

**IN THE MATTER OF**

The Resource  
Management Act 1991

**AND**

**IN THE MATTER OF**

Submissions on Plan  
Change 30 to the  
Selwyn District Plan

## **Report on submissions relating to Plan Change 30**

**Request to change an existing Living 1 Zone  
in West Melton to a Business 1 Zone**

**Report Number:**

PC 100030

**To:**

Hearing Commissioner – J Dovey

**From:**

Policy Planner – C Friedel

**Hearing Date:**

29 May 2012

This report analyses submissions made on Plan Change 30 (PC 30) to the Selwyn District Plan (SDP) and has been prepared under s42A of the RMA. The purpose of the report is to assist the Hearing Commissioner in evaluating and deciding on submissions made on PC 30 and to assist submitters in understanding how their submission affects the planning process. The report includes recommendations to accept or reject points made in submissions and to make amendments to the SDP. These recommendations are the opinions of the Reporting Officer(s) only. The Hearing Commissioner will decide on each submission after hearing and considering all relevant submissions, the Officer's Report(s) and the Council's functions and duties under the RMA.

## ATTACHMENTS

<b>Attachment A</b>	Summary of submissions by category
<b>Attachment B</b>	Officers recommendations on submissions
<b>Attachment C</b>	Transport - Andrew Mazey, SDC Asset Manager Transportation
<b>Attachment D</b>	Infrastructure – Paul Carran, OPUS International Consultants
<b>Attachment E</b>	Open Space – Anne Greenup, SDC Strategic Assets Manager
<b>Attachment F</b>	Retail analysis – Tim Heath, Property Economics
<b>Attachment G</b>	Geotechnical hazards – Ian McCahon, Geotech Consulting Limited
<b>Attachment H</b>	Recommended amendments to PC 30 and amended schedule of amendments
<b>Attachment I</b>	Assessment of PC 30 against the relevant Chapter 12A provisions
<b>Attachment J</b>	Assessment of PC 30 against the relevant District Plan objectives and policies

## ACRONYMS

<b>CERA</b>	Canterbury Earthquake Recovery Authority
<b>CRLTS</b>	Canterbury Regional Land Transport Strategy 2012 – 2042 (Draft)
<b>CRPS</b>	Canterbury Regional Policy Statement 1998
<b>Chapter 12A</b>	Chapter 12A into the Canterbury Regional Policy Statement (formerly Change 1)
<b>GFA</b>	Gross Floor Area
<b>PC 7</b>	Plan Change 7 to the Selwyn District Plan – Growth of Townships
<b>PC 29</b>	Proposed Plan Change 29 to the Selwyn District Plan - Design of Development in Business 1 Zones
<b>RMA</b>	Resource Management Act 1991
<b>SDP</b>	Selwyn District Plan
<b>SH 73</b>	State Highway 73 – Christchurch to West Coast Highway
<b>UDS</b>	Greater Christchurch Urban Development Strategy and Action Plan 2007

## 1. INTRODUCTION

### Qualifications and experience

- 1.1 My full name is Craig Robert Friedel. I hold the qualifications of Bachelor of Arts (Geography) from the University of Canterbury and Postgraduate Diploma in Resource Studies (Environmental Policy and Planning) from Lincoln University. I have subsequently been awarded Certificates of Proficiency in Advanced Urban and Regional Planning, Advanced Resource Management Law and Environmental Policy and Planning.

- 1.2 I have worked in the field of planning and resource management for the last six and a half years. This experience has included three and a half years experience as an Environmental Consents Planner and Senior Environmental Consents Planner at Taupo District Council. I am currently employed as a Policy Planner at Selwyn District Council and have held that position for three years. I am a full member of the New Zealand Planning Institute. I am familiar with the Selwyn District, its resource management issues and the District Plan.
- 1.3 My direct involvement in the processing and assessment of PC 30 commenced immediately after the close of submissions.

### Scope of evidence

- 1.4 This evidence is set out in the following sections:

<b>Section 3</b>	Procedural matters
<b>Section 4</b>	PC 30 overview
<b>Section 5</b>	Expert evidence prepared to inform this report
<b>Section 6</b>	Analysis and recommendations to accept or reject in whole or part each decision point sought in submissions
<b>Section 7</b>	Assessment of PC 30 against the statutory requirements set out in the RMA, including the extent to which it satisfies the overall purpose and principles prescribed in Part II

## 2. PROCEDURAL MATTERS

### Submissions received

- 2.1 PC 30 was publicly notified on the 31<sup>st</sup> May 2011, with submissions closing on the 23<sup>rd</sup> June 2011. Further submissions were publicly notified on the 12<sup>th</sup> July 2011, closing on the 28<sup>th</sup> August 2011.
- 2.2 A total of 16 submissions and no further submissions were initially received on PC 30. However, the following have subsequently been formally withdrawn by the submitters:

<b>S03</b>	<i>M Aynlsey</i>	<b>S08</b>	<i>Rolleston Retail Ltd</i>
<b>S04</b>	<i>L Lea</i>	<b>S10</b>	<i>R Shakespeare</i>
<b>S05</b>	<i>A &amp; C McLenaghan</i>	<b>S12</b>	<i>L Bullock</i>
<b>S07</b>	<i>A Rhodes, Three Way Holdings &amp; West Melton Investments Ltd</i>	<b>S13</b>	<i>LM Bullock</i>

- 2.3 The remaining eight submissions cover a range of topics, including support for and objection to the rezoning proposal.
- 2.4 **Attachment A** provides a summary of submissions set out in general categories.
- 2.5 **Attachment B** provides my recommendations to the Commissioner on each submission.

### Scope of submissions

- 2.6 The RMA<sup>1</sup> requires a submission to:
- (1) demonstrate how the proposal directly affects a land owner
  - (2) be in response to an actual environmental effect
  - (3) not be promulgated on the grounds that the proposal may undermine the interests of trade competitors

<sup>1</sup> s96 - Making a submission, s308A - Identification of trade competitors and surrogates and 308B Limit on making submissions

- 2.7 The applicant requested Council to consider the validity and scope of a number of submissions received on PC 30 to establish their legitimacy in the light of recent amendments to the RMA, enacted to reduce the costs and delays to resource management processes attributed to trade competition.
- 2.8 Council responded to the applicants request by sending letters to each of the identified parties seeking clarification as to whether the submission satisfied the above tests, including in particular whether the relief sought was based on any trade interest.
- 2.9 Several submissions were subsequently withdrawn at the request of the submitters, with the only remaining submitter that received the correspondence at the direction of the applicant being **S09 A & D Henderson**. A legal opinion was received from this party that establishes the grounds for the submission and the reasons why the writer believed it to be within scope.
- 2.10 In my opinion the submission is legitimate and satisfies the tests prescribed under the RMA. The submitter operates the BP Service at the intersection of State Highway 73 (SH 73) West Melton Road and Weedons Ross Road, a portion of which is directly opposite the southern end of the subject site. The potential for the proposal to directly affect this neighbour as a result of the submitter's proximity to the subject site are considered to be sufficient grounds to establish that this submission was not advanced purely as a means to protect a trade interest.
- 2.11 All other submissions that were challenged on the grounds of trade competition have been voluntarily withdrawn, although several of the parties advised Council that the withdrawal was not necessarily as a result of a failure to satisfy s96 and s308B.

### 3. PC 30 OVERVIEW

#### Background

- 3.1. West Melton is a small rural service town located on SH 73, 10km west of Christchurch City. Prior to recent subdivisions, the West Melton township consisted of a relatively confined urban area serviced by a tavern, service station, Primary School, Church, community center, local domain and a NZ Fire Service station.
- 3.2. More recent residential development within the West Melton Township is now well underway in the Gainsborough residential subdivision and beginning in the Preston Downs residential subdivision.
- 3.3. Additional low-density Living 2 and 2A zoned land remains undeveloped within the defined West Melton Urban Limit of the township on the southern side of SH 73 <sup>2</sup> (see [Figure 1](#)). The 2011 population of the West Melton urban



**Figure 1: Site Plan**

<sup>2</sup> The Living 2 and 2A zones caters for approximately 130 low-density residential sections

area was 671, but this is projected to increase at a growth rate of 5% per annum to a population of 1,553 residents by 2041<sup>3</sup>.

- 3.4. Provision has been made for 570 residential households within the Urban Limit of West Melton, which is to occur within the first development timeframe up to 2021 under Chapter 12A to the CRPS. The Urban Limit of West Melton is illustrated by the red outline in Figure 1, with the associated allocations encompassing the current zoned land only.
- 3.5. While the extent of residential zoned land has now been significantly increased through completed and impending subdivisions, there still remains no business zoned land in the township. As a result, any further business development to service the growing township is currently required to be managed under the Living zone provisions of the District Plan.
- 3.6. The subject site is rectangular in shape, having a 148m long frontage that is separated from Weedons Ross Road along its full length by a 8m wide Local Purpose (Recreation) Reserve. The Paparua Stock Water Race directly adjoin the road reserve of Weedons Ross Road and is directly adjacent to the Council administered reserve.
- 3.7. The site is 8,330m<sup>2</sup> in size and is legally described as Lot 1 DP 398852 (CT 394311). The parcel is currently a vacant grassed lot that is level in contour and is devoid of any trees or permanent structures. The property is separated from SH 73 to the south by the West Melton Presbyterian Church and a recent subdivision comprising four separate lots that front SH 73 (being 1132 West Coast Road). Subdivision consent has been approved and titles issued for these sections (RC105180 and RC105091), with additional land use consent having recently been approved to relocate dwellings onto two of the three vacant lots (RC105378 and RC115347).
- 3.8. There are five established dwellings and two vacant lots within the Gainsborough subdivision (being 62 to 72 Rotherham Drive), which form the rear eastern boundary of the site. The West Melton Learning Centre, Nursery and Kindergarten are located immediately to the north, which are accommodated within three large buildings with associated car parking. This property is owned by the requestor. The West Melton Primary School operates from the opposite side of Weedons Ross Road, with a large two storied classroom block and administrative office fronting the road.
- 3.9. A residential dwelling (735 Weedons Ross Road) and the West Melton Fire Station are located directly opposite the site, with the BP Service Station operating from the corner of SH 73 and Weedons Ross Road.

### **Summary of PC 30**

- 3.10. PC 30 seeks to change the Selwyn District Plan (District Planning Maps and Business 1 Zone Rules) to rezone the property from Living 1 to Business 1. The application states that:

*"The proposed Business 1 zoned land will provide convenience shopping that local residents would otherwise need to source in other more distant locations such as Rolleston, Darfield, Upper Riccarton, Riccarton Mall or Christchurch"*<sup>4</sup>.
- 3.11. The primary purpose of the rezoning is therefore to provide a local shopping centre to cater for the needs of West Melton residents now and in the not too distant future. It is noted that the Business 1 Zone being sought caters for a number of activities and permits residential activities as of right. As a result, the site could still be developed either partially or wholly for residential purposes depending on the degree of interest and up-take for commercial activities should the zoning be approved.
- 3.12. Development of the zone is proposed to be subject to a restriction on the total floor area permitted for retail use and the maximum floor area permitted for a single grocery/food store tenancy. If approved, any future land use activities will be controlled by the Business 1 Zone provisions. The request outlines some of the possible retail activities

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<sup>3</sup> Selwyn Growth Model: <http://www.selwyn.govt.nz/services/planning/population>

<sup>4</sup> PC 30 request – RD & JR Butt, Glasson Resource Management December 2010

and services that the applicant anticipates could tenant space within any future Business 1 Zone<sup>5</sup>.

3.13. Following a Request for Further Information from Council Officers, the applicant supplied additional information addressing the following matters that formed part of the publicly notified version of PC 30:

- ☐ an assessment of the tenancy sizes, which included the insertion of rules around maximum tenancy size and maximum permitted retail development
- ☐ additional amendments were also made to the rule Explanations and Reasons concerning development within West Melton to provide for Business Zoning and retailing
- ☐ further assessment on urban design and accessibility matters

#### **Suggested amendments to the publicly notified version of PC 30**

3.14. The need to address the following matters have necessitated a number of suggested amendments to the publicly notified version of PC 30:

- ☐ to address matters raised in submissions
- ☐ to ensure the rezoning does not generate unreasonable effects on the receiving environment
- ☐ to respond to points raised in the expert evidence prepared to inform the preparation of this report

3.15. These amendments are discussed in detail throughout this report, are outlined in **Attachment H** and are summarised as follows:

- ☐ restricting the size and type of tenancy able to be established on any future West Melton Business 1 Zone, should it be approved, to avoid any potentially adverse effects arising from the proposal on the commercial viability, function or amenity of existing centers or identified Key Activity Centers that service West Melton;
- ☐ permitted activity standards for noise generating activities within the proposed West Melton Business 1 Zone that comply with the prescribed day time and night time noise controls (as per the Living 1 Zone) and related provisions for non-compliance;
- ☐ permitted activity standard for any future buildings that may be established in the West Melton Business 1 Zone where they accord with a 3m minimum building setback from all boundaries and related provisions for non-compliance;
- ☐ a development control requiring restricted discretionary consent, including assessment matters and Reasons for Rules, to ensure appropriate landscaping and design elements within the West Melton Business 1 Zone at the interface with the adjoining Council reserve are formalised prior to development occurring on the site;
- ☐ a further development control is suggested in response to the transportation evidence of Mr Mazey, requiring the inclusion of a performance standard requiring a Transport Management Plan or similar mechanism to address access arrangements and road/footpath upgrades required as a direct result of the development of the West Melton Business 1 Zone. It is anticipated that the applicant will provide a response to the matters raised by Mr Mazey either prior to or at the hearing.

## **4. EXPERT EVIDENCE**

4.1 A number of expert reports have been commissioned to assess the issues raised in submissions. The following reports are provided in full as attachments to this report.

ATTACHMENT C:	Traffic – Andrew Mazey, SDC Asset Manager Transportation
ATTACHMENT D:	Infrastructure – Paul Carran, OPUS International Consultants
ATTACHMENT E:	Open Space – Anne Greenup, SDC Strategic Assets Manager
ATTACHMENT F:	Retail assessment – Tim Heath, Property Economics

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<sup>5</sup> PC 30 request – RD & JR Butt, Glasson Resource Management, Section 4.2 [P13 and 14], December 2010

### Traffic assessment

- 4.2 Mr Andrew Mazey, Council's Assets Manager - Transportation, has provided a report (**Attachment C**) that considers the matters pertaining to transportation and the submissions received on PC 30. An addendum assessment from Traffic Design Group on behalf of the applicant was forwarded through to Mr Mazey on the 10<sup>th</sup> May 2012, clarifying several points relating to traffic growth modeling and local access provisions. This addendum assessment is attached as Appendix A to Mr Mazey's evidence.
- 4.3 Mr Mazey's evidence reviews the transport related material contained within the request and assesses the transport related effects that may arise as a result of the proposed rezoning, including specifically the impacts the rezoning may have on the efficiency and safety of the local and wider road network. Mr Mazey supports the conclusions contained within the Traffic Assessment Report and addendum assessment prepared by Traffic Design Group on behalf of the applicant, confirming:
- "...that a development of this nature will make West Melton more transport self-sufficient and sustainable to cater for the planned residential growth and need for related supporting local services".*
- 4.4 The submission from the Henderson's (**S09**) Mr Mazey identifies an inconsistency between the trip generation projections anticipated from the rezoning, where Traffic Design Group have based their analysis on a 2,050m<sup>2</sup> development proposal rather than the 3,000m<sup>2</sup> being sought through PC 30. This concern is also raised in the Henderson submission (**S09**).
- 4.5 The submissions from the Hendersons (**S09**) and M Vitel (**S16**) also raise concerns that the land use activities facilitated by the Business 1 rezoning will undermine the safety and efficiency of the SH73 and Weedons Ross Road intersection and that it may risk the health and safety of pupils, staff and visitors to West Melton Primary School. Mr Mazey assesses the capacity of the SH 73 and Weedons Ross Road intersection, concluding that there were no issues identified with the intersection through CRETS, that advantages will be gained by the proposed retail development being co-located with other residential development to the north of SH 73, that the anticipated level of traffic movements would be sustainable in the context of the larger township being created and that the intersection performs to an acceptable Level of Service (LoS).
- 4.6 However, there remains a discrepancy in the transport assessment where projections have been based off a 2,050m<sup>2</sup> rather than a 3,000m<sup>2</sup> commercial footprint that will require clarification from the applicant either prior to or at the hearing.
- 4.7 In respect to the safety of school related vehicle and pedestrian movements, Mr Mazey comments on the concerns raised in submissions that congestion may occur at pick up and drop off times. He concludes that any safety concerns can be addressed through car parking restrictions along the east side of Weedons Ross Road, requiring all car parking for the Business 1 Zone to be accommodated within the site, formation of indented parking bays or other appropriate engineering solutions. It is established that the methods and treatments to resolve any conflict or safety concerns can be formulated once a design layout for any future activities within the Business 1 Zone are finalised.
- 4.8 Mr Mazey confirms that a commercial centre for the development site is likely to attract pedestrians and cyclists, specifically from the adjoining Gainsborough subdivision and residential development to the west. It is identified that the one of the benefits of having a Business 1 Zone in the proposed location is that it will reduce the reliance on private motor vehicles, but that it is equally important to provide safe pedestrian and cycle connections to reduce the number and frequency of short trips within West Melton to access the proposed commercial centre. It is for this reason that Mr Mazey asserts that the applicant should fund a 150m foot path extension to facilitate safe pedestrian access to the Business 1 Zone from Brinsworth Avenue to the north.
- 4.9 In addition to the above foot path extension, Mr Mazey also identifies that:

*“Through the assessment of this Plan Change it has become apparent that there are significant opportunities to provide an outcome that supports both Council and community transport ideals that should be incorporated into the proposed development to provide an integrated, cohesive and attractive outcome”*

- 4.10 To achieve the above outcomes, Mr Mazey supports the inclusion of a mechanism within the plan change to provide the Council and the community surety that all site access and connectivity matters are considered at the time the site is developed. Such a provision would ensure that the significant opportunities the development site presents to achieving wider connectivity, safe pedestrian connections and network efficiencies for West Melton would be investigated in detail once a concept for the site is finalised. It would also go some way to addressing the concerns of submitters with respect to traffic safety around the primary school (**S09 Henderson** and **S16 M Vitel**).

- 4.11 The following additional performance standard requiring restricted discretionary consent with associated assessment matters is recommended, although it is anticipated that the applicant will attend to Mr Mazey’s recommendations either prior to or at the hearing (**Attachment H**):

**“Restricted Discretionary Activities: Access arrangements for the West Melton Business 1 Zone**

**22.16.6** Access arrangements for the West Melton Business 1 Zone site shall be a restricted discretionary activity.

**22.16.7** Under Rule 22.16.7 the Council shall restrict the exercise of its discretion to the consideration of:

**22.16.7.1** The provision of a Transport Management Plan prepared by the land owner prescribing the following:

- the main vehicular and pedestrian access arrangements to and through the site
- the identification of crossing points and alignments across Weedons Ross Road
- all necessary upgrades to the eastern side of Weedons Ross Road arising as a result of the development of the West Melton Business 1 Zone, including specifically a 150m extension of the footpath and related street upgrade infrastructure north of the site to Brinsworth Avenue and all other pedestrian facilities necessary to provide safe crossing points for pedestrians crossing Weedons Ross Road to access the site
- all other necessary infrastructure upgrades to rationalise transport connectivity and access arrangements arising as a direct result of the proposed development of the West Melton Business 1 Zone”

- 4.12 Mr Mazey also assesses the specific point raised in the submission of M Vitel (**S16**) relating to increased foot traffic through Laird Place and Westview Crescent. It is established that the walking and cycling connections through Laird Place and Westview Crescent were established through the PC 3 zoning process that facilitated the Preston Downs development to increase connectivity. Mr Mazey continues to support these connection points as a means to facilitate alternative modes of transport, confirming that the:

*“Retail development is well positioned to take advantage of the walking and cycling connections from the western side of the township”*

- 4.13 **Section 5** of this report considers the amenity effects raised in the submission (**S16 M Vitel**), concluding that a number of positive effects will arise as a result of pedestrians



and cyclists utilising Laird Place and Westview Crescent to access any future West Melton Business 1 Zone.

- 4.14 Overall, I am satisfied that the traffic related effects of the proposal on the safety and efficiency of the local and wider road network are appropriate and that all concerns raised in submissions have been adequately addressed. This is contingent upon the applicant providing clarification that the trip generation projections based off a 3,000m<sup>2</sup> development footprint would not reduce the anticipated LoS of the transport network and addressing the recommendations of Mr Mazey with respect to the inclusion of an additional performance standard requiring a Transport Management Plan to be lodged and approved for any future redevelopment of the site, or a similar mechanism to achieve the same outcome.

#### **Infrastructure assessment**

- 4.15 Mr Carran, a Senior Civil Engineer at OPUS International Consultants, has provided a report (**Attachment D**) that investigates the servicing requirements relating to the rezoning proposal, while addressing the submissions lodged on PC 30 relating to infrastructure servicing.
- 4.16 Mr Carran initially sets out a summary of the utility services established in West Melton. An outline of the specific servicing requirements of the proposal and an analysis of whether there is sufficient capacity within the network to support a Business 1 Zone and the activities that are likely to establish on the site should the proposal be successful are then provided.
- 4.17 Mr Carran concludes that:
- ☐ the West Melton water supply and wastewater system both have sufficient capacity to accommodate the requirements of a 3,000m<sup>2</sup> business development
  - ☐ all stormwater can be accommodated within the stormwater system developed for the adjoining Gainsborough subdivision and run-off from roof catchments and hard stand surfaces can be discharged to ground, with the necessary consenting from Environment Canterbury being already in place to protect the quality of groundwater
  - ☐ no additional utility infrastructure is necessary to support the proposed rezoning
- 4.18 Mr Carran also assesses the points raised in the submission lodged by A & D Henderson (**S09**) concerning the lack of an infrastructure assessment in the request to determine whether the proposal can be serviced, concluding that:
- "The infrastructure matters raised in the Henderson submission have been adequately addressed"*
- 4.19 I am therefore satisfied that the proposed rezoning is able to be appropriately serviced with the necessary utility infrastructure, that any additional demand is anticipated and able to be accommodated within the existing network and that the rezoning will have no adverse effects on the efficient and cost effective provision of infrastructure and utility services.

#### **Open space assessment**

- 4.20 Ms Anne Greenup, Council's Strategic Assets Manager, has provided a report (**Attachment E**) that considers the effects the proposed rezoning may have on the open space amenity and function of the Council reserve and water race located between the subject site and Weedons Ross Road.
- 4.21 Ms Greenup initially outlines the location and status of the reserve and water race from an asset management perspective, including the community's expectations with regards to how it may be developed. The evidence confirms the relevant District Plan objectives and policies relating to these assets, which are assessed specifically in **Attachment J** of this report.
- 4.22 An assessment of the relevant design issues relating to the development of the West Melton Business 1 Zone are highlighted, including in particular the need for any future bridge connections to accord with related by-laws and for signage and landscaping proposed for any future development to compliment the reserve.

- 4.23 The applicant in consultation with the Council has nominated the following development control to ensure that the proposal is consistent with the relevant objectives and policies relating to Community Facilities (Reserves) and to ensure that any proposal formalised for the site encompasses suitable landscaping and signage to compliment the reserve:

**"Restricted Discretionary Activities: Landscaping within the West Melton Business 1 Zone**

**22.16.3** Landscaping within the West Melton Business 1 Zone site shall be a restricted discretionary activity.

**22.16.4** Under Rule 22.16.4 the Council shall restrict the exercise of its discretion to consideration of:

**22.16.4.1** Effects of landscaping and signage on the adjacent reserve, and water race."

- 4.24 On the basis of the above discussion and the assessment provided in **Attachment J**, it is considered that the suggested development control is appropriate to ensure any future proposal for the West Melton Business 1 Zone will achieve an appropriate interface with the adjoining reserve and apply sympathetic design features that compliment the amenity afforded by the water race and reserve.
- 4.25 It is my opinion that there is sufficient scope to incorporate this amendment as it ensures that the rezoning is consistent with the objectives and policies of the District Plan and assists in addressing the potential for adverse amenity effects raised in the submissions from the Henderson's (**S09**) and M Vitel (**S16**).
- 4.26 In conclusion, Ms Greenup establishes that:

*"...there are no serious issues in regards to the reserve if the Butt's land was to be re-zoned to Business 1".*

**Retail assessment**

- 4.27 Mr Tim Heath, a Director at Property Economics, has provided a report (**Attachment F**) that assesses the distribution and other retail effects associated with the scale, function and location of the proposed Business 1 Zone.
- 4.28 Proposed Rule 22.14.1.2 in the notified version of PC 30 reads as follows, noting that the schedule of amendment reflects consequential numbering changes to the District Plan:

**"Rule 22.14.1.2**

Any retail grocery and foodstore tenancy with a Gross Floor Area not exceeding 400m<sup>2</sup>.

Note: Grocery/ Foodstore does not include restaurant/ café activities"

- 4.29 Failure to comply with this development standard would generate a discretionary activity status.
- 4.30 Mr Heath concludes in his report that the proposed maximum GFA of 400m<sup>2</sup> for any future grocery or food store tenancy needs to be reduced to 350m<sup>2</sup> and for this control to apply to all future individual tenancies. In Mr Heath's opinion, a maximum store size of 350m<sup>2</sup> GFA is practical to provide flexibility for the developer and certainty of outcome for the Council and community. It also better aligns the scale and function of the proposed Centre with the 350m<sup>2</sup> maximum GFA for any individual tenancy within the neighbourhood centers in Rolleston formalised through PC 7<sup>6</sup> and consistency with other Business 1 Zone locations. Mr Heath does not believe that the suggested amendment

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<sup>6</sup> Decisions on PC 7 included new Rule 22.14.1 to manage retailing in ODP Neighbourhood and Local Centre's within the Business 1 Zone of Lincoln and Rolleston. This development control applies to retail activities on land identified in Appendix 35 and 36 of the District Plan and requires that business activities that have "a total retail floor space in excess of 2,000m<sup>2</sup> or individual tenancy area greater than 350m<sup>2</sup> GFA shall be a discretionary activity". This provision is subject to appeal, with the appellant seeking the activity status to be amended to non-complying where development exceeds the stated standard. A consent order that grants the relief sought by the appellant is currently before the court for consideration.

will jeopardise the role, function or viability of a Business 1 Zone in West Melton or the shopping centre proposal.

- 4.31 Mr Heath concludes that the proposed West Melton Business 1 Zone is not of a scale or is likely to serve any function that would adversely affect any other centers either in Selwyn District or Christchurch City. Mr Heath establishes that the:<sup>7</sup>

*"...proposed West Melton Centre will provide economic and social benefits to its local community and improve their wellbeing by providing convenience retail and commercial services in an easily accessible location, and will reduce the need for local residents to travel outside their local area to obtain such goods"*

- 4.32 Further discussions between the applicant and Mr Heath have resulted in an exception being made for a single tenancy occupied by a restaurant, café or tavern. This concession has been made to provide the land owner flexibility in attracting future tenants and preserving the role, function and viability of any future shopping centre. The applicant has confirmed in writing that they are accepting of the amendment recommended by Mr Heath.

- 4.33 I am guided by and accept Mr Heath's evidence with regard to the retail related effects of the proposed West Melton Business Zone. As a result, I recommend the following to the PC 30 schedule of amendments (see **Attachment H: Recommended amendments to PC 30 and amended schedule of amendments**):

**"Rule 22.15.1.2**

Any retail ~~grocery and foodstore~~ or commercial tenancy, excluding restaurant, café or restaurant activities, with a Gross Floor Area not exceeding ~~400~~ 350m<sup>2</sup>

~~Note: Grocery/ Foodstore does not include restaurant/ café activities"~~

- 4.34 It is my opinion that this change to the notified version of PC 30 is within scope as its inclusion has been agreed with the applicant and will reduce the potentially adverse effects associated with the rezoning by decreasing the size and type of tenancy able to be established as a permitted activity. The amendment also ensures that PC 30 better aligns with the objectives, policies and rules of the SDP for managing small scale retail center's, while also avoiding any adverse effects of the rezoning on the commercial viability and role of other commercial nodes and Key Activity Centers currently servicing West Melton.

**Geotechnical assessment**

- 4.35 Mr Ian M<sup>c</sup>Cahon, an engineer at the geotechnical and hazard identification firm Geotech Consulting, has provided a report outlining the relative risk to rezoning the land from residential to business use, with a particular focus on establishing the stability of the land and identifying any liquefaction hazard (**Attachment G**).

- 4.36 Mr M<sup>c</sup>Cahon has undertaken a desktop analysis of the subject land, which included a review of geological formations and groundwater. Mr M<sup>c</sup>Cahon draws the following conclusions on the liquefaction hazard<sup>8</sup>:

*"The combination of gravels, which are not susceptible to liquefaction, and the depth to ground water make liquefaction an extremely low possibility at this site. There is no liquefaction recorded anywhere in the area during the recent Canterbury earthquakes".*

- 4.37 Mr M<sup>c</sup>Cahon also concludes that the ground conditions are appropriate to support the foundations of any new buildings and that shallow foundations would be sufficient. Mr M<sup>c</sup>Cahon recommends that specific site investigations be carried out at the building consent stage to verify conditions and to confirm that any foundations are designed to suit the conditions.

- 4.38 Council is currently requiring all building consents to include information on the suitability of the ground to support structures and for the liquefaction hazard to be assessed<sup>9</sup>. On

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<sup>7</sup> Property Economics: letter dated 2<sup>nd</sup> December 2011, Paragraph 7 [P3]

<sup>8</sup> Geotech Consultants: Letter dated 16<sup>th</sup> November 2011, Paragraph 5 [P1]

the basis of Mr M<sup>c</sup>Cahon's evidence and the current building consent requirements, I am satisfied that the land is suitable for the proposed rezoning and that any liquefaction hazard will be addressed once the design of any future commercial premises is confirmed and assessed against the Building Code.

## **5. ASSESSMENT OF SUBMISSIONS AND ENVIRONMENTAL EFFECTS**

- 5.1 The assessment of the submissions received on PC 30, and the overall appropriateness of the plan change, have been grouped into the following topic areas and assessed accordingly:

POSITIVE EFFECTS

LOCATION, FUNCTION AND CHARACTER

POTENTIALLY ADVERSE EFFECTS

TRANSPORTATION

INFRASTRUCTURE SERVICING

- 5.2 Recommendations on each submission point are described in this section and summarised in **Attachment B**.

### **POSTIVE EFFECTS**

- 5.3 There were three submissions lodged in support of PC 30 (**S01 GW West Melton Ltd**, **S02 F Green** and **S14 J Wylie**).

#### **Assessment**

- 5.4 In my opinion the ability to source everyday consumables and services within the town rather than having to commute to nearby settlements will reduce travel times and the reliance on private motor vehicles. The majority of households within West Melton, once developed in accordance with the current District Plan Living Zones, will be within at least 2km of the subject site. This proximity will facilitate the use of alternative modes of transport such as walking and cycling to access goods and services. These factors will in turn reduce fuel consumption and improve the efficiency of the wider road network, albeit to moderate levels. It is further noted that although there are established and proposed retail areas in the nearby townships of Rolleston and Yaldhurst, there is a very limited public bus service available to access Yaldhurst, Darfield and Christchurch City and no service provided to Rolleston from West Melton. A Business 1 Zone in the location proposed by PC 30 will therefore make the township a more self-sufficient community in which to live.
- 5.5 In my opinion, the recent growth that is evident in West Melton, coupled with the projected household growth described in the introductory sections of this report, necessitates some form of consolidated business zone to service the needs of the current and future community. This includes access to a wider variety of retailers, healthcare service providers and entertainment options within close proximity to what is an expanding residential population base. The retail distribution assessment undertaken by Mr Heath of Property Economics (**Attachment F**) has confirmed that the scale of the proposal and the controls on future development will ensure that the existing retailers and service providers will not be comprised by any future tenants should the site be rezoned.
- 5.6 Overall, I agree that a small scale business and retail area within the centre of West Melton will result in a number of positive environmental, social and economic effects to the residents of, and visitors to, West Melton.

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<sup>9</sup> Department of Building and Housing: "Residential Foundation Technical Categories" and "Guidelines for the Investigation and Assessment of Subdivisions", Oct 2011

## LOCATION, FUNCTION AND CHARACTER

- 5.7 The following provides a general assessment of the location, function and character of the proposal in order to satisfy the Council's general duties under the RMA when considering a request for rezoning.

### Location

- 5.8 As outlined in **Attachment J**, it is my opinion that the site is a logical location that is best able to accommodate a business node for the township when assessed against the strategic growth outcomes prescribed in the District Plan. The property is located in the centre of West Melton and has a wide frontage onto Weedons Ross Road, which is the main street of the township and is the primary access to the future population base within the Gainsborough and Preston Downs subdivisions.
- 5.9 This central location also ensures that the residential population base will be able to gain ready access to the site utilising alternative modes of transport, with the furthest Living zone development being no more 2km from the subject site. It also ensures that the business node is in proximity to the key community facilities and services established in West Melton, including being:
- ☐ opposite West Melton Primary School to the west
  - ☐ adjoining the West Melton Presbyterian Church directly to the south
  - ☐ opposite the BP Service Station and Fire Service Station to the south-west
  - ☐ 0.33km from the future underpass<sup>10</sup> that will provide pedestrian and cycle access to the Living 2 and Living 2A zoned land and other community facilities to the south of SH 73
- 5.10 There are few remaining parcels within the township that are of a size necessary to accommodate a business node sufficient to cater for a future population base of 1,500 residents. The exceptions are the balance of the West Melton Tavern site. However, this property is severed from the main residential population base by SH 73 where further intensification may exacerbate the pressure on the Weedons Ross Road and SH73 intersection and compromise the efficiency of the State Highway when compared to the subject site. The property directly to the north is also of sufficient size and is located within the centre of the town. However, this site accommodates the West Melton Learning Centre, Nursery and Kindergarten complex and is owned by the requestor.
- 5.11 The only other alternative locations to the Business 1 Zone site proposed through PC 30 would be within residential areas, to the south of the State Highway or on the periphery of the town. In my opinion there are no alternative locations available within the township that have the opportunities presented by the subject site and that the proposed location achieves a number of positive environmental, social and economic outcomes.

### Function

- 5.12 One submission opposes PC 30 on the grounds that they have lived in the community for 22 years without a shopping centre and that existing outlets are able to cater for the needs of the community (**S16 M Vitel**).
- 5.13 Mr Heath confirms that the function of the proposed business zone is consistent with the current and projected scale of the West Melton township, would not undermine the economic viability of other retail centres in close proximity to the township and will be of benefit to the wellbeing of the community.
- 5.14 In my opinion it is important that people residing in urban environments have access to everyday services, employment opportunities and social activities to be more vibrant, self-sufficient and sustainable communities. Retail areas and services contained within

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<sup>10</sup> A pedestrian and cycling underpass is required to be provided between Rossington Drive within the Gainsborough subdivision beneath SH 73 to the Living 2 Zone by the West Melton Outline Development Plan, which is referenced as Appendix E – Appendix 20 of the Selwyn District Plan. A local purpose reserve was Gazetted and vested in Council when the Gainsborough subdivision was subdivided to facilitate the future development of this underpass

Business 1 Zone environments often serve as a focal point for the community that contributes to the townships vitality and character, while enhancing social cohesion.

- 5.15 Council's Plan Change 29 (PC 29)<sup>11</sup> seeks to implement design provisions to ensure that these outcomes are able to be secured within business zoned areas, which would apply to the West Melton site if this request is approved and PC 29 remains in its current form at the conclusion of the appeal proceedings. Although PC 29 is directly relevant to how the site may be developed in the future if the rezoning application is successful, the PC 30 process is restricted to determining the appropriateness of rezoning the subject land from a Living 1 to a Business 1 Zone.
- 5.16 The request sets out a range of potential retail activities that could tenant any future Business 1 Zone, should it be approved. In my opinion, the range and type of retail activities and services listed reflect what would be anticipated in a small scale shopping centre, particularly given the development controls proposed to manage any future tenants. I believe that the West Melton community would benefit from being able to readily access what in reality is a relatively limited range of business activities within the township, which in turn will reduce the extent of time and costs associated with travelling to alternative retail and business nodes to access the same goods and services.
- 5.17 Table 1<sup>12</sup> illustrates that the majority of other townships within Selwyn District that are of a comparable size to what West Melton will be in the foreseeable future (where it will have a 2016 population of 1,028) have business zoned land and a readily identifiable town centre to accommodate retail space, commercial activities and community services.

**Table 1: Similar sized townships with business zones**

Township	Prebbleton	Darfield	Leeston	Southbridge	Dunsandel
2016 Population	2,710	2,304	1,447	858	409

- 5.18 It is therefore evident that West Melton is of a sufficient size and scale to sustain a Business 1 Zone to support what is a growing population base.

### **Character**

- 5.19 Two submissions oppose PC 30 on the grounds that the rezoning will adversely affect the character and village amenity of West Melton, with a Business 1 Zone reducing the rural aspect of the village to the extent that its character would be compromised by the rezoning (**S09 A & D Henderson** and **S16 M Vitel**).
- 5.20 In my opinion the amenity of West Melton is characteristic of a number of rural service towns within the commuter belt of Christchurch City, where close proximity to the rural environment, a relatively small population base and lower housing densities than what are provided in larger centres all contribute to a discrete rural village character. This is reflected in section sizes traditionally being 1,000m<sup>2</sup> and the provision of a high proportion of Living 1B and Living 2 zoned land to cater for residents seeking low density residential lifestyles. The location and context of West Melton is representative of other satellite settlements established on the periphery of Christchurch, where a high proportion of residents commute to the city for employment, services, recreation and social activities.
- 5.21 I agree to an extent that the rural aspect of West Melton is being reduced by development, particularly of those residential sections that formed the established core of the village where 'Greenfield' residential subdivision is extending the urban form to the north, north-east and north-west. However, the District Plan anticipates this change in character through land use zoning and the effects of this growth has been assessed through previous plan change and subdivision processes. I do not support the proposition that a business node in the centre of an existing town surrounded by

<sup>11</sup> PC 29 Design of Development within the Business 1 Zone

<sup>12</sup> Selwyn Growth Model: <http://www.selwyn.govt.nz/services/planning/population>

established residential, commercial and community based activities would erode the rural aspect of West Melton.

- 5.22 In my opinion, a small scale commercial area of the type and scale proposed is anticipated and characteristic of other small townships on the periphery of Christchurch. I do not believe that the rezoning will reduce the rural village character of West Melton, particularly given that the proposed location is within the central core of the settlement.
- 5.23 I also take some confidence that decisions on PC 29 have been released, which incorporate a number of mechanisms to create vibrant, functional and attractive Business 1 Zone environments, including:
- ☐ requirements for active shop frontages to create attractive public spaces
  - ☐ restrictions on colour schemes, landscaping and signage to improve the street scene
  - ☐ management of car parking layouts to improve accessibility and integration
- 5.24 Any future development will need to accord with this framework once it is settled through Environment Court proceedings or resource consent will be required and any potentially adverse effects of the proposal on directly adjoining neighbours and the environment in general would need to be assessed at that point.
- 5.25 PC 29 is in direct response to a concern raised by **S06 A Douglas**, who opposes PC 30 on the grounds that a lack of strategic planning to determine the most appropriate methods to manage commercial development in West Melton may lead to a substandard town centre similar to what the submitter believes has occurred in Rolleston. Council has also prepared a Design Guide for Commercial Development to accompany PC 29<sup>13</sup>, which is a non-statutory method of achieving high quality and attractive town centres and business nodes within the district.
- 5.26 Overall, it is my opinion that PC 30 will achieve positive and sustainable environmental, social and economic outcomes and that the proposed location, function and anticipated character makes the proposed business zone more appropriate than the sites current Living 1 zoning.

#### POTENTIALLY ADVERSE EFFECTS

- 5.27 Three submissions oppose PC 30 on the grounds that the rezoning and the scale of business activities on the site will generate adverse effects, such as the bulk, location and shading associated with future buildings on neighbouring properties (**S11 S Booth** and **S15 D Booth [Cannick Ventures Ltd]** and **S16 M Vitel**). **S16 M Vitel** also opposes the rezoning on the grounds that the future activities will increase litter, create a congregating area and detract from the quality of living that they have become accustomed to in West Melton.
- 5.28 The request itself is silent on the potentially adverse effects that may arise as a result of the rezoning. The applicant has provided several rules and assessment matters to respond to a number of queries raised during the preparation of this report. These suggested amendments are considered in the following assessment and are outlined in **Attachment H**.
- 5.29 The Living 1 Zone has a number of development controls to manage the scale of activities to preserve residential amenity and character. The Business 1 Zone has more flexible controls to facilitate what are invariably more intensive activities, which come with lower compliance thresholds commensurate with the anticipated use of the land<sup>14</sup>. It is therefore important to not only consider the specific concerns raised in submissions but to also undertake a broad assessment of the effects that may occur as a result of the land use zoning to gauge whether specific development controls for the West Melton Business 1 Zone are necessary.

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<sup>13</sup> The Commercial Design Guide was the recipient of a New Zealand Planning Institute best practice award in 2012

<sup>14</sup> The Living 1 Zone provides for one dwelling per allotment. A controlled activity subdivision of the 8,330m<sup>2</sup> section would create approximately eight parcels that would be able to accommodate a dwelling on each where compliant with the various District Plan Living Zone rules

- 5.30 Table 2 provides a summary of the relevant District Plan permitted activity performance standards for managing development within the Living 1 Zone in comparison to the Business 1 Zone<sup>15</sup>.

**Table 2: Living 1 and Business 1 Zone permitted activity performance standards**

Permitted activity performance standard	Living 1 Zone	Business 1 Zone
Site coverage	35%	Generally no restriction
Building height	8m	10m (25m structure)
Building position	Appendix 11 – Recession Planes Variable angle (orientation) measured at a height of 2.5m above the ground level of the boundary	Appendix 11 – Recession Planes Variable angle (orientation) measured at a height of 6m above the ground level of internal boundaries and a height of 2.5m from residential boundaries
Building setbacks	2m internal and 4m road	No restriction
Earthworks	2,000m <sup>3</sup> max, vertical cut where no more than 5% of the vertical cut face is over 2m and conditional upon compliance with the identified management regime	5,000m <sup>3</sup> max, vertical cut where no more than 5% of the vertical cut face is over 2m and conditional upon compliance with the identified management regime
Activities and noise	<u>7.30am – 8pm</u> 50 dBA L10 and 85dBA Lmax <u>8pm – 7.30am</u> 35 dBA L10 and 70dBA Lmax	<u>7.30am – 8pm</u> 55 dBA L10 and 85dBA Lmax <u>8pm – 7.30am</u> 40 dBA L10 and 70dBA Lmax
Hours of operation	Any non-residential activity is permitted where customers, patrons or clients visit within the hours of 7am and 10pm on any given day	No commensurate performance standard
Light Spill	Any exterior lighting is required to be directed away from adjacent properties and roads and where it does not exceed lux spill greater than 3 on any part of adjoining properties	As per the Living 1 Zone
Outdoor signs	1m <sup>2</sup> , 2m height and conditional upon compliance with the prescribed requirements	3m <sup>2</sup> size, 6m height and conditional upon compliance with the prescribed requirements
Car parking	2 spaces/residential dwelling	Varies depending on the type of activity

### ***Visual bulk and appearance***

- 5.31 In my opinion, formalising a Business 1 Zone will invariably change the amenity of the current and future occupants of the established residential dwellings and vacant residential sections in the immediate vicinity of the subject site through the likelihood of relatively bulky and large structures that are of a commercial rather than residential nature. This could result in a number of effects, including a reduction in privacy and

<sup>15</sup> The full list of permitted activity performance standards for the Living 1 and Business 1 Zones are provided in Part C of the Township Volume of the Selwyn District Plan



outlook, increased shading and a general increase in activities that are busier and noisier in nature when compared to residential forms of development. The following assessment considers these effects to determine whether any specific development controls to manage future activities on the site are necessary.

- 5.32 There are six residential sections within the Gainsborough that back onto the subject site, with a further four recently created allotments directly to the south, which were developed by **S11 S Booth** and **S15 D Booth**. A single residential dwelling is located between the BP Service Station and the Fire Station to the west of the subject site. The remaining land holdings surrounding the subject property are being utilised for non-residential activities, including the West Melton Learning Centre, Nursery and Kindergarten complex to the north, the West Melton Presbyterian Church to the south, BP Service Station (**S09 A & D Henderson**) and Fire Service Station to the south-west and West Melton Primary School to the west. The primary school buildings front onto Weedons Ross Road, with a recently constructed two-storeyed complex being of a larger scale than other built forms in the immediate area.
- 5.33 The above land uses, coupled with the current District Plan zonings, form the established 'environment' in which the effects of the proposal need to be assessed. In my opinion, the subject site is surrounded by a high proportion of established non-residential activities that collectively represent a scale of built form that are not necessarily representative of a Living 1 Zone environment. This is representative of a township that has evolved without a specific Business 1 Zone where such activities would be expected to be accommodated
- 5.34 Given this context, I do not believe that the wider amenity of West Melton or the Weedons Ross Road streetscape will be undermined by the bulk and appearance of any future shopping centre established on the site. Other processes have formalised the rezoning of significant areas of farmland to cater for residential growth over recent years that has reduced the rural outlook from the subject property. A Business 1 Zone will serve the needs of this expanding population base and in my opinion will not in itself directly contribute to any undermining of the wider character and amenity of West Melton.
- 5.35 A number of concept plans have been prepared by the applicant and included in the request as Appendices C through to D to illustrate three potential shopping centre layouts for the site. A more refined concept plan has subsequently been prepared, which I understand has been used by the applicant to consult submitters. These concepts are useful in gauging what layouts and designs may occur on the site should it be rezoned. However, the granting of PC 30 does not bind the applicant to any given design or concept, which would be considered by Council at land use stage depending on whether resource consents are necessary.
- 5.36 All immediately adjoining land owners have been served notice of the request and have not lodged submissions opposing the proposed rezoning or the activities that this may enable to establish on the site. It is therefore assumed that these neighbours are accepting of the proposed rezoning and the effects that may arise as a consequence. Further opportunity for potentially affected parties to address concerns associated with the effects of any future activities proposed for the site is provided through the resource consent process. Although this would only occur where a proposal fails to accord with the permitted activity performance standards of the Business 1 Zone in the District Plan and the related effects warrants affected party approval or for the application to be processed on a limited or fully notified basis.
- 5.37 The only exceptions are **S11 S Booth**, **S15 D Booth** and **S09 A & D Henderson**. The Booths have recently subdivided the adjoining property and raise concerns with the building setback and height to boundary provisions of the Business 1 Zone applying to the southern boundaries of these residential sections. A number of solutions are proposed by the submitter, including increased setbacks, land acquisitions and specific development controls.

- 5.38 The reality is that only one of the four sections directly adjoins

the subject site. However, the outdoor living area of the north-western rear section does enjoy a northern aspect and the dwelling is established close to the same boundary. It is therefore conceivable that the outlook and amenity of this property may be undermined by activities able to be developed in the Business 1 Zone. This parcel is illustrated as proposed Lot 3 in [Figure 2](#).

**Figure 2: Site Plan**



- 5.39 The proposal also affects the boundary interface with residential sections within the Gainsborough subdivision to the east, the West Melton Presbyterian Church to the south and the West Melton Learning Centre to the north. The primary difference being that the Church and Learning Centre already exist on the respective properties and are both used for non-residential purposes.
- 5.40 The District Plan recognises the sensitive boundary interface between Business 1 and Living 1 Zones, with the height to boundary control being more restrictive for the Business 1 Zone where it adjoins the Living 1 Zone. This development control applies at a 2.5m height on the property boundary with the angle of the recession plane being determined by the orientation of the boundary<sup>16</sup>. This performance standard ensures that any future business related development within a Business 1 Zone does not unduly shade, or adversely affect the privacy, of the adjoining residential properties to the south and east. Resource consent would be required should any future proposal breach this performance standard.
- 5.41 In spite of the above development control, the absence of a specific assessment within the request to gauge the effects that may be generated from any given proposal for the site or to substantiate the extent to which the amenity of these adjoining properties may be undermined by the rezoning was raised with the applicant. The applicant in turn has recommended that a 3m building setback be applied to the West Melton Business 1 Zone. This is to respond specifically to the relief sought by the Booths in their submissions, but to also ensure that the amenity of all properties directly adjoining the development site will not be compromised by any future activities that may be established on the property should the rezoning request be successful.
- 5.42 I am supportive of this recommendation and have included it within the suggested changes outlined in [Attachment H](#). I consider that this amendment is within scope as it has been nominated by the applicant to reduce the impact of the proposal on immediately adjoining neighbours, including specifically the Booths (**S11 S Booth** and **S15 D Booth**).
- 5.43 The Henderson's (**S09 A & D Henderson**) own and operate the BP Service Station, which is an established commercial enterprise. The Henderson's submission appears to relate more to the wider character and amenity of West Melton rather than immediate effects on the site, the effects of which have been assessed above. In any event, I do not believe that the operations or the enjoyment of customers or staff of the service station will be adversely affected by the visual bulk and appearance of any future retail centre on the opposite side of Weedons Ross Road given the intensive nature of the current land use activities on the submitter's site.

<sup>16</sup> Selwyn District Plan: Part E Appendix 11 – Recession Plane A, E11-001

- 5.44 Overall, I believe that the rezoning will change the amenity and outlook of the directly adjoining properties by enabling more intensive development to occur on the subject site as of right. However, the current District Plan performance standards and the recommended 3m minimum building setback from the West Melton Business 1 Zone will avoid any adverse effects on these neighbours, a large proportion of which are being utilised by established non-residential activities.

**Nuisance effects**

- 5.45 A Business 1 Zone is likely to accommodate activities, and attract relatively high numbers of people when compared to the sites current Living 1 zoning, which is likely to increase noise emissions, odour, litter and light spill. A Business 1 Zone is also likely to contribute to the establishment of a more defined town centre that is likely to become a focal point for the community where people will meet. The only submission raising concerns with these aspects of the proposal was from **S16 M Vitel**, who opposes PC 30 on the grounds that it will increase litter, result in foot traffic through the Primary School to Laird Place and be a congregating area.
- 5.46 The owners and operators of any future commercial centre will be required to provide rubbish bins for people visiting the property, with the Council providing a similar service in parks and reserves and operating a solid waste collection service. If people fail to use these facilities and litter then they are liable for prosecution under by-laws and other legislation. The Business 1 Zone performance standards also require that any solid waste generated from within the site must be stored within enclosed water proof containers and needs to be disposed of regularly<sup>17</sup>. These requirements significantly reduce the risk that the storage of solid waste materials would generate adverse nuisance effects on directly adjoining neighbours and the wider environment.
- 5.47 As identified previously, a Business 1 Zoning of the site is likely to facilitate the development of a small scale shopping centre that will be a focal point for the community where people will invariably congregate. In my opinion this will contribute to the vibrancy and vitality of West Melton where people will have an additional destination within the village where they can meet and socialise. These are positive effects that are likely to contribute to the social wellbeing of the community.
- 5.48 Additional foot traffic arising from the Business 1 Zone will be a measure that people are choosing alternative modes of transport to travel to destinations throughout the township, which is contributing to more sustainable outcomes. It is acknowledged that nuisance effects can accompany additional foot traffic and cycling through increased noise and a loss of privacy. The submitter (**S16 M Vitel**) has a particular concern with the effects of the proposal on Laird Place, which is a cul-de-sac with a pedestrian/cycling link to the Preston Downs residential subdivision. The access way may therefore accommodate more people as a result of any future Business 1 Zone.
- 5.49 However, in my opinion additional people travelling through neighbourhoods on a regular basis:
- ☐ deters crime and anti-social behaviour through passive surveillance
  - ☐ increases the sense of safety (for residents and other pedestrians and cyclists)
  - ☐ provides opportunities for social interaction
  - ☐ is representative of 'active' streets that serve multiple uses
- 5.50 The Living 1 Zone has a higher threshold to meet with regards to complying noise emissions when compared to the Business 1 Zone. This difference is restricted to 5 dBA L10 for both the day time and night time noise standard, which has been confirmed to be potentially significant depending upon the existing noise environment<sup>18</sup>. The applicant has nominated a further performance standard requiring activities that may establish on the proposed West Melton Business 1 Zone to comply with the noise standard for the Living 1 Zone at the boundary of the site. Failure to comply with these standards during

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<sup>17</sup> Selwyn District Plan: Township Volume, 21 Business Zone Rules – Waste, Rule 21.2.1 [C21-001]

<sup>18</sup> This was confirmed through discussions with Russell Malthus, a qualified and experienced Environmental Health expert with the firm Novo Group Limited

the prescribed hours of operation generates the need for a restricted discretionary resource consent application.

- 5.51 I am supportive of this recommended performance standard as it ensures that any potentially adverse noise effects will be avoided as the same standard that applies the sites current zoning has been retained in the proposed Business 1 Zone. I consider that this amendment is within scope as it has been nominated by the applicant to reduce the impact of the proposal on immediately adjoining neighbours, including specifically the Booths (**S11 S Booth** and **S15 D Booth**).
- 5.52 Existing performance standards for the Business 1 Zone manage light spill and the difference in the hours of operation afforded by the amended zoning are managed through the noise controls. Offensive odours and discharges to air are managed by Environment Canterbury. Any methods to avoid, remedy or mitigate potentially adverse odour effects and the management of hazardous substances are best addressed once site specific concepts are formalised and tenants secured. There are no other nuisance effects that I consider to be relevant in the consideration of the appropriateness of the rezoning.
- 5.53 Overall, my conclusion is that the proposal will not generate adverse nuisance effects beyond the site should the amendment recommended in **Attachment H** be adopted, certainly not to the extent that it would undermine the well being of adjoining neighbours or the West Melton township as a whole.

#### **TRAFFIC ASSESSMENT**

- 5.54 There were two submissions that oppose PC 30 on the grounds of adverse traffic related effects (**S09 A & D Henderson** and **S16 M Vitel**). The specific concerns identified in the submissions relate to children's safety being compromised by additional vehicle movements, the safety and efficiency of the SH73 intersection with Weedons Ross Road and the increased foot traffic through Laird Place and West View Crescent.

#### **Assessment**

- 5.55 As outlined in Section 4 of this report, Mr Mazey has assessed the above submission points and confirmed that there is sufficient capacity on the current network to support the vehicle movements projected to be generated from a Business 1 zoning. Confirmation is required from the applicant to establish that a building footprint of 3,000m<sup>2</sup> would not significantly reduce the level of service provided within the transportation network.
- 5.56 Mr Mazey confirms that any conflict between the development sites proximity to the West Melton Primary School can be resolved through street improvements once a design layout for any future activities within the Business 1 Zone are finalised. There is an apparent difference in opinion between the applicants Traffic Assessment and Mr Mazey, with respect to who should fund any upgrades to the road network arising as a result of any proposed redevelopment of the site, including foot path extensions and the formation of crossing points over West Melton Road. A recommended performance standard requiring the applicant to provide a Transport Management Plan for the approval of Council has been provided for the Commissioners consideration, which will provide the community certainty that any future development of the site will not undermine the safety and efficiency of the road network (**Attachment H**).
- 5.57 Any additional foot traffic and cycle movements through Laird Place and West View Crescent as a direct result of any rezoning of the site to Business 1 densities will be an indication that people are utilising alternative modes of transport to access everyday services and goods. Finally, it is considered from an amenity perspective that the added presence of pedestrians and people down these streets will also contribute to a number of positive community outcomes through social interaction, passive surveillance and more 'active' streets.

## INFRASTRUCTURE SERVICING

- 5.58 One submitter opposes PC 30 on the grounds that the scale of development will adversely affect the infrastructure servicing West Melton (**S09 A & D Henderson**). received
- 5.59 As outlined above and in **Attachment D** of this report, Mr Carran has confirmed that the proposed Business 1 Zone can be appropriately serviced with the necessary utility infrastructure, that any additional demand is able to be accommodated within the existing network and that the rezoning will have no adverse effects on the efficient and cost effective provision of infrastructure and utility services will arise.

## 6. SELWYN DISTRICT PLAN – OBJECTIVES AND POLICIES

- 6.1 PC 30 provides an assessment of the proposal against the relevant objectives and policies set out in the District Plan<sup>19</sup>.
- 6.2 **Attachment J** lists the relevant District Plan objectives and policies, including those relating to PC 29, and assesses the extent to which PC 30 is consistent with the policy level framework of the Plan.
- 6.3 In summary, it is considered that PC 30 is consistent with the vast majority of the relevant operative District Plan objectives and policies, in addition to those relating to proposed PC 29 relating to the design of the Business 1 Zone that are subject to appeal proceedings at the Environment Court.
- 6.4 In addition, Mr Mazey recommends the inclusion of a provision requiring a Transport Management Plan to be lodged with the Council for approval prior to the redevelopment of the site commencing to establish any road upgrades or related capital works to ensure the necessary connections, safe pedestrian and vehicular access to the site is considered on a network wide basis. Such a provision would further ensure that the proposal is consistent with the objectives and policies relating to transportation and promoting walking and cycling within the District's Townships.
- 6.5 There is an identified inconsistency with a specific requirement of Objectives B4.3.3 and B4.3.4 and Policies B4.3.1 and B4.3.4 that require an ODP to be formalised with the District Plan to guide the future development of the site. PC 30 does not propose an ODP.
- 6.6 As means of context, ODPs are now recognised within the Greater Christchurch context as a tool to ensure development is integrated with adjoining land uses and coordinated with network infrastructure, including transport, wastewater and water services. As detailed in **Attachment J**, ODPs are a particularly useful tool where there are multiple land owners covering large tracts of land to be developed over relatively long periods and to register infrastructure needs and sites of significance so that they are secured and protected at subdivision stage.
- 6.7 The above provisions were inserted through PC 7 to the District Plan, which rezoned large areas in Lincoln and Rolleston for 'Greenfield' residential and business activities to 'give effect' to the RPS and to implement the related Township Structure Plans, whilst also incorporating urban design provisions to manage medium and comprehensive housing proposals and specific subdivision controls. ODP's are the primary tool utilised under PC 7 to ensure residential 'Greenfield' land is co-ordinated with adjoining areas both from an urban design and infrastructure servicing perspective.
- 6.8 The assessment in **Attachment J** establishes that the land that is subject to PC 30 is a vacant lot in single ownership that is surrounded by established activities where infrastructure services are already available and no new public roads or connections are required. The assessment identifies that there are no identified constraints or areas

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<sup>19</sup> PC 30 request – RD & JR Butt, Glasson Resource Management, Section 5.5 [P18 to 25] December 2010

within the site that need to be protected as a result of their cultural, heritage or ecological values or avoided due to natural hazards. It is also established that development is unlikely to be staged, and even if it was developed progressively over a number of years the long frontage onto Weedons Ross Road would ensure that access could be obtained at any time. An ODP could support some of the recommendations sought by Mr Mazey with regards to confirming access arrangements for the site, although this would be difficult to establish at the zoning stage given that a specific design concept is not being considered under PC 30. Overall, I do not believe an ODP for this particular site is necessary under the circumstances.

- 6.9 The **Attachment J** assessment concludes that PC 30 is consistent with the relevant residential and business development objectives and policies, with the exception of being developed in accordance with an operative Outline Development Plan. This inconsistency is not fundamental given the context of the site where an Outline Development Plan would serve limited, if any, benefit to the future integration of the site with its established surrounds.
- 6.10 Overall, I consider that PC 30 is consistent with the vast majority of relevant objectives and policies in the Plan, and where it is inconsistent the circumstances of this request are sufficiently unique to ensure that any decision to approve the zoning request will not undermine the integrity of the Plan.

## 7. STATUTORY ANALYSIS

- 7.1 The general approach for the consideration of changes to district plans was summarised in the Environment Court's decision in Long Bay<sup>20</sup>, the relevant components of which are set out in the following paragraphs.

### Statutory principles

- 7.2 S74 of the RMA sets out the matters that must be considered in preparing a change to the SDP. Amongst other things, s74 requires the local authority to:
- ☐ comply with its functions under s31
  - ☐ consider alternatives, benefits and costs under s32
  - ☐ ensure the necessary matters are stated in the contents of the district plan under s75
  - ☐ have regard to the overall purpose and principles set out in Part II, including the Matters of National Importance (s6), the Other Matters (s7) that require particular regard to be had in achieving the purpose, and the Treaty of Waitangi (s8)
- 7.3 It is noted that in a general sense, the purpose of the 'Act' is reflected in the current District Plan objectives and policies as they have been through the statutory tests and are now unchallenged.

### Functions of territorial authorities - s31 assessment

- 7.4 Council's functions under s31 include the following:
- "(a) the establishment, implementation and review of objectives, policies and methods to achieve integrated management of the effects of the use, development or protection of land and associated natural and physical resources of the district"...*
- 7.5 The assessment and conclusions of this report establish that the PC 30 framework incorporates appropriate methods to ensure any future land uses are appropriate and will result in a number of positive social, economic and environmental outcomes.

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<sup>20</sup> Long Bay – Okura Great Park Society Inc v North Shore City Council A 078/08

### **Consideration of alternatives, benefits and costs - s32 assessment**

- 7.6 The Council has a duty under s32 of the RMA to consider alternatives, benefits and costs of the proposed change. The s32 analysis is a process whereby initial investigations, followed by the consideration of submissions at a hearing, all contribute to Council's analysis of the costs and benefits of the amended provisions in its final decision making.
- 7.7 Having assessed the request<sup>21</sup>, the submissions received and the expert evidence, I am satisfied that PC 30 is the best approach when considered against s32 of the RMA.

### **Matters to be considered and contents of district plans - s74 and s75 assessment**

- 7.8 In considering the contents of District Plans, Council's must have regard to any proposed regional policy statement (s74 (2) (a)) and any management plan or strategy prepared under other Acts, including the Local Government Act (s74 (2)(b)(i)). Council's must also take into account any relevant planning document recognised by an Iwi authority and lodged with the Council (s74 (2A) (a)) and to give effect to any operative regional policy statement (s75 (3) (c)).
- 7.9 The following specific assessments are provided to fulfil the above requirements.
- 7.10 **National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health (NES):** As this is an application for a zone change and not the actual use of the site, the NES doesn't apply. The NES applies to subdivision or land use change. Currently the land is a vacant residential lot with an underlying Living 1 Zone, where the future use may change to either residential or commercial use should the Business 1 rezoning proposal be successful. The land owner will be required to address the NES requirements either as a result of subsequent subdivision or building consent stage, which depending upon the nature of any future proposed activity may either satisfy the permitted activity requirements or require resource consent under the NES.
- 7.11 The application was lodged prior to the NES coming into force and no desk top site contamination assessment has been undertaken by the applicant on the basis that the site is currently zoned Living 1 and anticipates residential use. In my opinion there is a very low risk that the site would be subject to contamination given its current Living 1 Zone status. Furthermore, it is established in the contaminated land assessment presented in **Attachment H**, that Council records do not identify the site to be contaminated, it is not on the Ministry for Environments HAIL list and the applicant has confirmed that all operations that could have contaminated the soils as a result of the historic farming operations were undertaking some distance from the site. The appropriateness of the land for rezoning with respect to the risk of there being contaminated soils that may present risk to the health and/or well-being of people using the West Melton Business 1 Zone has therefore been established.
- 7.12 In any event, an assessment under the NES will be required at a subsequent subdivision and/or building consent stage as a result of the 'use of land changing'.
- 7.13 **Greater Christchurch Urban Development Strategy (UDS):** The UDS is a strategic vision for guiding the development of Greater Christchurch over the next 30 years by:
- ☐ detailing the location of future housing
  - ☐ facilitating the development of social and retail activity centre's
  - ☐ identifying areas for new employment
  - ☐ ensuring these activities are serviced with an integrated transport network
- 7.14 One of the primary outcomes of the UDS is to manage growth through urban consolidation and intensification principles. Consolidation in this context encompasses the following actions and outcomes:

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<sup>21</sup> PC 30 request – RD & JR Butt, Glasson Resource Management, Section 5 s32 Analysis [P15 to P27] December 2010

- ☐ 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 it avoids isolated and dispersed patterns of urban growth
- 7.15 In my opinion, the site is a logical location that is best able to accommodate a business node for the township. The scale and function of the proposed business node is also considered to be appropriate to meet the needs of the West Melton community for the foreseeable future. The rezoning will contribute to a more vibrant, economically viable and sustainable settlement by enabling local residents to access goods, services and employment opportunities within the West Melton. It will also foster a more self-sustaining township that delivers the above urban consolidation principles.
- 7.16 **Canterbury Regional Policy Statement 1998 (CRPS):**
- 7.17 Chapter 7 of the CRPS - 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. The township of West Melton is established on a mixture of Gley and Yellow Brown Sands soil types, with the Urban Limit being comprised of predominantly Class II, Class III and Class IV soils under the Land Use Capability index<sup>22</sup>. The subject site is comprised of Class III arable soils containing moderate limitations, which are not recognised as versatile soils. Furthermore, the land is zoned for residential purposes and is not currently utilised for rural productive activities. PC 30 is therefore consistent with Chapter 7 of the CRPS as the proposed land use change will not affect versatile soils.
- 7.18 Chapter 12 of the CRPS - Settlement and the Built Environment, is primarily concerned with the outward expansion of urban areas and the protection of regionally important infrastructure, such as the Port of Lyttelton Port and Christchurch International Airport. PC 30 is not in conflict with any of the objectives or policies of this chapter of the CRPS, with Mr Mazey's evidence confirming that the strategic efficiency of SH 73 will not be compromised by the establishment of a business zone in the proposed location.
- 7.19 Chapter 12A is borne out of a long term sub-regional planning process aimed at giving the UDS a statutory basis through its inclusion into the CRPS. This initially took the form of Change 1 to the CRPS, which was publicly notified in 2007 and reflected a collaborative process involving the New Zealand Transport Agency, Environment Canterbury, Christchurch City Council, Waimakariri District Council and Selwyn District Council. Hearings for Change 1 were held over several months in 2009 and a decision was released in December 2009. This decision was subject to more than 50 appeals to the Environment Court, which commenced initial proceedings throughout 2011.
- 7.20 The Minister for the Canterbury Earthquake Recovery decision to revoke Change 1 and make Chapter 12A operative on the 17<sup>th</sup> October 2011 to assist in the recovery from the Canterbury Earthquakes. This had the immediate effect of cancelling all appeals on Change 1 and requiring the Waimakariri and Selwyn District Plans and the Christchurch City Plan to 'give effect' to Chapter 12A.
- 7.21 Chapter 12A of the CRPS:
- ☐ identifies areas available for urban and business development
  - ☐ responds to low density forms of development that will not meet the future needs of people or the community by specifying residential densities

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<sup>22</sup> Rural Residential Background Report: Appendix 6 –West Melton Township Study Area Assessment 4b Soil Groups and 4c Versatile Soils. Adopted February 2011



- ☐ requires local authorities to provide for the staged release of land to respond to anticipated population growth
  - ☐ provides for form, design and development plans to enable integrated management
- 7.22 The primary focus is to achieve resource efficiencies and sustainable planning outcomes through the consolidated management of growth, including the setting of urban limits, efficiency gains in the provision of infrastructure service provision, sustainable transport management, urban design outcomes and avoiding identified hazards and constraints. Chapter 12A also sets the planning framework for Greater Christchurch to coordinate the relocation of the population displaced by earthquake damage and the ongoing management of growth.
- 7.23 **Attachment I** lists the Chapter 12A provisions that relate specifically to business development and assesses the extent to which PC 30 gives effect to the Operative CRPS.
- 7.24 In summary, Chapter 12A prescribes the urban growth limits for Greenfield areas to accommodate the projected population and business needs of Greater Christchurch for the next 30 years (until 2041). West Melton is one township within Selwyn District that is projected to increase in population and anticipated to accommodate urban growth. The proposed zone change from Living to Business affects a small vacant site that is within the Urban Limit of West Melton. In my opinion, PC 30 does not specifically threaten the overriding township growth strategy as outlined in the CRPS. In fact, the plan change has the potential to add to the attraction and functionality of West Melton and to reduce the reliance on private motor vehicles to access everyday needs through enabling the provision of convenience retail activities and services in the centre of the Township.
- 7.25 West Melton is not identified as a Key Activity Centre and the CRPS does not envisage that townships of this scale and function would sustain large scale business and retail activities. Mr Heath has assessed the implications of formalising a business zoning for West Melton in the context of the Chapter 12A requirements, stating that:
- "In conclusion, any retail effects from the proposed West Melton development will be trade competition in their genesis and not undermine the commercial viability, function, role or amenity of any existing centres or Key Activity Centres as identified in Chapter 12A of the RPS"*
- 7.26 My overall conclusion is that PC 30 supports the strategic direction provided in Chapter 12A and any effects arising from the provision of a Business 1 Zone in West Melton are limited in terms of scale and scope within the context of sustainably managing business land in Greater Christchurch.
- 7.27 **Proposed Canterbury Regional Policy Statement 2011 (PCRPS):** Environment Canterbury initiated a review of the Operative CRPS in 2006. These investigations and ongoing collaboration with stakeholders, including Selwyn District Council, has resulted in the preparation of a draft PCRPS. This was publicly notified on the 18th June 2011. The PCRPS consists of 19 chapters, which discuss a wide range of regional issues, including water, land-use and infrastructure, natural hazards, landscapes, heritage, energy, soils and hazardous substances.
- 7.28 Hearings were held in February and March 2012 to consider submissions, although appeal rights to the PCRPS decision are restricted to points of law. At this point in time, Chapter 6 of the PCRPS will incorporate the aforementioned Chapter 12A to the CRPS.
- 7.29 There are not considered to be any other aspects of the PCRPS that are of direct relevance to PC 30 that have not been covered by the above assessments.
- 7.30 **Canterbury Natural Resources Regional Plan 2011 (NRRP):** The NRRP was made operative on the 11th June 2011 and establishes a framework to assist in ensuring the integrated management of the region's natural and physical resources, and to control the use of land.
- 7.31 Any future business development that may be established on the site, should the rezoning be successful, are likely to be able to accord with the NRRP given that it is

wholly contained within a township and can be serviced by reticulated water and wastewater supplies and regular solid waste collection.

- 7.32 **Christchurch Rolleston and Environs Transportation Study 2007 (CRETS) and the Canterbury Regional Land Transport Strategy 2012 – 2042 (CRLTS):** The CRETS is a collaborative study focusing on the shortcomings in the strategic transport network in the area to the south and south-west of Christchurch. It details the appropriate methods to achieve the most integrated, safe, responsive and sustainable road network to satisfy the projected demands of the Greater Christchurch Area.
- 7.33 Mr Mazey has confirmed that CRETS did not raise any specific issues with the SH 73 intersection with Weedons Ross Road and that the proposed rezoning will not undermine any initiatives or road upgrades being advanced through CRETS. It is established that the existing local and regional road network has sufficient capacity to support the vehicle movements projected to be generated from the Business 1 rezoning.
- 7.34 **Walking and Cycling Strategy and Action Plan 2009 (WCSAP):** The WCSAP seeks to develop and promote walking and cycling as a means of transport and recreation.
- 7.35 Mr Mazey has confirmed that the wider connections and linkages to support walking and cycling have been secured through previous rezoning proposals, including the Preston Downs and Gainsborough subdivisions specifically. The proposed location presents a number of opportunities with respect to enhancing and pedestrian cycle network, including the extension of a footpath along the eastern side of Weedons Ross Road connecting the development site to Brinsworth Avenue. Mr Mazey recommends that the funding and identification of any works that are required as a direct consequence of the redevelopment of the site should be established within an approved Transport Management Plan or similar mechanism, as per the recommended performance standard Incorporated into **Attachment H**.
- 7.36 **Iwi Planning documents:** Te Whakatau Kaupapa: Ngāi Tahu Resource Management Strategy for the Canterbury Region and Te Taumutu Rūnunga Natural Resource Management Plan are the Iwi Management Plans of relevance to PC 30. The effects PC 30 may generate through land use change on the natural environment and the impact those activities may have on cultural activities, wāhi tapu, wāhi taonga, mahinga kai and ecosystems in general are of interest to Iwi.
- 7.37 To the best of my knowledge there are no sites of historic or cultural significance to Iwi, nor are there specific Tangata Whenua values that require additional protection through PC 30. In my opinion, the rezoning of the land subject to PC 30 from Living 1 to Business 1 does not present any conflicts or inconsistencies with either of the above Iwi Management Plans.
- 7.38 **Draft Recovery Strategy for Greater Christchurch (RSGS):** CERA was appointed by the Government to lead the recovery work following the devastating earthquakes of September 2010 and February 2011, which includes the preparation of the RSGS. The RSGS will set out the overarching long-term vision and objectives for the recovery of Greater Christchurch, the key activities to achieve recovery, and the stated priorities.
- 7.39 In my opinion, the scale, location and nature of the proposed Business 1 zoning is unlikely to challenge any principles contained within the RSGS. In any event, CERA and the Canterbury Earthquake Recovery Minister have extraordinary powers that are able to be exercised in the unlikely event that rezoning in the proposed location may somehow hinder the recovery efforts.

## **Part II Matters**

- 7.40 The RMA requires the Council to manage the use and development of physical resources in a way, or at a rate, that will enable the community to provide for its social, economic and cultural wellbeing while avoiding, remedying, or mitigating any adverse effects of activities on the environment (s5).

- 7.41 It is my opinion that PC 30 in its amended form (see **Attachment H**) better achieves the purpose and principles of the RMA than the current District Plan provisions. I base this conclusion on the fact that the proposed rezoning will benefit the wellbeing of the West Melton community through the delivery of sustainable outcomes. The rezoning proposal is consistent with Town Growth Policies of the SDP and will ensure that the District Plan 'gives effect' to Chapter 12A of the CRPS.
- 7.42 There are no "matters of national importance" listed in s6 that are considered to be of specific relevance to PC 30.
- 7.43 Council must "have regard to" the following "other matters" (s7) when considering the appropriateness of PC 30:
- (b) The efficient use and development of natural and physical resources
  - (c) The maintenance and enhancement of amenity values
  - (f) Maintenance and enhancement of the quality of the environment
- 7.44 In my view, the proposed rezoning achieves a number of positive environmental, social and economic benefits that will enhance the well being of the community of West Melton. These include the establishment of a specific business zone for the township to facilitate the development of a town centre environment that is able accommodate retail and commercial outlets and services that are not currently available in West Melton. The rezoning will enable local residents to access everyday consumables and services within the township, thereby achieving resource efficiencies through a reduced dependency on private motor vehicles to access the same services elsewhere.
- 7.45 The establishment of a Business 1 Zone will facilitate the development of a more defined town centre environment that is likely to contribute to the vitality of the township, provide opportunities for enhanced social cohesion and make for a more self-sustaining settlement. The ability to achieve these benefits could well be lost given if the subject property were to retain its current Living 1 Zone status, given the lack of alternative locations within the township that could accommodate a Business 1 Zone.
- 7.46 There are considered to be sufficient development controls proposed through PC 30 and recommended in **Attachment H** to enhance the amenity attributed to the Council reserve and water race. I do not believe that the amenity of the area will be compromised, particularly given that the site is within the centre of the township and located within an area that is characterised by mixed use development, including a primary school, early childhood learning facility, fire station and Church.
- 7.47 It is for these reasons that I believe PC 30 is able to satisfy the relevant Other Matters detailed in s7 of the RMA.
- 7.48 There are no known sites of significance or specific cultural values affecting the development site and Iwi have been consulted as part of the RMA process. The Treaty of Waitangi has been considered in preparing and assessing the PC 30.
- 7.49 In conclusion, it is my opinion that PC 30 in its amended form is able to better achieve the purpose of the RMA than the current District Plan provisions.

## **8. RECOMMENDATION**

- 8.1 My recommendations on submissions are set out in **Attachment B**.
- 8.2 It is my recommendation that proposed PC 30 be ACCEPTED, subject to the modifications to the original schedule of amendments that are set out in **Attachment H**, and pending confirmation from the applicant that the vehicle movements associated with 3,000m<sup>2</sup> commercial development will not significantly undermine the Level of Service Category that applies to the local road network and the applicant addressing the recommendations of Mr Mazey with respect to the inclusion of an additional performance standard requiring a Transport Management Plan to be lodged and approved for any future redevelopment of the site, or similar such mechanism to ensure the site is integrated into the wider transport network.

# **ATTACHMENT A**

## **Summary of submissions by category**

Category	Submitters
<b>Statutory requirements and policy</b>	
Insufficient cost benefit analysis under s32 of the RMA	<b>S09 A &amp; D Henderson</b> [D09.3]
Fails to meet Part II of the RMA	<b>S09 A &amp; D Henderson</b> [D09.1]
Meets Part II of the RMA	<b>S01 GW West Melton Ltd</b> [D01.5]
Fails to have regard to the CRPS	<b>S09 A &amp; D Henderson</b> [D09.4]
Has regard to the CRPS	<b>S01 GW West Melton Ltd</b> [D01.4]
Fails to achieve the objectives and policies of the SDP	<b>S09 A &amp; D Henderson</b> [D09.2]
Achieves the objectives and policies of the SDP	<b>S01 GW West Melton Ltd</b> [D01.4]
Inconsistent with PC29 Design of Development in the Business 1 Zone	<b>S09 A &amp; D Henderson</b> [D09.4]
Lack of strategic and comprehensive planning for the West Melton business zone	<b>S06 A Douglas</b> [D06.1 & D06.2]
<b>Positive effects</b>	
A retail centre will meet the needs of the community	<b>S01 GW West Melton Ltd</b> [D02.1 to D01.3]; <b>S02 F Green</b> [D02.1 to D02.3] and <b>S14 J Wylie</b> [D14.1 & D14.2]
Reduce travel times, encourage walking and cycling and result in energy savings	<b>S01 GW West Melton Ltd</b> [D01.6]; and <b>S14 J Wylie</b> [D14.3]
<b>Potentially adverse effects</b>	
Adversely affect the character and village amenity of West Melton	<b>S09 A &amp; D Henderson</b> [D09.4] and <b>S16 M Vitel</b> [D16.1 & D16.2]
Adverse effects arising from the scale of development	<b>S11 S Booth</b> [D11.02 & D11.03]; and <b>D15 D Booth</b> [D15.02 & D15.03]
Will generate increased litter and congregating area	<b>S16 M Vitel</b> [D16.2]
<b>Transportation</b>	
Will generate adverse transport related effects	<b>S09 A &amp; D Henderson</b> [D09.4]
Concerns for the safety of school children due to increased vehicles using Weedons Ross Rd	<b>S16 M Vitel</b> [D16.3]
Concerns with the safety and efficiency of the SH73 intersection with Weedons Ross Rd	<b>S16 M Vitel</b> [D16.3]
Increased foot traffic through Laird Pl and West View Cres	<b>S16 M Vitel</b> [D16.2 & D16.3]
<b>Other matters</b>	
Submitter has not been consulted	<b>S09 A &amp; D Henderson</b> [D09.6]
Misleading public notice that confuses the location of the site	<b>S09 A &amp; D Henderson</b> [D09.5]
Adverse environmental effects on infrastructure (unstated)	<b>S09 A &amp; D Henderson</b> [D09.4]

# **ATTACHMENT B**

**Officer's recommendation on submissions**

	Submitter	Heard	Request	Decision sought		Recommendation
<b>S01</b>	GW West Melton Ltd	Yes	Support	D1.1	Approve the plan change as applied for in its entirety	ACCEPT IN PART
				D1.2	Retail is confined to the service station, with no business zoned land provided for within the township	ACCEPT
				D1.3	A small local retail shopping centre will meet the needs of the community	ACCEPT
				D1.4	Is an appropriate method to achieve the objectives and policies of the Selwyn District Plan and Canterbury Regional Policy Statement	ACCEPT
				D1.5	Achieves the purpose of the RMA as it enables the West Melton community and surrounding residents to provide for their economic, social and cultural well-being	ACCEPT
				D1.6	Will have an overall benefit by providing a convenient commercial focus for the Township, which will reduce trip distances and energy consumption, encourage walking and cycling and enable greater convenience	ACCEPT
<b>S02</b>	F Green	No	Support	D2.1	A local shopping centre will provide some services within the Township, such as hairdressers, doctors, lawyers and café/restaurants, which will reduce the need to travel to other centres	ACCEPT
				D2.2	Will enhance the small 'hub' already in West Melton, providing another meeting place for locals	ACCEPT
				D2.3	West Melton is growing rapidly and a shopping centre will be a valuable resource	ACCEPT
<b>S06</b>	A Douglas	Yes	Oppose	D6.1	Concerned at the lack of planning for business zones in the Township to respond to increased demand and population pressure	REJECT
				D6.2	No commercial development should be zoned until a long term development plan is put in place to avoid the poor outcomes evident in Rolleston	REJECT
<b>S09</b>	A & D Henderson	Yes	Oppose	D9.1	Fails to promote the sustainable management purpose of the RMA	REJECT
				D9.2	The proposed rules are not the most appropriate way to achieve the objectives of the District Plan	REJECT
				D9.3	Fails to give adequate consideration to all the alternatives, costs and benefits and risks	REJECT
				D9.4	Will lead to a range of adverse effects on the environment that cannot be avoided, remedied or mitigated (including in particular traffic and access, character and amenity, infrastructure, consistency with PC29 – Design Development of the Business 1 Zone), and has had insufficient regard to Change 1 to the Regional Policy Statement	ACCEPT IN PART

	Submitter	Heard	Request	Decision sought		Recommendation
				D9.5	Misleading public notice as the site is opposite the Primary School not the service station	REJECT
				D9.6	The submitter has not been consulted	REJECT
S11	S Booth	No	Oppose in part	D11.1	Retain the section closest to the submitters boundary as residential (proposed Lot 3 of the subdivision of Part RS 6543, 1132 SH73), which is currently being subdivided into four parcels	REJECT
				D11.2	The requestor should purchase the narrow residential section off the submitter to avoid adverse building setback effects	REJECT
				D11.3	Provide a 3m or 4m building setback from the boundary of the proposed Business 1 Zone and the submitters land and apply the recession plane from this point	ACCEPT
S14	J Wylie	Yes	Support	D14.1	Local shopping centre will enhance the Township and be a focal point for the community	ACCEPT
				D14.2	The growing wider community has no amenities, but would be serviced by the proposal	ACCEPT
				D14.3	The business zone would reduce travel times and distances	ACCEPT
S11	D Booth	No	Oppose in part	D11.1	Retain the section closest to the submitters boundary as residential (proposed Lot 3 of the subdivision of Part RS 6543, 1132 SH73), which is currently being subdivided into four parcels	REJECT
				D11.2	The requestor should purchase the narrow residential section off the submitter to avoid adverse building setback effects	REJECT
				D11.3	Provide a 3m or 4m building setback from the boundary of the proposed Business 1 Zone and the submitters land and apply the recession plane from this point	ACCEPT
S16	M Vitel	No	Oppose	D16.1	Retain the existing residential zoning to preserve the 'rural' feel and aspect of West Melton	REJECT
				D16.2	Business zoning will detract from the quality of Living that is now expected in West Melton, including in particular: (a) litter problems; (b) increased foot traffic through Laird Place and West View Cres to the Primary School; (c) reduce the small, friendly and rural village atmosphere of West Melton	ACCEPT IN PART
				D16.3	Will create the following traffic problems: (a) increase traffic on Weedons Ross Rd, particularly around the Primary School; (b) through traffic will create congestion and place increased pressure on SH73/ Weedons Ross Rd intersection; (c) increased and undesired foot traffic through the village, particularly Laird Place	ACCEPT IN PART



	Submitter	Heard	Request	Decision sought		Recommendation
				D16.4	The business zoning is not necessary for the following reasons: (a) 'fast food' and takeaways are available at the West Melton Tavern; (b) bread, milk, eggs and other household basics are available at the BP Service Station; (c) the Rolleston and Templeton Shopping Centres are only 8 minutes away; (d) submitter has lived in West Melton for 22 years and has managed without a shopping centre over this time	REJECT

# **ATTACHMENT C**

**Transport assessment**

**Mr Andrew Mazey, Asset Manager Transportation  
Selwyn District Council**

# **Resource Management Act 1991**

## **Proposed Plan Change 32 to the Selwyn District Plan**

### **Proposed Business 1 Zone, West Melton**

#### **Technical Report on Transportation**

**To:** Hearings Panel

**From:** Andrew Mazey, Selwyn District Council

**Date:** May 2012

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*Note: The recommendations contained within this report do not constitute Council decisions until accepted.*

*This report has been prepared under Section 42A of the Resource Management Act 1991. The purpose of the report is to assist Selwyn District Council's Hearing Commissioner to evaluate and decide on submissions on provisions in Proposed Plan Change 30 to the partially operative Selwyn District Plan by providing expert advice on technical matters. The report does not make recommendations on submissions but the information and conclusions contained within it may be used by planning officers as a basis for making recommendations on submissions. This report should be read in conjunction with the planning officer's report and any other relevant reports identified.*

## **1. Introduction**

- 1.1 My name is Andrew Mazey. I am Selwyn District Council's Transportation Asset Manager. I have been asked to prepare a report commenting on transport-related matters and associated submissions on Proposed Plan Change 30 (PC30) to the partially operative District Plan (District Plan).
- 1.2 I hold the following qualifications:
- (i) NZCE (Civil)
  - (ii) B.E Hons (Civil)
- 1.3 I have worked for the Selwyn District Council for over 20 years in various positions associated with the provision of roading and transport services and infrastructure, of which I have held the position of Transportation Asset Manager for approximately 5 years and an equivalent position before this.

## **2. Preamble**

- 2.1 I am conversant with the aims of this Plan Change Application (also referred to as "proposed retail development" for the purposes of this evidence) and have considered its effects from a transportation perspective based on my knowledge of the West Melton Township and Environs, its current and planned transport networks, and other developments that may have a bearing. This includes the more recent planning approvals for the Gainsborough and Preston Downs subdivisions plus wider influences such as Councils own Plan Changes such as Plan Change 7, 12 and 29. This involvement has extended to recognising the role or influence of State Highway 73, West Coast Road and its interaction with West Melton, to more localised roading issues - to a level down to ensuring good walking and cycling connections are achieved as developments proceed over time.

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**Note:** The recommendations contained within this report do not constitute Council decisions until accepted.

- 2.2 I have reviewed the Application and its accompanying Transport Assessment Report (TAR) prepared by Traffic Design Group dated December 2010, and subsequent information, and generally support the intent of this Plan Change to create 0.8ha of Business 1 Zoned Land in West Melton. My support is primarily hinged on the principle that a development of this nature will make West Melton more transport self-sufficient and sustainable to cater for the planned residential growth and need for related supporting local services. This will assist in minimising longer vehicle trips to seek services say at Templeton, Rolleston and beyond. The remainder of this evidence will discuss or comment on other issues that may further endorse or question this position based on the information provided and/or submissions made on the Application.

### **3. Transport Assessment Report (TAR)**

- 3.1 I have reviewed the TAR produced by Traffic Design Group and agree with the analysis undertaken as presented that has generated the trip generation projections and Level of Service (LoS) assessments. I requested further information relating to the growth horizons adopted and an opinion on how the Application may be viewed in the light of Plan Change 12 and issues with proximity of access with existing activities along Weedons Ross Road. This reflected that the TAR was produced when Plan Change 12 was only in its development stage. I am satisfied with the response provided (refer to Appendix A).
- 3.2 I note that the TAR derives its trip generation projections based on a gross floor area of 2050m<sup>2</sup> of proposed retail development compared to what is considered a maximum of 3000m<sup>2</sup> that the site can support based on other related information pertaining to the Plan Change. The TAR is likely to be considering generation based on concept designs relating to how the proposed retail development may occur on site, rather than the theoretical maximum of 3000m<sup>2</sup>. Nevertheless it does present a difference that may have given rise to some submitters concerns that the full traffic effects have not been considered as part of the analysis. Using the basis of assessment in Section 9.1 of the of the TAR, instead of a peak 318 vehicles per hour (vph) being generated based on a 2050m<sup>2</sup> development, 465vph would result based on a 3000m<sup>2</sup> development - which represents a 46% increase over that assessed. I would expect the higher figure to be used taking a conservative approach to the assessment of effects and the determination of peak flows and intersection and access performance.

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*Note: The recommendations contained within this report do not constitute Council decisions until accepted.*

- 3.3 Of specific interest is the performance of the SH73/Weedons Ross Road intersection. Based on the assessed 318vph peak, anticipated West Melton residential household yields, and expected state highway traffic growth, the intersection has been assessed to operate at a Level of Service C to at least 2018. As a general indicator to acceptability, this is within the target set by the 2012–2042 Regional Land Transport Strategy relating to journey time reliability on the strategic network outside Greater Christchurch area. Even based on the higher peak generation of 465vph from a 3000m<sup>2</sup> proposed retail development it is unlikely that this LoS would decline significantly from that assessed, however this along with other trip generation and performance projections needs to be verified, including when the LoS declines below a level of C on any one approach in peak periods.

#### **4. Commentary and Assessment of Plan Change Proposals**

- 4.1 The following discusses more specific issues relating to matters in the Application and identified by Submitters.

##### **State Highway 73 / Weedons Ross Road**

- 4.2 State Highway 73 and its intersections are the responsibility of the NZ Transport Agency who has the responsibility to monitor, identify and implement operational and/or improvements relating to the performance of the state highway network. The adequacy and performance of the SH73/Weedons Ross Road intersection is nearly always brought up when new developments are being promoted and discussed for West Melton. This was certainly the case when the Gainsborough and Preston Downs subdivisions were considered. The Gainsborough Subdivision for example has to undertake improvements to the SH73/Halkett Road intersection to cater for the increase traffic it will generate having access to Halkett Road, which in part will alleviate demands on the SH73/Weedons Ross Rd intersection. SH73 between Dawsons Road and West Melton has a 2011 Annual Average Daily Traffic Count of 7508.
- 4.3 CRETS did not identify any issues with the intersection that would require any major interventions when it looked at the wider strategic network to 2021. With the more recent redevelopment of the BP Garage, sight lines have been improved for south bound vehicles on Weedons Ross Rd approaching SH73. Equally for this Application, and also recently for Plan Change 3, I am not aware that the NZTA has raised any

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concerns with the future performance of the intersection as it currently exists and its additional use as West Melton grows. It is an advantage that the proposed retail development will be "co-located" with other residential developments to the north of the highway to avoid the need to cross the highway or unnecessary additional use of the intersection. As the TAR demonstrates, the intersection performs to an acceptable LoS in peak periods based on a 2050m<sup>2</sup> proposed retail development.

#### **State Highway 73/West Melton Severance**

- 4.4 As West Melton grows it needs to consider the effects of possible severance by the state highway. Through Plan Change 3 this was discussed further in relation to access to southern community facilities like the domain and hall. Planning approval for the Gainsborough Subdivision includes the requirement for a pedestrian underpass to connect under the highway to the east of the Weedons Ross Rd intersection to its proposed southern development areas. While provision for a similar facility did not gain approval under Plan Change 3 (that included the Preston Downs Subdivision), it was acknowledged by Council and NZTA that there was a future opportunity to review the long term management of the section of SH73 through West Melton to minimise severance issues. This could include improved speed management and safe pedestrian and cycling crossing places as an integrated approach along the highway either side of the Weedons Ross Road intersection.

#### **Weedons Ross Road Interaction**

- 4.5 Currently Weedons Ross Road is classified as a local road in the District Plan. Under Plan Change 12 its status will change to an arterial road. This intention was first identified in CRETS as the role of Weedons Ross Road became integral in providing a wider district orbital route that connected other arterial routes and state highways together such as the Old West Coast Road, SH73, and SH1. This is not seen as incompatible with how Weedons Ross Road can be accommodated through West Melton and its localised role if District Plan and engineering standards are taken account of.
- 4.6 The latest traffic count (2009) on Weedons Ross Rd between SH73 and Westview Crescent is 1354 Average Daily Traffic (ADT). The TAR calculates that the peak hourly flow is 190 vehicles per hour (vph) on this section at 2018 without the proposed retail development in place, or 347 vph if it was in place, an increase of 83%. It is usual to consider that peak hourly flow is representative of approximately

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10% of average daily traffic volumes. On that basis the peak daily flow on this section of Weedons Ross Road would be around 3,500 vehicles per day at 2018. This level of traffic would be sustainable in the context of the larger township being created and particularly when compared to say Rolleston Dr west of Tennyson St at 7000 ADT in Rolleston, and Springs Rd through the north of Prebbleton at 8,300 ADT.

- 4.7 Some submitters have raised the issue of possible congestion on Weedons Ross Road coinciding with the start and finish of the primary school. A possible solution could be to not to allow on street parking along the east side of Weedons Ross Road along all or some of the development frontage. This could be a feasible option if the proposed retail development provides sufficient on-site parking to cater for demand. As the development is set back anyway from the road its reliance or desirability to utilise on street parking itself would be marginal. Indented parking bays could also be an option in selected places along the frontage.
- 4.8 As an arterial road Weedons Ross Rd will be required to conform to standards relating to carriageway width, the provision of parking lanes, footpaths and cycling facilities etc. Any new development with frontage to an existing road will be required to be assessed in accordance with Councils roading upgrade requirements and related developments contributions policy. However there is opportunity to integrate both Councils expected outcomes and those relating to the development into the streetscape with the consolidation of features and infrastructure such as footpaths etc.

#### **Vehicular Access**

- 4.9 Of interest with this development, considering it has a relatively long frontage to the eastern side of Weedons Ross Road, is its interaction with existing activities and traffic generators along the western side of Weedons Ross Road such as the BP Garage, Fire Brigade, Westview Crescent and primary school. Based on pre Application discussions I am satisfied acceptable options exist to achieve access to Weedons Ross Road to service the development that can mitigate conflict with other traffic and activities. An advantage of a relatively long development frontage is that there is scope to configure a range of access positions to meet both current District Plan provisions and that proposed under Plan Change 12.
- 4.10 Whilst the specific details of vehicular and pedestrian access are matters for engineering assessment relating to subsequent resource consent applications, I

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would likely favour the type of access configuration that provided vehicle entry/exit points at each end of the site to support a flow through parking arrangement. This can also achieve a separation of turning conflicts and dispersal of traffic effects along Weedons Ross Road more suited to accessing a range of businesses than say a typical single primary vehicular accessway for one major activity e.g. a supermarket. Having said that a primary access could be located directly opposite Westview Crescent to create a cross roads with supporting right hand turn bays on Weedons Road from each direction. Carrying this concept further a roundabout could create increased intersection control, speed management along Weedons Ross Road, and a focal point to consolidate a "township centre" for West Melton around this feature.

### **Pedestrian Access**

- 4.11 Equally important is the issue of pedestrian access to and along the frontage of the proposed retail development. It is a requirement that the development will provide the adjoining road upgrading works along Weedons Ross Road such as seal widening, kerb and channelling, stormwater treatment and disposal, footpath and street lighting. This would be consistent with the standard applied to the north of Brinsworth Ave as an initial basis.
- 4.12 As this development is promoted on improved transport sustainability by reducing the need of out of township trips, equally it needs to ensure that short car trips by local residents are minimised by providing optimised walking and cycling linkages to the site from the township. Therefore any development proposals need to facilitate connections to the site and internally through the site, especially if the development is staged. Separate pedestrian connections to the site across the water race can be integrated with footpaths and amenity opportunities offered by the adjoining water race reserve. These would also align with facilities like pedestrian refuge islands and crossing points on Weedons Ross Road to improve pedestrian access across Weedons Ross Road. Section 10.3 of the TAR expresses similar sentiments however seemingly places the responsibility on the Council to provide this. I disagree with this as I believe the Applicant has a responsibility to provide or contribute to improved pedestrian facilities due to the additional pedestrian demand created by the proposed retail development.
- 4.13 In relation to issues raised by submitters, it was Council's intention through Plan Change 3 to ensure walking and cycling connections were provided between the original areas of West Melton and the new residential growth areas to the west and

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northwest. This was in place of the development pressures exerted to providing roading connections from the likes of Laird Place and Westview Crescent. It is considered that a walking and cycling connection is preferable to a vehicular one into areas not designed to accept additional traffic from an existing resident's amenity perspective. In this case the necessary connectivity between existing and new residential development areas was still able to be achieved with walking and cycling connections. Also by preventing more direct vehicular access this encourages people to walk and cycle if similar direct routes are available. In this respect the proposed retail development is well positioned to take advantage of the walking and cycling connections from the western side of the township.

- 4.14 The Application makes reference to being unable to achieve pedestrian connections from directions along its other site boundaries. On the basis then the proposed retail development will be a significant attractor of pedestrians from eastern development areas such as Gainsborough containing around 200 households, it is considered entirely appropriate for the development to provide or contribute to footpath facilities along the eastern side of Weedons Ross Rd south from Brinsworth Avenue.
- 4.15 Without the proposed retail development in place there is little demand for pedestrian facilities on the east side apart from say those walking south to the Church. In the consideration of Weedons Ross Roads pending classification as an arterial road, this also comes with the accompanying District Plan provisions for footpaths on both sides of the road. Without upgrading alongside the remaining 150m section of Weedons Ross Road south of Brinsworth Avenue, pedestrians would have to cross the road to the existing footpath or walk along the road shoulder/berm to the proposed retail development. This is considered to be a safety issue, which apart from any wider connectivity issue, is required to be mitigated by the Applicant in support of the objectives to promote walking and cycling to service the proposed retail development that does not rely on short car trips.

#### **Walking and Cycling**

- 4.16 The Councils 2009 Walking and Cycling Strategy and Action Plan identify a number of off road cycling pathways between its major townships, including a Rolleston to West Melton connection. Further to this specific project was then the intention to connect West Melton to the proposed regional park alongside the Waimakariri River. Both projects sit outside Councils 10 year transport programme.

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- 4.17 However through Plan Change 3 opportunities were created to provide main north south routes from SH73 to Halkett Road through the residential developments as they occur. Links towards Weedons Ross Road also will evolve utilising new subdivision roads such as Prestons Avenue and links to existing streets through new and existing reserves like Laird Place.

#### **Public Transport**

- 4.18 Red Bus operates a bus service between Darfield and Christchurch with stops at West Melton in the morning and evening. This is a full “user pays” service that has been established outside Metro Bus services provided by Environment Canterbury to serve a local community demand. As both Darfield and West Melton grow so may the demand for further bus services. In conjunction with the proposed retail development, it is seen that this location could be a hub to cater for future West Melton public transport services, such as bus stops/laybys across part of the frontage of the development. As such consideration needs to be given to integrate this into the design of the upgrade of Weedons Ross Rd across the development frontage with the necessary kerb alignments to accommodate such an eventuality.

### **5. Conclusions and recommendations**

- 5.1 I am supportive of this Plan Change Application as it will provide West Melton with local retail and business services that will reduce the need for local residents to travel further afield to access these. This is line with concepts of deriving land uses and activities that are complementary to reduce the need to travel, particularly by private motor vehicle. While in this situation it is relatively obvious that long trips will reduce if local residents have access to their own services close by, there is the other issue that trips within the township should also be as sustainable as possible by avoiding short car trips. These trips can also add to traffic volumes and any localised congestion issues, such as those coinciding with school start and finish times.
- 5.2 The proposed retail development is well positioned to capitalise on initiatives to provide an integrated network of walking and cycling from western residential development areas. The same cannot be said relating to the eastern areas where it is my opinion the Applicant needs to provide connections and pedestrian facilities to cater for the demand for such that the development will create. This can be mitigated through the upgrade of Weedons Ross Road along its eastern side incorporating

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both the development frontage and the extension of this north to Brinsworth Avenue to provide connecting footpaths. This is not out of context with the intent of Councils roading upgrade and development contribution standards and policies. Safe pedestrian crossing facilities across Weedons Ross Road are also a requirement, especially with the growth of traffic volumes attributable to the proposed retail development and interactions with other traffic generators and activities on what will be an arterial road.

- 5.3 The siting of the proposed retail development in this position is preferred as it is “co-located” with the main areas of West Melton’s residential development to the north of the state highway. It is anticipated that local residents will combine trips to the proposed retail development such as when “going past” commuting for work or school drop off or pickups. I don’t anticipate that will be a high number of trips diverted from highway through traffic, and of these it would generally be from those approaching Christchurch from the west where main local road access would be from left hand turns in and out of Weedons Ross Road.
- 5.4 It has been identified that the Traffic Assessment Report has derived its trip generation from a proposed retail development floor area of 2050m<sup>2</sup> rather than the 3000m<sup>2</sup> that is referenced in other related information pertaining to the Plan Change. While it appears that the overall assessed trip generation, traffic volumes and Levels of Service are acceptable, this should be checked against the theoretical maximums that the plan change could accommodate. This is particularly relevant to the SH73/Weedons Ross Road intersection, however the NZ Transport Agency have not identified any issues with the intersection based on its intended use through this plan change or those preceding it. Nevertheless it is an area of concern held by a number of submitters.
- 5.4 Through the assessment of this Plan Change it has become apparent that there are significant opportunities to provide an outcome that support both Council and community transport ideals that should be incorporated into the proposed development to provide an integrated, cohesive and attractive outcome. This is associated with the provision of shared facilities such as footpaths, pedestrian crossing and access points, parking areas etc, which can also capitalise on the amenity provided by the water race reserve. Another main determining factor will also be how vehicular access to the site will be configured and the significant bearing that will have. It has become apparent to me that there needs to be a mechanism put in place through this Plan Change process to ensure that all these factors are

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considered in relation to one another to guide the overall development, particularly if it is likely to be staged through successive resource consents. A transport management plan or similar would provide the confidence to Council and the community that all transport site access and connectivity matters have been considered in context to one another, and can also guide road upgrading works and expectations around that through development stages. Weedons Ross Road is a high profile and important main road in the context of the local West Melton roading network and therefore it not unreasonable that a proposed development of this extent should provide this confidence.

5.6 Therefore I recommend in support of this Plan Change:

- ☐ A transport management plan is provided and agreed with Council that shows how main vehicular and pedestrian access will be arranged and provided to and through the site. This would include crossing points and alignments across Weedons Ross Road and through the water race reserve across the frontage of the site.
- ☐ The Applicant demonstrates and confirms that trip generation and related Levels of Service are still appropriate based on a proposed retail development size of 3,000m<sup>2</sup>, and provides an assessment when a Level of Service less than C is likely to occur on any leg of the SH75/Weedons Ross Rd intersection based on future use with a maximum sized development in place.
- ☐ The Applicant will be responsible for upgrading the eastern side of Weedons Ross Road along the frontage of the development site, including the section north to Brinsworth Avenue and pedestrian facilities to safely cross Weedons Ross Road from western areas to meet the demand created by the proposed retail development. The design and provision of upgrading infrastructure can recognise the ability to combine and rationalise transport connectivity and access outcomes that are mutually beneficial to both the existing roading environment and the adjoining development such footpaths, street parking and controls, and bus stop provisions to the approval of Council.

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# Appendix A

## Addendum Assessment: Traffic Design Group

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10872-3  
10 May 2012

Mr Andrew Mazey  
Asset Manager Transportation  
Selwyn District Council  
PO Box 90,  
Rolleston 7643  
Christchurch

Copy via email: [Andrew.Mazey@selwyn.govt.nz](mailto:Andrew.Mazey@selwyn.govt.nz)

Dear Andrew

#### **Plan Change 30 – West Melton Commercial**

Thank you for your email requesting clarification on aspects of the Transport Assessment for Plan Change 30 to the Selwyn District Plan. We respond as follows:

#### **1. Traffic Growth**

##### Mr Mazey Query:

*"Traffic Growth: I follow the methodology on how you applied expected trip generation / distribution but what I am unclear on is the growth horizon used that generated the future trip volumes (hence distribution) represented in Figure 11 and hence the LoS assessment. Is this to date, to 10 years, to 2026 or beyond picking up on some of the unspecific references used in the TAR. The critical point is confirming that the intersection will perform appropriately for the foreseeable future – which is general concern raised by others."*

##### TDG Response:

Two growth profiles are applied to the intersection prior to adding development related traffic.

Firstly the 2008 turning movements that were reported have been adjusted based on the forecast traffic movements from full development of all residential zoned land within West Melton, including Gainsborough, Preston Downs and the Wilson North and South blocks. Secondly, the 2008 through traffic movements on SH73 have also been adjusted by applying ten years of growth at existing growth rates on SH73 at 3.5% per annum.

This base case assessment is therefore expected to represent an analysis period to approximately 2018, and includes overall growth in the traffic movements at the intersection of some 55%. As the RPS limits further residential growth within West Melton beyond the level already zoned, it is considered this represents an appropriate future analysis period, and increases in traffic movements from outside of the West Melton township Living zoned land are expected to be at a slower rate beyond that time.

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## 2. Local Access

### Mr Mazey Query:

*"Weedons Ross Road: I agree that two points of entry / exit to the site at each end maybe preferable. However I cannot recollect seeing any discussion on the issues around how access to the site maybe positioned or influenced by the adjoining activities such as access to and from the BP Service Station, the Fire Station Westview Crescent, and to a certain extent the school. I expect this maybe the contentious issue the plan change could be challenged on by others (especially BP). I appreciate the TAR was essentially pre Councils PC12 but do you believe this solves or could add to any access issues relating to positioning or configuration of any access to the proposed development from Weedons Ross Road?"*

### TDG Response:

As a private plan change application, and given the scale of the site, detailing of access points was not considered necessary as these matters will be considered as part of the mandatory requirement for resource consent for the commercial development of the site at a later date. The District Plan currently sets out rules for access and parking to address and control local matters. Under the operative rules, Weedons Ross Road is a local road and the requirement is for site access to be located 10m from Westview Crescent. This allows flexibility to provide access within a 50m length of frontage at the southern end of the site, and within 70m of frontage at the northern end of the site. Council discretion may be available in relation to compliance with other development related rules.

The Selwyn District Council is also progressing Plan Change 12 (Integrated Transport Management) which makes changes to District Plan rules relevant to a proposed development of the site. Whilst it is understood the Plan Change has had a hearing, no decision has yet been made on submissions. It is expected that the Council will release a decision on Plan Change 12 prior to a resource consent application being lodged in relation to the West Melton site. On that basis, the provisions of Plan Change 12 will have some weight with respect to the assessment of the West Melton resource consent application.

Under Plan Change 12 the road hierarchy classification of Weedons Ross Road changes from 'local' to 'arterial'. There are additional rules to comply with regarding access which would place additional controls on development of the site, and give Council discretion to specifically consider access location.

Under Plan Change 12 the site will generate more than 100 vehicles per day and access an arterial road. The Council will have restricted discretion to consider location of access and effects. The Council discretion is restricted to consideration of:

- Whether the site has alternative access options from another road.
- The design and location of the vehicle crossing.
- The number and type of vehicles or pedestrians or stock using the access.
- Any adverse effects, including cumulative effects, on traffic safety or flow on the State Highway or arterial road.

In addition, the site would generate more than 250 vehicle movements per day and would also be treated as a restricted discretionary activity on that basis. The Council's discretion is restricted to consideration of:



- The proximity to other vehicle crossings on the same or opposite side of the road, particularly those to sites which also generate more than 250 vehicle trips per day.
- The proximity to road intersections.
- The location of the vehicle crossing(s) and the impacts on the frontage road(s) including safety and efficiency for all road users (i.e. including pedestrians).
- Whether any adverse effects on the frontage road (all road users) or location relative to other access points can be mitigated by the provision of physical works to the frontage roads or installation of traffic controls.

The Plan Change 12 access standards require the access to be 25m from Westview Crescent. This allows provides flexibility to provide access within a 35m length of frontage at the southern end of the site, and within 55m of frontage at the northern end of the site. Access complying with Council (Plan Change 12) standards will clearly be achievable.

The discretion offered to Council by the access rules will also provide the opportunity for Council to be fully satisfied that the site access is appropriately positioned for the development form that is ultimately applied for by way of resource consent. Further discussion of issues that would be considered at the time of resource consent is provided below.

Existing crash records do not indicate any safety issues with access on Weedons Ross Road in the vicinity of the site. The only nearby access that could generate more than 250 vehicle trips per day would be the BP service station forecourt access located on the opposite side of the road, approximately 18m south of the Plan Change boundary. As a result of low volumes on Weedons Ross Road there is negligible queuing required for access into BP, or the proposed West Melton commercial precinct site, and it is considered safe access will be able to be achieved. Other access in the vicinity of the site is of lower use, and within the expected traffic environment it is considered that additional physical traffic management works are unlikely to be necessary.

Traffic activity associated with the school occurs within short periods of the day. In the morning school drop-off period a commercial centre on the Plan Change site would have low levels of traffic activity. In the afternoon period the school pick-up period is of short duration. Even during this school peak period the network operates efficiently and it is considered access to the commercial centre would be achieved safely and efficiently.

In addition to access requirements, the District Plan rules will ensure a satisfactory level of parking is provided to contain parking within the site, and to ensure servicing is managed within the site rather than on the road. Whilst the adjacent section of Weedons Ross Road primarily services West Melton activity, it is considered that the development of the site would not compromise any through function on Weedons Ross Road.

The Transport Assessment identified that the frontage road operates with a high level of service and even with a basic access layout can achieve a high level of service for vehicles entering and exiting the site without affecting through traffic. It is considered that additional traffic generated on Weedons Ross Road as a result of the Plan Change will also have negligible effect on the ability of other landuse to efficiently access their sites.

There is no existing parking or pedestrian provision on the eastern side of Weedons Ross Road, and as such additional access along the frontage would not adversely affect the safety or efficiency of other road users in that regard.

Based on this assessment, it is considered that safe and efficient access is achievable from the site.

We trust that these responses provide the clarification sought to complete your reporting for the Plan Change. I would be pleased to discuss this with you further as required.

Yours faithfully

**Traffic Design Group Ltd**



Andrew Methereil  
**Principal Transportation Engineer**

Cc: Peter Glasson, Glasson Resource Management Limited, [peter.glasson@glassonorm.co.nz](mailto:peter.glasson@glassonorm.co.nz)

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# **ATTACHMENT D**

**Infrastructure assessment**

**Paul Carran, Senior Civil Engineer  
OPUS International Consultants Limited**

# **Resource Management Act 1991**

## **Proposed Plan Change 30 to the Selwyn District Plan**

### **Technical Report on Utilities Matters**

**To:** Hearings Panel

**From:** Paul Carran  
Opus International Consultants

**Date:** 9 May 2012

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*Note: The recommendations contained within this report do not constitute Council decisions until accepted.*

*This report has been prepared under Section 42A of the Resource Management Act 1991. The purpose of the report is to assist Selwyn District Council's Hearing Commissioners to evaluate and decide on submissions on provisions in Proposed Plan Change 30 to the partially operative Selwyn District Plan by providing expert advice on technical matters. This report should be read in conjunction with the planning officer's report and any other relevant reports identified.*

## **1. Introduction**

- 1.1. My name is Paul Jeffrey Carran. I am a Senior Civil Engineer for Opus International Consultants Ltd (Opus). I have held this position for approximately 10 years. I have been asked to prepare a report commenting on water, wastewater and stormwater servicing-related matters and associated submissions on Proposed Plan Change 30 (PC30) to the partially operative District Plan.
- 1.2. I have a Bachelor of Engineering (Civil) degree.
- 1.3. Opus has been engaged by Selwyn District Council (SDC) to deliver a wide range of professional services pertaining to the management of the 5 Waters utilities assets since 2007. These have included preparation of the 5 Waters Asset Management Plan 2009, preparation of Public Health Risk Management Plans for Council water supplies, and asset data collection and analysis. I have taken a significant role in these and other projects, working closely with the Utilities Asset Manager and Service Delivery Team.

## **2. Background Information**

- 2.1. The evidence provided is principally based on:
  - (i) Knowledge and experience with the utilities network
  - (ii) Examination of plan records, and
  - (iii) Discussions with the SDC Utilities Team Leader and staff.
- 2.2. Plan Change 30 seeks to rezone an 8330 m<sup>2</sup> property from Living 1 to Business 1 in order to provide a local shopping centre for West Melton. The site is located within the existing serviced area. It is proposed that development on this site connects to the existing services available on site and no additional utilities infrastructure development is proposed.

### **West Melton Water Supply**

- 2.3. West Melton is serviced by a community drinking water supply. Groundwater is abstracted from several deep bores constructed in conjunction with the Gainsborough and Preston

Downs developments. The water does not require treatment.

- 2.4. New reticulation networks have been constructed to serve the new residential properties in the two recently subdivided areas. These networks have been amalgamated with the older West Melton network serving approximately 60 existing properties. This allowed decommissioning of an older bore water source.
- 2.5. The newly created water supply will continue to be expanded as required to facilitate foreseeable growth of West Melton within the Living 1 zoned area. The necessary resource consents to take and use groundwater for public supply have been granted by Environment Canterbury.

#### **West Melton Wastewater**

- 2.6. A community wastewater collection and disposal system was constructed in conjunction with the Gainsborough development. Wastewater is conveyed by a piped network to a pumping station in the southeast corner of the Gainsborough development. This pumping station conveys the wastewater to Rolleston for treatment and disposal.
- 2.7. The pumping station has been designed to accommodate wastewater from the wider West Melton development area, including the Preston Downs development and the existing township.
- 2.8. Properties in the established portion of West Melton have traditionally discharged wastewater to ground by way of septic tanks. Selwyn District Council is in the process of providing a reticulated wastewater collection system for properties in the Westview Crescent area that will discharge to the Gainsborough pump station.

#### **West Melton Stormwater**

- 2.9. Stormwater runoff in the West Melton area is typically discharged to ground. There is no formalised collection and disposal system in the older part of the town.
- 2.10. The Gainsborough subdivision collects road runoff in a series of roadside swales that provide for treatment and soakage to ground. Surplus runoff is discharged to a large retention and infiltration basin adjacent to SH73. Roof runoff from residential properties is discharged to ground on individual lots. Stormwater discharges to ground are consented by the Regional Council
- 2.11. A similar stormwater disposal system is consented for the Prestons development.

### **3. Proposal**

- 3.1. The proposal for the Butt property will require water and wastewater connections. The proposal will also require the discharge of stormwater either on site or to a communal stormwater collection and disposal system.
- 3.2. The site is within the existing serviced area, and provision to service this land has been made as part of the adjacent Gainsborough development.
- 3.3. It is not intended that any additional infrastructure be created to support the proposed business activity on the site.
- 3.4. No specific assessment of the likely water demand, wastewater load, or stormwater characteristics has been provided in the Plan Change Application.
- 3.5. The Applicant has sought and received confirmation from Council that:
  - (i) there is sufficient capacity within the existing water and sewer network within West Melton to service the proposed 3,000 m<sup>2</sup> of GFA of commercial and retail tenancies on the site, and
  - (ii) there is sufficient capacity within the existing Council stormwater system to accept treated stormwater flows from the site; and that based on this system, there will be no effect on groundwater quality within the West Melton environs from the proposed West Melton business precinct.

### **4. Servicing Assessment**

#### **Water Servicing**

- 4.1. Water can be accessed from a 150 mm diameter water main installed along the northern boundary of the site. This water main was provided to service the site at the time of the Gainsborough development and connects to the Rotherham Drive reticulation. Two fire hydrants on this main are accessible to the site.
- 4.2. Water demand will depend on the mix of business activities that establish on the site. The anticipated retail uses identified by the Applicant are considered to have a low to moderate water demand. Many of these uses would only require water for staff amenities. Premises used for food preparation/service would have a higher water demand as would medical facilities, hairdressers and beauticians.
- 4.3. Water meter records for commercial developments in Rolleston have been reviewed to assess the likely water demand for a 3000 m<sup>2</sup> business development on the site. This



indicates that the annual average demand may be higher, perhaps up to twice that which would be expected from residential development on the site.

- 4.4. Peak day and peak hour demands cannot be estimated from the Rolleston water meter data. However, the nature of the activity is such that daily demand peaks will not coincide with residential demand peaks, nor will peak day demands be influenced to the same extent by use of water for garden irrigation on residential properties.
- 4.5. Some form of development on this site was anticipated and allowed for in the design of the Gainsborough development water supply. Although the likely water demand associated with a business development on this site may differ from that of residential development this is not significant in the context of the scale of the West Melton development and the water supply infrastructure in place.
- 4.6. No additional water infrastructure will be necessary to support the proposed rezoning.

#### **Wastewater Servicing**

- 4.7. Provision for wastewater disposal is made by way of a 150mm diameter connection from the east boundary of the site to Rossington Drive. This connection was provided to service the site at the time of the Gainsborough development.
- 4.8. Wastewater production will be strongly correlated to water demand as most water used would be returned to the sewer. Based on the water demand assessment discussed previously it is probable that the volume of wastewater discharged from business activities on this site would be in excess of that expected from residential development, however the 150mm diameter connection provided has more than adequate capacity for this.
- 4.9. Any increase in wastewater load will be small relative to the design load for the collection network and pump station and can be accommodated without adverse effect.
- 4.10. Any increase in wastewater load will be insignificant relative to the design load for the Rolleston treatment plant and can be accommodated without adverse effect.
- 4.11. No additional wastewater infrastructure will be necessary to support the proposed rezoning.

#### **Stormwater Servicing**

- 4.12. Provision for stormwater drainage on this site is by soakage to ground or by way of a 300mm diameter pipeline installed along the northern boundary of the site. This connection was installed to service the site at the time of the Gainsborough development and discharges to the Rotherham Drive swale, ultimately flowing to the retention/soakage basin adjacent to State Highway 73.

- 4.13. The discharge of stormwater from the Gainsborough swale/basin system is permitted by Regional Council Consent CRC054107 on the basis of having no adverse effect on groundwater quality. The site is within the area covered by that consent, and consent documentation shows that the site was identified as a proposed commercial area at the time of consenting.
- 4.14. Some form of on-site stormwater treatment may be necessary prior to discharge into the Gainsborough system.
- 4.15. Stormwater runoff from roof catchments can readily be disposed of to ground in this locality, subject to Regional Council controls for protecting groundwater quality.
- 4.16. No additional stormwater infrastructure will be necessary to support the proposed rezoning.

## **5. Consideration of Submissions**

- 5.1. One submission makes reference to utility infrastructure.
- 5.2. Submission No 9 (A & D Henderson) opposes PC30 on several grounds including "The lack of a supporting infrastructure assessment to determine whether the proposed change in use can be adequately serviced."
- 5.3. It has been confirmed that water and sewer connections are available at the site and have sufficient capacity to service the proposed 3,000 m<sup>2</sup> of GFA of commercial and retail tenancies on the site.
- 5.4. It has also been confirmed that a stormwater connection is available at the site and that the site lies within the catchment area for which a stormwater discharge consent has been granted by the Regional Council, taking into consideration the potential effects of such a discharge on groundwater quality.
- 5.5. The infrastructure matters raised in the Henderson Submission have been adequately addressed.

## **6. Conclusions**

- 6.1. In conclusion it is my opinion that:
  - (a) The West Melton water supply has sufficient capacity to accommodate the requirements of a 3000m<sup>2</sup> business development as would be permitted by proposed Plan Change 30.

- (b) The West Melton wastewater system has sufficient capacity to accommodate the requirements of a 3000m<sup>2</sup> business development as would be permitted by proposed Plan Change 30.
- (c) The West Melton (Gainsborough) stormwater system has sufficient capacity to accommodate the requirements of a 3000m<sup>2</sup> business development as would be permitted by proposed Plan Change 30. Stormwater runoff from roof catchments can be discharged to ground in this locality.
- (d) Resource consent conditions and Regional Council controls on the discharge of stormwater to ground are in place to protect the quality of groundwater.
- (e) No additional utilities infrastructure will be necessary to support the proposed rezoning.
- (f) The matters raised by submitters pertaining to the provision of utilities infrastructure have been adequately addressed.
- (g) Connection of a 3000m<sup>2</sup> business development, as would be permitted by proposed Plan Change 30, to the existing water, sewer and stormwater infrastructure would be appropriate and have no adverse effects on the efficient and cost effective provision of such infrastructure and utility services.

**P J Carran**

Senior Engineer

Opus International Consultants Ltd

# **ATTACHMENT E**

**Open space assessment**

**Ms Anne Greenup, Strategic Assets Manager  
Selwyn District Council**



## MEMORANDUM

**To:** Craig Friedel – Policy Planner  
**From:** Anne Greenup – Strategic Asset Manager  
**Date:** 2 May 2012  
**Subject:** Plan Change 30: Reserves

---

1. Parallel to both the Butt's land and the water race along Weedons Ross Road is an 8m wide reserve, held by the Council as Local Purpose Recreation Reserve.
2. The land was acquired with the express aim of protecting the amenity of the water race, which is clear and fast flowing like a natural stream.
3. The potential for a walkway to access the reserve and for people to enjoy the water race environs has not yet been realized, but in the meantime the qualities of the water race are protected by the reserve itself.
4. The Butt's land is currently zoned for residential use and the plan change seeks a change to Business 1.
5. In the District Plan, the two objectives for Community Facilities (Reserves) are:
  - B2.3.1 Residents have access to adequate community facilities
  - B2.3.2 Community facilities do not adversely affect residential amenity values or other parts of the environment
6. In this case the community facility is the reserve and there is little difference between residential and business usage in the meeting of these objectives.
7. The proposal to re-zone the land for business purposes will require vehicle access. The applicant's plan shows two bridges (one to the north and the other to the south) and a single pedestrian bridge, approximately half way along the frontage.
8. The Council's Water Race By-law requires Council consent for any structures within 10m of a water race. The bridges are accepted in principle and the design can be a matter for further consideration, when consent for the bridges is sought by the applicant in the future.
9. There is no proposal for signage in the application and the Council would be averse to signage being erected on the reserve.
10. The design of the reserve itself would be undertaken by the Council, in consultation with the community and with the Butts, when the community puts it on their programme of works and budgets for it from their reserve contributions fund.
11. In conclusion, there are no serious issues in regard to the reserve if the Butt's land was to be re-zoned to Business1.

A handwritten signature in black ink, appearing to read 'Anne Greenup', is written over a light blue horizontal line.

# **ATTACHMENT F**

**Retail assessment**

**Mr Tim Heath, Director  
Property Economics**

2 December 2011

Selwyn District Council  
c/- Craig Friedel  
Policy Planner  
PO Box 90  
Rolleston 7643  
CHRISTCHURCH

Dear Craig,

**RE: West Melton Private Plan Change 30**

Property Economics has been engaged by Selwyn District Council to undertake a high level assessment of the potential retail effects of Private Plan Change 30 (PC30). This involves the rezoning of Lot 1 DP. 398852 located on Weedons Ross Road in West Melton from Living Zone to Business 1 (B1) zone for a potential 3,000sqm retail and commercial centre development under the proposed zone rules.

This assessment is based on the Private Plan Change application by R D & J R Butt, and is considered in context to the RMA and Chapter 12A of the Regional Policy Statement (RPS), and the potential for significant adverse retail distribution effects to be generated by retail development to the scale permitted in the zone on existing centres and Key Activity Centres identified in Chapter 12A of the RPS.

The proposed changes to the District Plan rules are as follows:

***"22.14 DEVELOPMENT WITHIN THE BUSINESS 1 ZONE, WEST  
MELTON***

*Permitted Activities - Development within the Business 1 Zone, West  
Melton on Lot 1, DP 398852*

*22.14.1 Development within the Business 1 zone at West Melton on Lot  
1, DP 398852 shall be a permitted activity provided that the following  
conditions are met:*

*22.14.1.1 Any group of commercial or retail activities with a total  
combined maximum Gross Floor Area not exceeding 3,000m<sup>2</sup>.*



*22.14.1.2 Any retail grocery and foodstore tenancy with a Gross Floor Area not exceeding 400m<sup>2</sup>.*

*Note: Grocery/ Foodstore does not include restaurant/ café activities.*

***Discretionary Activities - Development within the Business 1 Zone,  
West Melton on Lot 1, DP 398852***

*22.14.2 Any activity which does not comply with Rules 22.14.1 shall be a discretionary activity".*

The proposed West Melton B1 Centre, as per the private plan change application, proposes a maximum store size of 400sqm GFA. This is considered too large for the B1 zone given the type of activities envisaged, and the role and function of the centre in the wider network and hierarchy of the district. In Property Economics view a maximum store size of 350sqm GFA is considered a practical level to provide the flexibility for the developer and certainty of outcome for Council.

Importantly, a 350sqm GFA maximum tenancy limit would bring the centre 'in line' with PC7 to the Selwyn District Plan, and therefore will ensure consistency across the B1 zone in the district. Also, a slightly lower maximum store GFA limit will not jeopardise the role, function or viability of the proposed West Melton Centre.

Based on the anticipated tenants, the store size range and total centre size, the West Melton B1 centre will essentially operate as a mixed use convenience based centre, servicing the localised residential and drive-by market only.

In terms of assessing potential effects under the RMA there is first a need to differentiate between trade competition effects and flow-on retail distribution effects. Trade competition effects are the direct effects generated on one particular store and are typically generated by almost any new retail development to varying degrees.

By themselves trade competition effects do not provide the relevant justification for declining a retail application under the RMA, unless they are of a level that generates significant adverse flow-on retail distributional effects on the existing centre network of the area. It is within this broader context that the relative merits of the application, in terms of retail impacts, needs be considered under the RMA.

The closest retail centre within the district to the proposed development is Rolleston. Rolleston is a growing town centre with anchor tenants including The Warehouse, New World and Countdown. Combined these tenants form the backbone to the wider town centre offer, and represents the primary commercial and retail hub of the district. The Rolleston Town Centre is sustained by a



larger district wide customer base, and given its significant larger retail and commercial offer and closer proximity to its core Selwyn market, any adverse retail distributional effects, if any, generated as a result of the West Melton Centre will be negligible in my view.

Yaldhurst has a new commercial centre of up to around 10,000sqm GFA zoned. My understanding this is to be a supermarket based convenience centre primarily servicing the frequently required retail and commercial service needs of the local market. It is highly unlikely that West Melton centre (of 3,000sqm GFA) could generate a significant level of retail distribution effect on the Yaldhurst centre that would jeopardise its role or vitality within the community.

As mentioned earlier, the proposed West Melton Centre will predominately service the localised residential and drive-by market, at 12km away, Yaldhurst will predominately service its localised area independent of the West Melton Centre catchment. While some overlapping may be present this will not be to a level that would jeopardise either centre.

Darfield is located approximately 22km from West Melton, with a retail and commercial offer dotted along the main road similar to the proposed offer at West Melton. However, given the distance between the two centres, these centres will service differing residential catchments each able to sustain their respective centres. Any retail distributional effects, if any, caused by West Melton will be negligible and will not jeopardise the role or vitality of the Darfield centre in any way.

No other centres in either Selwyn District or Christchurch City could or will be adversely affected by the proposed West Melton Centre given its limited size and offer.

In conclusion, any retail effects from the proposed West Melton development will be trade competition in their genesis and not undermine the commercial viability, function, role or amenity of any existing centres or Key Activity Centres as identified in Chapter 12A of the RPS.

The proposed West Melton Centre will provide economic and social benefits to its local community and improve their wellbeing by providing convenience retail and commercial services in an easily accessible location, and will reduce the need for local residents to travel outside their local area to obtain such goods.

As such, I support the application, subject to my caveat of a lower maximum tenancy size of 350sqm GFA, and consider a full retail impact assessment is not warranted in this instance given the scale of the proposed centre and the minimal resulting impacts relate to trade competition only.

If you have any queries please feel free to contact me.

Yours faithfully



**Tim Heath**  
Director



# **ATTACHMENT G**

**Geotechnical hazard assessment**

**Mr Ian M<sup>c</sup>Cahon, Director  
Geotech Consultants**

4183  
16 November 2011

Robin Butt  
West Melton  
RD 6



Dear Sir,

**RE: West Melton Shopping Centre**

#### **1 Introduction**

You have asked for a geotechnical appraisal of this site for the purpose of the rezoning from residential to commercial. This site covers an area of 8300 m<sup>2</sup> with a frontage onto Weedons Ross Road, a short distance north of the State Highway 73 intersection. There are residential areas to the west, north and east of the site.

We have carried out a desktop study as at this stage we do not consider that site work is necessary given the knowledge of the general geology.

#### **2 Geology**

Map 3 of *Geology of the Christchurch Urban Area* (Brown and Weeber 1992) shows West Melton to be located on the Halkett Member of the Springston Formation. This is described as older alluvial sand and silt, aged at something over ten thousand years old, and is a former alluvial surface underlain with deposits from the Waimakariri River. It is known that the general area of West Melton is underlain with shallow gravel and a bore hole located at West Melton School approximately 100m northwest of the corner of the site is logged as 0.6m of top soil and clay, overlying yellow clay-bound gravels to 16m with gravels continuing to the full depth of the bore at 33m.

#### **3 Groundwater**

Contours of the depth to ground water surface below ground level contained in the *Interim Report on the Ground Water Resource of the Central Plains* published by the North Canterbury Catchment Board in 1983 shows the depth to ground water at West Melton ranging between 10m and 25m.

#### **4 Liquefaction Hazard**

The combination of gravels, which are not susceptible to liquefaction, and the depth to ground water make liquefaction an extremely low possibility at this site. There was no liquefaction recorded anywhere in the area during the recent Canterbury earthquakes.

#### **5 Building Foundations**

The ground conditions can be described as competent in terms of foundations for new buildings of the size planned. It is expected that shallow foundations will be sufficient, founded either in the surface silty sands or directly onto the gravels. We recommend that a specific site investigation be carried at the building consent stage to verify the assumed conditions and to ensure that the foundations as designed suit the conditions.

**Dr. Mark Yetton** E-mail myetton@geotech.co.nz  
**Nick Traylen** E-mail ntraylen@geotech.co.nz  
**Ian McCahon** E-mail imccahon@geotech.co.nz

Tel (03) 9822 538  
Fax (03) 3257 555  
PO Box 130 122  
4 / 6 Rayerston Street  
Christchurch 8141 New Zealand

**GEOLOGICAL & ENGINEERING SERVICES**

## **6 Conclusion**

In conclusion, we consider that this site is geotechnically suitable for the commercial use proposed.

Yours faithfully

**Geotech Consulting Limited**



Ian McCahon

*Disclaimer. This report has been prepared solely for the benefit of R Butt and Selwyn District Council. No liability is accepted by this Company or any employee or sub-consultant of this company with respect to its use by any other person. This disclaimer shall apply notwithstanding that the report may be made available to other persons for an application for permission or approval or to fulfill a legal requirement*

# **ATTACHMENT H**

**Recommended amendments to PC 30  
and schedule of amendments**

## Recommended amendments to PC 30

The recommended changes to the PC 30 schedule of amendments are underlined and deletions are ~~striketrough~~) and incorporate consequential renumbering based on the latest 'working copy' of the District Plan:

### **Recommendation 1: Amend proposed Rule 22.15.1.2 Permitted Activity Standards**

Amend proposed Rule 22.15.1.2, which is the permitted activity standard for the West Melton Business 1 Zone (PC 30), in response to the expert evidence provided by Mr Heath. This includes reducing the maximum allowable gross floor area for any single tenancy, while making exceptions to certain activities to retain flexibility for the land owner.

#### **Rule 22.15.1.2**

Any retail ~~grocery and foodstore~~ or commercial tenancy, excluding restaurant, café or restaurant activities, with a Gross Floor Area not exceeding ~~400~~ 350m<sup>2</sup>

~~Note: Grocery/ Foodstore does not include restaurant/ café activities~~

Comment: Mr Heath recommends that the maximum GFA of 400m<sup>2</sup> for any future grocery or food store tenancy to be reduced to 350m<sup>2</sup> and for this control to apply to all future individual tenancies. It is considered that a maximum store size of 350m<sup>2</sup> GFA is practical to provide flexibility for the developer and certainty of outcome for the Council and community, while aligning the scale and function of the proposed Centre with the neighbourhood centers formalised through PC 7. An exception for café's, restaurants and taverns is provided to enable flexibility to the land owners and preserving the role, function and viability of the West Melton Centre.

### **Recommendation 2: Add permitted activity Rule 22.4.1.3 for activities established within the proposed West Melton Business 1 Zone**

Insert a permitted activity performance standard requiring all activities on the West Melton Business 1 Zone to accord with the Living 1 Zone noise standards [C22-003] and any consequential renumbering. Failure to comply with these standards during the prescribed hours of operation would generate the need for a restricted discretionary resource consent application, as per Amendment 3 below.

#### **Business 1, 1A and 3 Zones:**

22.4.1.3 Activities operating within the West Melton Business 1 zone on the site legally described as Lot 1 DP 398852 shall not exceed the following noise limits at the Business 1/ Living 1 zone interface:

7.30am – 8.00pm 50 dBA L10

8.00pm – 7.30am 35 dBA L10

7.30am – 8.00pm 85 dBA Lmax

8.00pm – 7.30am 70 dBA Lmax

Comment: The above performance standard ensures that noise generated from future commercial or retail activities are consistent with what is currently able to take place as of right under the sites existing Living 1 zoning.

### **Recommendation 3: Add a restricted discretionary Rule 22.4.2.1 for managing noise generated from the proposed West Melton Business 1 Zone**

Insert a restricted discretionary activity performance standard for activities occurring during the prescribed hours of operation that fail to comply with the permitted activity noise standards, as per Amendment 2 above [C22-004] and any consequential renumbering.

#### Restricted Discretionary Activities – Activities and Noise

**Rule 22.4.2.1:** Restricted Discretionary Activities - Activities operating within the site legally described as Lot 1 DP 398852, being the West Melton Business 1 Zone

22.4.2.1 Any activity operating within the West Melton Business 1 Zone shall be a restricted discretionary activity

22.4.2.2 Under Rule 22.4.2.1 the Council shall restrict the exercise of its discretion to the consideration of:

22.4.2.1.1 Any actual or potential adverse noise effects on surrounding properties outside the Business 1 zoned site.

Comment: The above performance standard ensures that noise generated from future commercial or retail activities that exceed the permitted activity noise standards are assessed through restricted discretionary consent.

#### **Recommendation 4: Add permitted activity Rule 22.16.1 for managing the building and setbacks for activities within the proposed West Melton Business 1 Zone**

Insert a permitted activity provision that applies a 3m minimum building setback on all site boundaries of the West Melton Business 1 Zone [C22-010] and a further performance standard requiring discretionary resource consent for a failure to comply with Rule 22.16.1

##### **22.16 BUILDINGS AND LANDSCAPING WITHIN THE BUSINESS 1 ZONE AT WEST MELTON ON THE SITE LEGALLY DESCRIBED AS LOT 1 DP 398852**

##### Permitted Activities: Buildings at least three metres of the site boundary at the West Melton Business 1 Zone

22.16.1 Any building on the West Melton Business 1 Zone site legally described as Lot 1 DP 398852 shall be located a minimum of three metres from any site boundary.

##### Discretionary Activities: Building setbacks in the West Melton Business 1 Zone

22.16.2 Any activity which does not comply with Rule 22.16.1 shall be a discretionary activity

Comments: A 3m building setback is recommended to be applied to all boundaries of the West Melton Business 1 Zone to respond specifically to the relief sought by the Booths in their submission, but to also ensure that the amenity of all properties directly adjoining the development site will not be compromised by any future activities that may be established on the property.

#### **Recommendation 5: Add restricted discretionary activity Rule 22.16.2 for landscaping of the proposed West Melton Business 1 Zone**

Require restricted discretionary resource consent for all activities proposed for the site to ensure the effects of landscaping and signage proposed for the West Melton Business 1 Zone compliment the adjoining reserve and water race [C22-010].

##### Restricted Discretionary Activities: Landscaping within the West Melton Business 1 Zone

22.16.3 Landscaping within the West Melton Business 1 Zone site shall be a restricted discretionary activity.

22.16.4 Under Rule 22.16.4 the Council shall restrict the exercise of its discretion to consideration of:

22.16.4.1 Effects of landscaping and signage on the adjacent reserve and water race.

Comments: The suggested performance standard requiring the lodgement and approval of a landscape plan will ensure the design features and interface treatments proposed for the development of the Business 1 Zone incorporates methods to preserve and enhance the amenity and function of the reserve and water race.



**Recommendation 6: Add the reasons for the landscaping provisions for the West Melton Business 1 Zone in the Reasons for Rules section**

Prescribe the following explanation for Rules 22.16.2 and 22.16.3 [C22-014].

**Landscaping**

A landscaping plan for the West Melton Business 1 Zone is necessary to address the impact landscaping and signage may have on the Council administered reserve and water race, to formalise an appropriate planting list, formulate design features with approaches/bridged crossings and to confirm interface treatments between the Business 1 Zone and the reserve.

Comments: The above Explanation and Reasons for the proposed landscaping provision sets out the context for why this performance standard is necessary and to assist in interpreting the background for this provision.

**Recommendation 7: Add restricted discretionary activity Rule 22.16.5 requiring a Transport management Plan to be lodged prior to redevelopment commencing within the proposed West Melton Business 1 Zone**

Require restricted discretionary resource consent that requires the applicant to prepare a Transport Management Plan for the development site identifying all capital works necessary to integrate any future use of the site with the wider transportation network [C22-010].

**“Restricted Discretionary Activities: Access arrangements for the West Melton Business 1 Zone**

22.16.5 Access arrangements for the West Melton Business 1 Zone site shall be a restricted discretionary activity.

22.16.6 Under Rule 22.16.5 the Council shall restrict the exercise of its discretion to the consideration of:

22.16.6.1 The provision of a Transport Management Plan prepared by the land owner prescribing the following:

- the main vehicular and pedestrian access arrangements to and through the site
- the identification of crossing points and alignments across Weedons Ross Road
- all necessary upgrades to the eastern side of Weedons Ross Road arising as a result of the development of the West Melton Business 1 Zone, including specifically a 150m extension of the footpath and related street upgrade infrastructure north of the site to Brinsworth Avenue and all other pedestrian facilities necessary to provide safe crossing points for pedestrians crossing Weedons Ross Road to access the site
- all other necessary infrastructure upgrades to rationalise transport connectivity and access arrangements arising as a direct result of the proposed development of the West Melton Business 1 Zone”

Comments: The suggested performance standard requires the preparation and lodgement for Council's approval a Transport Management Plan that ensures any redevelopment of the site will take account of the wider transportation network to achieve wider community benefits and road safety outcomes.

## Recommended schedule of amendments

### AMENDMENT 1: District Planning Maps

Amend Sheets 1 and 2 of Planning Maps 018, 88 and 89 to rezone Lot 1 DP 398852 from a Living 1 Zone to a Business 1 Zone

### AMENDMENT 2: Business 1 Zone Rules – Development within the West Melton Business 1 Zone

#### 22.14 DEVELOPMENT WITHIN THE BUSINESS 1 ZONE, WEST MELTON

Permitted Activities – Development within the Business 1 Zone, West Melton on Lot 1 DP 398852

Rule 22.15.1 Development within the Business 1 Zone at West Melton on Lot 1 DP 398852 shall be a permitted activity provided that the following conditions are met:

Rule 22.15.1.1 Any group of commercial or retail activities with a total combined maximum Gross Floor Area not exceeding 3,000m<sup>2</sup>

Rule 22.15.1.2 Any retail ~~grocery and foodstore~~ or commercial tenancy, ~~excluding restaurant, café or restaurant activities~~, with a Gross Floor Area not exceeding ~~400~~ 350m<sup>2</sup>

~~Note: Grocery/ Foodstore does not include restaurant/ café activities~~

Discretionary Activities – Development within the Business 1 Zone, West Melton on Lot 1 DP 398852

Rule 22.15.2 Any activity which does not comply with Rules 22.15.1 shall be a discretionary activity

### AMENDMENT 3: Permitted Activity noise Rules for the West Melton Business 1 Zone

Business 1, 1A and 3 Zones:

22.4.1.3 Activities operating within the West Melton Business 1 zone on the site legally described as Lot 1 DP 398852 shall not exceed the following noise limits at the Business 1/ Living 1 zone interface:

7.30am – 8.00pm 50 dBA L10

8.00pm – 7.30am 35 dBA L10

7.30am – 8.00pm 85 dBA Lmax

8.00pm – 7.30am 70 dBA Lmax

### AMENDMENT 4: Restricted Discretionary Activity noise Rules for the West Melton Business 1 Zone

Restricted Discretionary Activities – Activities and Noise

**Rule 22.4.2.1:** Restricted Discretionary Activities - Activities operating within the site legally described as Lot 1 DP 398852, being the West Melton Business 1 Zone

22.4.2.1 Any activity operating within the West Melton Business 1 Zone shall be a restricted discretionary activity

22.4.2.2 Under Rule 22.4.2.1 the Council shall restrict the exercise of its discretion to consideration of:

22.4.2.1.1 Any actual or potential adverse noise effects on surrounding properties outside the Business 1 zoned site.

#### **AMENDMENT 5: Permitted and Discretionary Activity setback rules for the West Melton Business 1 Zone**

##### **22.16 BUILDINGS AND LANDSCAPING WITHIN THE BUSINESS 1 ZONE AT WEST MELTON ON THE SITE LEGALLY DESCRIBED AS LOT 1 DP 398852**

Permitted Activities: Buildings at least three metres of the site boundary at the West Melton Business 1 Zone

22.16.1 Any building on the West Melton Business 1 Zone site legally described as Lot 1 DP 398852 shall be located a minimum of three metres from any site boundary.

Discretionary Activities: Building setbacks in the West Melton Business 1 Zone

22.16.2 Any activity which does not comply with Rule 22.16.1 shall be a discretionary activity

#### **AMENDMENT 6: Restricted Discretionary landscaping rules for the West Melton Business 1 Zone**

Restricted Discretionary Activities: Landscaping within the West Melton Business 1 Zone

22.16.3 Landscaping within the West Melton Business 1 Zone site shall be a restricted discretionary activity.

22.16.4 Under Rule 22.16.3 the Council shall restrict the exercise of its discretion to consideration of:

22.16.4.1 Effects of landscaping and signage on the adjacent reserve, and water race.

##### **Reasons for Rules**

##### **Landscaping**

A landscaping plan for the West Melton Business 1 Zone is necessary to address the impact landscaping and signage may have on the Council administered reserve and water race, to formalise an appropriate planting list, formulate design features with approaches/bridged crossings and to confirm interface treatments between the Business 1 Zone and the reserve.

#### **AMENDMENT 7: Restricted Discretionary access arrangements for the West Melton Business 1 Zone**

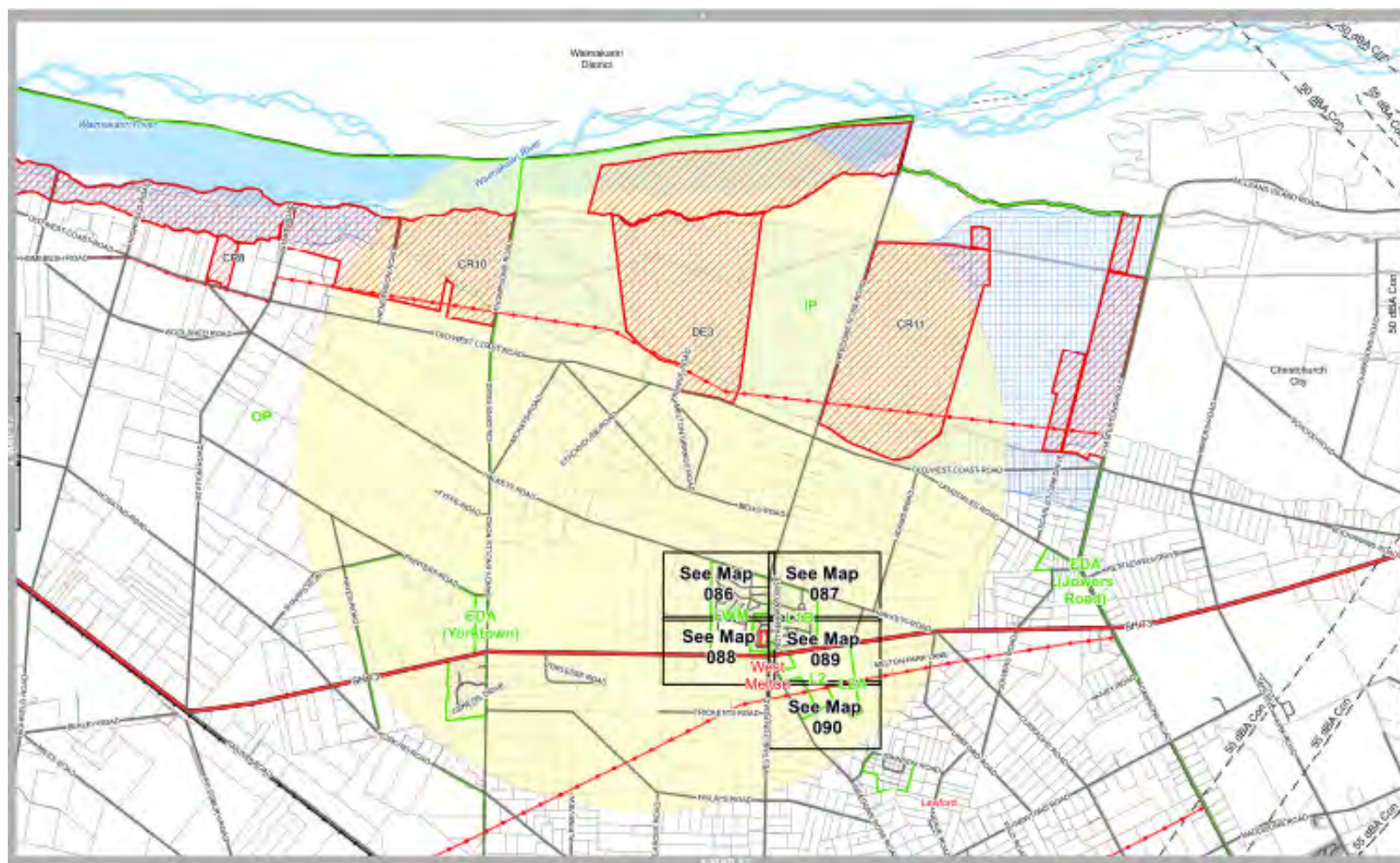
“Restricted Discretionary Activities: Access arrangements for the West Melton Business 1 Zone

22.16.5 Access arrangements for the West Melton Business 1 Zone site shall be a restricted discretionary activity.

22.16.6 Under Rule 22.16.5 the Council shall restrict the exercise of its discretion to the consideration of:

22.16.6.1 The provision of a Transport Management Plan prepared by the land owner prescribing the following:

- the main vehicular and pedestrian access arrangements to and through the site
- the identification of crossing points and alignments across Weedons Ross Road
- all necessary upgrades to the eastern side of Weedons Ross Road arising as a result of the development of the West Melton Business 1 Zone, including specifically a 150m extension of the footpath and related street upgrade infrastructure north of the site to Brinsworth Avenue and all other pedestrian facilities necessary to provide safe crossing points for pedestrians crossing Weedons Ross Road to access the site
- all other necessary infrastructure upgrades to rationalise transport connectivity and access arrangements arising as a direct result of the proposed development of the West Melton Business 1 Zone"



MAP  
**018**  
SHEET 1

# SELWYN DISTRICT PLAN

Scale: 1:50,000 at A3  
0 1,000 m

Prepared by Selwyn District Council  
All coastal information supplied by LINZ  
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## KEY

- SDC Designated Site
- Other Designations
- CHC International Airport Noise Contour
- Interim Wetland Designation

- Fast Lines
- Coastal Hazard
- Transpower Main Lines
- Zones

- Forestry Exclusions
- Outstanding Landscape
- West Melton Observatory Zone
- Outstanding Natural Feature

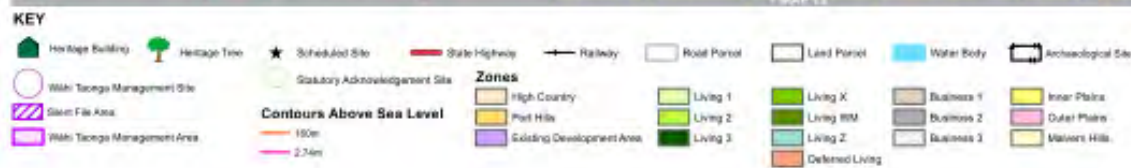
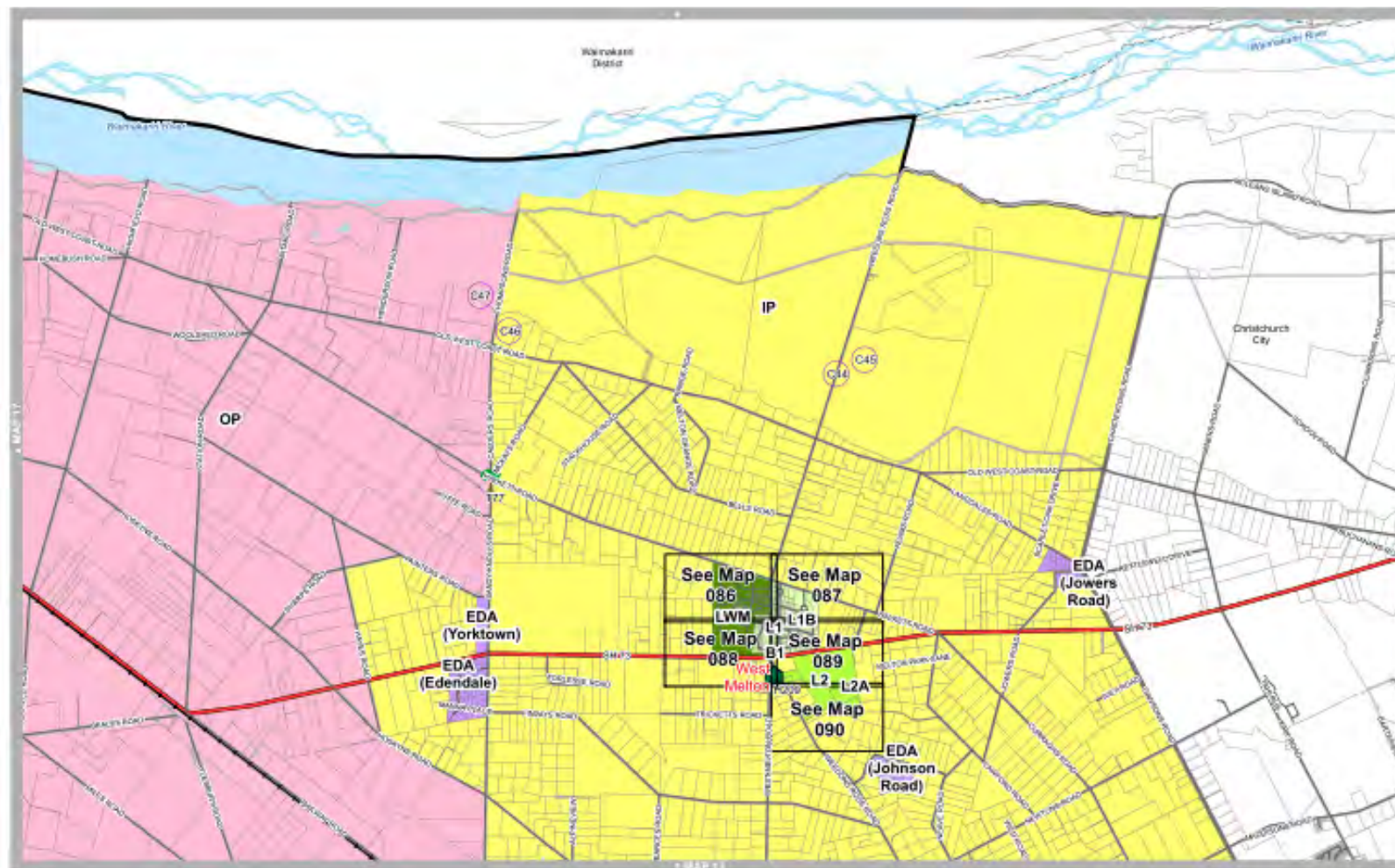
## Flood Zone

- Waikato Flood Plain
- Lower Plains Flood Area
- Lake Ellesmere Flood Area

## Territorial Authority

- Surrounding Districts
- Selwyn District Boundary





MAP  
**018**  
SHEET 2

Printed on:  
Thursday, 10 May 2012



MAP  
**088**  
SHEET 1

# SELWYN DISTRICT PLAN

Scale: 1:4,000 at A3  
0 100 m

Prepared by Selwyn District Council.  
All cartorial information supplied by LINZ  
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## KEY

○ SDC Designated Site

▨ Other Designations

--- CaCh International Airport Noise Contour

★ Transit Widening Designation

→ Fast Lane

--- Coastal Hazard

→ Transpower Main Lines

→ Zones

▨ Foresty Enclaves

▨ Outstanding Landscapes

▨ West Melton Observatory Zone

▨ Outstanding Natural Features

## Flood Zone

▨ Waikato Flood Plain

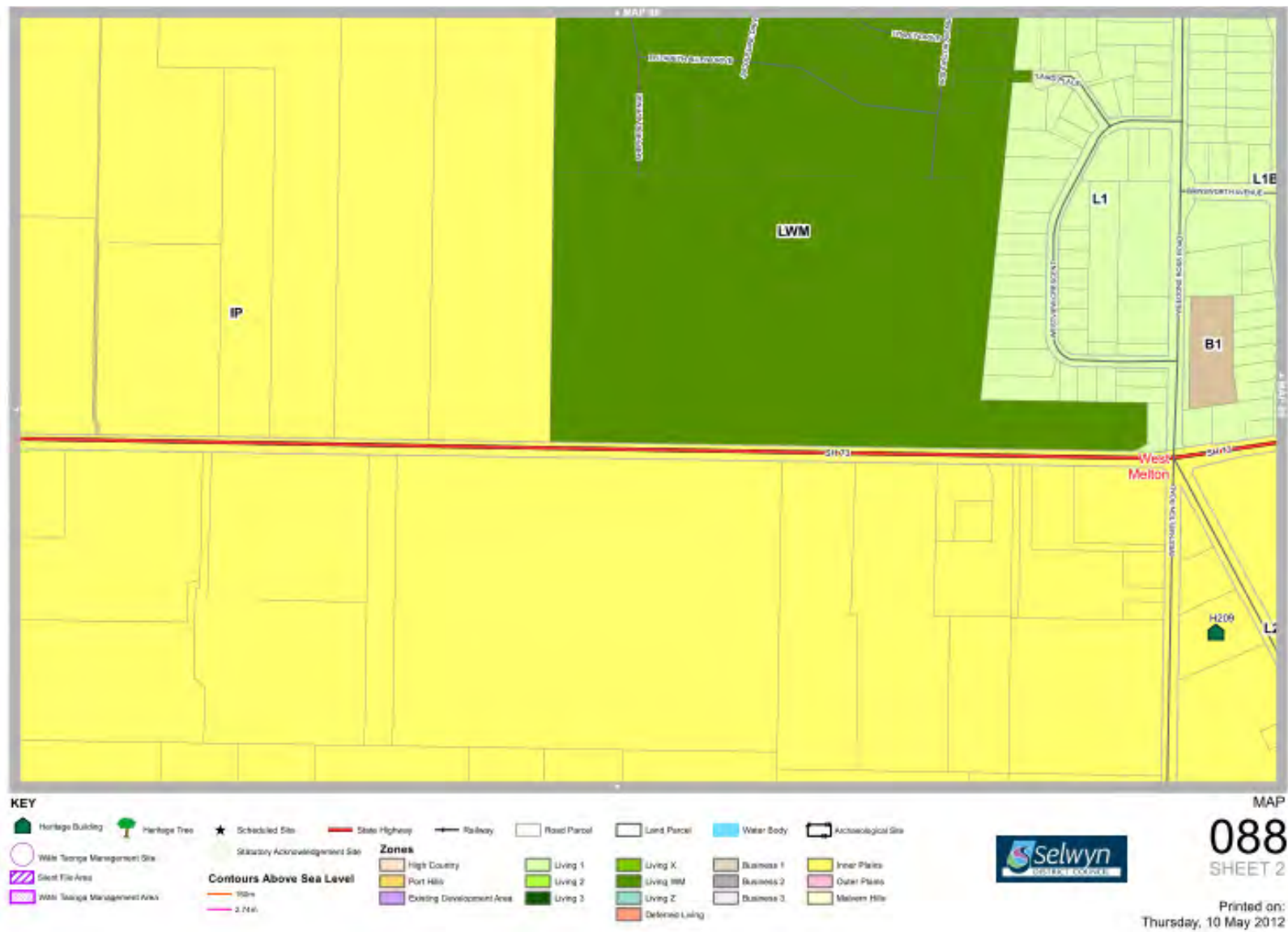
▨ Lower Plains Flood Area

▨ Lake Clevers Flood Area

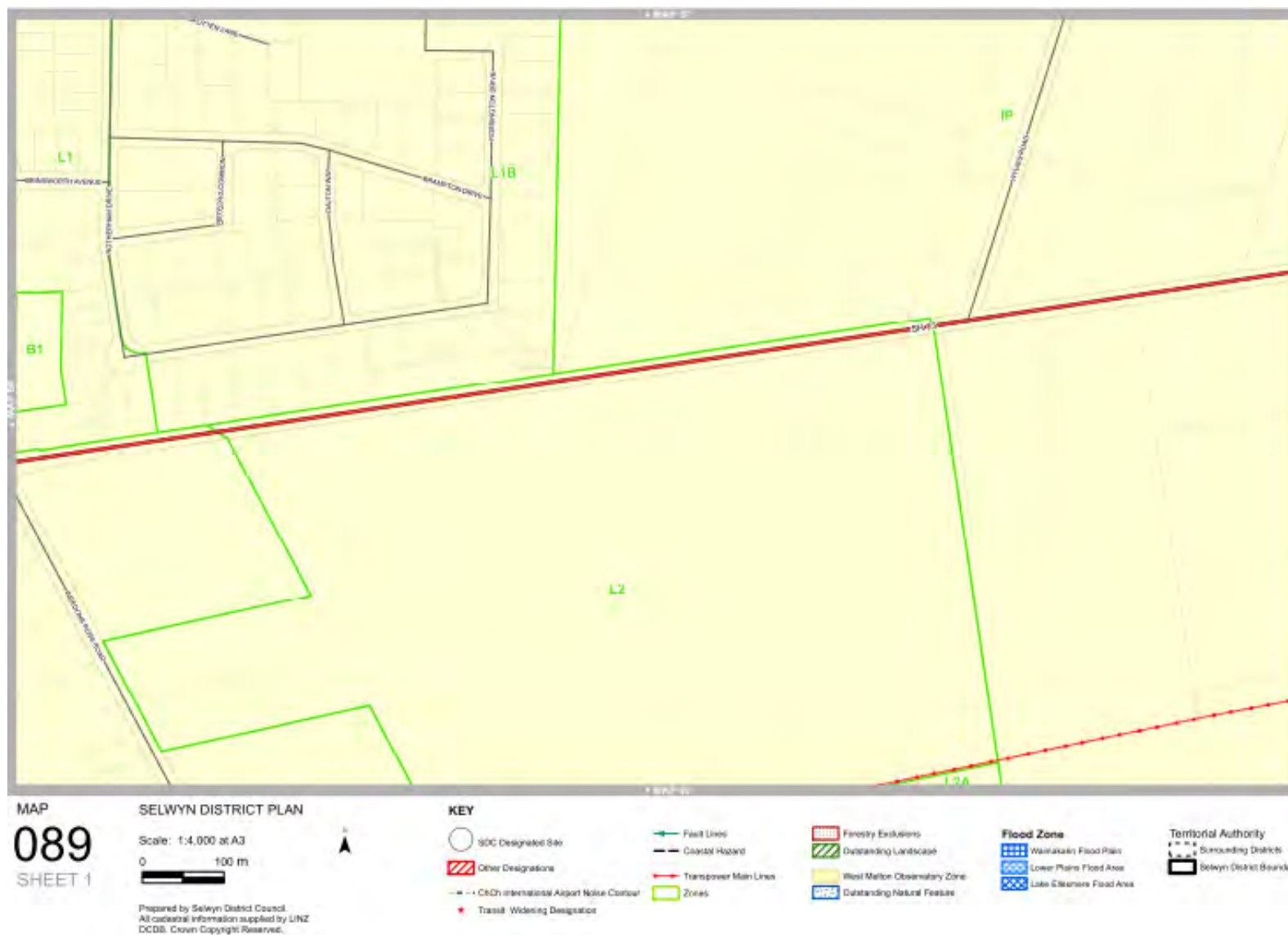
## Territorial Authority

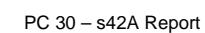
▨ Surrounding District

▨ Selwyn District Boundary









# **ATTACHMENT I**

**PC 30 assessment against Chapter 12A**

Chapter 12A provision	PC 30 assessment
<p><b>Issue 4: Growth Impacts</b></p> <p><i>Aims to avoid sporadic or unplanned development that can:</i></p> <ul style="list-style-type: none"> <li>(a) <i>adversely affect the efficient use or development of existing infrastructure or services, due to overloading; ...</i></li> <li>(c) <i>undermine the physical resource investment in urban centres including the central business district of Christchurch and suburban and rural town centres by undermining the economic and social viability of these centres;</i></li> <li>(d) <i>create urban forms that consume more energy and are less sustainable than more integrated land-use patterns...</i></li> </ul>	<p>Mr Carran has confirmed that there is sufficient capacity in the water, wastewater and transport networks to support the additional demand anticipated by the proposed business zone.</p> <p>Mr Heath has established that the scale and function of the proposed Business 1 Zone will not undermine the economic and social viability of Christchurch City or any other identified Key Activity Centre.</p> <p>The provision of a small scale business and retail node in West Melton will create a more self-sufficient and sustainable community through the provision of additional services, employment and social opportunities that can be accessed by alternative modes of transport.</p>
<p><b>Objective 5: Key Activity Centres</b></p> <p><i>Recognise, provide for and sustain the community's physical resource investment in the key centres of business and service activity shown on Map 1 (which identifies Rolleston and Lincoln as the only KAC's within the UDS area of Selwyn District).</i></p>	<p>Mr Heath has established that the scale and function of the proposed Business 1 Zone will not undermine the economic and social viability of Christchurch City or any other identified Key Activity Centre's through adverse retail distribution effects.</p>
<p><b>Objective 6: Business land</b></p> <p><i>Identify and provide for Greater Christchurch's land requirements for the growth of business activities in a manner that supports the settlement pattern brought about by Objective 1 (being the consolidated management of urban growth).</i></p>	<p>Chapter 12A prescribes an urban limit for West Melton in recognition of the townships vacant zoned land and ability to sustain some limited growth. The scale and function of the proposed Business 1 Zone will support this growth through the provision of services, employment and social opportunities of a scale commensurate to the size of the township it will be serving.</p>
<p><b>Policy 3: Business land</b></p> <p><i>TA's shall provide for business activities in a manner which:</i></p> <ul style="list-style-type: none"> <li>(a) <i>Promotes the utilisation and redevelopment of existing business land, and provides sufficient additional greenfields business land;</i></li> <li>(b) <i>Reinforces KACs;</i></li> <li>(c) <i>Utilises existing infrastructure availability, capacity and quality;</i></li> <li>(d) <i>Protects existing and future communities from reverse sensitivity issues;</i></li> <li>(e) <i>Ensures close proximity to labour supply, major transport hubs and passenger transport networks; and]</i></li> <li>(f) <i>Encourages self-sufficiency of employment and business activities within communities across Greater Christchurch</i></li> </ul> <p><b>Methods</b></p> <p>3.1 <i>TA's shall identify areas suitable for future business land and the redevelopment of</i></p>	<p>PC 30 seeks to provide additional business land to meet the needs of an expanding township, which will achieve a number of positive environmental, social and economic outcomes.</p> <p>Mr Heath has established that the scale and function of the proposed Business 1 Zone will not undermine the economic and social viability of Christchurch City or any other identified Key Activity Centre.</p> <p>Mr Carran has confirmed that the proposed business zone can utilise existing reticulated utilities and infrastructure established to service the adjoining Gainsborough subdivision.</p> <p>The provision of a small scale business and retail node in West Melton will create a more self-sufficient and sustainable community through the provision of additional services, employment and social opportunities that can be accessed by alternative modes of transport.</p>

<p><i>underutilised existing business land within Urban Limits</i></p> <p>3.2 <i>TA's should give consideration to appropriate administrative and financial arrangements to enable and encourage business land provision to occur</i></p> <p>3.3 <i>TA's shall investigate and implement as appropriate, methods for promoting development and enhancement of KACs</i></p> <p>3.4 <i>The Canterbury Regional Council, in conjunction with the territorial authorities within Greater Christchurch, shall monitor the development capacity of business land (including vacant land and redevelopment opportunities) within the Urban Limits in accordance with Policy 15</i></p>	
<p><b>Policy 5: Key Activity Centres and Commercial Activities</b></p> <p>(a) <i>The following centres shown on Map 1 constitute the KACs within Greater Christchurch: ...Riccarton... Hornby... Lincoln and Rolleston</i></p> <p>(b) <i>TA's shall manage the development of the KACs to:</i></p> <ul style="list-style-type: none"> <li>(i) <i>Provide for facilities and services necessary to support the planned community, and</i></li> <li>(ii) <i>Encourage economic and business activity and interaction, and</i></li> <li>(iii) <i>Broaden the mix of uses appropriate to the centre, including medium and/or high density residential provision within and adjoining the KAC, and</i></li> <li>(iv) <i>Provide major centres for the community, and</i></li> <li>(v) <i>Support the development of the principal public transport and cycling networks and the ability to change transport modes, and</i></li> <li>(vi) <i>Encourage pedestrian and cycling access to and within these centres</i></li> </ul> <p>(c) <i>TA's shall ensure that commercial activity outside of the KACs, does not adversely affect the function, vitality or amenity (as identified in (b) above) of the KACs identified in (a) above.</i></p> <p>(d) <i>TA's shall in considering the outward expansion of KACs identified in (a) above, ensure that such expansion:</i></p> <p>...</p> <ul style="list-style-type: none"> <li>(i) <i>Is appropriate in terms of the location of the KAC in relation to the existing network of all commercial centre and population growth, in order to facilitate a sustainable distribution of centres</i></li> </ul>	<p>West Melton is not identified as a settlement that could sustain a Key Activity Centre. However, Mr Heath has established that the scale and function of the proposed Business 1 Zone will not undermine the economic and social viability of Christchurch City or any other identified Key Activity Centre through adverse retail distribution effects.</p> <p>The majority of matters set out in Policy 5 do not apply to PC 30 as it is not seeking development of a business zone that would be of a scale anticipated with a Key Activity Centre, where significant infrastructure, critical population mass and public services are necessary to make is sustainably viable or for the business centre to provide a comprehensive range of commercial and community services.</p> <p>The location and projected growth of West Melton is not considered to be sufficient to support any further expansion of the proposed Business 1 Zone or to warrant the rezoning of additional business land in the foreseeable future. To do so may result in a number of adverse environmental effects, particularly in terms of the ongoing viability of the PC 30 business zone and other Key Activity Centres and business nodes in proximity to the township.</p> <p>The subject site is not identified as a residential 'Greenfield' area required to accommodate intensive residential growth and its central location enables local residents to access a commercial node using alternative modes of transport. The zoning compliments adjoining land uses, which consist of a number of community facilities, services and residential development.</p>

<ul style="list-style-type: none"> <li>(ii) <i>Is compatible with the nature and proximity of adjoining land uses</i></li> <li>(iii) <i>Avoids adverse effects on strategic transport networks</i></li> <li>(iv) <i>Avoids expansion into areas identified for residential consolidation, and</i></li> <li>(v) <i>Is compatible with the matters set out in (b) above</i></li> </ul> <p><b>Methods</b></p> <p>5.1 <i>TA's shall, through their district plans, introduce measures to support the planned development of KACs</i></p> <p>5.2 <i>TA's shall limit commercial activity outside KACs that could restrict the ability of KACs</i></p> <p>5.3 <i>TA's should give consideration to appropriate administrative and financial arrangements to enable KACs to fulfil the functions identified in (b) of the Policy</i></p> <p>5.4 <i>The Canterbury Regional Council, in conjunction with the TA's within Greater Christchurch, shall monitor the development capacity (including vacant land and redevelopment opportunities) within the Urban Limits in accordance with Policy 15</i></p>	
<p><b>Policy 7: Development form and design</b></p> <p><i>Greenfields development, intensification, and development of KAC's should give effect to urban design best practice. The principles of the Urban Design Protocol (MfE 2005) shall be observed when preparing or assessing any urban development and the following matters shall be provided:</i></p> <ul style="list-style-type: none"> <li>(a) <i>Good safe connectivity within the area, and to surrounding areas, by a variety of transport modes, including motor vehicles, cycling, pedestrian and public transport, and provision for easy and safe transfer between modes of transport;</i></li> <li>(b) <i>Location within walkable distance to community, social and commercial facilities;</i></li> <li>(c) <i>Provision for effective, efficient and attractive walk and cycle ways, preferably integrated with open space and stormwater detention areas, within, across and linking beyond the area;</i></li> <li>...</li> <li>(d) <i>Provision for a range of areas of residential densities and lot sizes, with higher residential densities located within walking distance of KAC's and commercial centres;</i></li> <li>(e) <i>Provision for the protection of surface and</i></li> </ul>	<p>PC 30 is seeking to rezone the subject site from a Living 1 to Business 1 Zone to facilitate a small scale business node to meet the needs of a growing local community. PC 29 is a Council initiated plan change promulgated to ensure that the Business 1 Zone is developed to achieve the outcomes outlined in Policy 7 of Chapter 12A. PC 29 provides a number of methods to ensure that the development and form of any future built structures on the site achieve the development form and design outcomes required by Policy 7 of Chapter 12A.</p> <p>It is also noted that the scale and function of the proposed West Melton Business 1 is not commensurate to a Key Activity Centre, with the development form and design outcomes required in Policy 7 having to be applied within this context.</p> <p>The application demonstrates the following positive environmental, economic and social outcomes that will be achieved through the rezoning:</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> amenity values associated with proximity to the water race on Weedons Ross Road and the ability to enhance this waterway through landscaping;</li> <li><input type="checkbox"/> central location within the village that promotes walking and cycling as alternative transport modes to access services within the township;</li> </ul>

<p>groundwater quality, including appropriate stormwater management facilities to avoid down stream flooding and to preserve or enhance water quality;</p> <p>(f) Provision for sufficient and integrated open spaces and parks to enable people to meet their recreation needs, with higher levels of public open space for areas of higher residential densities;</p> <p>(g) Protection and enhancement of significant natural, ecological, landscape, cultural and historic heritage features;</p> <p>(h) Demonstration of how other adverse effects on the environment are to be avoided, remedied or mitigated;</p> <p>(i) Provision for a high standard of visual interest and amenity;</p> <p>(j) Provision for peoples health and well-being through good building design, including energy efficiency and the provision of natural light;</p> <p>(k) Effective and efficient use of existing and new infrastructure networks, and</p> <p>(l) Appropriate relationships in terms of scale and style with the surrounding environment;</p> <p><b>Methods</b></p> <p>7.1 TA's and developers will apply the Urban Design Protocol.</p> <p>7.2 TA's will ensure ODPs and any Urban Intensification Plans are completed in accordance with Policies 7 and 8.</p> <p>7.3 TA's shall include appropriate provisions in district plans and attach appropriate conditions to resource consents to give effect to this policy.</p>	<ul style="list-style-type: none"> <li><input type="checkbox"/> provide convenience shopping that local residents would otherwise need to source in other more distant locations;</li> <li><input type="checkbox"/> able to be serviced by existing reticulated water and wastewater services;</li> <li><input type="checkbox"/> is of an appropriate scale to the surrounding environment, which is a mixed use area comprising residential dwellings, community facilities and commercial activities;</li> <li><input type="checkbox"/> contribute to the townships vitality and character, while enhancing the social cohesion of the wider community;</li> </ul> <p>The suggested landscape performance standard also requires any future development to be assessed to ensure that appropriate landscape treatments, design features and signage are sympathetic to the adjoining reserve and water race.</p>
<p><b>Policy 8: Outline Development Plans and Changes of Zoning in District Plans</b></p> <p><i>Development of urban activities within the Greenfields Areas shown on Map 1 shall occur in accordance with an Outline Development Plan. This Plan shall be prepared when it's proposed to amend the district plan and shall be included in the district plan to provide for urban activities (Greenfields Areas<sup>1</sup>). Outline Development Plans shall:</i></p> <p>(a) <i>Be prepared as a single plan for the whole of a Greenfields Area, or for a lesser area in accordance with a comprehensive plan prepared by a territorial authority such as a District Development Strategy, an Area Plan or Structure</i></p>	<p>The development site is not identified in Map 1 of Chapter 12A as a 'Greenfields Area – Business' and does not technically require an ODP under the CRPS.</p> <p>In any event, the context of PC 30 is a vacant lot in single ownership that is surrounded by established activities where infrastructure services are already available and no new public roads or connections are required. There are no identified constraints or areas within the site that need to be protected as a result of their cultural, heritage or ecological values or avoided due to natural hazards. Development is unlikely to be staged, and even if it was developed progressively over a number of years the long frontage onto Weedons Ross Road would ensure that access could be obtained at any time.</p>

<sup>1</sup> 'Greenfields Areas' is defined in Chapter 12A of the RPS as: "...areas identified on Map 1 for greenfields development. Greenfields Areas – Residential are primarily residential and are subject to Policy 11 Residential Density requirements, but may incorporate minor areas for local community services and retail facilities, and home occupations. Greenfields Areas – Business do not exclude any component of residential activity provided for in district plan zoning provision"

<p><i>Plan;</i></p> <p><i>(b) Be prepared in accordance with the matters set out in Policy 7 (Development Form and Design);</i></p> <p><i>(c) Show proposed land uses, including:</i></p> <ul style="list-style-type: none"> <li><i>(i) Principal through roads, and connections with the surrounding road network and relevant infrastructure and services;</i></li> <li><i>(ii) Any land to be set aside for community facilities or schools;</i></li> <li><i>(iii) Parks and any other land for recreation;</i></li> <li><i>(iv) Any land to be set aside for business activities;</i></li> <li><i>(v) The distribution of different residential densities;</i></li> <li><i>(vi) Land required for stormwater treatment, retention and drainage paths;</i></li> <li><i>(vii) Land reserved or otherwise set aside from development for environmental or landscape protection or enhancement;</i></li> <li><i>(viii) Land reserve or otherwise set aside from development for any reason, and the reasons for its protection from development; and</i></li> <li><i>(ix) Pedestrian walkways, cycle ways, bus routes both within and adjoining the area to be developed;</i></li> </ul> <p><i>(d) Demonstrate how Policy 11 (residential density) will be met for residential areas within the area that is subject of the Outline Development Plan</i></p> <p><i>(e) Identify significant cultural, natural and historic or heritage features and values and shows how they are to be protected and/or enhanced</i></p> <p><i>(f) Document the infrastructure required, when it will be required and how it will be funded;</i></p> <p><i>(g) Set out the staging and co-ordination of subdivision and development between land owners;</i></p> <p><i>(h) Demonstrate how effective provision is made for a range of transport options and integration between transport modes, including – pedestrian, cycling, passenger transport, freight, private motor vehicles;</i></p> <p><i>(i) Demonstrate how adverse effects on and/or from nearby existing or designated Strategic Infrastructure (including requirements for designations) will be avoided or appropriately mitigated;</i></p> <p><i>(j) Show how the implementation of geotechnical requirements are to be provided for; and</i></p>	<p>Mr Mazey makes a recommendation that a Transport Management Plan or similar mechanism is necessary to ensure that the developer assists in the provision of footpath extensions and other upgrades arising as a result of the redevelopment of the site to improve connectivity and pedestrian safety. These matters could be captured within an ODP, although it is acknowledged that this would be difficult in the context of this particular request where an actual proposal for the site is not being considered. The suggested performance standard requiring a Transport Management Plan to consider the above issues is recommended as a suitable alternative.</p> <p>Furthermore, there are very few, if any, matters prescribed contained within Policy 8 that would apply to the subject site.</p>
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<p>(k) <i>Include any other information which is relevant to an understanding of the development and its proposed zoning.</i></p> <p><b>Methods</b></p> <p>8.1 <i>Territorial authorities shall ensure Outline Development Plans are prepared for each Greenfields Areas for inclusion in the district plans.</i></p> <p>8.2 <i>Territorial authorities shall ensure financial provision is made for infrastructure required to be provided for each Greenfields Area.</i></p> <p>8.3 <i>Canterbury Regional Council and territorial authorities shall establish a protocol to assist all parties involved in the preparation of Outline Development Plans to ensure Policy 8 is efficiently and effectively applied in the particular circumstances of each Greenfields Area</i></p>	
<p><b>Policy 9: Transport effectiveness</b></p> <p>(a) <i>Development of Greenfields Areas, KAC's, 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.</i></p> <p>...</p> <p>(b) <i>The Canterbury Regional Council, TA's and transport infrastructure providers shall ensure that the transport networks within Greater Christchurch provide for safe, sustainable, integrated movements of goods and people both within the sub-region, and to and from locations outside the sub-region.</i></p> <p><b>Methods</b></p> <p>9.1 <i>The Canterbury Regional Council shall consider changes to the Canterbury Regional Land Transport Strategy to give effect to this policy.</i></p> <p>9.2 <i>The Canterbury Regional Council and TA's shall give consideration to any transport projects that may be needed to give effect to this policy and will include them in the Canterbury Regional Land Transport Programme and LTCCP's if appropriate.</i></p> <p>9.3 <i>TA's shall give consideration to developing district plan rules to manage property access and transport efficiency conflicts.</i></p>	<p>The traffic assessment and addendum assessment provided in support of the rezoning proposal and Mr Mazey's evidence confirm that the rezoning will result in positive effects from a transport perspective through achieving a more integrated and connected network, creating a more self-sustaining townships and facilitating the use of alternative modes of transport.</p> <p>It has been confirmed that the local and wider road network has sufficient capacity to accommodate the additional vehicle movements projected as a result of the rezoning. Although these conclusions are contingent upon the applicant confirming that a 3,000m<sup>2</sup> development proposal would not reduce the anticipated level of service and the applicant addressing .</p>

# **ATTACHMENT J**

**PC 30 assessment against the relevant  
District Plan objectives and policies**

District Plan	PC 30 assessment
<b>PART B SECTION 1: NATURAL RESOURCES</b> The Natural Resources section of the Plan identifies a number of issues and prescribes objectives and policies relating to: (i) Land and soil; (ii) Water; (iii) Ecosystems, and; (iv) Outstanding natural features and landscapes	
<b>Land and Soil</b>	
<p><b>“Objective B1.1.1 [B1-004]</b>  <i>Adverse effects on people, and their activities, ecosystems and land and soil resources from contaminated soil or unstable land, are minimised”</i></p>	<p>Council records do not identify the property as a site that may contain contaminated soils. The property is not registered on the Ministry for the Environments Hazardous and Activities and Industries List (HAIL), with previous investigations identifying that the only site on the HAIL in proximity to the subject property being the BP Service Station on the corner of Weedons Ross Road and SH 73<sup>1</sup>. The applicant, who owned and operated Prestons Farm prior to it being subdivided to accommodate the Gainsborough and Preston Downs subdivisions and has lived on the property for the past 70 years, has also confirmed that all operations that could have contaminated the soils as a result of the historic farming operations were some distance from the land that is the subject of this plan change.</p> <p>On the basis of the above investigations, I am confident that the property is extremely unlikely to be affected by contaminated soils that would pose a risk to the health and well-being of people or activities able to be undertaken within a Business 1 Zone environment. Any risks are reduced further as the Business 1 Zone is likely to entail a high ratio of impermeable surfaces once developed where exposure to soils would be significantly less than what the current Living 1 Zone provides.</p>
<p><b>“Policy B1.1.3 [B1-006]</b>  <i>Avoid adverse effects on people’s health or well-being from exposure to contaminated soil”</i></p>	
<p>No other objectives or policies within Part B Section1 that are considered to be specifically relevant to PC 30.</p>	<p>The subject property is contained within the Urban Limit where previous land use zoning has considered the loss of natural values and resources.</p> <p>The site is devoid of any recognisable natural features or resources and appears to have been contoured when the adjoining Gainsborough subdivision was developed to facilitate future land uses.</p> <p>Reticulated water and wastewater connections can be provided to service a Business 1 Zone and stormwater can be treated and disposed of on-site.</p> <p>The land is not comprised of Class I or II versatile soils.</p>

<sup>1</sup> Tonkin & Taylor have undertaken a desktop based contaminated land analysis for Council Plan Change 17, which identifies the HAIL sites in West Melton. This report is dated November 2011.

District Plan	PC 30 assessment
<b>PART B SECTION 2: PHYSICAL RESOURCES</b> The Physical Resources section of the Plan identifies a number of issues and prescribes objectives and policies relating to: (i) Transport; (ii) Utilities; (iii) Community facilities; (iv) Reserves; and (v) Waste disposal	
<b>Transport</b>	
<p><b>“Objective B2.1.1 [B2-005]</b>  <i>The safe and efficient operation of the District’s transport networks is not impeded by adverse effects from activities on surrounding land uses or by residential growth.”</i></p>	<p>The applicant’s transport assessment confirms that the proposed rezoning will be consistent with the relevant objectives and policies of the District Plan relating to transport.</p>
<p><b>“Policy B2.1.2 [B2-006]</b>  <i>Manage effects of activities on the safe and efficient operation of the District’s road network, considering the classification and function of each roading the hierarchy.”</i></p>	<p>The provision of a small scale business zone within a centralised location of West Melton will encourage the use of alternative modes of transport, including walking and cycling. It would also reduce the need to commute to other centre’s to access everyday consumables, services and employment, which in turn may see energy efficiency gains.</p>
<p><b>“Policy B2.1.11 [B2-011]</b>  <i>Encourage people to walk or cycle within and between townships.”</i></p>	<p>The zoning of the proposed site will be consistent with Policy B2.1.17 specifically as it ensures that the town’s business zone is established to the north of SH 73 where the primary population base is located.</p>
<p><b>“Policy B2.1.17 [B2-014]</b>  <i>Confine residential or business development in a township 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.”</i></p>	<p>Overall, it is considered that PC 30 is consistent with the relevant objectives and policies relating to transport.</p> <p>Mr Mazey has identified a number of opportunities to facilitate improved connectivity and to enhance the efficiency of the local road network. A performance standard, or similar mechanism, requiring the provision of a Transport Management Plan for the approval of Council is therefore considered appropriate to ensure that road/footpath upgrades and access arrangements required as a result of the redevelopment of the site are confirmed prior to works commencing.</p>
<b>Utilities</b>	
<p><b>“Objective B2.2.2 [B2-022]</b>  <i>Efficient use of utilities is promoted.”</i></p>	<p>The property is full serviced with connections to the publicly owned reticulated water and wastewater system and Mr Carran has confirmed that there is sufficient capacity within the network to support the proposed business zoning.</p>
<p><b>“Policy B2.2.1 [B2-023]</b>  <i>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 or business development.”</i></p>	<p>PC 30 is therefore considered to be consistent with Objective B2.2.2 and Policy B2.2.1 with regards to the efficient use of utilities.</p>
<b>Community facilities (and reserves)</b>	
<p><b>“Objective B2.3.1 [B2-033]</b>  <i>Residents have access to adequate community facilities.”</i></p>	<p>The applicant has discussed the integration of any future business development within the reserve with Council’s Strategic Assets Manager. Ms Greenup concludes that the rezoning proposal does not raise any serious issues with respect to the reserve.</p>
<p><b>“Policy B2.3.1 [B2-033]</b>  <i>Encourage co-ordination between the provision of community facilities, and new residential and</i></p>	<p>The proposal represents an opportunity to enhance this</p>

<p><i>business development.”</i></p>	<p>reserve, including the amenity of the adjoining water race, by incorporating it within any future design for the Business 1 Zone. This is important given the sites likelihood of accommodating a town centre environment should the zoning be successful.</p> <p>Ms Greenup identifies a number of matters that will need to be attended to once a land use proposal has been formalised for the site are identified to ensure the development compliments the reserve and water race.</p> <p>The suggested performance standard requiring the lodgement and approval of a landscape plan to ensure the design features and interface treatments proposed for the development of the Business 1 Zone establishes a process for establishing methods to preserve and enhance the amenity and function of the reserve and water race.</p> <p>Overall, it is considered that PC 30 is consistent with Objective B2.3.1 and Policy B2.3.1.</p>
<p><b>Waste disposal</b></p>	
<p><b>“Objective B2.4.2 [B2-044]</b></p> <p><i>Adverse effects on the environment from the collection, treatment, storage or disposal of waste are reduced.”</i></p>	<p>PC 30 is seeking to zone land within the Urban Limit of West Melton, where a weekly solid waste recovery service is provided by the Council.</p> <p>Any future use of the site would need to make provision for the on-site storage of waste and any other contingencies necessary to dispose of waste being generated on-site.</p> <p>It is considered that PC 30 is consistent with Objective B2.4.2 and Policy B2.4.4 respectively.</p>
<p><b>“Policy B2.4.4 [B2-045]</b></p> <p><i>Ensure land rezoned from new residential or business development has a regular solid waste collection and disposal service available to residents.”</i></p>	

District Plan	PC 30 assessment
PART B SECTION 3: PEOPLE’S HEALTH, SAFETY AND VALUES	
The People’s Health, Safety and Values section of the Plan identifies a number of issues and prescribes objectives and policies relating to: (i) Natural hazards; (ii) Hazardous substances; (iii) Historic heritage; and (iv) Quality of the Environment	
Natural hazards	
<p><b>“Objective B3.1.3 [B3-005]</b></p> <p><i>Ensure potential loss of life or damage to property from natural hazards is mitigated.”</i></p>	<p>The only obvious hazard that may preclude a business rezoning in the location proposed relates to the risk of liquefaction and lateral displacement occurring during large earthquake events.</p> <p>Mr McCahon has confirmed that there is an extremely low possibility of liquefaction occurring on the site and that the ground conditions are appropriate to support the foundations of any new buildings and that shallow foundations would be sufficient.</p> <p>It is therefore considered that PC 30 is consistent with Objective B3.1.3 and Policy B3.1.2.</p>
<p><b>“Policy B3.1.2 [B3-006]</b></p> <p><i>Avoid allowing new residential 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.”</i></p>	
Quality of the environment	
<p><b>“Objective B3.4.2 [B3-042]</b></p> <p><i>A variety of activities are provided for in townships, while maintaining the character and amenity values of each zone.”</i></p>	<p>PC 30 presents an opportunity to facilitate a comprehensive town centre environment through a Business 1 zoning of the site. This would enable a range of activities and services to establish within the town to make it more self-sufficient and resilient. The scale of the proposal is consistent with Business 1 Zones in other townships within the District and would not undermine the amenity that characterises West Melton from larger urban centres.</p> <p>It is considered that the location of the subject site is able to achieve a number of positive environmental and social outcomes. This is because the site enjoys a central location within the town that is surrounded by a number of established non-residential activities. The location is consistent with the Preferred Growth Option for West Melton prescribed in the District Plan and would ensure that the distance from the Business 1 Zone to the furthest zoned residential section within the townships Urban Limit is 2km. This proximity encourages the use of alternative modes of transport and the Business 1 Zone would facilitate the establishment of services that would otherwise need to be accessed by private motor vehicles.</p> <p>All nuisance effects on the receiving environment arising from the rezoning can be avoided, remedied or mitigated. Specific development controls are recommended to secure appropriate building setbacks and to manage noise emissions to ensure the health and well-being of neighbouring residents are not compromised. A performance standard requiring the lodgement and approval of a landscape plan for the site will ensure that the amenity associated with the reserve and water race are preserved and enhanced.</p>
<p><b>“Objective B3.4.5 [B3-042]</b></p> <p><i>Urban growth within and adjoining townships will provide a high level of connectivity both within the development and with adjoining land areas (where these have been or are likely to be developed for urban activities or public reserves) and will provide suitable access to a variety of forms of transport.”</i></p>	
<p><b>“Policy B3.4.4 [B3-046]</b></p> <p><i>To provide Business 1 Zones which enable a range of business activities to operate while maintaining environmental quality and aesthetic and amenity values which make the zone(s) attractive to people.”</i></p>	
<p><b>“Policy B3.4.9 [B3-049]</b></p> <p><i>Ensure noise in all zones does not adversely affect the health or well-being of people.”</i></p>	
<p><b>“Policy B3.4.11 [B3-050]</b></p> <p><i>Avoid night lighting and, where practical, glare from reflections shining directly into adjoining sites, in all zones.”</i></p>	

	Any light spill effects arising from the proposal need to be managed to the same level as what are expected from Living 1 Zone activities and provision can be made to ensure any lights required as part of any future proposal are directed to within the site. I am not aware of any other nuisance effects that may be generated from the rezoning proposal that cannot be avoided, remedied or mitigated.
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District Plan	PC 30 assessment
<b>PART B SECTION 4: GROWTH OF TOWNSHIPS</b>	
<b>The Growth of Townships section of the Plan identifies a number of issues and prescribes objectives and policies relating to: (i) Residential density; (ii) Subdivision of land; and (iii) Residential and business development</b>	
<b>Residential and business development</b>	
<p><b>“Objective B4.3.3 [B4-031]</b>  <i>For townships within the Greater Christchurch area, new residential or business development is to be provided within the Urban Limits identified in the Regional Policy Statement and such development is to occur in general accordance with an operative Outline Development Plan.”</i></p>	<p>The location is within the Urban Limit of West Melton and satisfies the District Plan Preferred Growth Option for the Township. Mr Carran has confirmed that the proposal can be serviced with efficient and cost effective community infrastructure and accords with the related transportation provisions and strategies. In addition, the location of the subject site for accommodating a Business 1 Zone has been confirmed as being appropriate. The site is also a vacant lot that accords with Policy B4.3.4.</p> <p>However, PC 30 is inconsistent with Objective B4.3.3, Objectives B4.3.4 and Policy B4.3.1 as an Outline Development Plan (ODP) has not been proposed as part of the plan change request. These provisions were inserted through PC 7, which rezoned large areas in Lincoln and Rolleston for ‘Greenfield’ residential and business activities to ‘give effect’ to the RPS and to implement the related Township Structure Plans. ODPs are a tool to ensure development is integrated with adjoining land uses and coordinated with network infrastructure, including transport, wastewater and water services. ODPs are a particularly useful tool where there are multiple land owners covering large tracts of land to be developed over relatively long periods and to register infrastructure needs and sites of significance so that they are secured and protected at subdivision stage.</p> <p>The context of PC 30 is a vacant lot in single ownership that is surrounded by established activities where infrastructure services are already available and no new public roads or connections are required. There are no identified constraints or areas within the site that need to be protected as a result of their cultural, heritage or ecological values or avoided due to natural hazards. Development is unlikely to be staged, and even if it was developed progressively over a number</p>
<p><b>“Objective B4.3.4 [B4-031]</b>  <i>New areas for residential or business development support the timely, efficient and integrated provision of infrastructure, including appropriate transport and movement network through a coordinated and phased development approach.”</i></p>	
<p><b>“Policy B4.3.1 [B4-035]</b>  <i>Ensure new residential or business development either:</i>  ...  - <i>The land is rezoned to an appropriate Living or Business zone and, where within the Greater Christchurch area, is contained within the Urban Limit identified in the Regional Policy Statement and developed in accordance with an Outline Development Plan incorporated into the District Plan.”</i></p>	
<p><b>“Policy B4.3.4 [B4-036]</b>  <i>Encourage new residential or business development to occur on vacant land in existing Living or Business zones, if that land is available and appropriate for the proposed activity.”</i></p>	

	<p>of years the long frontage onto Weedons Ross Road would ensure that access could be obtained at any time. As recommended by Mr Mazey in his evidence, a performance standard requiring the preparation and approval of a Transport Management Plan that specifies the vehicle crossings onto Weedons Ross Road, internal road network, interface with the reserve and neighbouring residential areas and capital works to achieve wider connectivity would support Objective B4.3.4.</p> <p>Overall, it is considered that PC 30 is consistent with the relevant residential and business development objectives and policies, with the exception of being developed in accordance with an operative ODP. This inconsistency is considered to be appropriate given the context of the site where an ODP would serve limited, if any, benefit to the future integration of the site with its established surrounds. It is considered that the circumstances of this request are sufficiently unique to ensure that any decision to approve the zoning request where the proposal is inconsistent with these objectives and policies will not undermine the integrity of the Plan.</p>
<b>Specific policies for Townships – West Melton</b>	
<p><b><i>“Preferred Growth Option [B4-096]</i></b></p> <p><i>Substantial growth is expected to take place in and around West Melton. The focal point of this growth will be either side of Weedons Ross Road north of State Highway 73, but not extending north of Halkett Road. A lesser extent of lower density residential development will occur south of State Highway 73. The township will be serviced with reticulated sewerage as part of the development of the land to the east of Weedons Ross Road under an outline development plan. The nature and scale of development north west of Weedons Ross Road is still to be determined and is deferred subject to further investigations (particularly in regard to road access and servicing) and the incorporation of an outline development plan for this area in the District Plan. Any further development will also be expected to be serviced by a reticulated sewerage system.”</i></p>	<p>As outlined in the body of this report, the site is a logical location that is best able to accommodate a business node for the township when assessed against the strategic growth outcomes prescribed in the District Plan.</p> <p>It is located in the centre of the town and has a wide frontage onto Weedons Ross Road, which is the main street of the township and is the primary access to the future population base within the Gainsborough and Preston Downs subdivisions.</p> <p>This central location ensures that the business node is being established in proximity to the key community facilities and services established in the township. Furthermore, the co-location of a Business 1 Zone with the majority of the residential population base to the north of SH 73 will reduce the demand on this busy intersection.</p>
<p><b><i>“Policy B4.3.96 [B4-096]</i></b></p> <p><i>Provide a primary focus for new residential or business development north of State Highway 73 and south of Halkett Road, and to allow only a limited extent of new low density residential development south of State Highway 73.”</i></p>	<p>It also assists to achieve a concentric urban form where residents are travelling no further than 2km in any direction to access the commercial centre once all zoned land is taken up.</p>
<p><b><i>“Policy B4.3.97 [B4-096]</i></b></p> <p><i>Promote a consolidated pattern of future urban growth in West Melton.”</i></p>	<p>It is therefore considered that the location for the Business 1 Zone proposed in PC 30 is consistent with the Preferred Growth Option for West Melton, including specifically Policies B4.3.96 and B4.3.97</p>



Plan Change 29	PC 30 assessment
<p><b>PLAN CHANGE 29 – DESIGN OF DEVELOPMENT IN THE BUSINESS 1 ZONE</b></p> <p>Decisions have been released on PC 29. Two appeals have been lodged with the Environment Court on this decision seeking relief that ranges from changes that relate specifically to West Melton through to withdrawing the plan change in its entirety. Limited weight can therefore be given to PC 29 at this point in time. The following assessment considers two of the proposed policies as they require the appropriateness of sites to accommodate well designed and functional Business 1 Zones at the time of zoning. This assessment has been provided in acknowledgement that PC 29 has been subject to: (a) submissions; (b) a public hearing; (c) a recommendation has been made on the appropriateness of the planning framework by an Independent Decision-maker; and (d) a Council decision being released</p>	
<p><b>Residential and business development</b></p>	
<p><b>“Policy B4.3.6</b></p> <p><i>Ensure that land to be rezoned to Business 1 is assessed as to whether it has appropriate dimensions and characteristics to allow for the creation of the type of Business 1 Zone environment sought in Policy B3.4.23a.”</i></p>	<p>The site is a relatively large vacant lot that comprises dimensions that would support a range of Business 1 Zone development proposals, such as a shopping centre or comprehensive mixed use development. The shape of the property is sufficient to support a layout able to accommodate the necessary services, internal road network, parking and service areas necessary to support Business 1 Zone activities. The length (148m) of the site provides flexibility with regards to where vehicle crossings, entranceways and footpaths could be established to ensure safe high quality pedestrian access within and to the site. The depth of the site (56m to 65m) also enables car parking and building configurations to be developed that achieve an active frontage, assist in safe and efficient pedestrian and vehicle movements and compliment the high amenity of the adjoining reserve and water race.</p> <p>In addition, the location of the Local Purpose (Recreation) Reserve and water race between the subject site and Weedons Ross Road presents a significant opportunity to create a town centre environment that compliments and enhances these high amenity features. It is therefore important that any future design compliments this public space through the provision of active frontages and connections to achieve a safe, attractive and convenient development proposal for pedestrians, visitors to the site and the wider West Melton community. The proposed performance standard requiring a landscape plan for the West Melton Business 1 Zone to be considered through restricted discretionary resource consent ensures that the above outcomes can be achieved once a development concept is finalised.</p> <p>As suggested by Mr Mazey, a provision requiring the access arrangements and footpath extensions for any future proposal to be considered would provide further surety that appropriately designed and positioned vehicle crossings and connections will be achieved once a development proposal is confirmed.</p> <p>The site is located in an area which already has some town centre functions and uses that sit comfortably</p>
<p><b>“Policy B.3.4.23a</b></p> <p><i>Ensure that Business 1 zoned town centres are walkable and well integrated, and that development in those town centres contributes to the economic and social vibrancy of the District’s towns by:</i></p> <ul style="list-style-type: none"> <li>- <i>complementing public spaces (both those in public ownership and on-site public space) with high quality active frontage;</i></li> <li>- <i>ensuring the provision of high quality public space;</i></li> <li>- <i>bringing activity to street frontages by, where possible, positioning buildings and active frontage along the street boundary and not location car parking between buildings and a road;</i></li> <li>- <i>providing for a high quality pedestrian experience in places the public may be present;</i></li> <li>- <i>ensuring that development supports the urban structure by providing for direct and logical pedestrian routes within and through larger sites and to entranceways along pedestrian desire lines;</i></li> <li>- <i>ensuring entranceways are positioned in logical places for pedestrian access.”</i> </li></ul>	

	<p>within a Business 1 Zone environment, such as the BP service station, fire station, West Melton Church, Primary School and early childhood learning centre. A Business 1 zoning for the site would complement the surrounding uses and will be part of a larger and integrated centre. This is a strong reason why it is a good site for Business 1 Zone uses, emphasising that its relationship with its surroundings is important and it should not be seen as purely a stand-alone development.</p> <p>In certain respects, the established nature of the adjoining environment restricts the ability for the development proposal to influence wider connectivity, such as through a walking/cycle way from Rotheram Drive to the east. However, as Mr Mazey identifies, the proposal does present a number of specific opportunities to secure a safe crossing point from the east of Weedons Ross Road to the Primary School directly to the west of the subject site and to facilitate a 150m footpath extension between Brinsworth Avenue and the development site along the eastern side of Weedons Ross Road.</p>
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