBR) and submissions on the subsequently withdrawn PC 17.
- 3.4 Statutory consultation on PC 32 has been undertaken in accordance with Clause 3 of the First Schedule of the RMA. A draft version of PC 32 was circulated to the UDS partners Councils (Waimakariri, Christchurch City and Environment

Canterbury), New Zealand Transport Agency, and Ministry for the Environment and Rununga.

- 3.5 Consultation with Te Rūnunga o Ngāi Tau and Te Taumutu Rūnunga was facilitated through Mahaahui Kurataiao. This involved discussions in the preparation of the RRBR and a review of the draft plan change.
- 3.6 Consultation on Draft PC 32 with additional parties was not considered necessary due to the level of input provided by interested parties in the on-going consideration of how best to manage rural residential development.

## 4 Planning context

### Selwyn district context

- 4.1 Selwyn District has been identified as New Zealand's fastest growing territorial authority area for the past three years, with a June 2009 growth rate of 2.8%<sup>4</sup>. 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 years<sup>5</sup>. The UDS forecasts the population of Selwyn District to double by 2041.
- 4.2 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 development within existing Townships
  - challenges in preserving the compact urban form of existing settlements
  - the need to retain the open and spacious rural identity and character of the District
- 4.3 It is acknowledged that the responsive 'market-led' approach facilitated by an 'effects' based District Plan has resulted in fragmented and ad hoc development within the District. Private plan changes and resource consents have previously been formulated and adopted in the absence of an overarching strategic planning framework to manage growth. It has consequently become difficult to gauge and manage the cumulative effects associated with individual pockets of growth in the context of Townships, the rural periphery of these urban areas, the District and the wider Christchurch sub-region.
- 4.4 A more proactive and strategic planning framework has been expressed as a means to ensure development is coordinated in a more sustainable manner that not only responds to

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<sup>4</sup> Statistics New Zealand: Sub-National Population Estimates, June 2009 [www.statistics.govt.nz](http://www.statistics.govt.nz)

<sup>5</sup> Statistics New Zealand: Census, 1991

community needs, but ultimately better achieves the purpose of the RMA.

4.5 Selwyn District Council has advanced the following initiatives to take a more directive role in managing urban and peri-urban growth:

- being a signatory to the UDS and contributor to the development of Change 1/ Chapter 12A
- adopting Township Structure Plans for Lincoln, Rolleston and Prebbleton and Integration Plan for Darfield
- formalising Plan Change 7 (PC7) to: (i) incorporate a framework to manage the strategic residential growth of Townships to ensure the SDP accords with the CRPS; (ii) promote better development outcomes through urban design; and (iii) implement the Lincoln and Rolleston Structure Plans
- embarking on a District Wide Strategy to provide over-arching planning direction across the entire district
- preparation of Design Guides to assist in achieving better outcomes for residential activities, commercial development, medium density housing and the subdivision of low-density allotments

## Sub-regional context

### ***Greater Christchurch Urban Development Strategy (UDS)***

4.6 The UDS and the CRPS<sup>6</sup> are two methods developed to deliver a more strategic and integrated planning framework to provide for community needs and to better achieve the purpose of the RMA in the Christchurch sub-region.

4.7 The UDS is a strategic vision for guiding the development of the Greater Christchurch area over the next 30 years 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

(d) ensuring these activities are serviced by an integrated transport network

4.8 One of the key outcomes of the UDS with regards to rural residential activities is to maintain a degree of separation between the boundaries of Christchurch and settlements in Selwyn and Waimakariri districts, and the surrounding rural land. The UDS 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 living<sup>7</sup>.

4.9 The UDS identifies that rural lifestyle living results in a noticeably dispersed settlement pattern, increased traffic movements and changes in rural character as new houses and domestication of farmland alters the open vistas that characterise the Canterbury Plains.

4.10 The UDS identifies the need for territorial authorities in the Christchurch sub-region to develop zoning policies and assessment criteria that incorporate best-practice options for managing rural residential living environments. The UDS 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 created<sup>8</sup>.

4.11 The UDS supports managing the provision of rural residential land to offset the demand on 4ha parcels for lifestyle living, whilst also ensuring that rural residential living does not undermine rural character and the compact form of settlements.

4.12 One of the primary outcomes of the UDS Vision is to manage growth through consolidation and intensification principles. Consolidation in this context encompasses the following actions and outcomes<sup>9</sup>:

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<sup>7</sup> UDS Partners: Strategy and Action Plan 2007, P114

<sup>8</sup> UDS Partners: Strategy and Action Plan 2007, P115

<sup>9</sup> 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

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<sup>6</sup> CRPS: Chapter 12A Development of Greater Christchurch, operative 17.09.2012



- 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
  - enabling extensions to the city/urban boundaries only where the land use pattern avoids isolated and dispersed patterns of urban growth
- 4.13 The dispersed nature of rural residential activities and their relative isolation from urban settlements presents a tension to the above consolidation and intensification principles. It is therefore imperative that rural residential activities are managed in such a way that ensures the principle goals of the UDS Vision are not undermined.

***Draft UDS Action Plan Update 2010 (UDSAP10)***

- 4.14 The Draft UDSAP10 sets a number of goals to assist in moving beyond the ideals prescribed in the Vision and direction statements to a pragmatic programme of actions to implement the UDS Strategy.
- 4.15 Section 6.17 of the UDSAP10 summarises the context, key approaches and growth issues associated with the provision of Greenfield residential and rural residential households and lists the achievements that have been implemented to date to realise the UDS Vision. It is identified that a continuation of the current methods to manage rural residential activities in Selwyn and Waimakariri Districts represents a moderate risk to achieving the UDS Vision.
- 4.16 A table in the UDSAP10 sets out the principle actions necessary to achieve the UDS Vision in regards to rural residential activities, which are accompanied by explanations, the agencies tasked with achieving the actions, cost estimates, implementation tools and timeframes. The RRBR, PC 32, similar work being undertaken in Waimakariri District and the

UDS Rural Residential Review are primary methods being advanced by the UDS Partners to achieve the UDSAP10 goals.

***Draft Recovery Strategy for Greater Christchurch (RSGS)***

- 4.17 The Canterbury Earthquake Recovery Authority was set up by the Government to lead the recovery of Greater Christchurch following the devastating earthquake in February 2011 and subsequent aftershocks. The RSGS will set out the overarching long-term vision and objectives for the recovery of Greater Christchurch, including the identification of the priorities and responses.
- 4.18 The following five areas have been identified to assist in developing the RSGS: (i) community wellbeing; (ii) culture and heritage; (iii) built environment; (vi) economy; and (v) natural environment.
- 4.19 The RSGS is a high level plan containing the strategic responses that CERA, assisted by a number of agencies and organisations, will undertake to guide the recovery efforts.

***Canterbury Natural Resources Regional Plan (NRRP)***

- 4.20 The NRRP was made operative on the 11<sup>th</sup> June 2011<sup>10</sup>. It prescribes a framework to assist in ensuring the integrated management of the region's natural and physical resources, and to control the use of land. The NRRP in particular focuses on water and air quality issues.

***Operative Canterbury Regional Policy Statement (CRPS)***

- 4.21 The CRPS contains a number of objectives and policies that are relevant to rural residential activities.
- 4.22 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.

<sup>10</sup> Environment Canterbury: Canterbury Natural Resources Plan, 11.06.2011

- 4.23 Chapter 12 – Settlement and Built Environment includes objectives and policies to manage effects associated with:
- (a) the management of 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
- 4.24 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 reliance on private motor vehicle trips.
- 4.25 Chapter 12A was made Operative by the Minister for Canterbury Earthquake Recovery on the 17<sup>th</sup> October 2011. This sub-regional framework for managing growth in Greater Christchurch is based on the now revoked Change 1.
- 4.26 Chapter 12A aims to deliver an integrated planning approach across the Greater Christchurch sub-region by (see Attachment 3):
- a) prescribing Urban Limits and identifying 'Greenfield' development areas around existing settlements
  - b) establishing how residential growth should be managed, both within the respective territorial authority boundaries and between infill and Greenfield developments
  - c) prescribing the order and timing of development to achieve efficiencies in the delivery of infrastructure services, transport networks and the development of communities
- 4.27 Chapter 12A encourages intensification within Christchurch City and the larger towns in the Selwyn and Waimakariri Districts to:
- a) reduce urban sprawl
  - b) create efficiencies in the provision of infrastructure and operation of transport networks

- c) reinforce existing commercial and community centre's
  - d) provide a range of living environments and housing opportunities (including the management of rural residential households)
  - e) improve living spaces by bringing appropriate urban design elements into all aspects of planning
- 4.28 Chapter 12A acknowledges that rural residential development needs to be provided to enable a choice of living environments. It states that this form of growth needs to be managed in a way that conserves more space than the 4ha minimum of most rural zones within the UDS area 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 and contributes to strong, vibrant and livable communities.
- 4.29 Issue 7 identifies that rural residential development, if unconstrained, has the potential to:
- ☐ change the character of rural areas
  - ☐ generate sporadic demand for services, including water and sewerage
  - ☐ create adverse effects on established rural activities
- 4.30 Issue 7 goes on to emphasise 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.
- 4.31 A limited amount of rural residential development is provided for in recognition of the need to achieve a range of housing choices in rural areas, but only where it does not compromise the consolidated management of growth in Greater Christchurch (Objective 1). The quantum of rural residential households provided for in Chapter 12A may well be less than what some would argue the market demands for this form of housing. However, the Chapter 12A approach is based not so much on meeting this demand, but more so on providing a degree of choice, whilst mitigating the sub-regional adverse effects that would result were the provision of rural residential allotments to be left to the market to determine.

- 4.32 There is an obvious tension between achieving these wider outcomes, while also facilitating rural residential activities. Chapter 12A resolves this through Policy 6, which prescribes the maximum number of rural residential households and determines when they are to be developed. These household allocations are based on population projections and informed by ongoing monitoring to gauge the supply, uptake and impacts of rural residential land use and development (Policy 15 Method (b)).

**Table 1: Provision for projected household growth<sup>11</sup>**

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

- 4.33 It is particularly relevant to note that decisions on PC 8 and 9 have reduced the number of households able to be developed in the UDS area of the District to ensure the SDP continues to give effect to the CRPS. The established Living 3 Zone accommodates 148 rural residential households, where subdivision consent can be sought without constraint. This effectively leaves 52 households able to be allocated up to 2016 and a total of 452 households up to 2041, with 200 of these between 2017 to 2026 and the remaining 200 between 2027 to 2041. The difficulty in allocating these numbers in a cost effective way that was equitable to all land owners was one of the principal reasons why Council withdrew PC 17.
- 4.34 It is also important to note that the provision of up to 600hh is optional and that it differs from 'Greenfield' suburban growth

areas where the Council has an obligation to ensure that sufficient land is zoned and able to be serviced to respond to projected growth.

- 4.35 Chapter 12A through Policy 13 sets out the following criteria to guide rural residential development, should the respective territorial authorities choose to facilitate such growth:
- located outside Urban Limits and be located against the urban edge of Townships 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
  - should not be a transition to full urban development
  - avoids the identified constraints to development
  - land that cannot be economically developed to rural residential densities due to the potential for liquefaction and lateral displacement is to be avoided
- 4.36 Policy 13 - Method 13.1 (v) requires an Outline Development Plan (ODP) to be prepared for rural residential development areas that set out an integrated design to guide subdivision and land use activities. This is to ensure the:
- a) efficient provision of physical infrastructure is secured and an appropriate level of service is maintained
  - b) character and amenity of rural residential areas meet the expectations and anticipated outcomes established for this form of development
- 4.37 Other specific provisions within Chapter 12A that manage rural residential activities within the UDS area of the District include Policy 9 relating to transport effectiveness, Policy 10 relating to strategic infrastructure and reverse sensitivity and Policy 15 relating to monitoring the uptake and provision of rural residential households. PC 32 is required to give effect to Chapter 12A.

<sup>11</sup> Adapted from Table 1: Projected Household Growth In Greater Christchurch: Chapter 12A CRPS; Policy 6 Table 1, 17.10.2011

### ***Proposed Regional Policy Statement 2010 (PCRPS)***

- 4.38 Environment Canterbury initiated a review of the Operative CRPS in 2006. These investigations and ongoing collaboration with stakeholders, including Selwyn District Council, resulted in the PCRPS being publicly notified on the 18<sup>th</sup> June 2011. The PCRPS consists of 19 chapters, which provide methods to manage a wide range of regional issues, including water, land-use and infrastructure, natural hazards, landscapes, heritage, energy, soils and hazardous substances.
- 4.39 Chapter 6 promotes the integrated development of rural residential activities outside the UDS area of the sub-region. This chapter sets out the issues, objectives and policies to:
- (a) manage development that results in changes to urban, rural residential and rural areas, together with the infrastructural services which support this development
  - (b) achieve the strategic integration of land use and regionally significant infrastructure in the wider region
- 4.40 Hearings on the CRPS are currently being held, although appeal rights to the Environment Court are restricted to points of law<sup>12</sup>. The now operative Chapter 12A, which manages the growth of Greater Christchurch, will form part of the CRPS once its contents have been settled. At this point in time, PC 32 is required to have regard to the PCRPS.
- 4.41 It is noted that the proposed CRPS does not make amendments to Chapter 12A, so regardless of the final outcome the Chapter 12A provisions will remain unchanged and Council's will still be required to 'give effect' to them.

### ***Iwi Management Plans***

- 4.42 The drafting of PC 32, and the issues and options to manage rural residential activities, should consider the following relevant Iwi Management Plans:

- Te Whakatau Kaupapa: Ngāi Tahu Resource Management Strategy for the Canterbury Region
- Te Taumutu Rūnunga Natural Resource Management Plan are the Iwi Management Plans

- 4.43 The effects of land use change need to be considered in the wider context of the atmosphere and air, land and water and the impact those activities may have on cultural activities, wāhi tapu, wāhi taonga, mahinga kai and ecosystems.

## **Selwyn District context**

### ***SDP PC 7***

- 4.44 PC 7 has been made partially operative and provides for the strategic growth of Townships and to introduce new subdivision and urban design standards into the SDP. Emphasis is placed on implementing a planning framework that supports the strategic management of residential growth in Townships within the UDS area of the District, particularly Lincoln and Rolleston where Structure Plans had been adopted at the time PC 7 was formulated.
- 4.45 In addition, District-wide and Township objectives, policies and rules are proposed within the subdivision section of the SDP, which are accompanied by specific provisions and a design guide to facilitate medium density and comprehensive forms of housing. This is to support the consolidation of Townships and to achieve the urban design outcomes required by Chapter 12A and the UDS. These principles include the delivery of high quality built forms that provide relatively private outdoor living areas, do not appear out of place due to their bulk or design and achieve appropriate streetscapes.
- 4.46 PC 7 is important in the context of rural residential growth as it precludes the provision of low density living environments in favour of intensification. It also influences the selection of preferred locations for rural residential development as it specifies the timing for when residential growth is to unfold and determines the provision of related infrastructure and community services. Attachment 4 references the planning

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<sup>12</sup> Pursuant to the Environment Canterbury (Temporary Commissioners and Improved Water Management) Act 2010

maps for Lincoln and Rolleston that contain the newly created Living Z, Living Z (Deferred) and Business 2 (Deferred) Zones that were formalised through PC 7.

- 4.47 Rural residential nodes are anticipated to connect to and interact with Townships, while assisting in the management of residential expansion through urban consolidation, the preservation of future growth paths and the delivery of the best practice urban design outcomes being promoted in PC 7, Township Structure Plans, CRPS and the UDS.
- 4.48 A decision on PC 7 has been notified and one appeal remains registered with the Environment Court. This appeal relates to issues affecting a single site in Lincoln, with the majority of PC 7 being made operative on the 30<sup>th</sup> January 2012.

#### ***SDP PC 23***

- 4.49 PC 23 to the SDP replaced the existing 50 dBA and 55dBA airport noise contours with revised 50 dBA and 55 dBA contours as they relate to the current and future operation of Christchurch International Airport flight path.
- 4.50 PC 23 is relevant to prospective rural residential areas on the periphery of Rolleston and Templeton as it represents a constraint to intensive development beyond the densities provided in the rural zones of the SDP. Any intensification of rural land to living purposes may give rise to adverse reverse sensitivity effects that could compromise the future efficient operation of the Christchurch International Airport.
- 4.51 PC23 was made operative on the 20<sup>th</sup> April 2011.

#### ***Living 3 Zone – SPBL plan change requests (PC 8 and 9)***

- 4.52 As discussed in the introductory section of this report, the privately requested plan changes (PC 8 and 9) lodged by the SPBL were approved with modifications. No appeals to these decisions were received and the framework was made operative on the 5<sup>th</sup> March 2012.
- 4.53 This decision is significant in the context of PC 32 as it deals with similar resource management issues, including in particular it:

- gives effect to the CRPS (Chapter 12A), albeit at a general level
- takes 148 households from the available 200 allocated to the UDS area of the District up to 2016 by the CRPS
- inserts a planning framework to sustainably manage rural residential allotments, including policies, rules and ODPs
- incorporates a general Living 3 Zone into the SDP to manage rural residential activities within the UDS area of the District

#### ***DTL plan change request (PC 28)***

- 4.54 An additional private plan change request was also lodged in January 2011 by Denwood Trustees Limited (DTL) with Council (PC 28). PC 28 seeks to rezone rural land on the southern periphery of Lincoln to rural residential densities. This request seeks to facilitate the rezoning of 71ha of land to accommodate approximately 90 rural residential households.
- 4.55 Council has received a response to a number of requests for further information dating back to February 2011. Several matters remain outstanding and a point has yet to be reached where a decision can be made on how to process this request.

## **Rural Residential Background Report**

- 4.56 The Rural Residential Background Report (RRBR)<sup>13</sup> has been prepared by the Council to ensure the necessary information is available to guide the preparation of PC 32 and to enable a robust s32 analysis to be undertaken on the benefits, costs and alternative methods for managing rural residential development. The RRBR is referred to constantly throughout this report.
- 4.57 The RRBR was prompted by the need to investigate the following factors:
- to respond to the effects of rapid population growth that is taking place in Selwyn District

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<sup>13</sup> Selwyn District Council: Rural Residential Background Report, February 2011

- to respond to a high demand for sub-4ha rural allotments for lifestyle living purposes
- the need to deliver the UDS Vision and give effect to the CRPS
- the need to initiate a review of rural residential activities and the parameters for qualifying the number of households able to be sustainably managed within the District
- the need to integrate and coordinate land development both within the District and across the UDS area
- the need to integrate and better utilise existing and planned infrastructure
- the need to protect the integrity and distinctiveness between rural and urban environments within the District
- the need to make the best use of community facilities and other local services
- the need to preserve rural character and amenity and avoid reverse sensitivity effects, while ensuring the continuation of primary production in the rural zone that is unimpeded by adjoining incompatible land uses; and
- the need to develop the most sustainable approach to managing rural residential development in the UDS area of the District

4.58 The RRBR incorporates the feedback received from the 94 respondents to the consultation on the Draft Rural Residential Background Report, which took place from December 2009 to February 2010.

4.59 The following summarises the contents, priorities and key findings of the RRBR, which have been fundamental to the formulation of PC 32. This material is not repeated in detail for expediency, but familiarisation with the content of the RRBR is essential to form an understanding of why certain approaches have been pursued in the context of this s32 analysis.

#### **Current District Plan provisions**

4.60 A summary of the relevant District Plan provisions are outlined in an assessment of the Township and then the Rural Volumes<sup>14</sup>. This identifies the primary issues, objectives,

policies, rules and environmental outcomes that need to be considered in assessing proposed rural residential activities under the SDP.

4.61 The RRBR places a context around why the current planning framework has evolved. This is important in assessing why the changes proposed by PC 32 are necessary and how they will better enable the District Plan to meet the purpose of the RMA.

4.62 It is important to note that a Living 3 Zone has subsequently been integrated into the SDP since the RRBR was adopted. The Living 3 Zone framework specifically manages rural residential activities within the UDS area of the District by setting general objectives and policies to facilitate the development of two land holdings to the south-west of Rolleston. Several specific land use development controls to manage the provision of 148 rural residential dwellings and subdivision performance standards are also contained within the SDP as a result of decisions on PC 8 and 9.

#### **Existing forms of rural residential activities**

4.63 This section of the RRBR identifies that rural residential living environments have predominantly evolved in a reactive manner in response to resource consents and private plan changes. Development has progressed in the absence of a specific rural residential zone and planning framework<sup>15</sup>. This ad hoc management regime has been variable in achieving appropriate rural residential character, while contributing to the following poor outcomes:

- costly and fragmented provision of infrastructure
- incongruous interfaces and erosion of the distinctiveness between rural and urban environments
- pressure on the identified future growth options of Townships located within the commuter belt of Christchurch City
- conflict and adverse reverse sensitivity effects between lifestyle living activities and productive rural land uses

<sup>14</sup> Selwyn District Council: RRBR, February 2011; Section 2 Paragraph 2.23-2.63 P10-14

<sup>15</sup> Selwyn District Council: RRBR, February 2011; Section 2 Paragraph 2.64-2.94 P14-18

- 4.64 The RRBR reviews each of the zones that have historically accommodated rural residential activities, including the Rural and Existing Development Area zones administered under the Rural Volume and the Living 2 Zone administered under the Township Volume.
- 4.65 Importantly, this section of the RRBR outlines: (a) the decisions that led to the removal of the '1km Rule' from the District Plan, which was a failed attempt at incorporating rural residential provisions into the District Plan, and (b) pressure for, and adverse effects arising from, lifestyle living activities within the rural zoned land of the District, particularly within the rural periphery of Townships within the commuter belt of Christchurch City.

#### **Rural land resource**

- 4.66 The pressure on rural land for urban expansion in the Greater Christchurch sub-region is initially introduced in Section 3 of the RRBR. This is followed by a summary of the issues and trends associated with rural land on a national and local scale<sup>16</sup>.
- 4.67 It is recognised that rural land is a resource that directly influences the country and regions identity, character, landscape, economy, employment and social make-up and that the rural community is diverse and dynamic.
- 4.68 The RRBR identifies that there has been a significant shift in perceptions and functions of the rural land resource in the last 30 years, which has been a catalyst for the restructuring of rural economies, society and spaces. A response to these pressures has been the intensification and diversification of rural land uses, which in turn has resulted in changing expectations of rural amenity, increased demand on resources (such as water to facilitate the expansion of the dairy industry for example) and refined farming practices to improve economic returns. These changes have resulted in diverse, and sometimes conflicting, social values being attributed to rural residential activities.

<sup>16</sup> Selwyn District Council: RRBR, February 2011; Section 3 Paragraph 3.1-3.38 P25-30

- 4.69 Analysis of research undertaken on lifestyle and small holding activities establishes that the fragmentation of land ownership does not, in itself, reduce productivity or rural amenity. Rather it is the size of the resulting allotments that can undermine rural productivity, character and contribute to adverse reverse sensitivity effects. For the most part the intensification of rural land promotes diversification, although there is evidence to suggest that the environment may be degraded as a result of the extent of change.

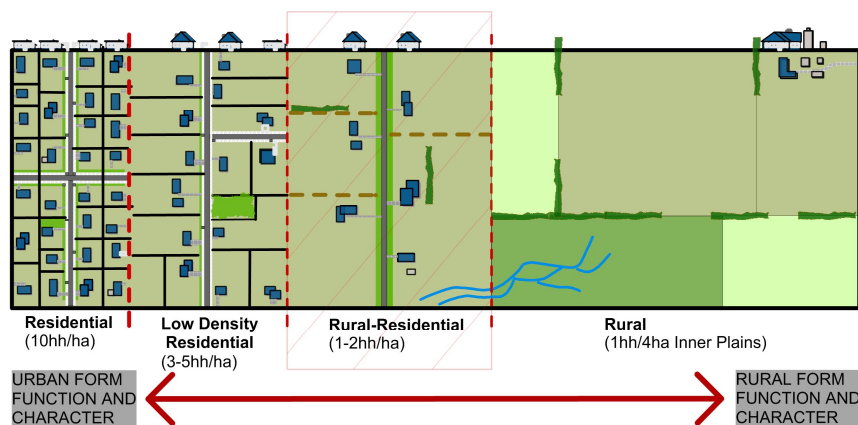
- 4.70 The research reviewed in the formulation of the RRBR establishes that land holdings created below 4ha, and even more so below 2ha, are predominantly used for lifestyle purposes and are removed from primary production. The resulting allotments also serve a distinctly residential purpose, which presents a noticeable contrast to the form, function and character of rural land holdings within the context of the Canterbury Plains.

#### **Defining rural residential activities**

- 4.71 The RRBR summarises the various traits that distinguish rural residential activities from other land uses in the District. It also analyses a number of definitions that have been utilised to date by various professions to explain this form of living environment<sup>17</sup>.
- 4.72 It is evident from the research, anecdotal evidence and site visits undertaken in the formulation of the RRBR that parcels ranging in size from 0.15ha to 0.3ha demonstrate large lot residential elements that align more with urban forms of development. Land holdings that range in size from between 0.3ha to 2ha are better able to demonstrate rural residential character elements. Properties that are greater than 2ha in size generally continue to be productive and are predominantly retained as productive rural units, small holdings or hobby farms. Figure 1 illustrates the land use activities from urban through to rural and where rural residential activities fit within this spectrum.

<sup>17</sup> Selwyn District Council: RRBR, February 2011; Section 3 Paragraph 3.39-3.52 P30-31

**Figure 1: Land use spectrum**



**Preferred form of rural residential activities**

- 4.73 The various forms of rural residential activities are outlined in Section 3 of the RRBR, including the introduction of a theoretical approach being investigated in the United States of America and summary of other development options that have been utilised in New Zealand<sup>18</sup>.
- 4.74 A preferred form of development is set out, which ideally are comprised of relatively small nodes of less than 50 households located on the periphery of existing Townships to ensure 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 and communities
  - ☐ achieve rural residential character and open space amenity and meet people's expectations by managing the size of nodes and housing density
  - ☐ avoid undermining the urban consolidation and intensification principles of the UDS, Chapter 12A and Township Structure Plans

<sup>18</sup> Selwyn District Council: RRBR, February 2011; Section 3 Paragraph 3.68-3.93 P33-36

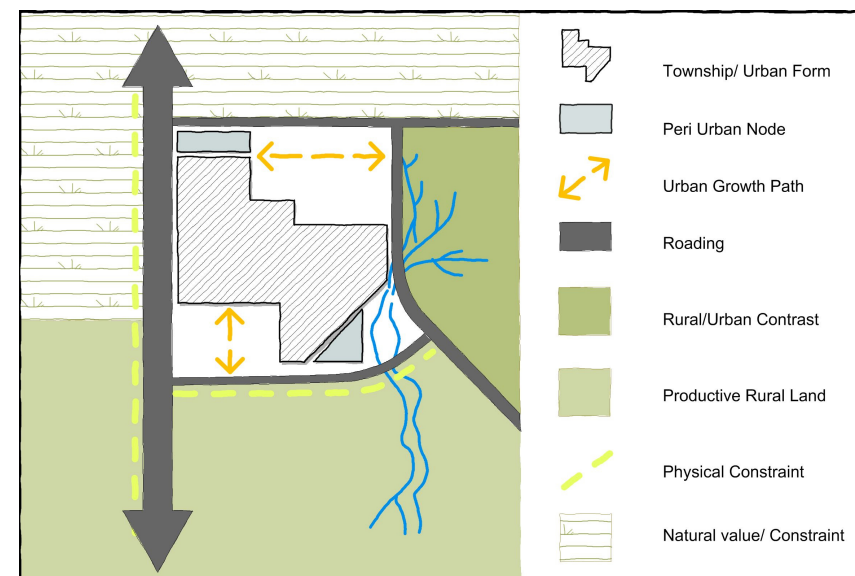
- ☐ support the integration of land use and transport

4.75 **Figure 2** illustrates the factors that influence the delivery of an optimal peri-urban form of rural residential development in the UDS area of Selwyn District. Section 3 of the RRBR sets out a number of important principles to ensure that the identified outcomes are achieved and potentially adverse effects are avoided, remedied or mitigated.

**Guiding principles**

4.76 Several guiding principles for establishing a rural residential framework are set out in Section 4 of the RRBR. These principles were the starting point for the criteria that were formulated to identify location specific constraints and opportunities.

**Figure 2: Factors influencing the optimal Form of rural residential development**





### ***Landscape values***

- 4.77 Andrew Craig, Landscape Architect, was engaged to:
- review rural residential activities in the context of the Plains landscape
  - prepare an associated Rural Residential Design Guide (RRDG)
  - provide expert advice to assist in the formulation of Council initiated plan changes and to assess private plan change requests
- 4.78 A specialist landscape assessment was subsequently prepared for and summarised within the RRBR. This assessment initially establishes that the Plains landscape is generally uniform in character, with no significant natural landscape constraints other than the Port Hills and water bodies. Physical constraints include major road, rail and transmission line corridors. A number of critical elements required to achieve the necessary rural residential character are listed in the RRBR and have been incorporated into the associated preferred locations criteria.
- 4.79 One important landscape element in Selwyn District is the contrasting densities, land use attributes and visual amenity arising from the Rural Inner and Outer Plains Zones. The Inner Plains is fully encompassed within the UDS area and is managed through a minimum density of one household per 4ha. This zone provides for more intensive rural land uses and is reflective of the zones location within the commuter belt of Christchurch City and that it encompasses several of the District's primary urban centres and population.
- 4.80 In contrast, the Rural Outer Plains Zone encompasses the remainder of the Plains, a small portion of which is contained within the UDS area. The Outer Plains Zone is managed through a minimum density of one household per 20ha, which facilitates primary production and large scale farming.
- 4.81 The Canterbury Regional Landscape Study Review (CRLSR) has been prepared to build upon the methodologies and findings of an initial 1993 landscape study to form the basis for more detailed assessments and to ultimately inform the

current review of the CRPS<sup>19</sup>. The CRLSR identifies the landscape within the geographic region covered by PC 32 as Lower Plains, which comprise the vast alluvial fans that extend from the foothills of the Southern Alps to the east coast. The Canterbury Plains are identified as the largest landscape feature of this kind in New Zealand.

- 4.82 The aesthetic values attributed to the Lower Plains in the CRLSR arise from the strong geometric patterning and vastness of the plains where the long uninterrupted views to the Alps provide a visual contrast. This distinct landscape is identified as being representative of Canterbury, both as a valued agricultural landscape and as a feature that defines the regions identity. The Lower Plains is highlighted as being important, but is not identified as an Outstanding Natural Feature or Landscape within the CRLSR.

### ***Rural residential character***

- 4.83 The RRBR outlines the elements that make rural residential activities distinctly different from urban and rural land uses<sup>20</sup>. It establishes that rural residential character results from a myriad of factors, including the bulk, location, form and appearance of activities within any given area.
- 4.84 A list of the essential elements required to achieve the anticipated rural residential character are listed in the RRBR, including features that will ensure neighbouring rural and urban environments are not in themselves compromised by rural residential activities.
- 4.85 The necessity to achieve the identified rural residential character requires the size of rural residential nodes to be managed to avoid the collective effects of relatively high densities of development within a predominantly low density rural setting. It is important that those living in rural residential areas are able to readily appreciate the character and amenity of the setting in which they reside.

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<sup>19</sup> Environment Canterbury: *Canterbury Regional Landscape Study Review*, July 2010, prepared by Boffa Miskell P50, 56 & 57 and 110)

<sup>20</sup> Selwyn District Council: RRBR, February 2011; Section 4 Paragraph 4.6-4.7 P38

- 4.86 From a landscape perspective, a density of one household per hectare is also considered to be the minimum density required to deliver the character, amenity values and context anticipated by residents moving into rural residential areas. Scope for higher densities is provided in the definition of rural residential activities in recognition of the need to:
- better optimise the use of the finite rural land resource where it is intensified to accommodate lifestyle living opportunities
  - provide housing choice
  - facilitate integrated and cost effective infrastructure services
- 4.87 The ability to achieve these outcomes will also affect the densities of any given node, which is also dependent upon such factors as the number, size and orientation of lots, along with the configuration or proportions of subdivision layout and servicing requirements. Controls on the scale and density of development should be developed to avoid multi modes adjacent to each other that when viewed collectively display more urban than rural residential characteristics.

#### ***Constraints and opportunities***

- 4.88 The generic constraints to rural residential activities outlined in Policy 13 of Chapter 12A (formerly Change 1) are set out in the RRBR<sup>21</sup>. Additional GIS analysis was undertaken in the formulation of the RRBR (see [RRBR Appendix 6](#)) to capture more specific constraints and opportunities pertaining to the provision of rural residential activities.

#### ***Infrastructure servicing***

- 4.89 Infrastructure is an essential component of integrated and sustainable development. The RRBR summarises the principle servicing requirements for any future rural residential activities, including the integrated provision of water, wastewater, appropriate management of stormwater, and safe and efficient transport networks and utility services<sup>22</sup>.

- 4.90 The primary regional and district strategies developed to achieve more integrated outcomes in the delivery of these infrastructure services are outlined in the RRBR. These include the Christchurch Rolleston Environs Transportation Study, Five Waters Strategy, Regional Land Transport Strategy, Canterbury Water Management Strategy and Council's Walking and Cycling Strategy.
- 4.91 More specific infrastructure constraints and requirements are detailed in the Township Study Area assessments within Section 5 of the RRBR.

#### ***Market trends and demand***

- 4.92 The RRBR provides a detailed analysis of the recent trends and demand factors influencing rural residential activities<sup>23</sup>. A number of surveys considered in the formulation of the RRBR establish that semi-retired rural inhabitants that have rural backgrounds and households seeking a rural setting for amenity reasons are the two main groups attracted to rural residential sections.
- 4.93 The demand for rural residential sections in Selwyn District is particularly strong within the commuter belt of Christchurch City. There is evidence to suggest that large lot residential parcels are increasing in number and large rural land holdings are decreasing in size and number. The value of these types of properties have significantly increased in recent years, with such price increases reflecting at least in part the high demand for rural residential sections and limited supply.
- 4.94 However, there is a degree of uncertainty as to whether the demand for rural lifestyle properties will continue in the long term, particularly given the social and economic upheaval arising from the Canterbury Earthquakes. Research referenced in the RRBR indicates that an aging population, reduction in the size of family units and the likelihood of increased travel times and costs may curb the current trend towards rural residential activities, which have traditionally been isolated from urban centers.

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<sup>21</sup> Selwyn District Council: RRBR, February 2011; Section 4 Paragraph 4.8-4.12 P39

<sup>22</sup> Selwyn District Council: RRBR, February 2011; Section 4 Paragraph 4.13-4.66 P40-46

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<sup>23</sup> Selwyn District Council: RRBR, February 2011; Section 4 Paragraph 4.67-4.127 P47-55

- 4.95 Conversely, these wider demographic changes may well be balanced in the local context by an increased perception that Selwyn District is largely safe from liquefaction, with a compensating increase in the number of households looking to locate west of Christchurch City.
- 4.96 The RRBR concludes that affordability and market demand are not fundamental factors in determining the optimal number of rural residential households to be provided in the UDS area of the District. Rather, this form of development should be provided for housing choice only, based on the consideration of a broad range of resource management factors.
- 4.97 The RRBR supports managing the provision of rural residential households to 600 up to 2041 to ensure rural residential activities do not:
- undermine the urban consolidation and intensification principles espoused in the UDS, the CRPS and Township Structure Plans
  - exacerbate any potentially adverse effects associated with environmental degradation, fragmented infrastructure, reverse sensitivity, loss of rural productivity and the ad hoc management of growth
  - increase residential forms of development within the Rural zone of the District that would undermine the clear distinction between urban and rural activities

#### ***Other considerations***

- 4.98 There are a number of other factors listed in the RRBR that will need to be considered in the formulation of PC 32. Reference is made to a broad range of issues, including the life supporting capacity of versatile soils, indigenous biodiversity and natural habitats, contaminated land, cultural values and traditions and geotechnical hazards<sup>24</sup>.

#### **Township Study Areas and contextual analysis**

- 4.99 A large focus of the RRBR was on the seven Township Study Areas and formulating the parameters for determining where

rural residential growth is best located<sup>25</sup>. A nominal 2.5km study area was prescribed around the seven Townships in the UDS area of the District to set a geographical area on which to gather qualitative information.

- 4.100 The Township Study Area assessments captured the following:
- historic and demographic context
  - UDS Inquiry by Design workshops
  - relevant District Plan provisions (preferred Growth of Townships provisions and sites registered in the appendices of the SDP)
  - identification of constraints and opportunities
  - relevant Township Structure Plans and strategic planning documents
  - other relevant reports and information held on Council records
- 4.101 This information, along with the fundamental elements and criteria for guiding sustainable outcomes in the management of rural residential densities, are illustrated in a single map outlining the contextual analysis for each of the Township Study Areas<sup>26</sup>.

#### **Rural residential criteria and 'preferred locations'**

- 4.102 The RRBR prescribes criteria to assist in ensuring that rural residential development is: (a) located and distributed in the most appropriate areas throughout the eastern portion of the District; (b) able to achieve the expected levels of rural residential character and the predominantly open space amenity that is derived from it, and; (c) is consistent with the principles guiding rural residential activities currently prescribed in Chapter 12A.
- 4.103 These criteria were used in a number of internal workshops held to determine Council's 'preferred locations' as part of the PC 17 process<sup>27</sup>. These workshops were attended by a

<sup>24</sup> Selwyn District Council: RRBR, February 2011; Section 4 Paragraph 4.128-4.155 P56-59

<sup>25</sup> Selwyn District Council: RRBR, February 2011; Section 5 Paragraph 5.1-5.227 P61-92

<sup>26</sup> Selwyn District Council: RRBR, February 2011; Appendix 6 – UDS Township Study Area Assessment Maps

<sup>27</sup> Selwyn District Council: RRBR, February 2011; Section 6 Paragraph 6.1-6.4 P93-102

consultant Planner, consultant Landscape Architect, Asset Managers, a Senior Environmental Consents Planner, an Urban Designer, Policy and Strategic Policy Planners and Elected representatives. The workshops considered all potential locations in the eastern area of the District, including the specific areas identified by interested parties in the consultation undertaken on the RRBR<sup>28</sup>.

- 4.104 The following assessment considers the costs and benefits in pursuing the approach of rezoning these locations or whether it is more appropriate for this to be advanced by land owners and assessed against a comprehensive District Plan framework and other relevant statutory planning instruments and non-statutory strategies.

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<sup>28</sup> The comments received from respondents to the consultation undertaken to inform the preparation of the RRBR are summarised and mapped in [Appendix 13](#) of the RRBR, February 2011

## 5 Issues

### Introduction

- 5.1 An issue in the context of this report is a resource management effect, matter or subject that needs to be resolved. These issues, and the effects relating to them, have been identified in the evaluations undertaken to prepare the RRBR.
- 5.2 The issues, along with the accompanying anticipated environmental outcomes, are relevant because:
- there is evidence that the issue will fail to achieve sustainable resource management outcomes if it is not resolved, or there is a risk it will generate adverse environmental effects
  - they represent a component of rural residential activities that are a matter of significance to the District and/or the Greater Christchurch sub-region
  - they can be managed through provisions in the District Plan and other non-statutory mechanisms, such as the preparation of the RRDG

### Issues

- 5.3 The following headings and commentary set out the primary issues and anticipated environmental outcomes associated with PC 32.

#### **ISSUE 1:**

***Is a market led approach or strategic planning framework best able to sustainably manage rural residential activities?***

- 5.4 As outlined previously, rural residential activities are both an urban growth and rural preservation issue. The effects relating to rural residential activities are inadvertently linked to the strategic growth management policies of Townships and the need to protect rural amenity and avoid adverse reverse sensitivity effects that have the potential to undermine rural character and primarily productive function.

- 5.5 Chapter 12A of the CRPS is now settled and prescribes a number of mandatory criteria and development principles for managing the development of rural residential activities in Greater Christchurch. The degree to which the SDP must give effect to the CRPS is not defined in the RMA, with one end of this spectrum being a reliance on the existing Living 3 Zone and at the other a more prescriptive proactive framework incorporating each of the CRPS requirements and including Council initiated zoning.
- 5.6 A proactive approach would incorporate a strategic framework that builds upon the existing Living 3 Zone Township Structure Plans and management of the rural resource through the Rural Volume. The cumulative effects of ongoing rural residential development can be more readily identified and addressed as the household numbers and locations would be set and reviewed through monitoring on a regular basis. Such a framework assists in the integrated management and cost effective provision of infrastructure services and wider community outcomes as Council would have a degree of surety around how many households are to be developed and where they are likely to be located.
- 5.7 Directive provisions would need to be incorporated into the SDP to ensure rural residential activities are directed to suitable locations and household numbers managed. Significant ongoing resourcing would be required to monitor the effectiveness of current and future rural residential nodes to meet the purpose of the RMA. This in turn may result in the SDP, and its related planning provisions, being slow to react to environmental, economic and social changes in comparison to a market led approach.
- 5.8 The alternative is to continue to rely on the planning frameworks formalised at the sub-regional level (UDS and CRPS) and the current SDP to manage the provision of rural residential living environments. Such an approach relies upon private initiated plan changes to incorporate site specific provisions and individual resource consent applications to assess the effects of any given proposal.

- 5.9 These reactive methods provide a relatively high degree of flexibility, which enables planning provisions to be formulated in response to the characteristics of each specific site. This approach relies upon first in first served processes that are ultimately driven by land owner aspirations and resourcing. The risk is that there is no guidance as to whether the available households are being distributed to the most optimal locations or achieving consistent outcomes.

#### **ISSUE 2:**

***How can rural residential activities be best managed to ensure such development achieves the rural residential character, amenity and landscape elements expected by residents?***

- 5.10 The RRBR establishes the elements that make rural residential activities unique to urban forms of development and rural land uses. The character, amenity and landscape values attributed to rural residential living environments result from a myriad of factors, including the bulk, location, appearance and extent of built development within any given area.
- 5.11 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 these environments is most appreciable where there is the greatest amount of contrast between them. This contrast defines the qualities of each environment from a landscape amenity perspective.
- 5.12 The following character and landscape elements have been identified that when achieved, will collectively deliver the anticipated rural residential character, amenity and landscape outcomes:
- relatively low site coverage's, height restrictions and generous building setbacks to achieve the appropriate ratio of built form to open space
  - discouraging small scale developments that will result in fragmentation, adverse reverse sensitivity effects, sporadic development and the erosion of rural character

- limited numbers of households within a single location to avoid the collective adverse effects of intensified land uses leading to the dilution rural residential character and amenity
- definition of an appropriate urban/rural edge on the periphery of Townships to ensure the distinction between residential and rural forms of development are able to be distinguished
- density controls of one to two dwellings per hectare on average to preserve open space values and sense of 'ruralness'
- utilising the context of sites to: (a) determine layouts based on land use patterns; and (b) development constraints, onsite features, integration with the surrounding environment to determine appropriate household yields
- establishing discernibly logical boundaries determined by strong natural and/or physical features
- protecting natural, historic and cultural features, maintaining views and supporting rural design vernacular in preference to urban design motifs

### **ISSUE 3:**

***What are the best methods to ensure housing choice and diverse living environments are provided without undermining the consolidated management of Townships?***

- 5.13 There is an identified demand for rural residential activities in Selwyn District due to the lifestyle opportunities and economic returns this form of development is able to deliver. However, meeting market demand and making rural residential living more affordable to a wider population base 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. It is clear that the intent of the UDS and CRPS requirements are to enable a limited amount of rural residential activities to provide housing choice.
- 5.14 Rural residential densities can be utilised as a planning tool to achieve the growth of Townships provisions in the SDP, compliment Township Structure Plans and deliver the long term sustainable management of urban growth espoused in the UDS and the CRPS. It is therefore important that rural residential activities are located in appropriate areas to

connect with Townships, while also delivering a degree of rural character and function.

- 5.15 This is in preference to the '1km Rule' method of enabling rural residential development within an identified geographic area on the periphery of Townships. This reactive and market driven approach failed to meet the purpose of the RMA and was withdrawn from the SDP via Variation 23 as a result.
- 5.16 Managing the number of rural residential households achieves three primary outcomes:
- firstly, it provides a sustainable amount of parcels to satisfy some of the demand for lifestyle living within a rural setting while ensuring household yields are managed to avoid undermining the sustainable management of Township growth through the displacement of the urban population base to peri-urban locations (which would compromise the effectiveness of Urban Limits to curb sprawl and reduce the critical population mass necessary to deliver the services and environmental outcomes able to be achieved within consolidated urban areas)
  - secondly, ensuring productive rural land and its associated utilitarian function and open landscape values are not undermined by rural residential development
  - thirdly, it enables network infrastructure and community services to be provided in a logical, efficient and cost effective manner
- 5.17 The densities, location and resource needs of rural residential and low density residential environments present a strong challenge to the achieving the consolidation principles of the CRPS and the community outcomes identified in the UDS. Policy 6 of Chapter 12A responds to this issue by prescribing the maximum number of rural residential households able to be developed within the UDS area of Selwyn District, and the three development periods where these are to be released. This is to ensure the growth of residential and business activities are managed in a consolidated manner and the associated environmental outcomes are not undermined by low-density residential forms of development.
- 5.18 There is now surety around these household numbers, with the only ability to increase the quantum being through a further

decision from the Minister or in response to the review requirement prescribed in Policy 15 of Chapter 12A. Table 2 outlines the maximum number of rural residential households available to Selwyn District through the CRPS at the time this report was prepared.

**Table 2: Available household allocations**

Development period	2001-16	2017-26	2027-41	Total
No.° of available rural residential households (UDS area)	52hh	200hh	200hh	452hh

- 5.19 Therefore, PC 32 is not concerned with the number of households able to be developed as these are prescribed in the CRPS. PC 32 focuses on formulating methods for sustainably managing rural residential development, while meeting the expectations of future residents within these areas, neighbouring land use activities and the wider community.

**ISSUE 4:**

***How can rural residential activities be provided without it compromising rural character, productivity or resulting in adverse reverse sensitivity effects?***

- 5.20 Some people have a desire to live in a rural residential environment and it is appropriate to recognise and provide for this in a sustainable manner. However, it is equally important to ensure that such provision does not impose unnecessary constraints on the use of rural land for primary production. The rural land resource needs to be protected from inappropriate intensification as it directly influences Selwyn District's rural identity, character, landscape, economy and employment.
- 5.21 It is evident that amenity conflict arises where residents seeking a lifestyle establish within rural areas and have different expectations based predominantly on amenity outcomes, which may contrast and conflict with the economic imperatives that are often necessary to sustain the well-being

of people that live and work within the rural environment. The risk and prevalence of adverse reverse sensitivity effects increases in response to increased population densities, high rates of land use change and an influx of new residents into an area with different expectations.

- 5.22 The SDP needs to incorporate more directive provisions to address these conflicts if any intensification of rural land to rural residential densities is to occur.

**ISSUE 5:**

***What are the best methods to identify and manage incremental change to the environment arising from rural residential activities, including any adverse cumulative effects?***

- 5.23 A general lack of strategic direction and absence of strong overarching development controls in the SDP to manage the form and to determine the location of rural residential development makes the management of adverse cumulative effects arising from incremental changes to the rural environment and growth of Townships difficult to manage. It also undermines opportunities to manage the integration of development within the rural residential zone and with the surrounding environment.
- 5.24 Cumulative effects become relevant considerations where incremental land use change, coupled with consented activities and land uses that are able to be undertaken as of right (i.e. satisfy the permitted activity status of the SDP), can no longer be absorbed by the environment to the extent that an activity is generating more than minor adverse effects.
- 5.25 The use of rural land holdings for predominantly lifestyle purposes can result in adverse visual effects through the domestication of the rural environment. The ad hoc provision of rural residential activities may also dilute the open character contrast provided at the rural/urban interface. The location and density of rural residential housing can diminish the sense of arrival to settlements and undermine future residential growth options. It is difficult to gauge and manage the cumulative effects arising from the development of

individual pockets of growth in the context of a sub-region in the absence of a strategic led planning framework.

- 5.26 The cumulative effects of individual and discrete developments have the potential to significantly affect, and change, the environmental values of peri-urban and rural areas when assessed on a collective basis. This in turn, can contribute to costly and fragmented infrastructure servicing, the cumulative domestication of the rural landscape, loss of productivity and adverse reverse sensitivity effects.

- 5.27 Chapter 12A identifies and manages these pressures by:

- prescribing the maximum number of households that can be sustainably managed within Greater Christchurch
- listing a number of constraints and development parameters to reduce the demand for 4ha rural allotments for lifestyle living and provide a greater diversity in household choice
- ensuring that the urban consolidation principles for managing residential and business growth are not undermined by rural residential activities

- 5.28 The degree to which PC 32 'gives effect' to Chapter 12A in managing the incremental changes and associated adverse cumulative effects attributed to rural residential typologies therefore needs to be established.

#### **ISSUE 6:**

***What are the best methods to avoid, remedy or mitigate all potentially adverse effects associated with rural residential activities?***

- 5.29 Rural residential activities can provide for the economic and social wellbeing of land owners through the provision of diverse living environments in which people can reside. However, low density forms of living have also been identified as being less sustainable than urban densities, with there being a need to ensure that the following adverse effects are avoided, remedied or mitigated:

- loss of rural landscape, character and amenity values through the 'domestication' of farmland, dilution of the rural context of

settlements and a diminished contrast between rural and urban forms of development

- rural residential densities represent a form of development that invariably benefits relatively few people and often results in the loss of productive rural land that may have previously sustained a large number of people
- rural residential densities often proceed at a greater rate and consume larger tracts of land than residential forms of development, which can be at the cost of productive land and other activities that are reliant upon geographic proximity to urban areas - including land required for urban growth, community utilities, strategic infrastructure, intensive farming activities and sites of historic, ecological and cultural significance
- there is an increased risk of adverse reverse sensitivity effects where new residents to an area are less aware of farming, rural industry and strategic infrastructure, which can lead to complaints and amenity conflicts that may ultimately undermine the viability of legitimately established land uses
- the characteristics and values attributed to rural residential locations, including seclusion, exclusivity, rural outlook, privacy and solitude, can be lost through further intensification and competing desires from residents for increased levels of service - such as local stores, community facilities, sealed footpaths, reserves and street furniture
- relatively isolated geographic proximity to town centre's reduces the ability for residents in rural residential areas to utilise public transport and alternative modes of travel to access business and retail areas, social services, employment and other everyday needs, which leads to an increased reliance on private motor vehicles that in turn contribute to congestion
- increases the risk of urban sprawl and the undermining of the consolidated management of urban growth, including the failure to achieve the critical population mass needed to sustainably manage growth and reduced opportunities for the regeneration and gentrification of existing urban and commercial areas
- lower densities of development that are severed from urban areas are inefficient to service with reticulated water and wastewater supplies, creating 'orphan' developments that are invariably more



expensive to operate, maintain and upgrade than publicly owned systems

- isolated locations are less resilient to increased fuel costs associated with peak oil, changes in economic circumstances and natural disasters and events
- contribute less to the wider social cohesion of communities and increases catchments that can stretch social infrastructure and services (such as schools, emergency services and health care providers)

5.30 The above issues highlight the range of trade-offs in providing for a rural residential zoning to accommodate lifestyle living opportunities. It is not to say that rural residential forms of development cannot achieve high quality sustainable outcomes and should be restricted outright, but to highlight that at a strategic level consolidated urban settlements are a more sustainable typology.

## 6 Options

6.1 This section introduces four options or methods to manage rural residential activities in the eastern area of the District. The positive and negative attributes of each approach are assessed in Section 7 of this report, which also provides an overall conclusion of what option, or combination of options, would best enable Council to meet the purpose of the RMA.

### Option 1

**Preclude any further rural residential development from occurring within the UDS area of the District**

- 6.2 The SDP already recognises the challenges in facilitating rural residential activities, while also achieving the sustainable management of rural zoned land and the management of Township growth. A Living 3 Zone has been established through a private plan change request that manages the direct effects of development associated with two specific sites in Rolleston. However, the provision of a form of development that has traditionally been fragmented and relatively isolated in nature presents a significant and on going challenge to achieving the urban consolidation principles set out in the UDS Vision and required by the CRPS.
- 6.3 There may therefore be grounds to preclude any additional rural residential activities from being facilitated in the UDS area to support the intensification and urban consolidation principles being advanced in the Township structure plans adopted for Lincoln, Rolleston and Prebbleton, UDS Vision and Chapter 12A of the CRPS. This would provide a clear distinction between urban and rural forms of development, reduce energy consumption and travel demand, promote compact settlement patterns and protect legitimately established rural land use activities from adverse reverse sensitivity effects, while also preserving rural character and amenity.
- 6.4 The current wording of Policy 13 in Chapter 12A of the CRPS identifies that rural residential activities 'may' be provided in

accordance with the policy and associated methods. This wording enables a territorial authority to preclude any additional forms of rural residential activities if necessary, and in doing so, emphasises that the overarching outcome of Chapter 12A of the CRPS is to support the consolidated management of urban growth.

- 6.5 Such an approach would require directive provisions to be incorporated into the SDP to preclude any additional rural residential development. Option 1 would necessitate changes to the Growth of Township provisions in the SDP to restrict residential expansion on the periphery of towns and to strengthen the rural zone objectives, policies and rules.

## Option 2

**Council initiated plan change to zone selected locations and to incorporate strategic planning provisions that manage household numbers and determine when they should be developed**

- 6.6 Council has advanced several initiatives to formulate more responsive and community led frameworks to manage resources in the District, the most recent being PC 7. PC 17 encompassed an allocative framework to manage rural residential activities by establishing what defines this form of development, what elements need to be delivered to achieve the best overall outcomes and the identification of areas where the available households are best distributed.
- 6.7 In-depth analysis has been undertaken in the RRBR and 'preferred locations' assessments undertaken in the preparation of PC 17 to identify optimal areas to accommodate rural residential densities within the UDS area of the District. This framework utilised a set of parameters, contextual analyses and 'preferred locations' criteria for determining: (a) why certain forms of development are optimal in achieving the best outcomes; (b) what number of households can be sustainably managed without resulting in potentially adverse effects; and (c) equitable and consistent criteria for determining where these households are best located.

- 6.8 The benefits of an allocative approach are that it provides a comprehensive overarching framework for managing rural residential activities in the UDS area of the District. This enables the cumulative effects of rural residential activities to be determined and for infrastructure to be managed in a more integrated and cost effective manner. Greater certainty can also be provided to the community, government agencies, service providers and land owners of the extent and location of future rural residential areas.

- 6.9 Option 2 would be consistent with the UDS Vision and give effect to Chapter 12A of the CRPS. It would also incorporate a comprehensive review entailing consultation with the public and stake holders to determine appropriate changes to the SDP. The costs, benefits and efficiencies in pursuing a framework that entails Council rezoning specific locations to accommodate rural residential activities, similar to what was initially advanced through PC 17, are assessed further in the next section of this report.

## Option 3

**Council initiated plan change that incorporates a strategic planning framework to manage rural residential activities, while relying upon private plan changes to zone specific sites**

- 6.10 The CRPS is a higher order planning instrument that the SDP must give effect to. One option is to incorporate objectives, policies and rules that reflect the management regime contained within Policy 13 of Chapter 12A, while also achieving more sustainable outcomes for any future development within the Living 3 Zone.
- 6.11 All prospective rural residential proposals are required to be located outside the Urban Limits of Townships align with the provision of households, developed within specific timeframes, accord with the criteria set out in Policy 13 of the CRPS and include ODP's to coordinate development.
- 6.12 It is considered that additional provisions need to be incorporated into the District Plan to compliment the existing

Living 3 Zone objectives, policies and rules for the following reasons:

- firstly, the Living 3 Zone arguably focuses on the site specific effects associated with the land holdings that were the subject of the SPBL private plan change requests and does not attend to the wider strategic outcomes and adverse environmental effects that are likely to arise with rural residential densities of development.
- secondly, it is considered that Council needs to initiate a plan change to incorporate a planning framework that strategically manages rural residential activities and gives more direct effect to Chapter 12A than what is provided for within the Living 3 Zone

6.13 Option 3 encompasses a framework that would retain the majority of the strategic planning framework contained within PC 17, but adopts a first in first served process to rezone specific sites to rural residential densities.

6.14 Such an approach necessitates changes to ensure the SDP gives effect to the now operative CRPS, but relies on the private plan change process to rezone specific locations based on land owner aspirations rather than strategic outcomes. The assessment of each proposal, and the suitability of prospective locations (as determined through private plan change requests), would also be guided by the constraints and opportunities assessment contained in the RRBR. Provisions would therefore need to be relatively directive to give effect to the CRPS and to inform the consideration of private plan change requests.

## Option 4

**Status quo approach of assessing private plan change requests against the CRPS, current Living 3 Zone provisions within the District Plan and the RRBR**

6.15 This option facilitates the zoning of individual rural residential areas based on site specific constraints and opportunities advanced through private plan change requests. Such an approach relies upon the aspirations and resourcing of individual land owners. This option reflects the current status quo where rural residential activities are currently required to

be considered either through private plan change requests or non-complying resource consent applications.

6.16 The CRPS, SDP and the RRBR provide some strategic guidance. The RRBR is a non-statutory document that needs to be had regard to. The current Living 3 Zone was established through a private plan change request and arguably lacks the comprehensive provisions to strategically manage the ongoing provision and management of rural residential living environments to the extent required to give effect to the CRPS. The incorporation of changes to the District Plan provisions through private requests have the benefit of prescribing provisions that recognise the context of sites, which can be lost with a wider catch all framework.

## 7 Analysis of options

- 7.1 This section assesses the options outlined in [Section 6](#) to determine the most effective and efficient method of managing rural residential activities within the UDS area of Selwyn District. This assessment also considers the broad benefits and costs of these methods in addressing each issue set out in [Section 5](#).
- 7.2 PC 32 is required to adopt the methods that are most appropriate in achieving the purpose of the RMA.

### Cross boundary issues

#### Context

- 7.3 The provision of rural residential households will generate a number of cross boundary issues with Waimakariri District and Christchurch City where their territorial authority boundaries are within the UDS area of the Greater Christchurch sub-region. The cost benefit analysis within this section considers the wider impacts rural residential development may have on the sustainable development of Greater Christchurch and the most appropriate methods for managing the associated effects.
- 7.4 The relevant cross boundary matters are:
- preserving the rural character and amenity contrast between Selwyn/Waimakariri districts and Christchurch City and the distinct landscape values attributed to these areas
  - avoiding the loss of rural productive land to intensive lifestyle living activities
  - ensuring rural residential households are managed to avoid the displacement of a proportion of the residential population base from 'Greenfield' and intensification areas within the identified Urban Limits to rural residential locations
  - ensuring rural residential activities do not undermine the provision of a safe and efficient sub-regional transport network or cost effective infrastructure servicing

#### Assessment

- 7.5 Option 1 would address these macro level cross boundary issues by precluding any form of rural residential activities from occurring within the UDS area of the District. However, there is a risk that this response could displace a proportion of the population to rural residential areas beyond the UDS area or place greater pressure on the other territorial authorities within the Greater Christchurch sub-region to provide a additional rural residential or low density residential living environments.
- 7.6 The risk of significant adverse effects that could be attributed to the remaining households allocated to the District under the CRPS (i.e. 452hh) would not be sufficient to warrant the outright prohibition of rural residential development within the UDS area. Such a restriction would fail to deliver the UDS Vision or give effect to Chapter 12A, which both identify the benefit in providing some rural residential development for household choice and as an alternative to 4ha rural parcels being utilized for living purposes.
- 7.7 The allocative regime contained within Option 2 and initially proposed through PC 17 is able to address the identified cross boundary issues by: (a) determining the optimal form of development; (b) prescribing when it should be developed; and (c) establishing where it is best located. This proactive management regime would deliver the goals outlined in UDS and give direct effect to Chapter 12A of the CRPS and is well placed to address the broad spectrum of issues than privately initiated proposals.
- 7.8 However, the rezoning of specific land holdings generated significant criticism through submissions on PC 17, where a large proportion of respondents opposed the preferred locations nominated by Council in preference for alternative areas. Chapter 12A is now operative and specifies the quantum of rural residential households that can be sustainably managed within Greater Christchurch. The risk that the identified cross boundary issues would be exacerbated is therefore significantly reduced now that this framework has been settled.

- 7.9 The risks associated with relying upon private plan changes to establish the most optimal locations for rural residential development are considered to be outweighed by the costs in pursuing the allocative approach previously contained with PC 17. These include the extensive cost to ratepayers in determining the most optimal locations for zoning to Living 3 densities, especially due to recent central government requirements that rezoned land have geotechnical and contaminated land reviews. There is also a concern that such an approach is inequitable to land owners with the necessary resources and aspirations to develop, who may be better placed than landowners in the PC 17 'preferred locations' to make sections available to the market in a more cost effective and timely manner.
- 7.10 The essentially reactive market led approach encompassed within Option 4 is considered to be less capable of addressing cross boundary issues as the parameters for managing development would be driven by the aspirations and resourcing of individual land owners in the absence of a strategic planning framework.
- 7.11 The CRPS currently sets out a high level planning framework that recognises the identified cross boundary issues, which all applicants must give effect to when formulating private plan change requests. However, market led processes focus resources on site specific issues, often with little regard generally being had to wider strategic planning outcomes. A sole reliance on private plan change initiatives will fail to recognise and address the cross boundary issues associated with rural residential activities.
- 7.12 It is therefore considered that Option 3 is best able to address the identified cross boundary issues in the most cost effective manner. This is because PC 32 would formalise objectives and policies that give effect to the CRPS and deliver the strategic outcomes set out in the RRBR to guide the assessment of private plan change requests seeking to zone specific locations to rural residential densities. Option 3 encompasses a strategic planning framework that considers the cross boundary impacts of rural residential densities to

ensure future proposals are subject to robust and comprehensive assessments prior to land being rezoned.

- 7.13 PC 32 must therefore amend A1.5 Cross Boundary Issues and the associated Table A1.1 of the Township and Rural Volumes of the SDP to reference the identified issues. Objectives and policies will be required to ensure the SDP gives direct effect to Chapter 12A (including Objective 1, and Policies 6, 9, 10, 13 and 15). Monitoring processes will need to be established to determine the supply, uptake and impacts of rural residential land use and development within the geographical context of the Greater Christchurch sub-region.

## **Strategic planning framework or market led approach– what method is able to best achieve the purpose of the RMA?**

### **Context**

- 7.14 As set out in Section 5 of this report, the effects relating to rural residential activities are inadvertently linked to the strategic growth management of Townships and the need to protect rural amenity and avoid reverse sensitivity effects that contribute to the undermining of rural character and undermining of the productive function of the Rural (Inner and Outer Plains) Zone.
- 7.15 It has been established that the effects based provisions of the SDP have until recently been reactive, where development has been facilitated through private plan change requests and resource consent applications in the absence of an overarching strategic planning framework. The shortcomings of this approach are documented in the RRBR and have been a catalyst for more comprehensive and proactive provisions being inserted into the District Plan to manage residential growth (Township Structure Plans and PC 7 in particular) and business development (PC 29 – Urban design parameters for the Business 1 Zone).

## Assessment

- 7.16 Option 1 would encompass methods that prohibit rural residential activities on the basis that the provision of such development would fail to satisfy the purpose of the RMA. The preparation of the RRBR and research undertaken to initially formulate PC 17 and to subsequently prepare PC 32 have not identified any grounds for supporting this approach, which fails to recognise the environmental, economic and social benefits that appropriately designed, serviced and located rural residential activities can deliver.
- 7.17 Option 2 entails a strategic proactive framework similar to what was initially proposed through PC 17. This approach promotes a plan change informed through in-depth analyses of what defines rural residential activities, what form of rural residential development is able to deliver the best outcomes and contains comprehensive parameters for determining where the available households should be located. Importantly, this method requires the zoning of optimal locations using an allocative approach, whereby the Council selects and zones locations based on generic criteria and advice received through the consultation undertaken to inform the RRBR.
- 7.18 Option 2 has the benefit of providing surety to the community as to the extent, location and anticipated outcomes for rural residential activities. This approach supports the coordinated and cost efficient provision of infrastructure, avoids amenity conflicts by precluding rural residential activities in areas with established amenity and character and supports the urban consolidation and intensification principles being implemented to manage Township growth. It also preserves the significant environmental, social and economic benefits the rural environment contributes to the District.
- 7.19 However, this allocative approach does generate a number of costs that are difficult to justify given the quantum of households now able to be developed within the UDS area of the District is restricted to 452hh up to 2041 and the relative risks should less optimal locations be formalised through a private plan change process.
- 7.20 The implementation of the developer led planning framework encompassed in Option 4 enables development concepts to be informed by site specific characteristics. Such a framework supports innovation by providing scope to tailor planning provisions in response to onsite values.
- 7.21 However, it is considered that the benefits of this approach are outweighed by the costs associated with a purely market led reactive response to managing rural residential activities where strategic and wider community outcomes are likely to be overlooked.
- 7.22 The relative risks and environmental, social, cultural and economic costs attributed to Option 4 include:
- the establishment of poorly designed and integrated developments that fail to meet the expectations of current and prospective residents
  - an undermining of rural character, the productive capacity of rural land, the undermining of landscape values and loss of sites of significance (cultural, historic, ecological)
  - ad hoc and fragmented development would create inefficiencies in the provision of infrastructure and utility services
  - fails to provide certainty to the community and other stake holders
  - could undermine the consolidated management of Townships by contributing to the displacement of a proportion of the population to rural residential living environments outside the CRPS Urban Limits
- 7.23 It is therefore considered that Option 3, which combines a strategic policy framework with a first in first served process of rezoning land through private plan change requests, is a more cost efficient and equitable method to sustainably managing rural residential activities. Such an approach establishes a comprehensive set of methodologies for managing the establishment and on-going sustainable management of rural residential communities.
- 7.24 There is a reliance on the private plan change process to rezone land that does present a risk that less optimal sites may be zoned. However, the restricted number of rural residential households provided under the CRPS that have yet to be allocated reduces this risk significantly.

- 7.25 PC 32 must include significant amendments to the objectives and policies of the Township Volume of the SDP to insert a comprehensive strategic planning framework, which would include amendments to clarify the Living 3 Zone Statement, and to incorporate more directive provisions in the Natural and Physical Resources, People's Health, Safety and Values and Growth of Townships Sections. This strategic framework will ensure that the SDP 'gives effect' to Chapter 12A and achieves the high level outcomes identified in the RRBR.
- 7.26 PC 32 will not promote any specific zoning of land, but would need to incorporate general land use development controls and subdivision assessment matters as default provisions in advance of private plan change requests.

## Zoning and optimal locations

### Context

- 7.27 One of the primary issues to address when developing a framework for managing rural residential activities is to determine the most efficient and equitable method of managing the progressive release of the households facilitated under Policy 6 of Chapter 12A. This is arguably more difficult than managing residential 'Greenfield' development as Chapter 12A is relatively enabling with regards to where rural residential can be located and there is a large geographical context in which to consider prospective locations (i.e. all land outside the Urban Limits within the UDS area, although there is a proviso that rural residential activities are consolidated with Townships to ensure economically viable connections to reticulated water and wastewater utilities can be achieved). The reality is that there are a significant number of potential locations that could meet the various criteria prescribed in Chapter 12A and the RRBR and support rural residential densities.

### Assessment

- 7.28 Option 1 would promote amendments to the SDP to prohibit rural residential development within the UDS area of the

District. This would restrict any of the households provided for with the CRPS being developed within Selwyn District.

- 7.29 There are not considered to be sufficient grounds to preclude any rural residential activities from continuing to establish within the District. This form of development is highly sought after by residents and has historically been provided through EDA and the Living 2 Zone. It is also evident that when rural residential activities are established in appropriate areas they are able to achieve positive outcomes. The UDS and CRPS also support the limited provision of rural residential households to provide housing choice and as an alternative for residents seeking a lifestyle living opportunity on 4ha parcels. The outright prohibition through the incorporation of provisions into the SDP to preclude the zoning of additional land for rural residential activities is not considered appropriate at this point in time.
- 7.30 The allocative approach facilitated by Option 2 supports Council initiated zoning of land utilising similar methods to what were adopted to select the 'preferred locations' proposed as part of PC 17. Such an approach ensures the community is provided with a degree of surety as to where and when rural residential activities are to occur. This approach has the benefit of being able to focus resourcing on optimal locations, which will minimise costs and reduce implementation timeframes as development is able to be serviced through a programme of works. These efficiencies are less likely to be achieved through piecemeal development where infrastructure resourcing becomes fragmented.
- 7.31 Land use zoning guided by an overarching strategically developed framework is also able to recognise the multitude of resource demands, constraints to development and environmental effects associated with rural residential activities. These include, but are not limited to:
- avoiding natural hazards, including land that is prone to lateral displacement and liquefaction during large earthquake events
  - retaining large productive land holdings
  - preserving the landscape values attributed to rural land and its contrast with urban areas

- recognising and protecting sites of ecological, historic and cultural significance
  - assisting with the management of Township growth through urban consolidation and intensification principles
- 7.32 However, there are a number of social and economic costs associated with the allocative planning approach. The resourcing to establish the suitability of land falls with the Council and rate payers. While the approach is informed by land owner and interested party feedback, it is unrealistic to rezone all land identified by private individuals for intensification to rural residential activities. It is equally difficult to establish the timing of residential growth and when it will reach the point that it makes it economically efficient to service.
- 7.33 This is further complicated by the development timeframes set out in the CRPS, where rural residential activities should ideally be staged to align with the expansion of the Townships it borders. When this occurs can only be established over a period of time and it is subject to a number of complex variables (i.e. land use zoning, resources of developers, available infrastructure, population trends and section uptake). It is therefore difficult to determine the appropriateness of any given site too far in advance as the location of rural residential development is contingent upon the growth and expansion of Townships.
- 7.34 Option 4 relies solely upon private plan change requests to establish the parameters for identifying optimal locations. This devolved approach will inevitably focus on site specific issues at the cost of strategic outcomes. It is considered that this approach is less effective when compared to alternative methods as it is unlikely to contain the necessary strategic planning framework required to inform the selection of appropriate locations or to take account of wider community outcomes.
- 7.35 It is considered that Option 3, which promotes a strategic planning framework to guide the assessment of proposed locations promoted through comprehensive private plan change requests and to manage the on-going effects

associated with rural residential densities, achieves the benefits and reduces the costs and risks associated with Option 2. Option 3 continues to support the inclusion of a comprehensive planning framework similar to what is promoted in Option 2 to avoid less optimal sites, including a range of objectives, policies, land use performance standards and subdivision assessment matters.

- 7.36 Importantly, Option 3 relies upon private plan change requests to promote specific sites for rezoning, whereby applications are required to 'give effect' to the criteria prescribed in Policy 13 of the Chapter 12A and to 'have regard to' the 'preferred locations' assessments, contextual analyses and constraints modelling contained within the RRBR.
- 7.37 The risk of sub-optimal locations being zoned is therefore considered to have been reduced given the extensive requirements in place to assess the suitability of any given site. These risks are further reduced as the quantum of households that remain available under the CRPS is restricted to 452hh over the next 30 years. This significantly reduces the risk that the incremental change associated with larger numbers of rural residential households would collectively contribute to adverse cumulative effects.
- 7.38 Overall, it is considered that the rezoning of the optimal locations through privately requested plan changes utilising a comprehensive strategic planning framework encompassed in Option 3 is the most efficient and effective method to address the above issue.
- 7.39 PC 32 would therefore not zone specific parcels of land, but would build upon the existing Living 3 Zone framework to ensure that prospective sites satisfy the mandatory CRPS requirements, achieve the strategic outcomes set out in the RRBR and assist in implementing the Township Structure Plans. Additional objectives and policies in the Quality of Townships section of the SDP will be necessary to set the parameters for considering the appropriateness of prospective sites nominated through private plan change requests prior to them being zoned to Living 3 densities.



## Household densities and form

### Context

- 7.40 There is an expectation that rural residential living environments should be provided in the Selwyn District to enable residents to enjoy a semi-rural lifestyle within close proximity to the services and opportunities afforded by Christchurch City and the eastern Townships of the District. The challenge is to facilitate housing choice and to deliver high quality living environments that satisfy these expectations, while ultimately meeting the purpose of the RMA.
- 7.41 Research and analysis was undertaken in the formulation of the RRBR to define rural residential activities<sup>29</sup>. This background established the preferred node size, functions and anticipated environmental outcomes, which in turn has provided a basis for establishing the optimal household densities for rural residential purposes.
- 7.42 The RRBR also identifies the need to distribute the households around the larger Townships, and preferably Key Activity Centre's identified in the CRPS, that have supporting infrastructure, facilities, services and employment opportunities. This is in preference to placing further development pressures on discrete rural service towns that have low projected population growth, reduced infrastructure capacity and few community services or support networks and reduced job prospects.
- 7.43 The RRBR establishes that a peri-urban typology of rural residential development that integrates with self-sustaining Townships is able to achieve the following positive environmental, cultural, economic and social outcomes:
- is better able to avoid ribbon development
  - assists in achieving compact urban forms and implementing the Growth of Township provisions of the SDP

- sets definitive boundaries to manage growth and reduce the risk of urban sprawl or the blurring of the urban-rural edge of Townships, whilst not unduly impinging upon long term residential growth paths
- provides a degree of separation and distinctiveness from urban areas utilising natural features, greenbelt buffers and design features
- avoids primary gateways to Townships, while presenting the opportunity for rural residential areas to co-exist with both the rural and urban environment through semi-formal links and green space networks
- achieves efficiencies in the provision of infrastructure due to increased proximity to reticulated services and promotes social wellbeing through access to open space reserves, community facilities, employment opportunities and social networks
- promotes the ability to use alternative modes of transport and reduces the reliance on private motor vehicles
- reduces the exposure to and risk of adverse reverse sensitivity effects associated with intensified living environments establishing adjacent to productive rural land use activities
- avoids the collective effects of higher densities by providing living environments that reflect the peace, quiet, openness and privacy that residents anticipate through the provision of relatively small and self-contained nodes
- appropriate densities, layouts, development controls and mitigation measures are applied to maintain a character and amenity to ensure rural residential developments are distinct from conventional residential development

- 7.44 PC 32 will therefore need to adopt the most efficient and effective methods for achieving the optimal form of rural residential development.

### Assessment

- 7.45 The preclusion of any rural residential activities by adopting Option 1 would fail to recognise that rural residential activities can be a useful planning tool in managing the form and direction of Township growth. Option 1 avoids addressing the issue of providing a range of household densities and the need to deliver the community with a range of living environments does not recognise the needs of the community.

<sup>29</sup> Selwyn District Council: RRBR, February 2011; Section 3 Paragraph 3.39-3.52 P30-31

- 7.46 A number of positive environmental, social and economic outcomes can be delivered through progressing the strategic planning approach contained within Option 2 to manage household densities and ultimately to determine the optimal form and function of rural residential activities. As with the provision of household numbers, the anticipated form of rural residential activities focuses on providing diversity in household choice, without undermining the rural land resource or the sustainable management of urban growth through the consolidation and intensification of Townships<sup>30</sup>.
- 7.47 The inefficiencies in adopting the Option 2 approach are that a Council led process to determine optimal locations to accommodate rural residential development, and associated densities and form of development, may not meet all of the expectations or needs of all prospective land owners. This could increase the use of rural zoned land for lifestyle uses and result in prospective residents moving outside the UDS area or the District where greater choice may be provided.
- 7.48 There is also a risk that a generic framework will fail to recognise site specific constraints and opportunities where variances in the form and densities of development may result in net environmental gains (i.e. preservation of sites of historic, cultural or ecological value). A standardised framework may also be less responsive to site specific effects that require tailored mitigation measures.
- 7.49 Option 4 has the benefit of enabling plan change proponents to tailor household densities and the form of development to the characteristics and context of individual sites. These outcomes are guided by the aspirations of current land owners, who would cover the upfront costs rather than the Council and rate payer. This option would be able to deliver high quality and potentially quite innovative rural residential environments where designed appropriately.
- 7.50 However, Option 4 perpetuates a reactive response to managing resources in the District, which contributes to fragmented and uncoordinated developments that deliver

variable environmental outcomes due to the absence of an overarching framework. Chapter 12A is generally enabling and provides limited direction with regard to the appropriate form and densities of rural residential activities to achieve the anticipated outcomes.

- 7.51 There are significant costs associated with developing inappropriate forms of rural residential activities, particularly where they:
- ☐ undermine the distinction between rural and urban forms
  - ☐ compromise rural character and the productive capacity of rural land
  - ☐ preclude Township growth paths
  - ☐ contribute to urban sprawl
  - ☐ create inefficiencies in the provision of infrastructure and services
- 7.52 Inappropriate densities may fail to deliver the character elements and functions anticipated for rural residential living environments, such as a low ratio of built form to open space, privacy and seclusion, ability to utilise the land for semi-rural purposes and the need to avoid the collective effects of built form that are reflective of urban areas.
- 7.53 These character elements would also be threatened by the use of transitional zones where rural residential areas are developed with the intention of intensifying them to residential densities at a later point in time. It is feasible that rural residential areas could be developed with the appropriate infrastructure in place to service increased densities.
- 7.54 However, there is a real risk that residents will become accustomed to the high amenity values enjoyed within rural residential environments and will challenge any intensification. This could result in adverse amenity conflicts, reverse sensitivity effects and significant on-going maintenance costs in the period before the design capacity of infrastructure is reached where intensification is pursued on a piecemeal basis. This was illustrated recently where divergent views were expressed, and amenity conflicts arose, when low density residential land in Rolleston was planned for intensification during the Plan Change 11 process.

<sup>30</sup> Selwyn District Council: RRB, February 2011; Section 3 Paragraph 3.81-3.93 P34-36

- 7.55 A further inefficiency relates to the provision of primary services. The pipes and pumping stations to service transitional zonings either need to be sufficient to cater for rural residential densities and any future intensification up front or major replacements will be necessary once residential subdivision takes place. Alternatively, developers would be required to install network infrastructure to support future intensified densities, where they would be unable to recuperate their investment for some time into the future and Council would be forced to manage oversized infrastructure over the intermediate period.
- 7.56 It is therefore considered that a strategic planning framework to guide a first in first served process to zone specific locations is the most cost efficient and effective method to achieve sustainable densities and forms of rural residential developments. Option 3 would require comprehensive objectives and policies to ensure prospective plan change requests and associated concepts adhere to the strategic outcomes prescribed in Chapter 12A and the preferred locations and contextual analyses established in the RRBR.
- 7.57 This method has the benefit of site responsive designs developed through private plan change requests to integrate rural residential densities within the specific context of any given area, which may necessitate innovative mechanisms to manage potentially adverse effects (such as clustering or the 'Countryside Areas' established in the Rolleston Living 3 Zone).
- 7.58 Overall, it is considered that Option 3 meets an appropriate balance between managing the form and density of development through a strategic planning framework, while ensuring site specific methods are developed to respond to the needs of any given site.
- 7.59 Therefore, PC 32 will require significant amendments to the Township Volume of the SDP to insert a strategic planning framework to ensure the above outcomes are achieved. This will include additional Quality of Environment objectives and policies and a refined Living 3 Zone Statement. It is also considered that the Chapter 12A definition of 'rural residential

activities' needs to be inserted into the Plan to formalise the density requirements prescribed in the CRPS. Other mechanisms to ensure appropriate densities and forms are achieved in the requirement for ODP's and more detailed Living 3 Zone subdivision assessment matters.

## **Provision of coordinated, cost effective and sustainable transport networks and infrastructure services**

### **Context**

- 7.60 The CRPS, SDP and RRBR outline several infrastructure and servicing requirements that support integrated and sustainable resource management<sup>31</sup>. These include the requirement to service rural residential nodes with reticulated water and wastewater infrastructure to secure environmentally sustainable outcomes and to deliver the coordinated and cost effective community infrastructure. There is also a requirement to treat and dispose of stormwater and to ensure development is integrated by a safe and efficient local, regional and national transport network.
- 7.61 The CRPS precludes rural residential activities from being a transition to full urban development. This requirement avoids the difficulties in both amenity conflicts and the timing and cost effective provision of infrastructure often associated with retrofitting rural residential densities to full urban developments. There have been a number of strategic planning initiatives undertaken to sustainably manage transport and to reduce energy consumption. The RRBR emphasises the importance of promoting an integrated and well planned transport network to support population growth and sustainable land use development.
- 7.62 Rural residential activities are traditionally fragmented and relatively isolated in comparison to standard urban forms of development, which is contrary to the overarching urban consolidation principles espoused in Chapter 12A with regards

<sup>31</sup> CRPS: Policy 13 Method 13.1 (ii) 17.10.2012

to achieving sustainable transport outcomes. Therefore, it is imperative that rural residential activities are located in close proximity to self-sustaining urban areas to reduce the reliance on private motor vehicles for multiple trips undertaken on a daily. The road network within the identified rural residential zones also needs to be designed to avoid urban streetscapes that would undermine rural residential character.

### Assessment

- 7.63 Option 1 would avoid any additional pressure and demand on infrastructure by restricting rural residential activities. Such an approach could assist Council in coordinating cost effective and sustainable transport networks and infrastructure services by precluding the intensification of rural land to rural residential densities.
- 7.64 However, the economic costs of implementing such an approach are considered to be outweighed by the environmental, social and economic benefits in actively managing the nature and provision of infrastructure services required to support any future rural residential development areas within the UDS area of the District.
- 7.65 Option 2 necessitates the identification of development areas to establish the level of infrastructure required to service these locations through a comprehensive strategic planning exercise.
- 7.66 Option 2 would require any land being rezoned to Living 3 densities to have connections available to reticulated community administered water and wastewater infrastructure. This requirement gives a priority to locations that adjoin Townships. Such an approach is able to achieve cost efficiencies by coordinating development and progressively servicing households in accordance with a programme of works that has been established to deliver positive community outcomes (Selwyn Community Plan 2009-2019).
- 7.67 This is reflective of the need to ensure that the servicing of rural residential areas aligns with the timing and establishment of infrastructure to adjacent residential 'Greenfield' areas in

accordance with Council Asset Management Plans and the various Township Structure Plans.

- 7.68 Option 2 would require robust assessment matters, similar to what were contained within PC 17, to be devised to ensure stormwater is treated and disposed of appropriately using methods and infrastructure that accords with the semi-rural nature of these activities. The RRBR has identified land that is subject to stormwater constraints, and areas that are prone to flooding, inundation and identified earthquake fault line and liquefaction hazards.
- 7.69 Option 2 is contingent upon Council zoning land on behalf of the community. This approach generated significant opposition through submissions on PC 17 and highlighted the significant costs and risks in pursuing an allocative approach. The private plan change process can be more efficient in determining the appropriateness of any given site and how it may be serviced in the future. Such an approach does not provide the same degree of surety to Asset Managers and other service providers, but it is considered that the associated risks are significantly reduced given that the quantum of households is restricted to 452hh up to 2041.
- 7.70 Option 4 relies upon privately initiated plan change requests that are dependent upon the aspirations and resources of land owners. The reactive nature of these processes fails to provide the surety for Council Asset Managers, community and stake holders (such as the New Zealand Transport Agency) as development ultimately unfolds in an ad hoc and piecemeal fashion prioritising site specific needs over wider strategic and community outcomes. Although it needs to be recognised that the risk and extent of poor outcomes is relative to the small number households that remain available within the CRPS, being a maximum 452hh up to 2041.
- 7.71 Overall, it is therefore considered that Option 3 contains a more efficient and effective approach to managing infrastructure as it can achieve the strategic outcomes contained within Option 2, while avoiding the costs and inefficiencies associated with an allocative approach where Council rezones land. Option 3 supports the development of

strategic planning provisions, similar to what would be required for Option 2, to coordinate and manage infrastructure and coordinate the transport network, but would rely on private plan change requests to accord with this framework, the CRPS and other relevant statutory planning instruments and non-statutory strategies (such as the Five Waters Strategy, RRBR, NRRP, CRETS and CRTLS).

- 7.72 Option 3 will necessitate significant changes to the Township Volume of the District Plan to integrate the Chapter 12A requirements (Policies 6, 9 and 10) and development parameters (Policy 13) and RRBR contextual analyses into the SDP policy framework. These policy approaches will inform the assessment of private plan change requests, subdivision and the on-going management of rural residential activities. These include amendments to the Natural Resources Section (water, water supplies, ecosystems, sewerage treatment and disposal), Physical Resources Section (transport network, utilities and waste disposal) and Growth of Townships Section (reticulated water and sewerage, avoid identified constraints, supports a safe and efficient sub-regional transport network, preclude development that may undermine the viability of strategic infrastructure).

## **Achieving the anticipated rural residential character, amenity and landscape values**

### **Context**

- 7.73 It is imperative that rural residential development achieves the level of character and amenity expected of future residents. It is equally important to maintain the rural attributes that characterise the eastern area of Selwyn District, such as preserving existing rural landscape values and maintaining the visual distinction between rural and urban forms of development - as demonstrated by the “Spectrum of development” illustrated in [Figure 1](#) above.
- 7.74 The RRBR identifies a number of design elements that will promote rural residential character and deliver functional, high

quality living environments that meet the needs and expectations of future residents. The positive environmental outcomes able to be achieved through these elements are best delivered through a strategic planning framework that incorporates an overarching determination of what form of development is able to best achieve the anticipated character, amenity and function of rural residential areas.

- 7.75 The quantitative and qualitative research within the RRBR has been the basis for developing a definition for ‘rural residential activities’. This definition, coupled with the landscape assessments and character values attributed to rural residential activities have established that rural residential character and amenity is a result of the following factors:

- the presence of substantial areas of open space in proportion to built form
- a sense that the subdivision is located in a rural setting, which is achieved through the provision of abundant green open space and frequent views into the rural hinterland beyond
- a generally low number of dwellings so as to avoid the collective effects of apparent relative high density (nodes that ideally contain less than 50 households)
- buildings that are well set back from road frontages (approximately 15m to 20m) so as to provide a high level of green open space
- relatively low site coverage in relation to urban areas, with a minimum site density of one dwelling per hectare – acknowledging that the optimal density for any given site is dependent on factors such as locational context and the number and orientation of lots, along with the configuration and proportions of subdivision layouts
- the lack of urban motifs, swales and wide grass verges in preference to kerb and channel road construction, paved footpaths and the avoidance of ornate street furniture, street lights and subdivision entrance features
- provision of transparent rural type fencing that maintains openness and restrictions on solid/opaque fencing
- facilitate subdivision designs that preserve key views towards rural settings and natural features, such as the Port Hills, by orienting and aligning roads with strong visual reference points

- integration with adjoining Townships, while utilising design mechanisms to achieve a sense of separation, distinctiveness and community
- the presence of large scale tree planting and retention of rural features and typical rural motifs, such as water races, hedgerows, shelter belts, historic elements and farm buildings (i.e. stables, utility sheds and barns)

### Assessment

- 7.76 Option 1 would protect and preserve the existing character, amenity and visual attributes of the rural zoned land by prohibiting any further rural residential development from establishing outside Urban Limits prescribed for each Township within the UDS area of the District.
- 7.77 However, Option 1 fails to provide the necessary housing choice and lifestyle opportunities afforded by the provision of rural residential land holdings. In doing so, the positive character, amenity and landscape values that these areas contribute to the community will not eventuate and there is a risk that less desirable forms of development will evolve as a result (i.e. utilisation of productive rural zoned land for purely living purposes).
- 7.78 Option 2 encompasses a framework similar to PC 17, which proposed directive planning provisions to meet the balance between enabling housing choice by facilitating some rural residential activities without compromising the character, amenity and landscape values of the 'preferred locations' or adjoining urban and rural areas. Option 2 would also be able to incorporate prescriptive objectives and policies that set out the character and amenity outcomes required within rural residential areas. These outcomes would be achieved through compliance with land use development controls, subdivision assessment matters, ODP's and the RRDG.
- 7.79 Option 2 is contingent upon the Council rezoning optimal locations that are able to accommodate developments that deliver the anticipated character, amenity and landscape values. The reality is that the Plains landscape is relatively generic with few attributes that distinguish one area from

another (i.e. being limited by the historic context of sites, soil quality, and proximity to water margins or other natural features). It is therefore a difficult exercise to establish a preference for one site over another based solely on landscape and amenity characteristics.

- 7.80 Option 4 would once again be guided by the general matters outlined in the CRPS and broad level Living 3 Zone provisions, with each respective private plan change request having to demonstrate how the balance between delivering the anticipated rural residential outcomes can be achieved without undermining the character, amenity and landscape values attributed to adjoining land.
- 7.81 Option 4 can deliver the necessary character elements, amenity values and landscape elements identified in the RRBR where concepts are designed to a high standard and located in appropriate areas. The risk and inefficiencies with this approach is that variable and inconsistent outcomes are more likely to eventuate in the absence of standardised and strategically based District Plan objectives, policies and rules.
- 7.82 The consequences of poorly designed and developed rural residential nodes are that they will fail to provide the necessary character, amenity and landscape values expected from prospective land owners. This in turn, would result in rural residential areas being more akin to residential environments. This would threaten the ability to achieve low ratios of built form to open space, privacy and seclusion, ability to utilise the land for semi-rural purposes and the need to avoid the collective effects arising from higher densities of built form that contribute to urban characteristics.
- 7.83 Overall it is considered that Option 3 achieves the majority of benefits able to be attained through Option 2, but avoids the significant risk and costs attributed to the allocative approach originally advanced through PC 17.
- 7.84 Option 3 promotes a similar strategic planning framework incorporating the majority of the PC 17 provisions, but prefers the zoning of land to be determined through private plan change requests where land owners must promulgate proposals that establish the appropriateness of any given site

to achieve the anticipated rural residential character, amenity and landscape values. Private plan change requests may also be better placed than a standardised framework to determine the need for specifically tailored mitigation methods and development controls to respond to site specific constraints and opportunities.

- 7.85 Option 3 will necessitate a number of amendments to the existing Living 3 Zone framework to ensure the anticipated character, amenity and landscape values are delivered. These include further clarification of the Living 3 Zone Statement, insertion of the CRPS definition of 'rural residential activities' and the requirement for ODP's and any specific performance standards to ensure development continues to achieve the anticipated amenity outcomes on an on-going basis.
- 7.86 Additional objectives and policies will also be required in the People's Health, Safety and Values and Growth of Townships Sections to ensure the Living 3 Zone continues to achieve the anticipated environmental and amenity outcomes established in the RRBR and CRPS.

## **How can rural residential activity be provided without it compromising rural character and productivity, or resulting in adverse reverse sensitivity effects?**

### **Context**

- 7.87 The Rural Volume of the SDP identifies that the single most significant resource management issue affecting the Plains environment is the demand for small allotments (less than 4ha in size) for residential development<sup>32</sup>. The two principle adverse effects arising from the demand for, and provision of, lifestyle living within established rural areas are:
- the undermining of rural character through land use change

- incompatible land uses and conflicting expectations of what the rural environment entails, which contribute to adverse 'reverse sensitivity effects' that can undermine legitimately established rural activities and efficiency of strategic infrastructure

- 7.88 One of the challenges in facilitating the development of rural residential development is to ensure the competing interests for peri-urban locations are considered and managed appropriately. These locations offer significant advantages for a variety of activities due to their close proximity to urban areas where transport networks and markets are located, while being sufficiently separated from residential development that reduces the potential for amenity conflicts and adverse reverse sensitivity and nuisance effects from arising. This is why strategic infrastructure and assets such as the Crown Research Institutes, Burnham Military Camp, West Melton Rifle Range, Council waste treatment plants and refuse transfer station and utilities become established on the periphery of townships where the rural environment is often better placed to accommodate activities of this nature.

### **Assessment**

- 7.89 Option 1 would protect the existing rural character, preserve the productive function of rural zoned land and avoid adverse reverse sensitivity effects by precluding the intensification of rural land holdings to rural residential densities. However, this approach would fail to deliver the UDS Vision or give effect to the CRPS, which both identify that Council may facilitate the provision of rural residential households outside the identified Urban Limits to provide housing choice and reduce pressure on 4ha being utilised for lifestyle living opportunities.
- 7.90 It is also evident that there is a strong demand for this form of development in the District and that the effects able to be attributed to a sustainable number of households located in suitable areas and developed to appropriate densities are unlikely to undermine rural character, productivity or contribute to adverse reverse sensitivity effects.
- 7.91 The strategic and proactive approach contained within Option 2 not only achieves positive outcomes in terms of

<sup>32</sup> SDP: Rural Volume; Policy A4.5, A4-011, 10.06.2008

delivering the integrated and sustainable planning of residential, business, rural residential and rural areas, but would also be well placed to ensure rural residential activities are established in locations that achieve a clear distinction between urban and rural forms of development and protects the significant amenity and productive value of rural environments.

- 7.92 The allocative approach contained within Option 2 would be able to deliver a degree of surety that rural residential activities will avoid amenity and land use conflicts through Council initiated land use zoning. However, there are inherent risks and costs associated with this approach, which have been identified throughout this assessment.
- 7.93 Option 4 relies solely upon privately initiated plan change requests in the absence of an overarching strategic planning framework to preserve the significant environmental, social and economic value of rural productive land and strategic infrastructure and assets. There are considered to be significant risks in adopting this approach, where the development of individual sites would be prioritised over the wider efficiency of adjoining legitimately established activities.
- 7.94 Overall, Option 3 is able to achieve similar benefits to Option 2 by incorporating a strategic planning framework to preserve rural character and its productive capacity and to protect strategic infrastructure and assets from adverse reverse sensitivity effects. However, Option 3 is considered to be more efficient and cost effective than Option 2 as it avoids the risks and delays attributed to the allocative approach.
- 7.95 PC 32 will therefore need to incorporate the mandatory CRPS requirements (Policies 9, 10 and 13) and RRBR contextual analyses and 'preferred locations' criteria into the objectives and policies of both the Township and Rural Volumes of the SDP to ensure rural residential activities do not contribute to adverse reverse sensitivity, which may undermine strategic infrastructure and assets or rural character and productivity.
- 7.96 The mandatory requirement for ODP's would also assist in ensuring that rural residential activities co-exist with their wider surroundings by incorporating appropriate design elements

(i.e. connectivity, interface treatments, openness, landscape framework, preservation of historic, natural, cultural and ecological features and sites, integrated infrastructure services, coordinated transport network), and formalising appropriate treatments where the Living 3 Zone shares a boundary with rural productive activities.

## **Avoiding, remedying and mitigating adverse effects**

### **Context**

- 7.97 There are a myriad of potentially adverse effects that can arise from poorly integrated, designed and managed rural residential activities, which in themselves are sensitive forms of development as they comprise both residential and rural elements.
- 7.98 These effects range from macro sub-regional effects (for example, undermining the management of residential growth through urban consolidation, protection of rural amenity, preserving landscape values, mitigating the loss of the life supporting capacity of versatile soils and indigenous biodiversity, supporting rural productivity and preserving the District's identity) to micro site specific effects (for example, loss of character and amenity through changing land uses, avoiding reverse sensitivity arising from amenity conflicts, reduced outlook, loss of long term economic vitality, contamination of waterways and groundwater resources and congested and inefficient local road network).
- 7.99 The CRPS sets a number of development parameters to ensure that territorial authorities, should they choose to facilitate rural residential activities, manage rural residential activities to avoid, remedy or mitigate adverse effects. These outcomes are predominately achieved through the general criteria set out in Policy 13 of Chapter 12A.
- 7.100 Chapter 12A, through the management of household numbers, significantly reduces the likelihood of significant adverse effects arising from the incremental change associated with ad



hoc rural residential development that generates adverse cumulative effects through the loss of productive land, erosion of rural amenity values and unconsolidated urban sprawl.

### Assessment

- 7.101 Option 1 would avoid any potentially adverse effects arising from rural residential activities by precluding the intensification of rural zoned land to living zone densities.
- 7.102 However, this approach fails to recognise the positive effects and economic, social and environmental benefits associated with sustainably managed rural residential activities. There are not considered to be any potentially adverse effects associated with rural residential activities that would warrant prohibiting this form of development outright.
- 7.103 A comprehensive Council initiated plan change based on an overarching strategic framework (Option 2) would be able to set clear parameters for avoiding, remedying or mitigating all potentially adverse effects is the most efficient and effective means of meeting the purpose of the RMA. Such an approach would utilise the findings of the RRBR, which has identified the broad range of effects that could be attributed to rural residential activities. It also contains contextual analyses of each Township study area and associated criteria to avoid locations that are likely to generate adverse environmental effects.
- 7.104 As identified previously, Option 2 utilises an allocative approach that comes with significant costs and risks where Council funds the zoning of specific locations that avoid, remedy or mitigate the identified adverse effects. Some land owners may have the perception that the economic value of their properties is reduced if it is restricted from intensifying to rural residential densities.
- 7.105 The PC 17 process has identified that an allocative regime results in significant costs and delays. Privately initiated plan change requests may be better placed to identify the potential adverse effects associated with specific locations, where proposals can be designed and development controls promoted to achieve sustainable outcomes.
- 7.106 It is likely that Option 4 would be able to avoid, remedy or mitigate onsite effects in the majority of circumstances. However, rural residential activities include a number of broader sub-regional effects that are unlikely to be addressed through a reactive private plan change process. These include, but are not limited to:
- cost effective and efficient provision of infrastructure services and roading
  - the need to avoid the coalescence of Townships
  - domestication of the rural landscape
  - reducing the productive capacity of rural land holdings
  - compromising the management of Township growth through urban consolidation and intensification principles by facilitating 'residential' forms of development outside the prescribed Urban Limits
- 7.107 Overall, it is considered that Option 3 contains the most efficient and cost effective methods to ensure all potentially adverse effects associated with the provision of rural residential households are avoided, remedied or mitigated.
- 7.108 Option 3 is considered to be more efficient and cost effective to rate payers than Option 2. Option 2 applies standardised provisions to avoid, remedy and mitigate potentially adverse effects to all prospective sites within the UDS area of the District, whereas Option 3 utilises a strategic planning framework to initially guide the assessment of private plan change requests in determining the optimal location for rural residential activities and to subsequently manage the on-going effects associated with rural residential densities of development.
- 7.109 PC 32 will necessitate the insertion of the methods contained within the CRPS to avoid, remedy or mitigate potentially adverse effects attributed to rural residential densities of development (Objective 1, Policies 6, 9, 10 and 13). The current SDP incorporates provisions to avoid, remedy or mitigate the effects associated with rural and urban development, but these are not linked to the Living 3 Zone, which formulated specific performance standards and controls to manage the future development of two specific sites in

Rolleston. PC 32 will therefore need to reference the Living 3 Zone into this wider policy framework to ensure rural residential activities are managed in a consistent and comprehensive manner.

- 7.110 Additional objectives, policies and subdivision assessment matters will also be required to integrate the RRBR contextual analyses and 'preferred locations' criteria into the SDP to ensure there are appropriate methods for avoiding, remedying and mitigating all potentially adverse effects associated with rural residential forms of development.

## Conclusions

### Efficiency and effectiveness

- 7.111 Having assessed a number of options and established the general costs and benefits of each approach, it is considered that the proactive strategic approach that avoids specifically rezoning land (Option 3) to manage rural residential activities within the UDS area of the District provides the most efficient and effective method of addressing the identified issues.
- 7.112 The costs of implementing this framework are significantly outweighed by the identified environmental, economic and social benefits. These benefits address the potential effects rural residential activities have on both rural and urban forms of development.
- 7.113 PC 32 seeks to incorporate more detailed Living 3 Zone objectives, policies and general rules to guide the assessment of privately requested changes seeking a Living 3 Zone. This framework aims to assist developers and land owners to fulfill their aspirations and to provide for their wellbeing, while ensuring that the District Plan continues to deliver sustainable social, economic, cultural and environmental outcomes, 'gives effect' to the CRPS, delivers the wider strategic outcomes set out in the RRBR and to better achieves the purpose of the RMA.
- 7.114 Option 1 fails to be consistent with the UDS Vision or give effect to the CRPS, which both identify that the Council may

facilitate the provision of rural residential households outside the identified Urban Limits to provide housing choice and reduce pressure on 4ha being utilised for lifestyle living opportunities. There are not considered to be any individual or collective effects that would warrant rural residential activities being prohibited completely. This approach addresses some of the fundamental issues, being the on-going maintenance of rural character and avoidance of adverse reverse sensitivity effects, but does not recognise the environmental, economic and social benefits able to be achieved through appropriate rural residential development.

- 7.115 The comprehensive and proactive approach proposed by Option 2 is arguably the most effective framework for achieving the broad level strategic outcomes with regard to the management of rural residential activities. However, the risks and costs attributed to an allocative approach that is contingent upon the Council zoning specific land holdings are considered to outweigh these benefits. These risks and costs, along with the confirmation of Chater 12A and the approval of PC 8 and 9, ultimately informed the decision to withdraw PC 17 and replace it with an alternative regime for managing rural residential activities within the UDS area of the District (specific reference should be made to the summary provided in the Introductory Section of this report).
- 7.116 There is a degree of risk that less optimal locations may be zoned through a reliance upon the private plan change process that is predicated on a 'first in first served' basis. However, it is considered that these risks are significantly reduced given the surety now provided through the CRPS, the RRBR and because the quantum of households able to be developed within the UDS area of the District is restricted to 452hh up to 2041. Other benefits of Option 3 when compared to Option 2 include the ability for private plan changes to tailor provisions in response to the needs of any given site. It is also considered appropriate that the risks and costs associated with rezoning land are borne by developers rather than the rate payer.
- 7.117 Option 4 does not effectively address the fundamental need to incorporate a more proactive strategic planning framework

based on comprehensive parameters to manage rural residential activities and deliver robust community outcomes. This option risks exacerbating the poor outcomes attributed to the reactive approach of managing rural residential activities, which will continue to deliver ad hoc developments and variable outcomes that do not sufficiently address the principle issues outlined in Section 5 of this report.

- 7.118 Fragmented and uncoordinated rural residential activities threaten to undermine the sustainable management of Township growth, the cost effective and efficient provision of infrastructure and utility services and preservation of the rural land resource. The sole reliance on the market led process outlined in Option 4 in the absence of an overarching strategic planning framework presents a greater risk of poor environmental, social and economic outcomes when compared to Option 3.

#### **Risk assessment**

- 7.119 There remains a degree of uncertainty over the level of impact the amendments being proposed to the SDP by PC 32 may have on development and the environment. In this instance it is considered that the appropriate level of research and understanding of rural residential activities has been undertaken to identify these risks and to address them accordingly. PC 32 has been informed by literature reviews, extensive public consultation through the UDS, CRPS and the preparation of the RRBR, PC 32, GIS modelling, best case examples, technical reports and input from multi-disciplinary experts.
- 7.120 PC 32 relies upon a number of variables that may change in the short to long term and the planning framework will need to continually evolve in response to changing resource needs. The mandatory monitoring requirements under Policy 15 of the CRPS will ensure that changing environmental, social and economic effects can be identified and considered in the on-going management of rural residential activities.
- 7.121 There is now surety provided through Chapter 12A of the CRPS as to how rural residential activities must be managed

within the UDS area of Selwyn District. A significant amount of risk has been avoided as the guiding principles contained within Chapter 12A are now settled and the RRBR has been adopted. PC 32 has been prepared to ensure the District Plan better achieves the purpose of the RMA, while delivering elements of the UDS Vision, gives effect to the CRPS, assists in achieving the anticipated environmental results identified in the SDP and builds upon the strategic goals outlined in the Township Structure Plans and the RRBR.

- 7.122 There continues to be uncertainty arising from the cluster of earthquakes that have affected Greater Christchurch has over the past year and a half, including in particular the:
- ☐ on-going stability of land and structures
  - ☐ threat of future seismic events
  - ☐ changing socio-economic drivers arising from the earthquakes, including the displacement and relocation of residential and business activities and the city centre/ local centres rebuild
  - ☐ rebuilding and future proofing infrastructure and community services
  - ☐ ability for the Canterbury Earthquake Recovery Minister to by-pass resource management processes where it assists with the rebuild
- 7.123 The District Plan now incorporates requirements for geotechnical assessments to establish the stability of land being subdivided, which apply to all Living Zone densities<sup>33</sup>. Council decision making processes are also guided by Department of Building and Housing guidelines to confirm the stability of land and the extent of any liquefaction hazard. Chapter 12A also precludes land from being zoned to rural residential densities where the potential for liquefaction and lateral displacement makes it uneconomic for development to safely proceed. PC 32 will therefore need to consider the rebuild and associated responses formulated to manage future seismic and land stability issues directly affecting Greater Christchurch on an on-going basis.

<sup>33</sup> PC 7 inserted subdivision assessment matters specifically requiring geotechnical investigations – Rule 12.1.4.11 and Rule 12.1.4.12 of the Township Volume

# 8 Summary of Changes

## Introduction

- 8.1 PC 32 introduces a number of amendments to the Selwyn District Plan as it relates to the Greater Christchurch Urban Development Strategy (UDS) area of Selwyn District. These encompass the majority of provisions originally contained within PC 17, minus the zoning of specific locations. The current District Plan provisions will continue to apply to rural residential activities in the remainder of the District pending the completion of the District Wide Strategy and formalisation of any subsequent changes to the District Plan.
- 8.2 A monitoring regime is proposed to: (a) gauge the effectiveness of PC 32; (b) inform the long term management of rural residential activities; and (c) assist in satisfying the mandatory monitoring required by the CRPS.
- 8.3 PC 32 seeks to incorporate additional objectives, policies and rules into the District Plan to build upon the rural residential provisions recently formalised through the Living 3 Zone, which was promulgated by the SBPL's private plan change requests (PC 8 and 9).
- 8.4 PC 32 seeks to ensure that the District Plan:
- 'gives effect' to the now operative Chapter 12A
  - facilitates the development of rural residential living environments that achieve environmentally sustainable outcomes, avoids, remedies or mitigates any potentially adverse effects and meets the needs and expectations of future land owners living within these communities
- 8.5 PC 32 is restricted to inserting more substantial planning provisions to facilitate sustainable rural residential activities and removes any inconsistencies between these provisions and the SDP and other relevant statutory planning instruments, including the UDS, the CRPS and Township Structure Plans. The plan change does not propose the rezoning of specific land holdings, which are anticipated to be

advanced by land owners through individual private plan change requests.

- 8.6 These changes are summarised under the sub-headings in the following assessment and are considered to be the most effective and efficient methods to sustainably manage rural residential activities within the UDS area of the District.

## Township Volume

### Identification of additional cross boundary issues

- 8.7 Table A1.1 is proposed to be updated to incorporate the cross boundary issues rural residential activities generate with Christchurch City and Waimakariri District Councils and the Canterbury Regional Council.

### Zone Statement

- 8.8 A more substantial Living 3 Zone statement outlines the wider elements that characterise this form of development from other living, business and rural zones in the SDP. The statement details the anticipated environmental, economic and social outcomes envisaged for the Living 3 Zone.

### Amended and proposed objectives and policies

#### *Natural Resources section*

- 8.9 PC 32 incorporates a number of amendments to the existing issues, objectives, policies, methods and anticipated environmental results pertaining to the following Natural Resource provisions of the SDP: (a) Water; (b) Water Supplies; (c) Ecosystems; (d) Sewerage treatment and disposal; and (e) Outstanding Natural Features and Landscapes.
- 8.10 These amendments are restricted to incorporating references to the Living 3 Zone within the existing Natural Resources provisions to ensure the effects associated with this new density of development are consistent with other Living Zones in the SDP. The proposed objectives and policies also ensure

that the District Plan is giving direct effect to Chapter 12A of the CRPS.

*Physical Resources section*

- 8.11 PC 32 incorporates a number of additional amendments to the existing issues, objectives, policies, methods and anticipated environmental results pertaining to the following Physical Resource provisions of the SDP: (i) Transport Network; (ii) Utilities; and (iii) Waste Disposal.
- 8.12 These amendments are restricted to incorporating references to the Living 3 Zone within the existing Physical Resources provisions to ensure the effects associated with this new density of development are consistent with other Living Zones in the SDP. The proposed objectives and policies also ensure that the District Plan is giving effect to Chapter 12A of the CRPS.

*People's Health, Safety and Values section*

- 8.13 PC17 incorporates a number of amendments to the existing issues, objectives, policies, methods and anticipated environmental results pertaining to the following People's Health, Safety and Values provisions of the SDP: (i) Natural Hazards; (ii) Localised Natural Hazards; (iii) Hazardous Substances; (iv) Quality of the Environment; and (v) Scale and Nature of Activities.
- 8.14 The majority of these amendments are restricted to incorporating additional references to the management of rural residential activities within the existing People's Health, Safety and Values provisions to ensure the effects associated with this new density of development are consistent with other Living Zones in the SDP.
- 8.15 The exception to these general changes is the addition of a new Objective B3.4.6, which identifies that the basis for providing rural residential households within the UDS area of the District is through the Living 3 Zone. A new Policy B3.4.3 (b) outlines the elements required to be delivered within future rural residential nodes to achieve the anticipated environmental outcomes prescribed in Objective B3.4.6.

*Growth of Townships section*

- 8.16 PC 32 proposes a number of changes to the existing Growth of Townships provisions. The Issues Statement and Strategy pertaining to residential densities, along with general Residential Density Objectives, have been amended to provide greater clarity as to why the Living 3 Zone is necessary and what resource management matters need to be addressed in providing for this form of development.
- 8.17 Existing Policy B3.4.3 has been separated in two to make the distinction between the anticipated character and quality of Living Zone environments in the Township context [Policy B3.4.3 (a)] and the Living 3 Zone [Policy B3.4.3 (b)]. Policy B3.4.3 (b) outlines a number of requirements to ensure rural residential activities being managed through the Living 3 Zone are located in appropriate locations, while also establishing the amenity outcomes and level of service anticipated within these environments.
- 8.18 Policy B4.1.3 has been amended to preclude low density living environments from establishing outside the Urban Limits of Townships within the UDS area of the District unless through the Living 3 Zone.
- 8.19 PC 32 incorporates references to the Living 3 Zone within the Subdivision of Land Issues and Strategy. A new Policy B4.2.13 has been incorporated to manage the provision of rural residential households within the UDS area through the Living 3 Zone. Additional bullet points make reference to the Living 3 Zone in the Subdivision of Land Anticipated Environmental Results and the Greater Christchurch Urban Development Strategy sections.
- 8.20 New Policy B4.3.11 specifies the need for development proposals within the Living 3 Zone to accord with an approved ODP to ensure Living 3 Zone densities are: (a) integrated and consolidated with the urban form of Townships; (b) preserve the function and character of the rural environment; (c) are consistent with the UDS, CRPS and the relevant Township Structure Plans; and (d) are appropriately serviced.

## Rules

### *Living Zone Rules - Buildings*

- 8.21 PC 32 proposes a number of additional provisions to the established Living 3 Zone rules package, including generic coverage requirements and the need for development to accord with an approved Outline Development Plan. The requirement for connections to be made available to the reticulated sewage and disposal network has been incorporated into existing Rule 4.5.1 of the Buildings and Sewage Treatment and Disposal provisions.

### *Living Zone Rules - Roading*

- 8.22 New Rule 5.1.1.7 provides for Living 3 Zones as a permitted activity where roads are consistent with the specifications, cross sections and typologies identified in Appendix 41.

### *Living Zone Rules – Subdivision*

- 8.23 The requirement for Living 3 Zone sections to connect to reticulated effluent treatment and disposal facilities are provided for by the necessary amendments to existing Rule 12.1.3.3. Amendments to Rule 12.1.3.41 require all Living 3 Zones to be developed in accordance with an Operative ODP. These additional provisions are to ensure the SDP gives effect to the CRPS.
- 8.24 Table C12.1 prescribes the average allotment sizes, the minimum and maximum allotment size able to be developed within any given node and requires the Living 3 Zone development to accord with the accompanying ODP. Compliance with Table C12.1 generates a restricted discretionary activity status. A more comprehensive list of the matters over which Council has restricted its discretion in assessing the subdivision of Living 3 Zone land is also proposed through Rule 12.1.4.79 to Rule 12.1.4.89.

## Part D: Definitions

- 8.25 A definition of 'rural residential activities' has been inserted into the SDP to ensure consistency with the CRPS and to assist in interpreting and administering the SDP.

## Part E: Appendices

### *Appendix 1 – Monitoring Schedule*

- 8.26 PC 32 prescribes a number of specific monitoring requirements that apply to the Living 3 Zone, which includes the 'Issue', 'Resource Management Aspect', 'Indicator', 'Information Sources' and the 'Frequency of Monitoring'.
- 8.27 These provisions have been inserted to enable effective state of the environment and District Plan effectiveness monitoring to be undertaken and to set the basis for assessing the long term provision of rural residential densities within the UDS area of the District.

### *Appendix 41 – Road Cross Section and Fencing Typologies*

- 8.28 PC 32 incorporates typologies of fencing and road cross sections required to inform the assessment of proposals within the Living 3 Zone that have a restricted discretionary activity status are also contained within Appendix 41.

## Rural Volume

### Identification of additional cross boundary issues

- 8.29 Table A1.1 has been updated to incorporate the cross boundary issues rural residential activities will generate with Christchurch City and Waimakariri District Councils and the Canterbury Regional Council.

### The 'Rural Area and Zones' provisions

#### *People's Health, Safety and Values section*

- 8.30 A new Policy B3.4.20 has been inserted to avoid adverse reverse sensitivity effects by precluding rural residential activities from establishing within the UDS area of the District unless through the Living 3 Zone.

#### *Growth of Rural Area*

- 8.31 Policy B4.1.4 has been separated in two. This is to make the distinction between managing low density residential

environments on the periphery of towns outside the UDS area through the Living 2 Zone and precluding rural residential activities from occurring within the UDS area unless through the Living 3 Zone.

### **District Plan amendments**

- 8.32 Attachment 1 contains the specific changes that are proposed to the Selwyn District Plan to implement PC 32.
- 8.33 For the purposes of this assessment, any existing text from the District Plan is shown in standard font; any text proposed to be added by PC 32 is shown in underlined and text to be deleted as ~~striketrough~~.
- 8.34 It is noted that only the proposed new and amended provisions to the District Plan are shown in this section. The schedule of amendments should therefore be read in conjunction with the full text of the District Plan (reference should be made to Council's Working Copy of the Plan). The provisions proposed in Attachment 1 may require some existing provisions to be renumbered / amended accordingly.

# **Attachment 1**

## **Schedule of District Plan Amendments**

**(Based on the partially operative version dated 5th March 2012)**



## Volume 1: Townships

Plan section	Proposed Plan Provisions		
<b>Amendment 1</b> The District Plan A1.5 Cross-Boundary Issues with Other Councils	Amend the 2 <sup>nd</sup> issue in Table A1.1 (Page A1-006) to read as follows:		
	<b>Issues</b>	<b>Local Authorities</b>	<b>Methods</b>
	Effects on “rural character” of small allotments on the boundary with Christchurch <u>and the management of rural residential growth</u>	CCC, <u>WDC</u> , <u>NZTA</u> and EC	Consistent provisions in plans for residential density in the District and rural residential densities in the Greater <u>Christchurch Urban Development Strategy area</u>
<b>Amendment 2</b> A4.5 Townships and Zones – Table A4.4 Description of Townships	Amend the Living 3 Zone and description in Table A4.4 (Page A4-011) to read as follows:		
	<b>Zone</b>	<b>Description</b>	
	Living 3	As for Living 2 Zone, but with specific controls and design elements incorporated to ensure development of the land is reflective of and retains elements of rural character expected of the Living 3 Zone, which in essence is a rural residential zone, so as to visually set the development apart from the neighbouring urban area. Similar to the Living 2 Zone, larger sections (with a lower building density than Living 2), more space between dwellings, panoramic views and rural outlook are characteristic of the Living 3 Zone common boundary. <u>To achieve this anticipated character and amenity, the Living 3 Zone adjoins existing townships. This proximity promotes the integrated and cost effective provision of infrastructure and reduces adverse effects associated with energy consumption and transportation, while enabling residents to take advantage of nearby community facilities, employment opportunities, social interaction and public services. Strongly developed linkages are encouraged to facilitate connectivity and interaction between the Living 3 Zone with adjoining Townships and the rural hinterland. The retention of typically rural features are required in subdivision design, including the protection, maintenance and enhancement of natural and historic features that achieve amenity benefits to residents, while securing ecological, cultural and conservation benefits. The land uses anticipated for the Living 3 Zone remain predominantly residential in nature, with there being sufficient open space and land available to support large gardens, wood lots, orchards, small scale cropping and/or horticulture, the keeping of animals as pets and other semi-rural activities. The location of the Living 3 Zone rural residential activities is restricted to the Greater Christchurch Urban Development Strategy area of the District and facilitates some rural residential development where it does not undermine the consolidated management of Townships or the sustainable management of the rural environment.</u>	
<b>Amendment 3</b> A4.5 Townships and Zones – Use of Zones	Insert new paragraph 8 (Page A4-012) to read as follows:		
	As with higher density residential areas, rural residential development is provided for through the Regional Policy Statement. Accordingly, the District Plan specifically provides for rural residential opportunities as has long been the case in Selwyn District. <u>Rural residential opportunities are supported in locations that adjoin established townships to encourage energy conservation, cost effective provision of infrastructure and convenient access to the amenity, services, employment and social opportunities provided in townships. The intensification of rural land to Living 3 Zone densities is expected to be through a comprehensive plan change process to avoid unconsolidated urban sprawl, inefficiencies in the provision of infrastructure and services, loss of rural character and adverse reverse sensitivity effects.</u>		

<b>Amendment 4</b> B1.2 Water – Issues	<p>Amend Issue B1.2 (Page B1-011) to read as follows:</p> <p>Urban land use <u>and rural residential activities in the form of the Living 3 Zone</u> can have adverse effects on groundwater and surface water including:</p> <ul style="list-style-type: none"> <li>- The ecological values within the water and along the margins of lakes and rivers;</li> <li>- Tangata whenua values;</li> <li>- Recreational, cultural, social, economic and health values to the Selwyn District Community</li> </ul>
<b>Amendment 5</b> Water – Objectives; Objective B1.2.1	<p>Amend Objective B1.2.1 (Page B1-015) to read as follows:</p> <p>Expansion of townships in Selwyn District <u>and rural residential activities</u> maintains or enhances the quality of ground or surface water resources.</p>
<b>Amendment 6</b> Water – Objectives; Explanation and Reasons	<p>Amend the first bullet of the Explanation and Reasons pertaining to the Water Objectives (Page B1-015) to read as follows:</p> <ul style="list-style-type: none"> <li>- The location of new residential, <u>rural residential</u> or business areas are thus, where the demand for associated water takes and discharges is likely to occur.</li> </ul>
<b>Amendment 7</b> Water – Policy B1.2.2 Explanation and Reasons	<p>Add an additional 3<sup>rd</sup> paragraph of the Explanation and Reasons pertaining to Policy B1.2.2 (Page B1-017) to read as follows:</p> <p><u>The Regional Policy Statement requires that all subdivisions to rural residential densities in the Greater Christchurch Urban Development Strategy Area of the District be provided with a reticulated sewerage and water supplies that are integrated with a publicly owned system, in addition to the provision of appropriate stormwater treatment and disposal methods. There is also a requirement to ensure that the groundwater recharge zone for Christchurch City's drinking water is not adversely affected by this form of development. This is to avoid the cumulative effects of individually operated effluent disposal methods and water takes on the quality of groundwater within the susceptible alluvial gravel aquifers of the Canterbury Plains. The management of rural residential activities through the Living 3 Zone will avoid the pressures generated through ad hoc development that will fragment the provision of infrastructure services.</u></p>
<b>Amendment 8</b> Water Supplies – Policy B1.2.3	<p>Amend Policy B1.2.3 (Page B1-017) to read as follows:</p> <p>Require the water supply to any allotments or building in any township <u>and the Living 3 Zone</u> to comply with the current New Zealand Drinking Water Standards and to be reticulated in all townships <u>and the Living 3 Zone</u>, except for sites in the existing Living 1 Zone in Doyleston.</p>
<b>Amendment 9</b> Water Supplies – Policy B1.2.3 Explanation and Reasons	<p>Amend the 1<sup>st</sup> sentence of the Explanation and Reasons pertaining to Policy B1.2.3 (Page B1-017) to read as follows:</p> <p>Water supplies in all townships <u>and the Living 3 Zone</u> should be reticulated, to minimise the potential for groundwater to become contaminated as a result of land uses.</p>
<b>Amendment 10</b> Sewage Treatment and Disposal – Policy B1.2.5	<p>Amend Policy B1.2.5 (Page B1-018) to read as follows:</p> <p>Require any sewage treatment and disposal to be reticulated in the <u>Living 3 Zone and in the townships of Castle Hill, Doyleston, Lake Coleridge Village, Leeston, Lincoln, Prebbleton, Rolleston, Southbridge, Springston, Tai Tapu and West Melton.</u></p>

<b>Amendment 11</b> Sewage Treatment and Disposal – Policy B1.2.5 Explanation and Reasons	Amend the 1 <sup>st</sup> sentence of the Explanation and Reasons pertaining to Policy B1.2.5 (Page B1-018) to read as follows: Policy B1.2.5 lists the townships which have reticulated sewerage treatment or disposal, or where it is required to avoid adverse effects on groundwater resources, <u>such as within the Living 3 Zone</u> .
<b>Amendment 12</b> B1.3 Ecosystems - Issues	Amend Issue B1.3 (Page B1-025) to read as follows: Loss of or damage to: <ul style="list-style-type: none"> <li>- The habitat of trout and salmon; or</li> <li>- Areas of significant indigenous vegetation or significant habitats of indigenous fauna; or</li> <li>- Wetlands; or</li> <li>- The natural character of rivers or lakes or their margins;</li> </ul> From rezoning and development of land for residential, <u>rural residential</u> and business activities.
<b>Amendment 13</b> B1.3 Ecosystems - Issues	Amend the 1 <sup>st</sup> sentence of paragraph 6 of the B1.3 (Page B1-025) to read as follows: Recognising and protecting sites with “significant” ecological values maybe an issue if land is rezoned for the expansion of towns <u>and provision of rural residential areas through the Living 3 Zone</u> .
<b>Amendment 14</b> B1.3 Ecosystems - Issues	Amend the 1 <sup>st</sup> sentence of the 8 <sup>th</sup> paragraph of Policy B1.3 (Page B1-026) to read as follows: Sites developed for new residential, <u>rural residential</u> or business activities may also contain areas of bush or trees that do not warrant protection under Section 6 (c) of the Act, but which add to the amenity values of the township <u>and rural residential areas</u> .
<b>Amendment 15</b> Ecosystems – Objective B1.3.1	Amend Objective B1.3.1 (Page B1-026) to read as follows: Areas of “significant indigenous vegetation and significant habitats of indigenous fauna” are recognised and protected as townships <u>and the rural residential areas</u> expand.
<b>Amendment 16</b> Ecosystems – Objectives B1.3.2	Amend Objective B1.3.2 (Page B1-026) to read as follows: The natural character of wetlands and rivers and their margins, are recognised, protected and enhanced, where appropriate, in townships <u>and rural residential areas</u> .
<b>Amendment 17</b> Ecosystems – Objectives Explanation and Reasons	Amend the 1 <sup>st</sup> sentence of the 3 <sup>rd</sup> paragraph and insert a new 4 <sup>th</sup> sentence into the 3 <sup>rd</sup> paragraph of the Ecosystems Objectives (Page B1-027) to read as follows: Objective B1.3.1 does not prevent the expansion of townships <u>and rural residential areas establishing</u> in the direction of potentially “significant sites”.  and <u>The Regional Policy Statement requires rural residential areas to avoid significant adverse ecological effects.</u>

<b>Amendment 18</b> Ecosystems – Policy B1.3.1	Amend Policy B1.3.1 (Page B1-027) to read as follows: Ensure any wetland or area containing indigenous vegetation on a site is assessed to establish its ecological values, before the land is rezoned for new residential, <u>rural residential</u> or business development.
<b>Amendment 19</b> Ecosystems – Policy B1.3.1 Explanation and Reasons	Amend the 2 <sup>nd</sup> paragraph of the Explanation and Reason pertaining to Policy B1.3.1 (Page B1-027) to read as follows: The assessment is required when land is rezoned, rather than when it is subdivided to create new allotments or buildings erected. The Council does not consider it promotes sustainable management of natural or physical resources to rezone land and indicate that it is appropriate for expanding a township <u>or is suitable to be zoned to Living 3 densities if:</u> <ul style="list-style-type: none"> <li>- It is not certain that there are no sites of potentially “significant ecological value” on the land; or</li> <li>- It is not certain that any such site can be adequately protected if the land is used for new residential, <u>rural residential</u> or business activities.</li> </ul>
<b>Amendment 20</b> Ecosystems – Policy B1.3.1 Method	Amend the wording of the Method to give effect to Policy B1.3.1 (Page B1-027) as follows: <b>Method</b> District Plan Policies <ul style="list-style-type: none"> <li>- For assessing any plan change request to rezone land for new residential, <u>rural residential</u> or business activities,</li> </ul>
<b>Amendment 21</b> Ecosystems – Policy B1.3.2 Methods	Amend the wording of the District Plan Policies Method and insert an additional Alternative Means Method to give effect to Policy B1.3.2 (Page B1-028) as follows: District Plan Policies <ul style="list-style-type: none"> <li>- For assessing any plan change request to rezone land for new residential, <u>rural residential</u> or business activities</li> </ul>
<b>Amendment 22</b> Ecosystems – Policy B1.3.3 Methods	Amend the wording of the Methods to give effect to Policy B1.3.3 (Page B1-029) as follows: District Plan Policies For assessing any plan change request to rezone land for new residential, <u>rural residential</u> or business activities
<b>Amendment 23</b> Ecosystems – Anticipated Environmental Results	Amend bullets points 1 and 3 of the Ecosystems – Anticipated Environmental Results (Page B1-030) as follows: The following outcomes should result from implementing Section B1.3: ... <ul style="list-style-type: none"> <li>- Any site of “significant ecological value” is protected as part of expanding townships <u>and developing Living 3 zoned land</u> ...</li> <li>- ...In expanding townships <u>and developing the Living 3 Zone</u>, the natural character of wetlands, lakes and rivers is enhanced.</li> </ul>

<b>Amendment 24</b> B1.4 Outstanding Natural Features and Landscapes - Issues	Amend the bullet points outlining the Issues pertaining to Outstanding Natural Features and Landscapes (Page B1-031) to read as follows: <ul style="list-style-type: none"> <li>- Adverse effects of the expansion of townships <u>and the development of the Living 3 Zone</u> on outstanding natural features and landscapes located in close proximity to them.</li> <li>- Effects of residential development, <del>and</del> the expansion of townships <u>and development of the Living 3 Zone</u> on the landscape values of the Canterbury Plains.</li> </ul>
<b>Amendment 25</b> Effects of Residential Development on the Canterbury Plains	Amend the 5 <sup>th</sup> sentence of the 1 <sup>st</sup> paragraph (Page B1-032) to read as follows: This section addresses effects on the landscape values of the Plains from the expansion of townships <u>and development of the Living 3 Zone</u> .
<b>Amendment 26</b> Effects of Residential Development on the Canterbury Plains	Insert a new 3 <sup>rd</sup> sentence into the 2 <sup>nd</sup> paragraph (Page B1-032) to read as follows <u>The provision of rural residential environments through the Living 3 Zone risks undermining the visual character and amenity attributed to the Plains landscape if it is not appropriately managed.</u>
<b>Amendment 27</b> Policy B1.4.15 Explanation and Reasons	Amend the 1 <sup>st</sup> to last sentence of the 3 <sup>rd</sup> paragraph of the Explanation and Reasons to Policy B1.4.15 (Page B1-041) to read as follows: This policy is implemented by policies for expansion of the townships <u>and management of rural residential activities</u> in this volume.
<b>Amendment 28</b> Policy B1.4.15 Method	Amend the bullet point under the Method to implement Policy B1.4.15 (Page B1-042) to read as follows: <ul style="list-style-type: none"> <li>- For assessing plan change requests to rezone land for new residential, <u>rural residential</u> or business activities</li> </ul>
<b>Amendment 29</b> Policy B1.4.17 Explanation and Reasons	Amend the 2 <sup>nd</sup> sentence of the 2 <sup>nd</sup> paragraph of the Explanation and Reasons to Policy B1.4.17 (Page B1-042) to read as follows: Policies on township growth <u>and the management of rural residential activities through the Living 3 Zone</u> in this volume of the Plan, and policies in the Rural volume on residential density and the growth of townships are also relevant.
<b>Amendment 30</b> Policy B1.4.17 Method	Amend the bullet point under the Method to implement Policy B1.4.17 (Page B1-042) to read as follows: <ul style="list-style-type: none"> <li>- For assessing plan change requests to rezone land for new residential, <u>rural residential</u> or business activities</li> </ul>
<b>Amendment 31</b> Transport Networks – Objective B2.1.1 [NB: AMENDED TO CORRESPOND WITH PROPOSED PC 12]	Amend Objective B2.1.1 (Page B2-010) to read as follows: An integrated approach to land use and transport planning to ensure the safe and efficient operation of the District's roads, pathways, railway lines and airfields is not compromised by adverse effects from activities on surrounding land or by residential <u>and rural residential</u> growth.

<b>Amendment 32</b> Transport Networks – Objective B2.1.4	Amend Objective B2.1.4 (Page B2-005) to read as follows: The future, unrestricted operation of Christchurch International Airport is not jeopardised by “reverse sensitivity” effects from residential <u>or rural residential</u> development in the Selwyn District.
<b>Amendment 33</b> Transport Networks - Policy B2.1.9	Amend Policy B2.1.9 (Page B2-010) to read as follows: Address the impact of new residential, <u>rural residential</u> or business activities on both the local roads around the site the District’s road network, particularly Arterial Road links with Christchurch City.
<b>Amendment 34</b> Transport Networks - Policy B2.1.9 Explanation and Reasons	Amend the 1 <sup>st</sup> and 3 <sup>rd</sup> sentences of the Explanation and Reasons to Policy B2.1.9 (Page B2-010) to read as follows: A new residential, <u>rural residential</u> or business activity may alter the volume or type of traffic using roads in the local area. and New residential, <u>rural residential</u> or business development in the Selwyn District can increase the volume of traffic using the District’s main road network, particularly main roads between the Selwyn District and Christchurch City.
<b>Amendment 35</b> Transport Networks - Policy B2.1.9 Explanation and Reasons	Add a new 5 <sup>th</sup> paragraph of the Explanation and Reasons to Policy B2.1.9 (Page B2-010) to read as follows: <u>The Regional Policy Statement requires all land zoned to rural residential densities to have legal and physical access to a sealed road, but not directly to a Strategic or Arterial Road, or a State Highway.</u>
<b>Amendment 36</b> Transport Networks - Policy B2.1.13 Explanation and Reasons [NB: AMENDED TO CORRESPOND WITH PROPOSED PC 12]	Amend 4 <sup>th</sup> sentence of the Explanation and Reasons to Policy B2.1.13 (Page B2-020) as follows: The Regional Policy Statement requires that urban growth <u>and</u> expansion into Greenfield areas <u>and the provision of rural residential activities through the Living 3 Zone</u> only occur in accordance with approved Outline Development Plans which require planning for future transport networks and transport demand. Development outside of the approved Outline Development Plan areas is discouraged due to issues with providing and supporting infrastructure that is effective and sustainable to maintain. Together with an overarching District wide Growth Strategy this will enable Council to integrate land use and transport networks in a co-ordinated manner over the long term.
<b>Amendment 37</b> Transport Networks - Policy B2.1.13 Method [NB: AMENDED TO CORRESPOND WITH PROPOSED PC 12]	Amend the Method to implement Policy B2.1.13 (Page B2-021) to read as follows: District Plan Rules - To assess plan changes to rezone land for expansion of towns <u>and to rural residential densities</u>
<b>Amendment 38</b> Transport Networks - Policy B2.1.20	Amend Policy B2.1.20 (Page B2-015) to read as follows: Require pedestrian and cycle links in new and redeveloped residential, <u>rural residential</u> or business areas where such links are likely to provide a safe, attractive and accessible alternative route for pedestrians and cyclists, to surrounding residential areas, business or community facilities

<b>Amendment 39</b> Transport Networks - Policy B2.1.20 Explanation and Reasons	Add an additional 2 <sup>nd</sup> paragraph of the explanation and reasons for Policy B2.1.20 (Page B2-016) to read as follows: <u>It is important that rural residential activities are either adjacent to, or adjoin, existing Townships and that appropriate links are provided to encourage walking and cycling connections between these areas. Appropriate provision must be made for safe access to the rural periphery as well as the employment, recreational, social interaction and services (including in particular health and emergency services, schools, community facilities and public transport) available in urban environments.</u>
<b>Amendment 40</b> Transport Networks - Policy B2.1.20 Method	Amend the Method to implement Policy B2.1.20 (Page B2-016) to read as follows: District Plan Policies - To assess plan changes to rezone land for expansion of towns <u>and to rural residential densities</u>
<b>Amendment 41</b> Railway Lines – Policy B2.1.20 Explanation and Reasons [NB: AMENDED TO CORRESPOND WITH PROPOSED PC 12]	Amend the Explanation and Reasons pertaining to Policy B2.1.20 (Page B2-025) to read as follows: When rezoning land for new residential <u>and rural residential</u> development, consideration should be given to the location of the land relative to any railway line: in particular; whether pedestrians or motorists need to cross the railway line to access the main road out of the town or to access business or community facilities. Where a township has been confined wholly or largely to one side of a railway line, this pattern should continue unless there are other resource management reasons to avoid continuing to expand the township <u>or zone rural land to Living 3 rural residential densities</u> in that area.
<b>Amendment 42</b> Railway Lines – Policy B2.1.20 Method [NB: AMENDED TO CORRESPOND WITH PROPOSED PC 12]	Amend the Method to implement Policy B2.1.20 (Page B2-025) to read as follows: District Plan Policy - To assess plan changes to rezone land for expansion of townships <u>and Living 3 Zone rural residential densities</u> .
<b>Amendment 43</b> Reverse Sensitivity Effects; Road and Railway Lines – Policy B2.1.17	Amend Policies B2.1.17 (Page B2-014) as follows: Confine residential or business development in a township <u>and rural residential activities</u> to one side of any Strategic Road or railway line where the township is already wholly or largely located on one side of the Strategic Road or railway line, unless that area is not suitable for further township expansion <u>or to be intensified to Living 3 Zone rural residential densities</u> .
<b>Amendment 44</b> Reverse Sensitivity Effects; Road and Railway Lines – Policy B2.1.18	Amend the 2 <sup>nd</sup> bullet point of Policy B2.18 (Page B2-014) as follows: - Restrict new residential, <u>rural residential</u> or business activities extending further along one side of the Strategic Road or railway line only.
<b>Amendment 45</b> Reverse Sensitivity Effects; Road and Railway Lines – Policy B2.1.20	Amend Policy B2.1.20 (Page B2-021) to read as follows: Require pedestrian and cycle links in new and redeveloped residential, <u>rural residential</u> or business areas or Living Zone such links are likely to provide a safe, attractive and accessible alternative route for pedestrians and cyclists, to business or community facilities in the township.

<b>Amendment 46</b> Reverse Sensitivity Effects; Road and Railway Lines – Policy B2.1.20 Explanation and Reasons	Add a new 2nd sentence to the Explanation and Reasons for Policy B2.1.20 (Page B2-016) to read as follows: <u>It is important that appropriate links are provided between the rural residential development in the Living 3 Zone and Townships to encourage walking and cycling connections between these areas, while also providing safe access to the rural periphery as well as the employment, recreational, social interaction and services (including in particular health and emergency services, schools, community facilities and public transport) available in Townships.</u>
<b>Amendment 47</b> Reverse Sensitivity Effects; Road and Railway Lines – Policies B2.1.18 Explanation and Reasons	Amend the Explanation and Reasons for Policies B2.1.18 (Page B2-014) to read as follows:: Many townships in Selwyn District have developed alongside main road or rail routes. As these routes get busier and residents' expectations about the quality of their living environment increase, conflicts occur. Busy roads or railway lines can affect communities. Effects include: <ul style="list-style-type: none"> <li>- noise, dust and vibration from vehicles and trains;</li> <li>- <u>severing Living 3 Zone rural residential environments from Townships;</u></li> <li>- actual or potential safety risks from pedestrians and motorists having to cross railway lines or busy roads.</li> </ul> A busy road or railway line bisecting a township can also create psychological barriers for the community; the 'other side' of the transport route is considered to be another community. Policy B2.1.17 discourages this land use pattern from happening in the first instance. Policy B2.1.18 discourages existing patterns from being exacerbated. The policies provide, in the first instance, for new residential, <u>rural residential</u> or business areas to expand at angles to rather than parallel with the transport route if possible. The policies recognise that there may be other resource management constraints to expanding townships and rural residential living environments in those directions. If so, the next 'best' option is to confine any further expansion of the township and the <u>Living 3 Zone</u> to one side of the transport route. <u>The Regional Policy Statement requires rural residential activities to avoid significant reverse sensitivity effects that may undermine the operation and efficiency of strategic infrastructure.</u>
<b>Amendment 48</b> Reverse Sensitivity Effects; Road and Railway Lines – Policy B2.1.20 Method	Amend the Method to implement Policy B2.1.20 (Page B2-016) to read as follows: District Plan Policy To assess plan changes to rezone land for expansion of townships <u>and to Living 3 Zone rural residential densities.</u>
<b>Amendment 49</b> Christchurch International Airport – Policy B2.1.22	Amend Policy B2.1.22 (Page B2-017) to read as follows: Avoid new residential <u>or rural residential</u> development and other activities which may be sensitive to aircraft noise occurring on land which is located underneath the airport flightpath noise contours shown on Planning Map 013 for 50 dBA Ldn or greater.
<b>Amendment 50</b> Christchurch International Airport - Policy B2.1.22 Explanation and Reasons	Add an additional sentence to the 5 <sup>th</sup> paragraph of the Explanation and Reasons for Policy B2.1.22 (Page B2-017) to read as follows: <u>The Regional Policy Statement precludes rural residential activities from establishing within the 50 dBA Ldn noise contour surrounding Christchurch International Airport. This is to ensure the future efficient operation of the airport is maintained and the health, well-being and amenity of people is not compromised.</u>



<b>Amendment 51</b> Christchurch International Airport - Policy B2.1.23 Explanation and Reasons	Amend the 1 <sup>st</sup> and 4 <sup>th</sup> sentences of the 1 <sup>st</sup> paragraph and amend the 1 <sup>st</sup> sentence of the 2 <sup>nd</sup> paragraph of the Explanation and Reasons for Policy B2.1.23 (Page B2-018) to read as follows: The take off and landing of aircraft is not generally part of township <u>or Living 3 Zone rural residential</u> environments. and Several exceptions can however be tolerated, without significant adverse effects on townships <u>and Living 3 Zone rural residential</u> amenity values. and In addition, the use of a site within a township <u>or Living 3 Zone</u> for the take off and landing of aircraft may be appropriate if it is ancillary to the use of the land and facilities and is not the predominant use of land or facilities.
<b>Amendment 52</b> Utilities – Policy B2.2.1	Amend Policy B2.2.1 (Page B2-023) to read as follows: Require that the need to supply utilities and the feasibility of undertaking, is identified at the time a plan change request is made to rezone land for residential, <u>rural residential</u> or business development
<b>Amendment 53</b> Utilities – Policy B2.2.1 Explanation and Reasons	Amend the 1 <sup>st</sup> and 2 <sup>nd</sup> sentences of the Explanation and Reasons for Policy B2.2.1 (Page B2-023) to read as follows: Utilities need to be co-ordinated with zones for new residential, <u>rural residential</u> or business development to enable people to carry out these activities. Therefore, the Council needs to know, when it decides to rezone land for residential, <u>rural residential</u> or business development:
<b>Amendment 54</b> Localised Natural Hazards – Policy B3.1.2	Amend Policy B3.1.2 (Page B3-006) to read as follows: Avoid allowing new residential, <u>rural residential</u> or business development in areas known to be vulnerable to a natural hazard, unless any potential risk of loss of life or damage to property is adequately mitigated.
<b>Amendment 55</b> Localised Natural Hazards – Policy B3.1.2 Explanation and Reasons	Amend the 1 <sup>st</sup> sentence and insert a new 2 <sup>nd</sup> sentence of the 2 <sup>nd</sup> paragraph of the Explanation and Reasons for Policy B3.1.2 (Page B3-006) to read as follows: For these reasons, natural hazards is an issue that needs to be assessed when a request is made for residential or business rezoning <u>and plan changes seeking rural residential densities</u> and <u>The Regional Policy Statement requires rural residential activities to avoid significant natural hazards.</u>
<b>Amendment 56</b> Localised Natural Hazards – Policy B3.1.2 Methods	Amend the Method to implement Policy B3.1.2 (Page B3-006) to read as follows: District Plan Policy - To assess plan change requests to rezone land for new residential, <u>rural residential</u> or business development.
<b>Amendment 57</b> Localised Natural Hazards – Policy B3.1.7	Amend Policy B3.1.7 (Page B3-009) to read as follows: Ensure any new residential, <u>rural residential</u> or business development, does not adversely affect the efficiency of the District's land drainage system or the risk of flooding from waterbodies.

<b>Amendment 58</b> Localised Natural Hazards – Policy B3.1.7 Explanation and Reasons	Amend the 3 <sup>rd</sup> and 6 <sup>th</sup> sentences of the 2 <sup>nd</sup> paragraph of the Explanation and Reasons for Policy B3.1.7 (Page B3-009) to read as follows: ...When land is changed from rural uses to new residential, <u>rural residential</u> or business development, the rate at which stormwater runs off the land into waterbodies increases because there is less land area for it to pond on.  and ...New residential, <u>rural residential</u> or business development may need to include stormwater systems that store water and release it more slowly into waterbodies.
<b>Amendment 59</b> Localised Natural Hazards – Policy B3.1.7	Include a new Method to implement Policy B3.1.7 (Page B3-009) to read as follows: <u>District Plan Policies</u> - To assess plan change requests to rezone land for new residential, <u>rural residential</u> or business development.
<b>Amendment 60</b> Natural Hazards - Anticipated Environmental Results	Amend the 2 <sup>nd</sup> and 4 <sup>th</sup> bullet points of the Anticipated Environmental Results (Page B3-010): - No new natural hazards created as a result of new residential, <u>rural residential</u> or business activities or from mitigating existing natural hazards.  and - New residential, <u>rural residential</u> or business development does not increase risk of flooding from the District's waterbodies.
<b>Amendment 61</b> Hazardous Substances – Policy B3.2.5	Amend Policy B3.2.5 (Page B3-018) to read as follows: Avoid disposing of hazardous substances into sewage systems or on to land in townships <u>and the Living 3 Zone</u> .
<b>Amendment 62</b> Hazardous Substances – Policy B3.2.5 Explanation and Reasons	Amend the 3 <sup>rd</sup> sentence of the Explanation and Reasons for Policy B3.2.5 (Page B3-018) to read as follows: Land in townships <u>and in the Living 3 Zone</u> <del>is</del> <u>are</u> in close proximity to people and to activities which put people in direct contact with land – such as residential activities and outdoor recreation.
<b>Amendment 63</b> Hazardous Substances – Policy B3.2.5 Method	Amend the Method to implement Policy B3.2.5 (Page B3.018) to read as follows: <u>District Plan Policies</u> - To assess plan change requests to rezone land for new residential, <u>rural residential</u> or business development.
<b>Amendment 64</b> Quality of the Environment - Strategy	Add a new second bullet point to the Zones section of the Quality of the Environment Strategy (Page B3-041) to read as follows: - <u>The Living 3 Zone is distinctly different to the Living 1 and 2 Zones as it must be located within the Greater Christchurch Urban Development Strategy area of the District and outside the Urban Limits prescribed in the Regional Policy Statement. Development within the Living 3 Zone must integrate with adjoining Townships and display a distinctly rural residential character, form and function.</u>

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**Amendment 65**

Quality of the  
Environment –  
Objective B3.4.6

Add an additional Objective B3.4.6 and any subsequent reference changes (Page B3-042) to read as follows:

**Objective B3.4.6**

To manage rural residential activities by facilitating a maximum of 200 households in each of the periods to 2016, 2017 to 2026 and 2027 to 2041 through the Living 3 Zone, which are to be located outside the Urban Limits but adjoining Townships in the Greater Christchurch Urban Development Strategy area to:

- Facilitate the provision of housing choice and diverse living environments outside the Urban Limits prescribed in the Regional Policy Statement
- Avoid significant adverse landscape and visual effects on rural character and amenity
- Avoid the cumulative loss of productive rural land and rural character that will result from the incremental rural residential development and to ensure that a consolidated pattern of urban growth is achieved across the Greater Christchurch Urban Development Strategy area of the District
- Be integrated with existing settlements to promote efficiencies in the provision of cost effective infrastructure, including the requirement to connect to reticulated wastewater and water services
- Ensure that rural residential expansion occurs in a way that encourages the sustainable expansion of infrastructure, and provides for a choice of travel modes
- Assist in achieving concentric and consolidated townships and to retain the distinctiveness between rural and urban environments
- Avoid incompatible amenity expectations between different land uses, particularly between rural residential living environments and the sensitive boundary interfaces of the Living 3 Zone with Townships and Rural zoned land
- Avoid significant reverse sensitivity effects with strategic infrastructure, including quarrying activities, Transpower High Voltage Transmission Lines and associated infrastructure, Burnham Military Camp, Council's Rolleston Resource Recovery Park and wastewater treatment plants in Rolleston and Lincoln, West Melton Military Training Area, agricultural research farms associated with Crown Research Institutes and Lincoln University.

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**Amendment 66**

Quality of the  
Environment - Objectives  
Explanation and Reasons

Add a new 5<sup>th</sup> paragraph to the Explanation and Reasons for the Quality of Environment Objectives (Page B3-043) to read as follows:

The Living 3 Zone is located adjacent to Townships to achieve efficiencies in transport, facilitate a diverse range of living environments and to reinforce the urban form of existing Townships. This proximity, coupled with the greater variety of land uses able to be carried out on rural residential sections, may increase the potential for adverse reverse sensitivity effects with adjoining urban environments. The maximum number of rural residential households and the timing for when they are able to be released are prescribed in the Regional Policy Statement. Objective B3.4.6 and Policy B3.4.3 (b) and Policy B4.1.3 ensure that rural residential activities are managed in a way, and at a rate, that will not undermine the consolidated management of urban growth in Greater Christchurch or the character, amenity and productive capacity of rural land.

This issue is also addressed in Objectives B3.4.2 and B3.4.3. The location of rural residential activities within the Rural zones of the Greater Christchurch Urban Development Strategy area of the District increases the risk of potentially adverse reverse sensitivity effects with established rural activities through conflicting amenity values and perceptions of what activities are appropriate in the rural environment. In the case of rural residential development there is the potential for reverse sensitivity effects to arise from the proximity of rural activities. It is important to ensure that the provision of rural residential living environments do not impose unnecessary constraints on the use of rural land for primary production and other strategic and nationally important facilitates operating within the eastern area of the District, such as agricultural research farms associated with Crown Research Institutes and Lincoln University, Council's Rolleston Resource Recovery Park and wastewater treatment plants in Lincoln and Rolleston, Transpower High Voltage Transmission lines and associated infrastructure, Burnham Military Camp and West Melton Military Training Area. Additional provisions in the Rural Volume of the District Plan address these issues. The location, timing and number of rural residential households in the Greater Christchurch Urban Development Strategy area must give effect to the Regional Policy Statement. This issue is also addressed through Objectives B3.4.3 and B4.1.2.

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**Amendment 67**

Quality of the  
Environment –  
Policy B3.4.3

Insert an (a) reference to Policy B3.4.3 (Page B3-044) to read as follows:

**Policy B3.4.3 (a)**

To provide Living zones which: ...

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**Amendment 68**

Quality of the  
Environment –  
Policy B3.4.3 (b)

Add a new Policy B3.4.3 (b) (Page B3-045) to read as follows:

**Policy B3.4.3 (b)**

To facilitate rural residential living environments through the Living 3 Zone. Where new Living 3 Zone areas are proposed, such areas are to adjoin the Urban Urban Limits identified in the Regional Policy Statement and are to meet the following strategic outcomes:

- avoid identified constraints, including strategic and nationally important facilitates operating within the eastern area of the District, such as agricultural research farms associated with Crown Research Institutes and Lincoln University, Council's Rolleston Resource Recovery Park and wastewater treatment plants in Lincoln and Rolleston, Transpower High Voltage Transmission lines and associated infrastructure, Burnham Military Camp and West Melton Military Training Area
- avoid land that contain sites of significance to tangata whenua or where development would result in significant adverse effects on ecological values or indigenous biodiversity
- avoid land that is unreasonably susceptible to liquefaction and lateral displacement during large earthquake events, soil contamination and identified natural hazards
- are efficiently serviced with network infrastructure, particularly water, waste water and roading
- does not significantly undermine the consolidated management of urban growth or result in the loss of a clear separation between Townships and the rural environment
- are integrated with townships to facilitate access to public transport, health care and emergency services, schools, community facilities, employment and services
- are adjacent to the urban edge of Townships on at least one boundary, while avoiding future urban growth areas identified in Township Structure Plans, areas currently zoned Living Z, or the Regional Policy Statement
- are developed in accordance with an Outline Development Plan contained within the District Plan that sets out the key features, household density, infrastructure and integration of the rural residential area with the adjoining Township

Rural residential living environments are expected to deliver the following amenity outcomes and levels of service:

- appropriate subdivision layouts and household numbers that allow easy and safe movement through and between neighbourhoods, achieve the necessary degree of openness and rural character and avoid the collective effects of high densities of built form
  - public reserves, parks and peripheral walkways are avoided unless it is appropriate to secure access to significant open space opportunities that benefit the wider community
  - suburban forms of services are avoided, such as kerb and channel road treatments, paved footpaths, large entrance features, ornate street furniture and street lighting (unless at intersections)
  - fencing that is reflective of a rural vernacular, in particular fencing that is transparent in construction or comprised of shelterbelts and hedging (see Appendix 41 for examples of such fencing)
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**Amendment 69**

Quality of the  
Environment –  
Policy B3.4.3 (b)  
Explanation and Reasons

Add a new 10<sup>th</sup> paragraph Explanation and Reasons for Policy B3.4.3 (b) (Page B3-046) to read as follows:

**Explanation and Reasons**

Rural residential areas are provided for within the Greater Christchurch Urban Development Strategy of the District. This form of living environment is to be implemented through the Living 3 Zone, which are to adjoin Townships to facilitate diversity in housing types and rural residential living opportunities. These areas are to avoid the constraints identified in the Regional Policy Statement, Selwyn District Plan and the Rural Residential Background Report, and assist in the consolidated management of Townships and preservation of the rural land resource. The Living 3 Zone provides areas where residents enjoy a rural residential environment that has the benefit of large spacious sections offering a semi-rural existence within proximity to the services and benefits available in large settlements. The nature of the land uses that characterise the Living 3 Zone, coupled with the location of these activities in rural areas adjoining Townships, presents an increased risk of adverse reverse sensitivity effects through conflicting perceptions of what activities are appropriate within and around rural residential areas. Amenity conflicts and adverse reverse sensitivity effects often occur where there is a higher number of new residents to an area, increases in population density or high rates of turnover. Policy B3.4.3 (b) seeks to avoid amenity conflicts and to protect rural based activities and strategic infrastructure from operating without unnecessary constraint by ensuring rural residential activities are established in appropriate locations and are able to co-exist with activities taking place on neighbouring properties on a long term basis. For example, quarrying, Transpower High Voltage Transmission lines and associated infrastructure, Burnham Military Camp, West Melton Military Training Area, Council's Rolleston Resource Recovery Park and wastewater treatment plants in Lincoln and Rolleston, agricultural research farms associated with the Crown Research Institutes and Lincoln University and other strategic infrastructure, whose on going operations are vital on a local, regional and national basis.

The Policy sets out a number of amenity outcomes and the levels of service anticipated to be provided in the Living 3 Zone to deliver the anticipated form, function and character elements of rural residential living areas. It is anticipated that reserves and peripheral walkways will be avoided unless they are necessary to secure public access to significant sites and features that would be of interest to the wider community or to provide key open space linkages to the existing community. The costs in acquiring reserves and maintaining them on an on going basis preclude extensive amounts of land being utilised for public use. These public areas would be under utilised unless the feature or site is of significant value, with the larger semi-rural nature of the Living 3 Zone providing sufficient open space and amenity within the allotments. The location of the Living 3 Zone in proximity to the recreational opportunities provided in Townships also reduces the need for reserves within rural residential areas. The provision of extensive reserves and walkways may also compromise the operation and management of adjoining rural land holdings and undermine the privacy and seclusion that is often sought in rural residential areas. Policy B3.4.3. (b) identifies the need to avoid services that are representative of suburban environments, such as urban road formations (kerb and channel) and street furniture. The provision of wide grassed berms and appropriate carriageway designs promote low speed vehicle environments to support safe pedestrian, cycle and vehicle movements and are reflective of the extent of use anticipated within each respective node. The type of fencing provided in the Living 3 Zone should also compliment the semi-rural character and function of rural residential areas, with rural vernacular and the use of natural construction materials being required in preference to structures that reflect more urban characteristics.

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**Amendment 70**

Quality of the  
Environment –  
Policy B3.4.3 (b)  
Methods

Insert new Methods to implement Policies B3.4.3 (b) (Page B3-047) to read as follows:

**Methods**

District Plan Rules

- Outline Development Plans

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**Amendment 71**

Scale and Nature of  
Activities –  
Policy B3.4.15

Amend Policy B3.4.15 (Page B3-052) to read as follows:

Ensure the operating hours for non-residential activities in Living zones do not disturb surrounding residential and rural residential activities, particularly at night.

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<b>Amendment 72</b> Scale and Nature of Activities – Policy B3.4.15	Insert a new 2nd sentence in the Explanation and Reasons for Policy B3.4.15 (Page B3-052) to read as follows: <u>Policy B3.4.15 also applies to rural residential activities in the Living 3 Zone, where residents anticipate the nature and hours of operation to be more akin to residential rather than business activities.</u>
<b>Amendment 73</b> Quality of the Environment – Anticipated Environmental Results	Amend the 1st bullet point of the Anticipated Environmental Results (Pages B3-066) to read as follows: - Townships <u>and rural residential areas</u> with zones of distinctive character.
<b>Amendment 74</b> Growth of Townships Residential Density B4.1 Residential Density - Issues	Add a new 3 <sup>rd</sup> paragraph Residential Density - Issues (Page B4-001) to read as follows: <u>There is an identified demand for rural residential sections, particularly within the commuter belt of Christchurch City. This demand has resulted in pressure for such development on rural land in the periphery of townships in relatively close proximity to Christchurch City. There has also been an increase in the use of 4ha rural allotments provided for under the Rural (Inner Plains) Zone for rural residential lifestyle living rather than rural purposes. It is recognised that a managed amount of rural land should be rezoned to rural residential densities to provide diverse living environments and promote housing choice, but that this should only be provided through a comprehensive plan change process where all potentially adverse effects and broad level implications associated with this form of development can be assessed. The number of households provided also needs to be consistent with those anticipated in the Regional Policy Statement</u>
<b>Amendment 75</b> Growth of Townships Residential Density Objectives Explanation and Reasons	Amend the 7 <sup>th</sup> paragraph to the Explanation and Reasons for the Residential Density Objectives (Page B4-003) to read as follows: Any Living 3 Zone being a rural residential zone shall be located beyond the 'urban limits' but where it can be economically provided with reticulated sewer and water supply, and appropriate stormwater treatment and disposal. The Living 3 Zone will have regard to providing a visual transition area between the 'urban area', and the rural area which exists beyond townships by incorporating certain design elements of rural character, which are common in rural settings so the land is visually set apart from the neighbouring urban area. <u>The Living 3 Zone is characterised by the presence of generally low density dwellings located on sections that provide generous open space. Additional locations for rural residential densities should satisfy the criteria set out in Objective 3.4.6 and Policy B3.4.3 (b) and contextual analyses detailed in the Rural Residential Background Report and align with the growth management provisions in the Regional Policy Statement. This is to ensure that rural residential activities do not undermine the consolidated management of urban growth by enabling a significant number of households to be located beyond the Urban Limit.</u>
<b>Amendment 76</b> Growth of Townships – Policy B4.1.3	Amend Policy B4.1.3 (Page B4-005) to read as follows: <u>To prevent low density living environments and rural residential activities from establishing outside the Urban Limits of Townships within the Greater Christchurch Urban Development Strategy area unless through the Living 3 Zone and to allow, where appropriate, the development of low density living environments in locations in and around the edge of townships outside the Greater Christchurch Urban Development Strategy area, where they achieve the following:</u>
<b>Amendment 77</b> Growth of Townships – Policy B4.1.3 Explanation and Reasons	Add a new heading at the start of the 1 <sup>st</sup> sentence of the Explanation and Reasons for Policy B4.1.3 (Page B4-006) to read as follows: <u>Living 2 Zone</u>

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**Amendment 78**

Growth of Townships –  
Policy B4.1.3 Explanation  
and Reasons

Add the following heading and paragraphs to the Explanation and Reasons for Policy B4.1.3 (Page B4-006) to read as follows:

**Living 3 Zone**

Demand has increased in recent years for rural residential allotments that are significantly smaller than standard rural allotments that deliver rural lifestyle elements, but do not necessarily derive a primary income from the landholding itself. There has been a particularly high demand for the intensification of rural zoned land to rural residential densities within the commuter belt of Christchurch City and on the periphery of towns in the Greater Christchurch Urban Development Strategy area of the District. There is a risk that the distinction between rural and urban forms of development may be eroded and that the productive capacity of rural land may be lost to residential forms of development. Poorly planned and unconstrained development of this nature can give rise to adverse environmental effects. It may also constrain the choice of locations able to accommodate future township growth and the ability to effectively manage urban areas through urban consolidation and intensification principles.

As the scale of rural residential development increases the cumulative effects of sewage effluent disposal on groundwater quality can increase the potential for both chemical and microbial groundwater contamination, which presents a particular risk to the more susceptible alluvial gravel aquifers of the Canterbury Plains. The additional transport movements and trip lengths necessary to access employment, education, retail and community services from a more isolated and dispersed settlement pattern impact directly on carbon dioxide emission levels and can also exacerbate localised congestion concerns. In some cases, the very characteristics that are sought after and necessary to preserve elements of rural residential living (dispersed, secluded, exclusivity and peace and quiet) can be undermined by competing desires from householders for more urban services and infrastructure (such as local shops, community facilities, street lighting and hard surface footpaths). Finally, pressure on adjacent rural land can then occur through land speculation for further development and adverse reverse sensitivity effects arising from amenity conflicts may undermine the viability of legitimate rural activities. This is particularly prevalent where new residents may be less aware of farming and rural industry practices leading to complaints due to noise, odour, or dust for example. The need to avoid adverse reverse sensitivity effects is also particularly important to protect strategic infrastructure and nationally important research facilities located within the Greater Christchurch Urban Development Strategy Area of the District. Policies B4.1.2 and Policy B4.12.3 seek to provide rural residential living opportunities through the Living 3 Zone, while avoiding the adverse effects listed above.

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**Amendment 79**

Residential Density –  
Anticipated  
Environmental Results

Amend the 6<sup>th</sup> bullet point in the Anticipated Environmental Results (Page B4-012) to read as follows:

- Living 3 Zones are low density rural residential areas that contain a lower ratio of built form to open space than low density residential environments to achieve the character elements that are commensurate with rural residential areas, such as panoramic views, rural outlook and a sense of open space.

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**Amendment 80**

Subdivision of Land –  
Policy B4.2.13

Add a new Policy B4.2.13 and any consequential reference changes (Page B4-025) to read as follows:

**Policy B4.2.13**

To facilitate rural residential living opportunities adjacent to Townships in the Greater Christchurch Urban Development Strategy area through the Living 3 Zone, whilst avoiding, remedying or mitigating all potentially adverse effects arising from this form of development.

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**Amendment 81**

Subdivision of Land –  
Policy B4.2.13  
Explanation and Reasons

Add new Explanation and Reasons for Policy B4.2.13 (Page B4-025):

**Explanation and Reasons**

Policy B4.2.13 acknowledges that there is a demand for rural residential living environments, particularly within the commuter belt of Christchurch City and in proximity to established Townships in the District. The Living 3 Zone facilitates housing choice and diversity in living environments in the Greater Christchurch Urban Development Strategy area of Selwyn District. The Living 3 Zone must achieve the necessary open space amenity, whilst ensuring that these areas are well integrated with Townships and avoid contributing to the significant loss of rural character or adverse reverse sensitivity effects that may undermine legitimate rural activities. The provision of rural residential households is required to be limited to the number of households set out in the Regional Policy Statement (Chapter 12A, Policy 6), and the effects arising from this form of development monitored and managed, to ensure that development of this nature does not compromise the consolidated and integrated management of urban growth and the ongoing protection of rural character and productive capacity of rural land. The subdivision of Rural zoned land to rural residential densities should be precluded unless through the Living 3 Zone.

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**Amendment 82**

Subdivision of Land –  
Policy B4.2.13  
Methods

Add new Methods to implement Policy B4.2.13 (Page B4-025) to read as follows:

**Methods**

District Plan Rules

- Subdivision
- Residential density
- Buildings

Outline Development Plans

Monitoring

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**Amendment 83**

Subdivision of Land –  
Anticipated  
Environmental Results

Add an additional 6<sup>th</sup> bullet point in the Anticipated Environmental Results (Page B4-025) to read as follows:

- Living 3 Zone facilitates rural residential living opportunities and housing choice in the Greater Christchurch Urban Development Strategy area of the District. The quantum and development of rural residential activities are managed to achieve the following subdivision outcomes:
  - avoid identified constraints, including areas prone to natural hazards, locations underneath the Christchurch International Airport noise contour, locations that may be unreasonably susceptible to damage caused from the lateral displacement of land and liquefaction arising from large earthquake events, areas in close proximity to strategic infrastructure, or areas of high natural, historic or cultural value
  - do not significantly undermine the consolidated management of Township growth
  - require the integration of the rural residential nodes with Townships to achieve efficiencies in the provision of infrastructure
  - promote ready access to public transport, health care and emergency services, schools, community facilities, employment and services
  - avoid, remedy or mitigate the loss of the productive rural land resource and any potentially adverse reverse sensitivity effects with established rural based activities
  - achieve the anticipated rural residential amenity and character and maintain this on an ongoing basis through Outline Development Plans



<b>Amendment 84</b> Greater Christchurch Urban Development Strategy – The Strategy	Add an additional 8 <sup>th</sup> bullet point to The Strategy section (Page B4-028) to read as follows: <u>The strong demand and growth of rural residential activities is eroding the rural character and openness of the Plains. This form of development 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. Rural residential households are managed through the Living 3 Zone to ensure that, while housing choice is enabled, the adverse effects of rural residential activity is suitably managed.</u>
<b>Amendment 85</b> Residential and Business Development – Town Form Policy B4.3.11	Add a new Policy B4.3.11 and make any subsequent amendments to the proceeding provisions (Page B4-042) to read as follows: <b><u>Policy B4.3.11</u></b> <u>Require all proposed Living 3 Zone areas to include an Operative Outline Development Plan for that area has been incorporated into the District Plan and adequate infrastructure and servicing is confirmed to be available at a cost that is affordable, in regard to construction and long-term maintenance.</u>
<b>Amendment 86</b> Residential and Business Development – Town Form Policy B4.3.11 Explanation and Reasons	Add new Explanation and Reasons for Policy B4.3.11 (Page B4-042) to read as follows: <b><u>Explanation and Reasons</u></b> <u>The preparation of an Outline Development Plan requires consideration and inclusion of the primary elements that will ensure coordinated development, including the location of rural residential housing areas and densities, protection of significant sites and features, including sites of cultural significance to Tangata Whenua (ancestral land and water, springs, mahinga kai sites and Wāhi Tapu and Wāhi Taonga of Te Rūnunga o Ngāi Tahu and Te Taumutu Rūnunga), layout of infrastructure and the developments ability to coexist with surrounding land uses. This requirement is necessary to ensure that rural residential activities integrate well with settlements without significantly undermining rural character or resulting in adverse reverse sensitivity effects that may undermine legitimate activities taking place on neighbouring properties</u>
<b>Amendment 87</b> Residential and Business Development – Town Form Policy B4.3.11 Methods	Add new Methods to implement Policy B4.3.11 (Page B4-042) to read as follows: <b><u>Methods</u></b> <u>District Plan Rules</u> - <u>Subdivision</u> <u>District Plan Maps</u> - <u>Identify Outline Development Plan areas</u> <u>Monitoring</u>
<b>Amendment 88</b> Preferred Growth Option Lincoln; Policy B4.3.57	Amend Policy B4.3.57 (Page B4-068) to read as follows: Ensure stormwater disposal from any land rezoned for new residential, <u>rural residential</u> or business development will not adversely affect water quality in the LI or LII waterbodies; or exacerbate potential flooding from the LI or LII waterbodies “downstream”.
<b>Amendment 89</b> Preferred Growth Option Lincoln; Policy B4.3.60	Amend Policy B4.3.60 (B4.069) to read as follows: Consider any potential adverse effects of rezoning land for new residential, <u>rural residential</u> or business development to the north of Lincoln Township on the ‘rural-urban’ landscape contrast of the area with Christchurch City, as identified in the RPS.

<b>Amendment 90</b> Preferred Growth Option Lincoln; Policy B4.3.60 Explanation and Reasons	Add a new 3 <sup>rd</sup> paragraph to the Explanation and Reasons for Policy B4.3.60 (Page B4-069) to read as follows: <u>Rural residential forms of development represent a change in character and land use attributes from rural activities that contribute to the rural landscape and amenity contrast with Christchurch City. It is therefore important that any additional living activities located outside the Urban Limits of Townships in the Greater Christchurch Urban Development Strategy area in the form of the Living 3 Zone are managed to retain the 'rural-urban' character and amenity contrast between the rural zoned land and the territorial authority boundary with Christchurch City.</u>
<b>Amendment 91</b> Preferred Growth Option Prebbleton Policy B4.3.63	Amend Policy B4.3.63 (Page B4-075) to read as follows: Discourage further expansion of Prebbleton township <u>and Living 3 Zone rural residential activities</u> north or south of the existing Living 1 Zone boundaries adjoining Springs Road.
<b>Amendment 92</b> Preferred Growth Option Prebbleton Policy B4.3.63 Explanation and Reasons	Amend the 2 <sup>nd</sup> sentence of the Explanation and Reasons for Policy B4.3.63 (Page B4-075) to read as follows: Further elongation of Prebbleton township <u>and the intensification of rural land to Living 3 densities</u> north-south along Springs Road is inconsistent with Policy B2.1.18 and Town Form Policy B4.3.5.
<b>Amendment 93</b> Preferred Growth Option Prebbleton; Policy B4.3.65	Amend Policy B4.3.65 (B4.076) to read as follows: Consider any potential adverse effects of rezoning land for new residential, <u>rural residential</u> or business development at Prebbleton on the 'rural-urban' landscape contrast of the area with Christchurch City, as identified in the RPS.
<b>Amendment 94</b> Preferred Growth Option Prebbleton; Policy B4.3.65 Explanation and Reasons	Add a new 2nd paragraph to the Explanation and Reasons for Policy B4.3.65 (Page B4-076) to read as follows: <u>Rural residential forms of development represent a change in character and land use attributes from rural activities that contribute to the rural landscape and amenity contrast with Christchurch City. It is therefore important that any additional living activities located outside the Urban Limits of Townships in the Greater Christchurch Urban Development Strategy area in the form of the Living 3 Zone are managed to retain the 'rural-urban' character and amenity contrast between the rural zoned land and the territorial authority boundary with Christchurch City.</u>
<b>Amendment 95</b> Preferred Growth Option Rolleston Policy B4.3.68	Amend Policy B4.3.68 (Page B4-078) to read as follows: Avoid rezoning land for new residential, <u>rural residential</u> or business development (other than Business 2 and 2A Zoning), west of SH1 and the South Island Main Trunk Line (SIMTL).
<b>Amendment 96</b> Preferred Growth Option Rolleston Policy B4.3.68 Explanation and Reasons	Add an additional 2 <sup>nd</sup> sentence to the Explanation and Reasons for Policy B4.3.68 (Page B4-078) to read as follows: <u>Any additional rural residential densities on the periphery of Rolleston should be precluded from establishing west of SH1 and SIMTL to avoid undermining this nationally important infrastructure through reverse sensitivity conflict arising from newly established activities. In addition, SH1 and the SIMTL present a physical barrier to achieving strong connections and linkages between Rolleston and rural residential densities on the western side of the transportation corridor.</u>
<b>Amendment 97</b> Preferred Growth Option Rolleston Policy B4.3.69	Amend Policy B4.3.69 (Page B4-078) to read as follows: Avoid rezoning land for new residential <u>and rural residential</u> development in areas shown under the Airport Flightpath Noise Contours for 50 dBA Ldn or greater, on Planning Map 013 <u>and the Regional Policy Statement.</u>

<b>Amendment 98</b> Preferred Growth Option Rolleston Policy B4.3.69 Explanation and Reasons	Add an additional 3 <sup>rd</sup> paragraph to the Explanation and Reasons for Policy B4.3.69 (Page B4-078) to read as follows: <u>The Regional Policy Statement precludes rural residential activities from establishing beneath the Airport Flightpath Noise Contour to ensure that activities at this density do not compromise the future efficient operation of Christchurch International Airport or the health, well being and amenity of people.</u>
<b>Amendment 99</b> Preferred Growth Option Springston Policy B4.3.90	Amend Policy B4.3.90 (Page B4-092) to read as follows: Avoid rezoning land for new residential, <u>rural residential</u> or business development along both sides of Waterholes Road or both sides of Leeston Road.
<b>Amendment 100</b> Preferred Growth Option Springston Policy B4.3.90 Explanation and Reasons	Amend the 3 <sup>rd</sup> sentence of the 1 <sup>st</sup> paragraph of the Explanation and Reasons for Policy B4.3.90 (Page B4-092) to read as follows: Policy <u>B4.3.90</u> is to avoid extending the township <u>or rezoning rural land to Living 3 densities</u> further along Ellesmere Junction Road.
<b>Amendment 101</b> Preferred Growth Option Springston Policy B4.3.91	Amend Policy B4.3.91 (Page B4-093) to read as follows: Ensure that any land rezoned for new residential, <u>rural residential</u> or business development does not create or exacerbate a natural hazard from flooding of the Springston drainage network.
<b>Amendment 102</b> Preferred Growth Option Springston Policy B4.3.91 Explanation and Reasons	Amend the 2 <sup>nd</sup> sentence of the Explanation and Reasons for Policy B4.3.91 (Page B4-093) to read as follows: If it is to be used for a new residential <u>or Living 3 Zone rural residential</u> area, the water ponding in this area will need to be collected and disposed of.
<b>Amendment 103</b> Preferred Growth Option Tai Tapu Policy B4.3.93	Amend Policy B4.3.93 (Page B4-094) to read as follows: Ensure any land rezoned for new residential, <u>rural residential</u> or business development does not increase potential natural hazards from flooding.
<b>Amendment 104</b> Preferred Growth Option Tai Tapu Policy B4.3.93 Explanation and Reasons	Amend the 1 <sup>st</sup> sentence of the Explanation and Reasons for Policy B4.3.93 (Page B4-094) to read as follows: Any new residential, <u>rural residential</u> or business development should not increase potential natural hazards from flooding at Tai Tapu.
<b>Amendment 105</b> Preferred Growth Option Tai Tapu; Policy B4.3.95 Explanation and Reasons	Amend Policy B4.3.95 (B4.095) to read as follows: Consider any potential adverse effects of rezoning land for new residential, <u>rural residential</u> or business development at Tai Tapu on the 'rural-urban' landscape contrast of the area with Christchurch City, as identified in the RPS.

<b>Amendment 106</b> Preferred Growth Option Prebbleton; Policy B4.3.95 Explanation and Reasons	Add a new 2nd paragraph to the Explanation and Reasons for Policy B4.3.95 (Page B4-095) to read as follows: <u>Rural residential forms of development represent a change in character and land use attributes from rural activities that contribute to the rural landscape and amenity contrast with Christchurch City. It is therefore important that any additional living activities located outside the Urban Limits of Townships in the Greater Christchurch Urban Development Strategy area in the form of the Living 3 Zone are managed to retain the 'rural-urban' character and amenity contrast between the rural zoned land and the territorial authority boundary with Christchurch City.</u>
<b>Amendment 107</b> Buildings and Landscaping Reasons for Rules	Add a new 2nd paragraph to the reasons for the Landscaping rule (Page C4-025) to read as follows: <u>The expectation of residents choosing to live in the Living 3 Zone is for all to experience a semi-rural outlook that is distinct from low density residential areas provided for within Townships. A key element to ensuring the sense of openness associated with rural residential character is achieved through the form and function of fencing. Rule 4.2.3 restricts opaque fencing in favour of more transparent designs, with a preference for the rural design vernacular that serves a practical function in the context of rural residential living environments. Fencing with high transparency achieves high levels of openness and reduce the appearance of land fragmentation, which helps to create the sense of ruralness that is expected of the Living 3 Zone. Flexibility to construct solid fencing within 10m of the side or rear of the principal building is considered appropriate for screening and privacy purposes. The setback provides for the establishment of a curtilage area for outdoor living purposes that will be linked to the dwelling from a visual perspective.</u>
<b>Amendment 108</b> Permitted Activities – Buildings and Sewage Treatment and Disposal Rule 4.5.1	Amend Rule 4.5.1 (Page C4-004) to read as follows: In the Living zones at Castle Hill, Doyleston, Lake Coleridge Village, Leeston, Lincoln, Prebbleton, Rolleston, Southbridge, Springston, Tai Tapu, and West Melton, and the Living 3 Zone, the erection of any dwelling or principal building shall be a permitted activity provided that it is connected to a reticulated sewage treatment and disposal system.
<b>Amendment 109</b> Permitted Activities – Buildings and Building Position Rule 4.9.32	Add new Rule 4.9.32 and any subsequent reference changes (Page C4-014) to read as follows: <b><u>Living 3 Rural Residential densities located within an Outline Development Plan</u></b> <b><u>4.9.32 Any building in the Living 3 Zone shall have:</u></b> (i) <u>A setback from any road boundary of not less than 20m</u> (ii) <u>A setback from any other boundary of not less than 15m</u>
<b>Amendment 110</b> Discretionary Activity – Buildings and Building Position Rule 4.9.36	Amend Rule 4.9.36 (Page C4-014) to read as follows: Rule 4.9.36 Any activity which does not comply with Rule 4.9.2 <del>er</del> , and Rules 4.9.4 to 4.9.15 and 4.9.26 to Rule 4.9.28 <u>and Rule 4.9.32</u> shall be a discretionary activity.
<b>Amendment 111</b> Living Zone Rules – Sewage Treatment and Disposal Reasons for Rules	Add an additional 4 <sup>th</sup> paragraph of the Reasons for Sewage Treatment and Disposal Rules (Page C4-025) to read as follows: <u>Rural residential allotments facilitated through the Living 3 Zone must be provided with reticulated sewer connections to avoid adverse effects on groundwater and to ensure that the most efficient and sustainable long term solution for treating and disposing of sewage is achieved</u>

<b>Amendment 112</b> Living Zone Rules – Building Density Reasons for Rules	Amend the 5th paragraph of the Reasons for the Building Density Rules (Page C4-026) to read as follows:  <u>Due to lower density environments of the Living 2 and 3 zones, it is generally considered inappropriate for there to be more than one dwelling per allotment. The potential effects associated with densities greater than one dwelling per allotment must be assessed as a non complying activity in response to the significant risk that such densities may undermine the open space character and the amenity expected of these areas</u>
<b>Amendment 113</b> Living Zone Rules – Site Coverage Reasons for Rules	Amend the sentence following the 2 <sup>nd</sup> paragraph of the Reasons for the Buildings and Site Coverage Rules (Page C4-026) to read as follows:  <u>The site coverage allowance in the Living 3 Zone is at a lower ratio of built form to open space than the Living 1 Zone and some of the existing Living 2 Zone to achieve the amenity and character expected in the Living 3 Zone.</u>
<b>Amendment 114</b> Living Zone Rules – Buildings and Site Coverage Reasons for Rules	Amend the Reasons for the Buildings and Site Coverage Rules (Page C4-026) to read as follows:  Rule 4.7.3 provides for some allotments to have higher site coverages, as restricted discretionary activities. This enables Council to meet the demand for small, easy care sections while managing the number of such allotments, so as to maintain overall spaciousness. The rule only applies in Living 1, 1A, WM and Living Z Medium Density areas located within an Outline Development Plan because Living 2 and Living 3 zones are distinguished from Living 1 zones by their lower residential density...
<b>Amendment 115</b> Living Zone Rules – Building Position Reasons for Rules	Add an additional sentence to the 3 <sup>rd</sup> paragraph of the Reasons for Building Rules (C4-028) as follows:  <u>Controls on side and front yard setbacks in all other Living 3 Zone locations are required to retain the necessary separation between dwellings, reduce the potential for adverse reverse sensitivity effects, assists in retaining elements of rural character and to achieve visual integration and attractiveness.</u>
<b>Amendment 116</b> Permitted Activities – Road and Engineering Standards Rule 5.1.1.7	Add a new Rule 5.1.7 (Page C5-001) to read as follows:  <u>All other Living 3 Zone locations shall incorporate the treatments identified in the cross sections shown in Appendix 41</u>
<b>Amendment 117</b> Living Zone Rules – Subdivision Effluent Rule 12.1.3.3	Amend Rule 12.1.3.3 (Page C12-002) to read as follows:  Any allotment created in: Castle Hill, Doylseton, Lake Coleridge Village, Leeston, Lincoln, Prebbleton, Rolleston, Southbridge, Springston, Tai Tapu, <del>or</del> West Melton <del>is</del> <u>or is within a Living 3 Zone</u> is supplied with reticulated effluent treatment and disposal facilities; and
<b>Amendment 118</b> Living Zone Rules – Subdivision Outline Development Plans Rule 12.1.3.41	Amend Rule 12.1.3.41 (Page C12-010) to read as follows:  Any subdivision within a Living Z <u>or 3</u> Zone that is subject to an Operative Outline Development Plan within the District Plan shall be in general compliance with that Outline Development Plan and shall comply with any standards referred to in that Outline Development Plan.

**Amendment 119**  
Restricted Discretionary  
Activities – Subdivision –  
Assessment Matters  
Rule 12.1.4.79 to  
Rule 12.1.4.89

Add new Living 3 Zone assessment matters in Rule 12.1.4.79 to Rule 12.1.4.89 (Page C12-026) to read as follows:

**Rural Residential Areas (Living 3 Zoning)**

- Rule 12.1.4.79 The extent to which significant open space has been maintained and features that contribute to rural character have been retained;
- Rule 12.1.4.80 How any areas and/or natural and physical features of cultural, historical, landscape or ecological value have been protected and enhanced;
- Rule 12.1.4.81 Whether fencing achieves a high level of transparency, with a preference for designs that express rural vernacular, accord with the typologies outlined in Appendix 41 , and formulating mechanisms to ensure this fencing remains on an ongoing basis (such as consent notices);
- Rule 12.1.4.82 The extent to which any identified natural hazards and/or constraints, including flood and liquefaction hazard areas have been addressed;
- Rule 12.1.4.83 Whether overall densities based on the level of development and open space anticipated for rural residential living environments have been achieved;
- Rule 12.1.4.84 Principal through roads, connections and integration with the surrounding road network and strategic infrastructure are provided, including the extent to which the proposal accords with the road cross sections and typologies provided within Appendix 41 and reflect the semi-rural nature and level of service appropriate for rural residential areas;
- Rule 12.1.4.85 The extent to which site analysis using a comprehensive design process and rationale has been undertaken to recognise, and where appropriate, protect, maintain and enhance the following elements:
- existing water courses, water bodies and springs
  - existing vegetation, such as shelter belts, hedgerows and habitats for indigenous fauna
  - protect, enhance and maintain heritage values and any sites of archaeological significance
  - protect, enhance and maintain ancestral land, rivers, wetlands, groundwater, springs, Lake Ellesmere/Te Waihora and mahinga kai sites and the Wāhi Tapu and Wāhi Taonga of Te Rūnunga o Ngāi Tahu and Te Taumutu Rūnunga.
  - preserve view shafts to the Port Hills
  - provision of green linkages, ecological corridors and interface treatments on boundaries with rural or urban forms of development where appropriate
  - any other physical features that link the site to the wider context of the area
  - indicate how the form and layout of the subdivision fits into the wider setting and is able to be integrated into these surrounds, including in particular, the provision of measures to retain rural landscape elements and view shafts to rural and landscape reference points
- Rule 12.1.4.86 Whether subdivision design:
- encourages dwellings and ancillary buildings to be well integrated into the surrounding context of the site
  - avoids urban elements, such as street lights (except at intersections), formed kerb and channel, sealed footpaths, or prominent entrance features
  - maintains rural residential character through the retention of a low ratio of built form to open space
  - reduces any potentially adverse visual effects and potentially adverse reverse sensitivity effects with adjoining land use activities
- Rule 12.1.4.87 How provision has been made for safe connections and linkages between the subdivision and adjoining Townships to ensure access to public transport, community facilities, schools, health care providers and commercial centers is available to all residents

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Rule 12.1.4.88 Ensure that connections to reticulated water and wastewater services are available at all property boundaries and appropriate measures are available to effectively treat and dispose of stormwater

Rule 12.1.4.89 How an appropriate net density of households has been achieved that delivers the anticipated rural residential character, form and function. In particular, whether the subdivision plan includes the entire Outline Development Plan area so that net densities across the entire area encompassed within the Outline Development Plan can be calculated

Note: The consent authority shall consider any relevant provisions in the District Plan and Engineering Code of Practice appropriate, in using its discretion under Rule 12.1.4

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**Amendment 120**  
Subdivision  
Reasons for Rules

Add an additional 8th paragraph to the Reasons for Rules (Page C12-035) to read as follows:

Rule 12.1.3.34 (a), and (b) has been incorporated to give effect to the Regional Policy Statement in as far as it relates to the allocation of rural residential households to the Selwyn District Council within the first and second sequence periods shown in Table 1 of the Chapter 12A of the Regional Policy Statement.

Rule 12.1.3.34 (b) has been incorporated to ensure that no development has occurred until a publicly-owned sewerage system is available to service the site. Experience has shown that the Council is likely to be called upon to take over the ownership and operation of privately-owned sewerage systems serving multiple properties. The intensification of rural land to rural residential densities is precluded within the Greater Christchurch Urban Development Strategy area of the District unless through the Living 3 Zone. This is reflected in a non complying activity status for the subdivision of land for activities that do not accord with the various rules set out to sustainably manage rural residential activities.

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**Amendment 121**  
Part D: Definitions

Insert a new definition for 'rural residential activities' (Page D-010) to read as follows:

**Rural Residential Activity:** means residential units at an average density of between one and two households per hectare, which are located within the Greater Christchurch Urban Development Strategy area of the District and outside the Urban Limits prescribed in the Regional Policy Statement.

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**Amendment 122**  
Part E: Appendix 1  
Monitoring Schedule

Add an additional category into Table E1.1 (Page E1-006) to read as follows:

Issue	Resource Management Aspect	Indicator	Information Sources	Frequency Monitoring (All aspects)
<u>Effects of Rural Residential Development</u>	<u>Implications of providing rural residential activities on the life supporting capacity of versatile soils and the productive rural land resource.</u> <u>Effects of rural residential activities on the cost effective, coordinated and sustainable transport network and provision of infrastructure services.</u> <u>Identify the cumulative effects</u>	<u>Loss of biodiversity groundwater quality and the life supporting capacity of versatile soils.</u> <u>Reduction in productive rural land through intensification.</u> <u>Increased traffic volumes, congestion and costs associated</u>	<u>UDS Partners.</u> <u>Council records – valuation data re: land use; subdivision applications; complaints register; building consents.</u> <u>Resident surveys.</u> <u>UDS Monitoring Report.</u> <u>UDS Action Plan.</u> <u>State of the Environment</u>	<u>2 yearly</u>

<u>associated with the ongoing provision of rural residential activities.</u> <u>Review the appropriateness of the current approach to manage the number and distribution of rural residential households.</u> <u>Anticipated rural residential character is being delivered and the extent to which this may be affecting the distinction between rural and urban forms of development.</u> <u>Gauge the trends and make up of household growth and ongoing demand for rural residential activities.</u> <u>Extent to which the District Plan is giving effect to the Regional Policy Statement in regards to consolidation management of urban growth and provision for rural residential activities.</u>	<u>with infrastructure.</u> <u>Loss of rural character and the distinction between rural and urban forms of development.</u> <u>Uptake of rural residential sections is low and turnover rates are high.</u>  <u>Increased complaints arising from reverse sensitivity conflicts at the interface between rural residential areas and adjoining rural properties and townships.</u> <u>Increased demand for rural residential households.</u> <u>Management of residential growth through urban consolidation and intensification principles is being undermined by rural residential activities.</u>	<u>reporting.</u> <u>Specialist technical reports.</u>
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#### **Amendment 123**

Part E: Appendix 41  
Living 3 Zone Fencing  
Typologies and Road  
Cross Sections

Add the Living 3 Zone Fencing Typologies and Road Cross Sections

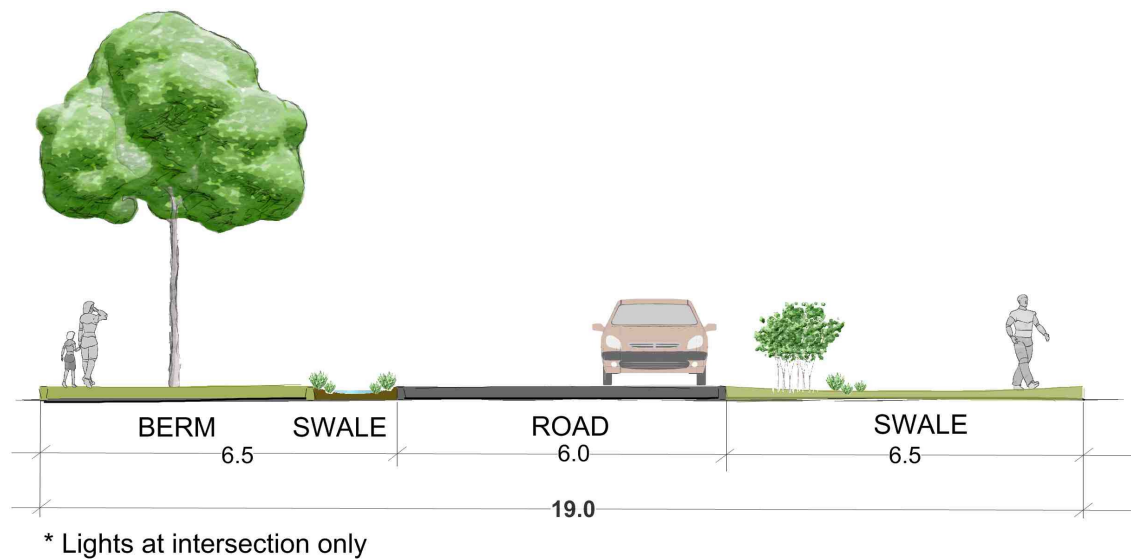


## Volume 2: Rural

Plan section	Proposed Plan Provisions		
<b>Amendment 124</b> The District Plan A1.5 Cross-Boundary Issues with Other Councils	Amend the 2 <sup>nd</sup> issue in Table A1.1 (Page A1-006) to read as follows:		
	<b>Issues</b>	<b>Local Authorities</b>	<b>Methods</b>
	Effects on “rural character” of small allotments on the boundary with Christchurch and the management of rural residential growth	CCC, WDC, NZTA and EC	Consistent provisions in plans for residential density in the District and rural residential densities in the Greater Christchurch Urban Urban Development Strategy area
<b>Amendment 125</b> Reverse Sensitivity Effects Policy B3.4.20	Add a new Policy B3.4.20 (Page B3-056) to read as follows:		
	<b><u>Policy B3.4.21</u></b> <u>Preclude the establishment of rural residential activities within the Greater Christchurch Urban Development Strategy area unless it is through the Living 3-Zone to reduce the risk of potentially adverse reverse sensitivity effects on the productive function of rural zoned land.</u>		
<b>Amendment 126</b> Reverse Sensitivity Effects Policy B3.4.20 Explanation and Reasons	Add new Explanation and Reasons for Policy B3.4.20 (Page B3-056) to read as follows:		
	<b><u>Explanation and Reasons</u></b> <u>The intensification of rural land holdings for rural residential living opportunities in the Selwyn District increases the risk of adverse reverse sensitivity effects arising through amenity conflicts. This often occurs where new residents with different expectations of what activities are appropriate for rural environments undermine the current and future operation of lawfully established activities, including local, regional and nationally important strategic infrastructure and research facilities. The strategic management of rural residential activities through the Living 3 Zone is the most comprehensive method to manage potentially adverse reverse sensitivity effects associated with this form of development.</u>		
<b>Amendment 127</b> Reverse Sensitivity Effects Policy B3.4.21 Methods	Add new Methods for Policy B3.4.21 (Page B3-048) to read as follows:		
	<b><u>Methods</u></b> <u>District Plan Rules</u> <ul style="list-style-type: none"><li>- <u>Subdivision</u></li><li>- <u>Residential density</u></li><li>- <u>Buildings</u></li></ul>		
<b>Amendment 128</b> Residential Density and Subdivision in the Rural Area Policy B4.1.4	Insert an (a) reference and amend Policy B4.1.4 (Page B4-007) to read as follows:		
	<b><u>Policy B4.1.4 (a)</u></b> <u>Recognise Existing Development Areas and Tourist Resort Areas within the Rural Zone, but encourage new residential development at densities higher than those provided for in Policy B4.1.1, to occur in and around townships that are located outside the Greater Christchurch Urban Development Strategy area.</u>		

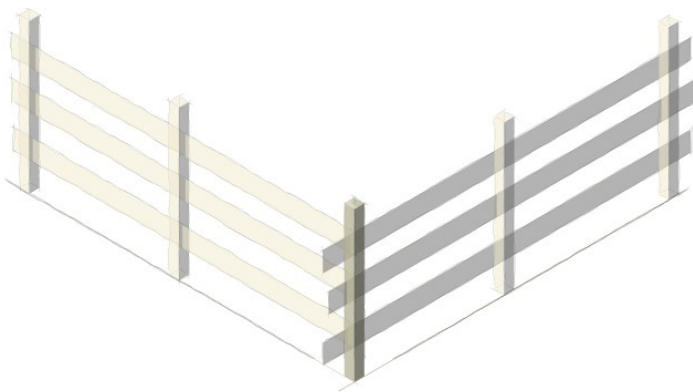
<b>Amendment 129</b> Residential Density and Subdivision in the Rural Area Policy B4.1.4 (a) Explanation and Reasons	<p>Amend the 3<sup>rd</sup> and 4<sup>th</sup> sentences and insert an additional 5<sup>th</sup> sentence of the 1<sup>st</sup> paragraph of the Explanation and Reasons for Policy B4.1.4 (Page B4-008) to read as follows:</p> <p>However, <u>outside the Greater Christchurch Urban Development Strategy area</u>, any further residential developments at these higher densities should occur in or around townships where the services and amenity values are appropriate for the density. It is also important to maintain the character of the rural area and to reduce potential 'reverse sensitivity' issues by keeping the distinction between <u>these</u> townships and the rural area.</p>
<b>Amendment 130</b> Residential Density and Subdivision in the Rural Area Policy B4.1.4 (b)	<p>Add a new Policy B4.1.4 (b) (Page B4-008) to read as follows:</p> <p><b><u>Policy B4.1.4 (b)</u></b></p> <p><u>Within the Greater Christchurch Urban Development Strategy area any new residential development at densities higher than those provided for in Policy B4.1.1 shall only be provided for in the Living 3 Zone.</u></p>
<b>Amendment 131</b> Residential Density and Subdivision in the Rural Area Policy B4.1.4 (b) Explanation and Reasons	<p>Add the following 4<sup>th</sup> paragraph into the Explanation and Reasons for Policy B4.1.4 (b) (Page B4-008) to read as follows:</p> <p><b><u>Explanation and Reasons</u></b></p> <p><u>The development and intensification of rural zoned land to residential densities in the Greater Christchurch Urban Development Strategy area will compromise rural character, the productive capacity of farmland and the amenity contrast between rural and urban forms of development. The dispersed and fragmented nature of rural residential environments also compromises the cost effective provision of infrastructure and places pressure on the road network through a dependence on multiple day trips in private motor vehicles. Policy B4.1.4 (b) recognises the finite nature of rural residential activities and precludes rural land from being intensified for rural residential activities unless through the Living 3 Zone.</u></p>
<b>Amendment 132</b> Residential Density and Subdivision in the Rural Area Policy B4.1.4 (b) Methods	<p>Add the following Methods for achieving Policy B4.1.4 (b) (Page B4-008) to read as follows:</p> <p><b><u>Methods</u></b></p> <p><u>District Plan Rules</u></p> <ul style="list-style-type: none"> <li>- <u>Subdivision</u></li> <li>- <u>Residential density</u></li> <li>- <u>Buildings</u></li> </ul> <p><u>Monitoring</u></p>

## INDICATIVE ROAD CROSS SECTION – LIVING 3 ZONE



## FENCING TYPOLOGIES – LIVING 3 ZONE

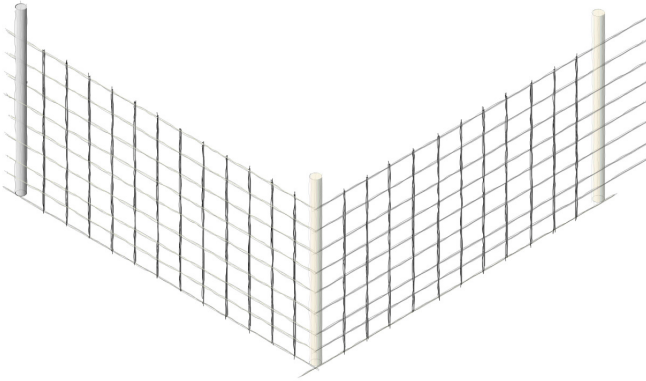
Post and rail



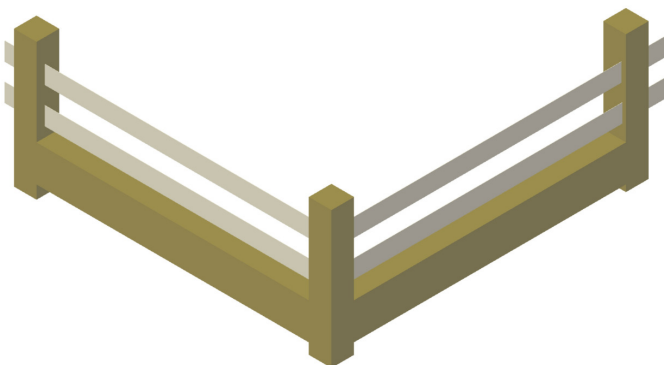
Post and wire



**Traditional deer/sheep**



**Solid post and rail**



# **ATTACHMENT 2**

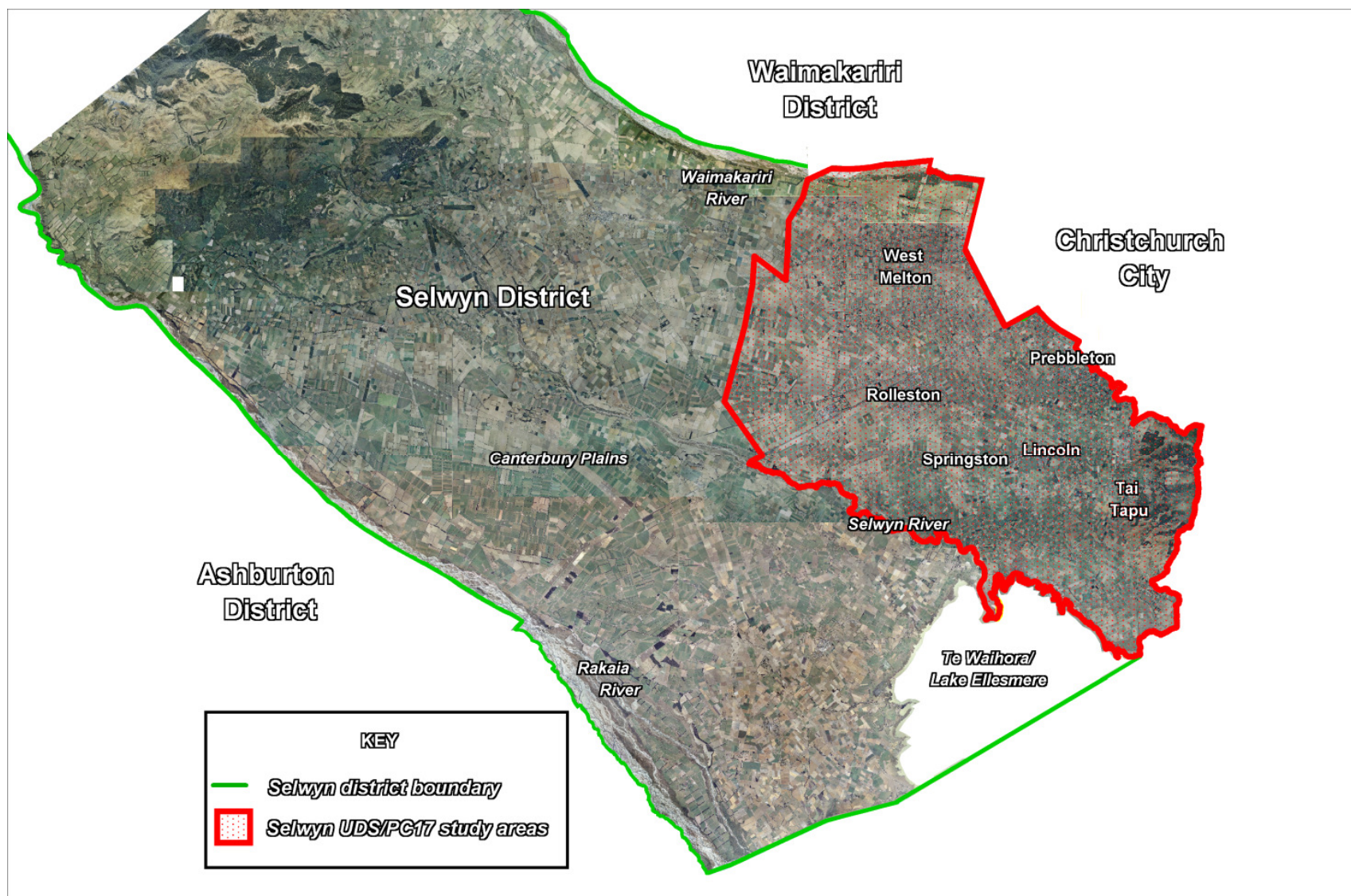
**UDS area Maps**



**MAP 1: Greater Christchurch Urban Development Strategy area**



**MAP 2: Portion of Selwyn District  
that is subject to PC 32**





## **ATTACHMENT 3**

**Relevant excerpts of Chapter 12A:  
Canterbury Regional Policy Statement**

## Relevant exerts of Chapter 12A

Chapter 12A provision
<p><b>Issue 7: Rural Residential Impacts</b></p> <p>Rural-residential development, if unconstrained, has the potential to change the character of rural areas and to create adverse effects on established rural, farming (including agricultural research farms) and quarrying activities through reverse sensitivity and also through generating sporadic demands for services including water and sewerage</p>
<p><b>Objective 1: Urban Consolidation</b></p> <p>Urban development in Greater Christchurch shall be managed to achieve consolidation of existing urban areas, to avoid unsustainable expansion outside existing urban areas, take account of the need to relocate households following the Canterbury Earthquakes and to bring about:</p> <p>... (f) Growth in rural-residential development to equate to no more than 5% of the planned growth of households within urban areas</p>
<p><b>Policy 6: Integration of Urban Form and Infrastructure within Urban Limits</b></p> <p>(a) Territorial Authorities shall provide for the strategic integration of infrastructure and development through the progressive release of new Greenfield Areas for residential development and the encouragement of intensification to provide for increases over time in household numbers as set out in Table 1</p>
<p><b>Policy 9: Transport Effectiveness</b></p> <p>(a) Development of Greenfields Areas, Key Activity Centres, and areas accommodating intensification and rural residential activities shall avoid overloading existing and proposed transport network infrastructure, particularly strategic roads, and avoid detracting from the primary through-traffic function of State Highways and arterial roads</p> <p>(b) The Canterbury Regional Council, territorial authorities and transport infrastructure providers shall ensure that the transport networks within Greater Christchurch provide for the safe, sustainable, integrated movement of goods and people both within the sub-region, and to and from locations outside the sub-region</p> <p><b>Methods</b></p> <p>... 9.3 Territorial authorities shall give consideration to developing district plan rules to manage property access and transport efficiency conflicts</p>
<p><b>Policy 10: Strategic Infrastructure and Reverse Sensitivity</b></p> <p>Ensure urban activities do not adversely affect the efficient use and development of Strategic Infrastructure</p> <p><b>Methods</b></p> <p>...10.4 Territorial authorities within their district plans shall provide policies and rules to manage reverse sensitivity effects between strategic infrastructure and the subdivision, use and development of land, including for residential and rural residential activities</p>

### **Policy 13: Rural Residential Development**

Rural Residential development further to areas already zoned in district plans as at 28 July 2007 may be provided for by territorial authorities, if it does not exceed the maximum quantities for the periods set out in Table 1, Policy 6, and if it accords with the methods under this policy.

#### **Methods**

*13.1 Areas within which Rural Residential development may occur shall be defined by changes to the district plan by territorial authorities subject to the following:*

*(i) The location must be outside the Urban Limits*

*(ii) All subdivision and development must be located so as to be able to be economically provided with a reticulated sewer and water supply integrated with a publicly owned system, and appropriate stormwater treatment and disposal*

*(iii) Legal and physical access is provided to a sealed road, but not directly to a road defined in the relevant district plan as a Strategic or Arterial Road, or as a State Highway under the Government Roding Powers Act*

*(iv) The location of any proposed Rural Residential development shall:*

- Avoid noise sensitive activities occurring within the 50 dBA Ldn air noise contour surrounding Christchurch International Airport or the health, well-being and amenity of people*
- Avoid the groundwater recharge zone for Christchurch City's drinking water*
- Avoid land where the potential liquefaction and lateral displacement is such as to be uneconomic for urban development to safely proceed*
- Avoid land between the primary and secondary stop banks south of the Waimakariri River*
- Avoid land required to protect the landscape character of the Port Hills*
- Not compromise the operational capacity of the Burnham Military Camp, West Melton Military Training Area or Rangiora Airfield*
- 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 including steep or unstable land*
- Avoid significant adverse ecological effects*
- Not adversely affect ancestral land, water sites, wahi tapu and wahi taonga of Ngai Tahu*
- Where adjacent to or in close proximity to an existing urban or rural residential area, be able to be integrated into or consolidated with the existing settlement; and*
- Avoid adverse effects on existing surface water quality*

*(v) An Outline Development Plan is prepared which sets out an integrated design for subdivision and land use, and provides for the long-term maintenance of rural residential character*

*(vi) A Rural Residential development shall no be regarded as in transition to full urban development*

*13.2 The Canterbury Regional Council together with the three territorial authorities within Greater Christchurch shall undertake monitoring of Rural Residential development in accordance with Policy 15.*

**Policy 15: Monitoring and Review**

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

**Methods**

... 15.2 *The monitoring for Policy 15 (b) shall include such matters as the councils consider relevant and appropriate.*

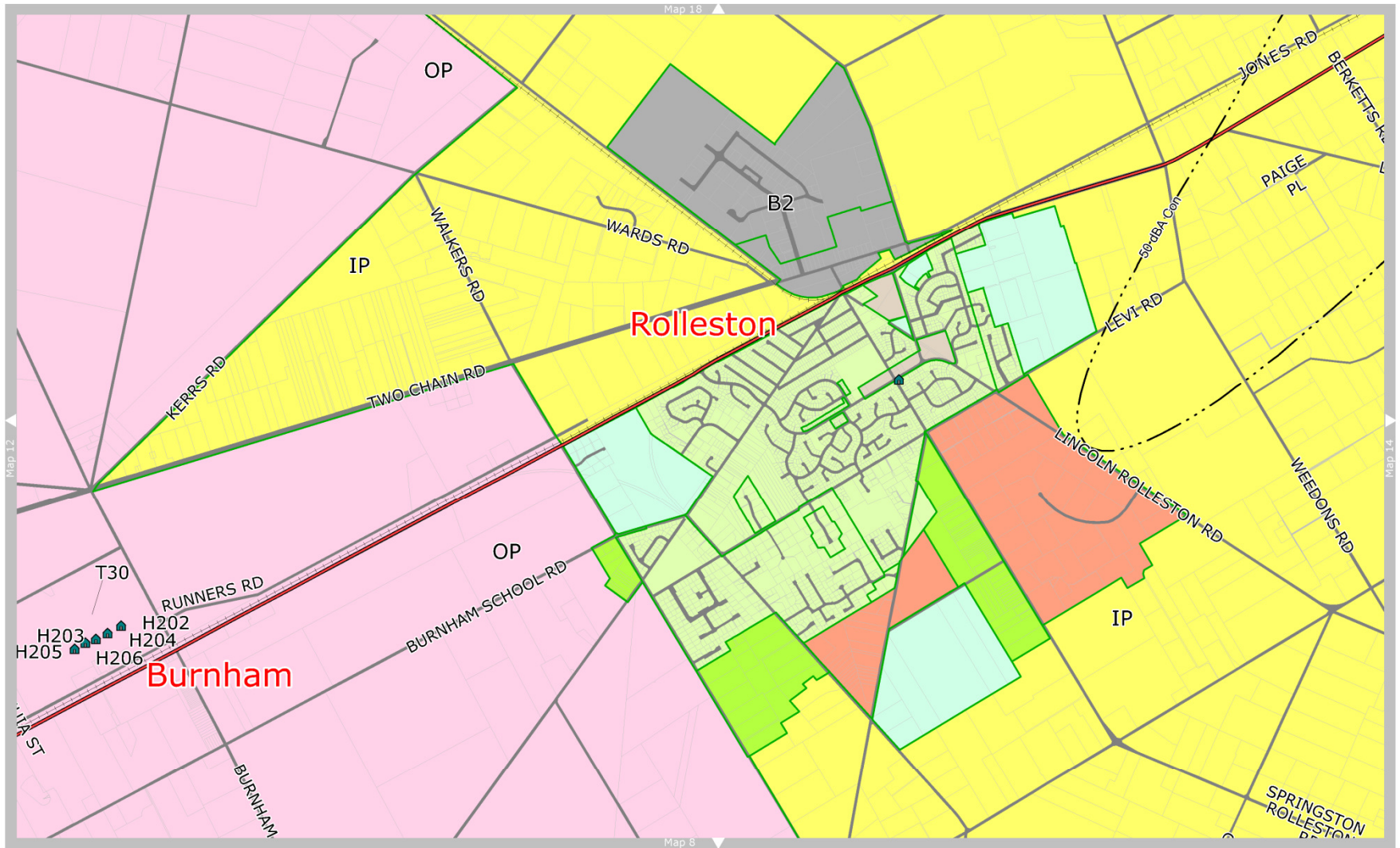
15.3 *The Canterbury Regional Council shall prepare a comprehensive monitoring report in relation to Policy 15 (a) and (b) at least every three years, and make it publicly available*

**Definitions**

Rural Residential Activities: means Residential units outside the Urban Limits at an average density of between 1 and 2 households per hectare

# **ATTACHMENT 4**

**Operative District Plan  
PC 7 Planning Maps**



# KEY

Waahi Taonga Area  
 Historic Heritage Site  
 Silent File Area

Heritage Building  
 Protected Tree  
 Contours Above Sea Level  
 160m  
 60m  
 2.74m

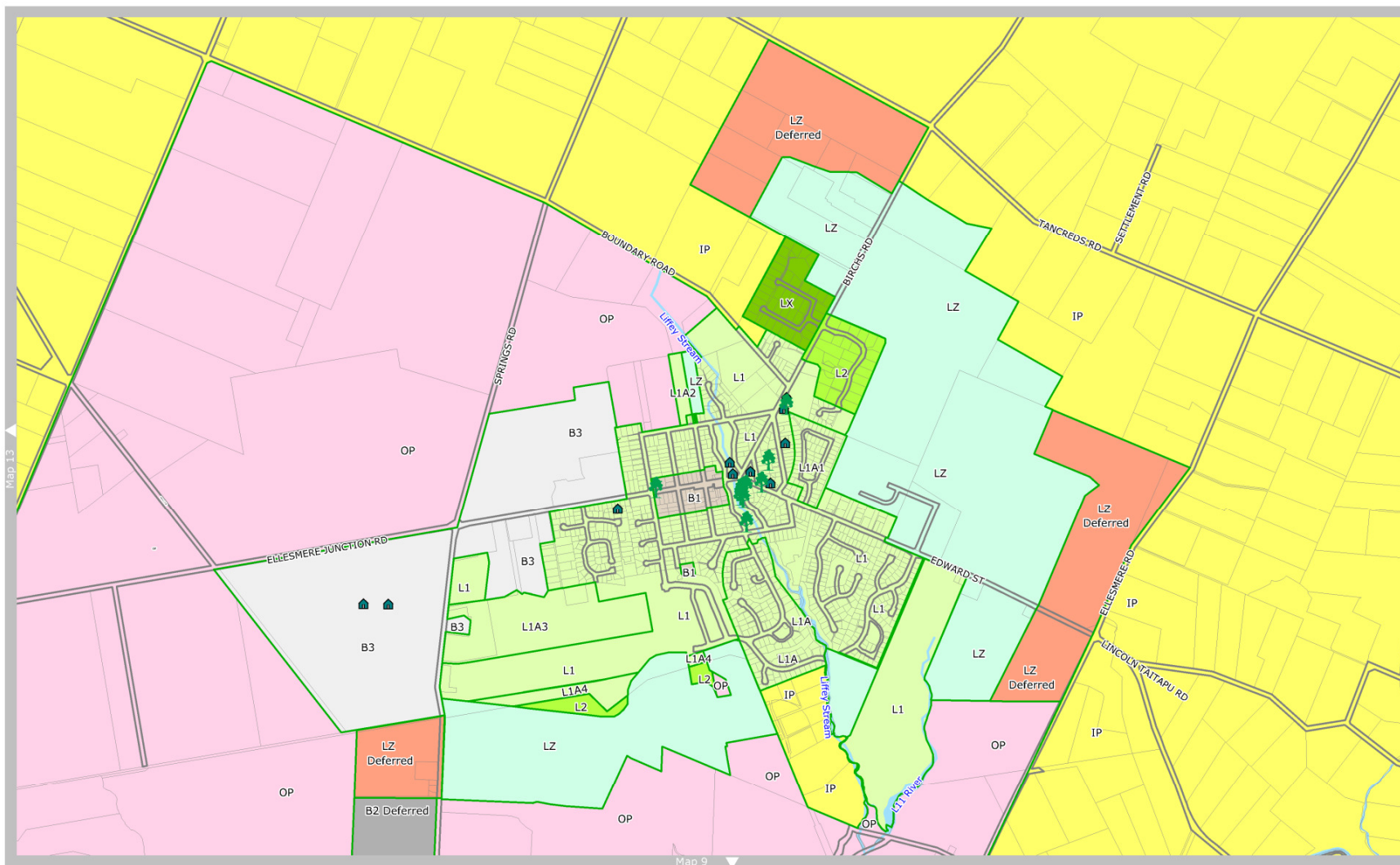
Scheduled Site  
 Statutory Acknowledgement Site  
 Zones  
 High Country  
 Port Hills  
 Existing Development Area

Living 1  
 Living 2  
 Living X  
 Living 3  
 Living WM  
 Living Z  
 Living Z Deferred

State Highways  
 Railway  
 Road Parcel  
 Land Parcel  
 Water Body  
 Archaeological Site  
 Business 1  
 Business 2  
 Business 3  
 Inner Plains  
 Outer Plains  
 Malvern Hills



MAP  
 013A



# KEY

<b>Waahi Taonga Area</b> 	<b>Heritage Building</b> 	<b>Protected Tree</b> 	<b>Scheduled Site</b> 	<b>Statutory Acknowledgement Site</b> 	<b>State Highways</b> 	<b>Railway</b> 	<b>Road Parcel</b> 	<b>Land Parcel</b> 	<b>Water Body</b> 	<b>Archaeological Site</b> 
<b>Historic Heritage Site</b> 	<b>Contours Above Sea Level</b> 160m 60m 2.74m	<b>Zones</b> High Country Port Hills Existing Development Area	Living 1 Living 2 Living X	Living 3 Living WM Living Z	Living Z Deferred	Business 1 Business 2 Business 3	Inner Plains Outer Plains Malvern Hills			



MAP  
014A