

# Selwyn District Council

## Selwyn District Plan

### Proposed Plan Change 21

Strategic management of residential growth in Prebbleton and miscellaneous changes to the Living Z zone framework



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## Abbreviations

<b>CERA</b>	Canterbury Earthquake Recovery Authority
<b>Change 1</b>	Change 1 to the Canterbury Regional Policy Statement
<b>CRETS</b>	Christchurch, Rolleston and Environs Transportation Study
<b>CRPS</b>	Canterbury Regional Policy Statement
<b>GIS</b>	Geographic Information System
<b>ODP</b>	Outline Development Plan
<b>LURP</b>	Land Use Recovery Plan
<b>MDHDG</b>	Medium Density Housing Design Guide
<b>MUL</b>	Metropolitan Urban Limit
<b>NRRP</b>	Canterbury Natural Resources Regional Plan
<b>PC 7</b>	Plan Change 7 (Operative)
<b>RMA</b>	Resource Management Act 1991
<b>NES</b>	National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health
<b>PSP</b>	Prebbleton Structure Plan
<b>RSGC</b>	Recovery Strategy for Greater Christchurch <i>Mahere Haumanutanga o Waitaha</i>
<b>SDG</b>	Subdivision Design Guide
<b>SDP</b>	Selwyn District Plan
<b>s32</b>	Section 32 of the RMA
<b>UDS</b>	Greater Christchurch Urban Development Strategy

## Attachments

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# 1 Introduction

- 1.1 This report provides a summary of the evaluation undertaken by Selwyn District Council (the Council) to assess the alternatives, benefits and costs associated with Proposed Plan Change 21 (PC 21) to the Selwyn District Plan.
- 1.2 This report should be read in conjunction with the proposed amendments PC 21 seeks to make to the Selwyn District Plan (SDP), which are set out in **Attachment 1** of this report.

## **Background**

- 1.3 Prebbleton is one of the oldest settlements on the Canterbury Plains, celebrating its 150<sup>th</sup> anniversary year in 2012. The fertile land surrounding the village has traditionally been utilised for market gardening and crops. The wider area supports an established equine industry and in more recent years the land has supported lifestyle properties and small holdings.
- 1.4 The township has a range of local services and community facilities. It is well placed on the strategic road network between Christchurch and Lincoln, being 6km from the city centre.
- 1.5 Prebbleton has continued to retain a distinct character:
  - its compact size, which is achieved in part by its proximity to the Christchurch City Council territorial authority boundary that inhibits growth extending to the north
  - preserving privately owned historic buildings and links to its heritage
  - providing high quality open space areas and generous section sizes when compared to Christchurch City and other Townships in Selwyn District
  - a rural outlook, proximity to rural based activities and retaining a relatively defined urban form that contrasts with the surrounding rural landscape
- 1.6 The high amenity attributed to the town and its close proximity to Christchurch City makes Prebbleton one of the most sought after settlements in which to reside within the District. The township has experienced steady growth in the past 10 years relative to the size of the settlement, going from a 2001 population of 1,833 to a 2008 population of 2,121. The Selwyn District Growth Model projects the population for Prebbleton to double by 2041 to be 4,962, being an increase of 2,841.
- 1.7 The high demand for residential sections in Prebbleton has sometimes resulted in poorly designed and integrated subdivisions that have not met the expectations of the Council or the wider Prebbleton community.
- 1.8 Several Environment Court decisions and strategic planning initiatives provide important direction in ensuring further development within the township is sustainable and meets the aspirations of current and future residents. These include:
  - the identification of a 'Preferred Growth Area' and related Growth of Township objectives and policies formalised by the Environment Court to achieve a compact concentric urban form
  - consolidated growth management principles and development guidelines through the Greater Christchurch Urban Development Strategy (UDS) and Change 1 to the Canterbury Regional Policy Statement (Change 1 to the RPS)
  - preparing and adopting the Prebbleton Structure Plan (PSP), which was developed in consultation with the community
- 1.9 The strong growth and desire from people wanting to reside in Prebbleton has become particularly evident since the Canterbury earthquakes, where displaced residents from affected areas have acquired sections within a number of subdivisions now being developed as a consequence of the wastewater connections becoming available with the

construction of the Eastern Selwyn Sewer Scheme (ESSS) that removed a constraint to growth opportunities.

- 1.10 PC 21 seeks to incorporate a proactive strategic planning framework into the SDP to assist in sustainably managing the on-going development of Prebbleton that:
- (1) delivers on the UDS Vision
  - (2) 'gives effect/'has regard'' to the RPS
  - (3) is consistent with the 'Preferred Growth Area' and recent amendments made to the SDP to manage residential development and subdivision (PC 7)
  - (4) implements the community outcomes and aspirations expressed in the PSP
- 1.11 The Living Z zone was established through Plan Change 7 (PC 7) to the District Plan, which incorporated substantial changes to the SDP to place a stronger emphasis on the strategic growth of townships, including urban design controls and the provision of a broader range of residential densities and housing typologies. The application of the Living Z zone framework through the resource consent process has highlighted the need for some improvements to some of the provisions contained within the existing Living Z zone framework.
- 1.12 PC 21 also seeks to amend several of the established Living Z zone provisions relating specifically to aligning Policy B4.1.1 (a) with the Residential Density Strategy, applying fencing controls to property boundaries within the Living Z zone that adjoin public reserves and increasing the minimum building coverage requirements for Medium Density and Comprehensive housing.

### **Scope**

- 1.13 PC 21 is specifically concerned with facilitating the development of sustainable and livable residential environments within the identified 'Greenfield' growth areas and undeveloped zoned land of Prebbleton, which comprises 72ha of land spread over five separate development blocks. This framework aims to facilitate the development of around 650 residential sections for Prebbleton. The sites are detailed in **Attachment 5** and have previously been identified within the SDP, Change 1 to the CRPS and the PSP as being appropriate to accommodate future populations projected for the township<sup>1</sup>.
- 1.14 Alternative locations have not been investigated as part of this plan change process as the appropriateness of additional areas has not been supported either at the sub-regional level through Change 1 or the Structure Plan exercise<sup>2</sup>. Any additional sites nominated through submissions for rezoning are unlikely to be supported by Council given that the necessary cost benefit analysis has not been undertaken, the in-depth land owner consultation has not occurred, and infrastructure service requirements have not been considered.
- 1.15 PC 21 investigates a number of statutory methods to enable the township to be developed in an integrated manner that establishes safe connections and efficient infrastructure services between the existing urban areas, undeveloped Living zones and future residential 'Greenfield' areas. There is also a focus on ensuring that new development preserves the high quality living environments expected in Prebbleton through appropriate housing densities, provision of sufficient open space and reserves and methods to retain the amenity that characterises the township.
- 1.16 PC 21 proposes a number of amendments to the SDP as it relates to the management of residential growth in Prebbleton and the subdivision of land, including changes to the Township Planning Maps, Growth of Townships – Residential Density and, Preferred Township Growth Options policies and subdivision rules as they relate to Prebbleton (see **Attachment 1**).

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<sup>1</sup> Including specifically being: (1) contained within the 'Preferred Growth Area' within Appendix 31 of the District Plan; (2) identified within the MUL as a residential 'Greenfield' area under Change 1; and (3) identified in the PSP

<sup>2</sup> Importantly, no cost/benefit analysis has been undertaken to determine the appropriateness of alternative locations nor has there been any technical engineering assessments carried out to support any rezoning proposals (including in particular geotechnical and contaminated land assessments)



- 1.17 The proposed amendments promote the application of the Living Z zone framework to the four identified residential 'Greenfield' development areas in Prebbleton and to insert an ODP with associated criteria to guide any future subdivision of the land. An amended Living 1A zone framework that includes a replacement ODP is also proposed to facilitate a low density living environment that promotes graduated densities to better reflect the context of the site.
- 1.18 Existing Policies B4.1.1 and B4.1.6 are also proposed to be amended to ensure the associated wording is consistent with the Residential Density Strategy. A new rules package to manage the fencing at the interface with all Living Z zones where they share a boundary with reserves is also proposed. Additional amendments to the established Living Z zone framework are proposed in response to issues raised through the resource consent process and to respond to feedback received from developers and land owners. These amendments are restricted to applying fencing controls where Living Z zone land borders public reserves and to increase the minimum building coverage requirements for Medium Density and Comprehensive housing to make this form of development more economically viable to develop.

## 2 Statutory requirements of s32 of the RMA

- 2.1 The RMA requires the Council to carry out an evaluation of all the proposed amendments incorporated in PC 21 before the plan change is publicly notified<sup>3</sup>.
- 2.2 This evaluation must examine:
- the extent to which each objective is the most appropriate way to achieve the purpose of the RMA; and
  - whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate to achieve the objectives.
- 2.3 The evaluation must take into account:
- the benefits and costs of policies, rules, or other methods; and
  - the risk of acting, or not acting, if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods
- 2.4 This initial s32 assessment forms part of an ongoing process of understanding the costs and benefits associated with PC 21, which includes additional opportunities for public participation through the formal submissions process. The Council is then required to undertake a further evaluation of costs and benefits prior to making a decision on PC 21. This consideration must take into account the matters raised in submissions.

### **'Efficiency' assessment**

- 2.5 The evaluation of the 'efficiency' of a planning framework needs to take into account and balance the benefits and costs of the proposed policies, rules and other methods.

### **'Effectiveness' assessment**

- 2.6 The 'effectiveness' assessment measures how successful a particular option is in addressing the issues and achieving the desired environmental outcomes prescribed in the SDP.
- 2.7 Effectiveness is also relevant when considering how successful the proposed policies, rules and other methods would be in achieving the objectives of the SDP. Only provisions that are effective in achieving objectives should be adopted. This report assesses the efficiency and effectiveness of PC 21 against the legislative tests outlined above.

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<sup>3</sup> Section 32 of the RMA91 requires the benefits, costs and alternatives of changes to the District Plan to be assessed

## 3 Methodology

3.1 This s32 assessment is set out as follows:

- Section 4:** Planning context - The background leading to this plan change and the policy context for managing residential growth in the Greater Christchurch sub-region, the UDS area of Selwyn District and more specifically Prebbleton
- Section 5:** Expert assessments – Summary of the technical assessments commissioned to inform the preparation of PC 21
- Section 6:** Issues identification and options analysis - Analysis of the options for addressing the Issues, including a cost/benefit assessment of the options, consideration of efficiency and effectiveness in achieving the objectives and anticipated environmental outcomes
- Section 7:** Summary of changes - Summarises the changes proposed by PC 21 that are deemed to be the most effective and efficient methods to achieve the purpose of the RMA

### Consultation

- 3.2 The consideration of the various methods to manage residential 'Greenfield' growth within Prebbleton have been informed by extensive consultation and opportunities for public input, both at the macro sub-regional level when the residential growth components of the UDS and Change 1 to the CRPS were formulated and the micro sub-district scale where stakeholders, statutory authorities, crown entities, community groups, local residents, land owners and interested parties were engaged in the preparation of the PSP.
- 3.3 Statutory consultation on PC 21 has been undertaken in accordance with Clause 3 of the 1<sup>st</sup> Schedule of the RMA. A draft version of PC 21 was circulated to the UDS partner Council's, NZTA, Ministry for the Environment, Ministry of Education, Te Rūnunga o Ngāi Tau, Te Taumutu Rūnunga, Mahaahui Kurataiao and all the land owners whose properties are proposed for rezoning.
- 3.4 Consultation with Te Rūnunga o Ngāi Tau and Te Taumutu Rūnunga was facilitated through Mahaahui Kurataiao. This involved discussions in the preparation of the PSP and provision of regular updates and opportunity for feedback throughout the preparation of PC 21. This consultation included the opportunity for Rununga to review the preliminary ODP's and draft plan change.
- 3.5 A collaborative approach was undertaken between the Council and the land owners of identified development areas throughout the development phase of PC 21. This involved an iterative process whereby land owners influenced the preparation of the ODP's and related criteria. One land owner (Meadow Mushrooms) withdrew from the process, preferring to retain the sites existing Living X zoning. **Attachment 6** provides a summary of the consultation undertaken with land owners whose properties are proposed to be rezoned through PC 21.
- 3.6 Extensive consultation was also undertaken as part of the preparation and adoption of the PSP, which included individual land owner meetings, several public open days, submissions process and a public hearing. It is also noted that information on the Draft PSP was circulated to all residents and land owners within Prebbleton in September 2009.

## 4 Planning context

### Selwyn District context

- 4.1 Selwyn District has consistently been one of New Zealand's fastest growing territorial authority areas for the past five years, experiencing the highest growth rates of any district in 2012, 2011 and 2009 and being equal with Queenstown Lakes District in 2010 and 2007<sup>4</sup>. The Selwyn District has grown from a 1991 population of 21,300 to a 2008 population of 37,426. The UDS forecast the population of Selwyn District to double by 2041 and Statistics New Zealand's sub-national population projections through to 2031 indicate that Selwyn District shares the highest projected growth rate of 2.2% with Queenstown Lakes District<sup>5</sup>.
- 4.2 Issues that are becoming evident with this substantial growth include:
- the ability for Council to provide appropriate and affordable infrastructure
  - difficulties in integrating new residential development into existing Townships
  - challenges in preserving the compact urban form of existing settlements
  - the need to retain the open and spacious rural identity and character of the District
- 4.3 It is acknowledged that the responsive 'market-led' approach facilitated by an 'effects' based District Plan has contributed to fragmented and ad hoc development within the District. This led to private plan changes and resource consents being formulated and adopted in the absence of an overarching strategic planning framework to manage growth. It has consequently become difficult to gauge and manage the cumulative effects associated with individual pockets of growth in the context of Townships, the rural periphery of these urban areas, the District as a whole and the wider Christchurch sub-region.
- 4.4 A more proactive and strategic planning framework has been expressed as a means to ensure development is coordinated in a more sustainable manner that not only responds to community needs, but ultimately better achieves the purpose of the RMA.
- 4.5 Selwyn District Council has advanced the following initiatives to take a more directive role in managing urban and peri-urban growth:
- being a signatory to the UDS and contributor to the development of Change 1 to the RPS
  - adopting Township Structure Plans for Lincoln, Rolleston and Prebbleton and an Integration Plan for Darfield
  - formalising PC 7 and the Living Z zone to: (i) incorporate a framework that manages the strategic residential growth of Townships to ensure the SDP accords with the CRPS; (ii) promote better development outcomes through urban design; (iii) incorporates more comprehensive controls for managing the subdivision of land; and (iv) implement the Lincoln and Rolleston Structure Plans
  - embarking on a District Wide Strategy to provide over-arching planning direction across the entire district
  - being a signatory to the Urban Design Protocol since September 2008. An Urban Design Action Plan<sup>6</sup> has been formalised and Design Guides to assist in achieving better outcomes for residential activities, commercial development, medium density housing and the subdivision of low-density allotments have been adopted by Council
  - a Five Waters Strategy to define a strategic vision for the sustainable management of the five water services (community water, land drainage, water races and stormwater) over the next 30 years has been developed and implemented

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<sup>4</sup> Statistics New Zealand: Sub-National Population Estimates, June 2007 to June 2012 [www.statistics.govt.nz](http://www.statistics.govt.nz)

<sup>5</sup> Statistics New Zealand: Sub-National Population Estimates, 8 October 2012 [www.statistics.govt.nz](http://www.statistics.govt.nz)

<sup>6</sup> The Council's Urban Design Action Plan lists the following primary outcomes: (a) to provide a means of assessment of subdivision applications to allow for greater use of discretion; (b) to break away from the strict use of engineering-based standards to create more variety and 'human scale'; and (c) to ensure subdivision respects its context and provides for connections

## Sub-regional context

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

- 4.6 The Canterbury Earthquake Recovery Authority (CERA) was set up by the Government to lead the recovery of Greater Christchurch following the devastating earthquake in February 2011 and subsequent aftershocks. The RSGS sets out the overarching long-term vision and objectives for the recovery of Greater Christchurch, including the identification of the priorities and responses.
- 4.7 The following five areas have been identified to assist in developing the RSGS: (i) community wellbeing; (ii) culture and heritage; (iii) built environment; (iv) economy; and (v) natural environment.
- 4.8 Importantly, the RSGS sets out the minimum requirements for establishing the stability of land and identifying the risk of liquefaction and lateral displacement to assist in the consideration of the appropriateness of rezoning land<sup>7</sup>.
- 4.9 The RSGS was approved on the 31<sup>st</sup> May 2012 and is a high level plan containing the strategic responses that CERA, assisted by a number of agencies and organisations, will undertake to guide the recovery efforts.

### Land Use Recovery Plan (LURP)

- 4.10 The Minister for Canterbury Earthquake Recovery has directed Environment Canterbury to develop a Land Use Recovery Plan for Greater Christchurch to guide the earthquake response over the next 10 to 15 years. Notice of the Minister's direction to commence the LURP was Gazetted in November 2012<sup>8</sup>, which sets out the matters that are required addressed within the LURP. This includes reference to the LURP encompassing a geographic area that generally aligns with the UDS area (see [Figure 1](#) below) and that, amongst other matters, it:
- is consistent with other strategic planning documents, including the Christchurch Central Recovery Plan
  - identifies where the LURP may require amendments to other statutory instruments prepared under various legislation, including the LGA and RMA
  - identifies methods to manage residential and business growth
  - is developed within the specified timeframes and follows certain process, including consultation with stakeholders and interested parties
- 4.11 The LURP is being advanced to provide certainty about future land use patterns in Greater Christchurch, which includes the establishment of clear direction to assist decision making about where and when to reinvest in Greater Christchurch. Consultation on the LURP has commenced, with a draft being presented to the Minister by June 2013. The LURP may have an influence on PC 21 as it progresses through the 1<sup>st</sup> Schedule process, although it is difficult at this point in time what level of detail it will cover and whether it would encompass Prebbleton.

### Greater Christchurch Urban Development Strategy 2006 (UDS)

- 4.12 The UDS was developed to deliver a more strategic and integrated framework to provide for community needs and to better achieve the purpose of the RMA in the Greater Christchurch sub-region. [Figure 1](#) identifies the geographic extent of the UDS area.
- 4.13 The UDS is a strategic vision for guiding the development of the UDS area over the next 30 years by:

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<sup>7</sup> RSGC: Section 05 Priorities; Resource consent applications and plan change proposals must demonstrate that the minimum geotechnical investigations prescribed by the Department of Building and Housing have been undertaken, P12, May 2012

<sup>8</sup> New Zealand Gazette: No. 136 15 November 2012 [P3977]

- (a) detailing the location of future housing
- (b) facilitating the development of social and retail activity centre's
- (c) identifying areas for new employment
- (d) ensuring these activities are serviced by an integrated transport network

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

- minimising adverse effects on water quality and versatile soils through selective restraint on peripheral urban 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 compact settlement patterns
- enabling extensions to the city/urban boundaries only where the land use pattern avoids isolated and dispersed patterns of urban growth

4.15 Prebbleton is located within the UDS area of Selwyn District where the above principles are required to be applied in managing the future growth of the Township.

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

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

4.17 The Proposed Canterbury Land and Water Regional Plan (PLWRP) was publicly notified on the 11<sup>th</sup> August 2012. The purpose of the PLWRP is to identify the resource management outcomes for managing land and water in the Canterbury region.

#### Canterbury Regional Policy Statement 2011

4.18 The PRPS consists of 19 chapters, which provide methods to manage a wide range of regional issues, including water, land-use and infrastructure, natural hazards, landscapes, heritage, energy, soils and hazardous substances.

4.19 Chapter 6 sets out the issues, objectives and policies that apply to the wider Canterbury Region to:

- (a) manage development that results in changes to urban, rural residential and rural areas, together with the infrastructural services which support this development

**Figure 1: Greater Christchurch Area**



<sup>9</sup> This interpretation of 'consolidation' is taken from the Environment Courts commentary on Objective 6.1 of the Christchurch City Plan in C217/2001 Suburban Estates Ltd and Muir Park Ltd & Ors v CRC & Ors; see also Christchurch City Plan: Volume 2; 6.1 Objective: Urban Consolidation and associated Policies, 14.11.2005

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

- (b) achieve the strategic integration of land use and regionally significant infrastructure in the wider region
- 4.20 Decisions on the CRPS were publicly notified on the 19<sup>th</sup> July 2012, with the four appeals made on points of law to the High Court having been resolved<sup>11</sup>. The CRPS was operative from the 15<sup>th</sup> January 2013.
- 4.21 It is noted that Change 1 proposes methods to manage the growth of Greater Christchurch, which will form part of the RPS as Chapter 6 once its contents have been settled. The proposed RPS does not make amendments to Change 1, so regardless of the final outcome of these processes the Operative RPS will remain unchanged and Council's will still be required to 'give effect' to the operative RPS.

#### **Change 1 to the Canterbury Regional Policy Statement**

- 4.22 Amendments to the Regional Policy Statement have been advanced to implement the UDS initially through Change 1 and subsequently Chapter 12A. Change 1 was publicly notified on the 28<sup>th</sup> July 2007, with a decision released on the 1<sup>st</sup> December 2009.
- 4.23 The Canterbury Earthquake Recovery Minister's decision in October 2011 to make Chapter 12A operative and to revoke Change 1 was overturned by the High Court following a judicial review proceeding. This decision effectively removes Chapter 12A from the Operative Regional Policy Statement and returns the statutory framework under which the Council is required to manage residential development within the UDS area to Change 1 (Commissioners Decision version). Prior to the Minister's intervention, Change 1 had been heard by Independent Commissioners, a decision issued and appeals lodged with the Environment Court. All appeals on Change 1 will now be heard by the Environment Court over the coming months, while the Court of Appeal considers the merits of the High Courts judicial review finding.
- 4.24 Change 1 aims to deliver an integrated planning approach across the Greater Christchurch sub-region by:
  - ☐ prescribing Metropolitan Urban Limits (MUL's) and identifying 'Greenfield' development areas around existing settlements
  - ☐ establishing how residential growth should be managed, both within the respective territorial authority boundaries and between infill and Greenfield developments
  - ☐ prescribing the order and timing of development to achieve efficiencies in the delivery of infrastructure services, transport networks and the development of communities
- 4.25 Change 1 encourages intensification within Christchurch City and the larger towns in the Selwyn and Waimakariri Districts to consolidate the settlement pattern by:
  - ☐ reducing urban sprawl
  - ☐ creating efficiencies in the provision of infrastructure and operation of transport networks
  - ☐ reinforcing existing commercial and community centre's
  - ☐ providing a range of living environments and housing opportunities (including the management of rural residential households)
  - ☐ improving living spaces by bringing appropriate urban design elements into all aspects of planning

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<sup>11</sup> Pursuant to the Environment Canterbury (Temporary Commissioners and Improved Water Management) Act 2010

4.26 Change 1 prescribes the urban growth limits for Greenfield areas to accommodate the projected population and business needs of Greater Christchurch for the next 30 years. The MUL for Prebbleton is identified in Maps G5 and H5 of the RPS.

4.27 Figure 2<sup>12</sup> illustrates the MUL as a red outline and the green blocks are the residential 'Greenfield' areas identified to accommodate the projected households for the townships up to 2041.

4.28 Prebbleton is one of several townships within Greater Christchurch that is projected to increase in population and anticipated to accommodate urban growth.

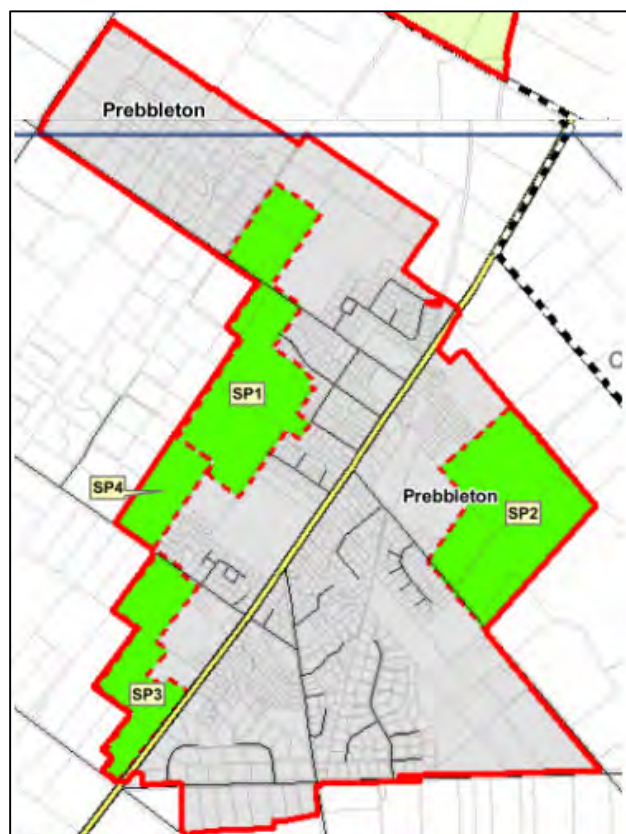
4.29 This is reflected by an allocation of 1,295 households to be accommodated within existing Living zoned land and four identified residential 'Greenfield' areas.

4.30 Change 1 initially provided for 1,195 residential households within the MUL of Prebbleton up to 2041. All of this development was to occur in three 'Greenfield' development areas (SP1, SP2 and SP3), with 700 households to be developed in the first sequence between 2007 through to 2016 and the remaining 495 households to be developed in the second sequence between 2017 through to 2026<sup>13</sup>.

4.31 The Change 1 decision amended the phasing of urban development in Prebbleton by reducing the sequencing from three to two periods. In addition, the MUL of Prebbleton has been extended to the west to include a land holding fronting Trent's Road (SP 4 in Figure 2). This property is located between the Kingcraft Drive EDA and the Living X Zone and encompasses Area 2 of PC 21 (**Attachment 5**).

4.32 The inclusion of this property has been reflected in an increase of 100 households to the three 'Greenfield' development areas in Prebbleton. This now requires a minimum of 998 households to be developed from 2007 to 2020 and a further 297 households from 2021 to 2041 (as illustrated in Table 1)<sup>14</sup>.

**Figure 2: Prebbleton's MUL**



**Table 1: Projected household growth**

Greenfield Areas and existing zoned land	Total households
Prebbleton	1,295
Selwyn Total	11,040
Greater Christchurch Total	38,610

<sup>12</sup> Decision on Change 1 to the RPS 01.12.2009

<sup>13</sup> Decision on Change 1 to the RPS: Policy 6 Table 2 [P15] 01.12.2009

<sup>14</sup> Decision on Change 1 to the RPS, adapted from Table 2 of Policy 6 [P15] 01.12.2009

- 4.33 The proposed changes to the RPS require that the identified residential growth areas are subdivided and developed in accordance with an operative Outline Development Plan (ODP) 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 areas of significance within a wider development block so that they are secured and protected at subdivision stage.
- 4.34 There is also a strong focus within Change 1 on creating sustainable communities through the application of urban design solutions and other methods to provide for quality and vibrant living environments (Objective 2). Additional policies require residential development to:
- ☐ achieve intensification targets
  - ☐ be integrated with existing and future residential and business environments
  - ☐ be serviced by efficient and cost effective utility services
  - ☐ be co-ordinated through ODP's
  - ☐ be serviced by integrated and sustainable transport infrastructure
- 4.35 The development of sustainable living environments that provide on-going benefits to the community are also required to be delivered through the integration of land use, infrastructure and funding (Objective 4), the development and protection of strategic infrastructure (Objective 8) and integration of transport infrastructure and land use activities (Objective 7).
- 4.36 The proposed amendments to the CRPS also prescribe the methods to promote sustainable business development that supports a consolidated settlement pattern (Objective 6), while also recognising, providing for, and sustaining the community's physical resource investment in identified Key Activity Centre's (Objective 5). Prebbleton is not identified as a Key Activity Centre. As a result, Change 1 does not envisage that townships of the scale and function of Prebbleton are suitable to sustain large scale business and retail activities.

### **Cultural values and Iwi Management Plans**

- 4.37 As identified in the PSP, Prebbleton is not known to be an area of settlement or use in pre-European times, although it is likely to be an area that Ngāi Tahu tipuna travelled through in their journeys between settlements and mahinga kai sites<sup>15</sup>. There are no known silent files, registered wāhi tapu, wāhi taonga, mahinga kai sites or identified archaeological features within the PC 21 study area, although there are several springs identified to the east of the identified MUL.
- 4.38 Ngāi Tahu and the Ngāi Te Ruahikihiki hapu of Te Taumutu Rūnanga have strong cultural associations with the lands of waters of Selwyn District and in particular, the area between Halswell and Te Waihora/Lake Ellesmere.
- 4.39 The drafting of PC 21 considered the following relevant Iwi Management Plans:
- ☐ Te Whakatau Kaupapa: Ngāi Tahu Resource Management Strategy for the Canterbury Region
  - ☐ Te Taumutu Rūnanga Natural Resource Management Plan are the Iwi Management Plans
- 4.40 In addition, the operative SDP supports the protection and enhancement of scheduled sites that are of significance to Tangata Whenua where they are affected by development and subdivision assessment matters 12.1.4.27 and 12.1.4.38 require proposals to recognise the cultural context of sites and any identified values.

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<sup>15</sup> Prebbleton Structure Plan: Adopted February 2010 [P26 & 27]



## **Christchurch Southern Motorway Stage 2 and Main South Road Four Laning**

- 4.41 The New Zealand Transport Agency (NZTA) has lodged Notices of Requirements and resource consents with the Environmental Protection Agency to widen and upgrade Main South Road to provide for a four-lane median separated expressway from Rolleston in the Selwyn District to Robinsons Road. The project also includes the construction, operation and maintenance of a motorway between Robinsons Road to the end of the Christchurch Southern Motorway Stage 1 at Halswell Junction Road in Christchurch.
- 4.42 The project forms part of the Southern Corridor of the Christchurch Motorways 'Roads of National Significance (RoNS)', being one of three state highway corridors around Christchurch City that are identified as RoNS in both the 2009 and 2012 Government Policy Statements on Land Transport Funding. The project aims to provide more efficient and safer access between the Port of Lyttleton, the city centre and the south of Christchurch. The applications were publicly notified on the 16<sup>th</sup> February 2013.
- 4.43 The proposed alignment of the motorway runs to the north of Prebbleton through the rural land between the township and the industrial development establishing with the Christchurch City territorial authority boundary.
- 4.44 Localised Council initiated works include future upgrades to Blakes, Shands, Trices and Hamptons Roads to implement the Christchurch, Rolleston and Environs Transportation Study (CRETS)<sup>16</sup>. The PSP referenced the Southern Motorway project and the ODP's contained within PC 21 incorporate measures to manage access and movements onto and along the local roads that are proposed to be upgraded as part of CRETS to assist in achieving an integrated regional and national network.

## **Selwyn District context**

### **SDP Plan Change 7 (PC 7)**

- 4.45 PC 7 and the Living Z zone framework was made operative in September 2012. It provides a stronger emphasis on the strategic growth of Townships, while introducing new subdivision and urban design standards into the SDP<sup>17</sup>. The Living Z zone planning framework supports the strategic management of residential growth in Townships within the UDS area of the District, particularly Lincoln and Rolleston where Structure Plans had been adopted at the time PC 7 was formulated. Importantly, the Living Z zone framework manages growth within the MUL of these townships and requires development to accord with an operative ODP and for subdivision to meet the minimum density requirements of 10hh/ha prescribed in Change 1 to the CRPS.
- 4.46 In addition, District-wide and Township objectives, policies and rules have been formalised within the subdivision section of the SDP, which are accompanied by specific provisions and a design guide to facilitate medium density and comprehensive forms of housing. This facilitates the delivery of high quality built forms that provide relatively private outdoor living areas, do not appear out of place due to their bulk or design and create appropriate streetscapes. The Living Z zone supports the consolidation of Townships and enables the SDP to deliver the urban design outcomes required by Change 1 to the CRPS and the UDS.

### **Selwyn District Plan – Township Volume; Growth of Township provisions**

- 4.47 The urban form for Prebbleton was considered in detail by the Environment Court hearing appeals on the Proposed District Plan in 2006. This resulted in a number of land holdings on the periphery of the township being zoned to accommodate residential and low-density residential development. The majority of these land holdings have now been subdivided and developed.

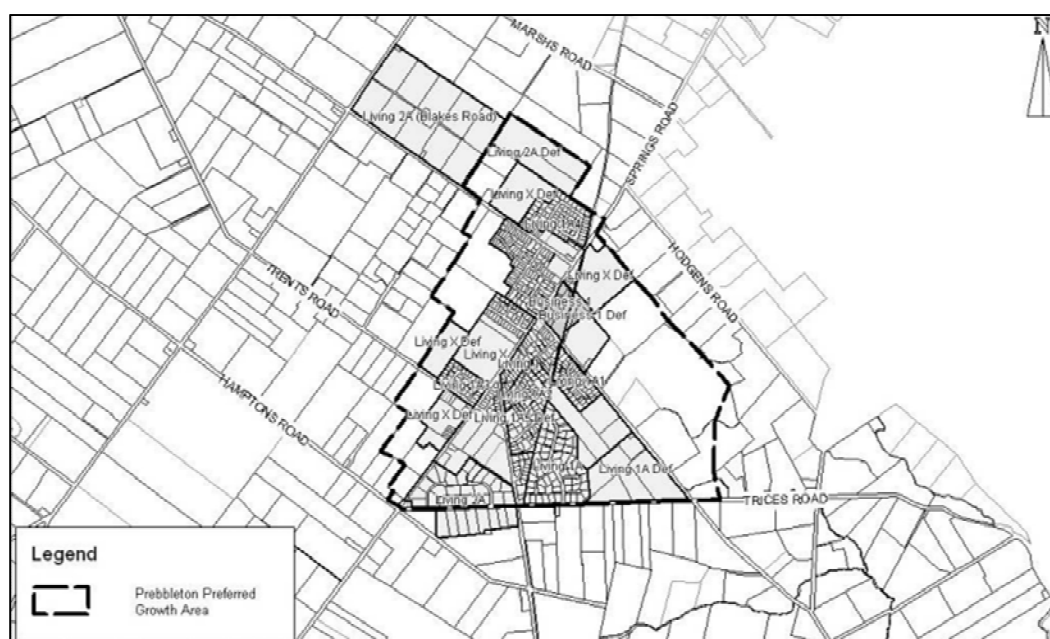
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<sup>16</sup> Christchurch, Rolleston and Environs Study: Transport Strategy Report, September 2007

<sup>17</sup> PC 7 was the recipient of a New Zealand Planning Institute Best Practice Award and the Nancy Northcroft Award for its outstanding contribution to the planning profession in 2012

- 4.48 The Environment Court also established a 'Preferred Growth Area' for Prebbleton, which is included in Appendix 31 of the Township Volume and the Growth of Township policies (see [Figure 3](#))<sup>18</sup>.

**Figure 3: 'Preferred Growth Area'**



- 4.49 The SDP therefore, defines the 'Preferred Growth Area' for Prebbleton, including the northern, eastern, southern and western limits of the settlement. It is evident that the town has expanded from its traditional core south in response to a high demand for residential properties in the area and to avoid versatile soils. The SDP recognises the need for the urban form of Prebbleton to expand in a compact concentric shape to respond to the township having become elongated along Springs Road.
- 4.50 The Environment Court emphasised the need for a well coordinated urban form that promotes strong connections throughout the township, including the need for development to be within close proximity to the town centre. The Court also emphasised the need to retain the greenbelt between Prebbleton and the Christchurch City territorial authority boundary to the north and to avoid growth to the south that may exacerbate the elongation of the township.
- 4.51 The electricity transmission lines were identified as the limits to growth east of the existing urban form. The Kingcraft Drive EDA and Shands Road were preferred as the cut off points for growth to the west, although the Court did not prescribe a definitive limit to growth to the west due to an absence of direction in the SDP at the time and because there was insufficient information at hand to reach a final conclusion.
- 4.52 Policy B4.3.64 of the SDP reiterates that residential growth should be east and west of Springs Road to:
- ☐ create a compact concentric urban form
  - ☐ minimise transport pressures on Springs Road
  - ☐ to reduce the length of 'rural residential' boundaries and the corresponding increased potential for reverse sensitivity issues
- 4.53 Policy B4.3.6 of the SDP outlines the general benefits associated with a compact concentric urban form in improving the functionality of townships, which include:
- ☐ the reduction of the number of allotments that share a boundary with the Rural Zone and the potential conflicts between incompatible land uses

<sup>18</sup> Selwyn District Plan: Township Volume Part E; Appendix 31, E31-001

- facilitates cost effective provision of services
  - reduces the travel distances to business and community facilities
  - maintains the visual distinction between the rural area and townships
  - reduces the impacts on the road network
- 4.54 Importantly, the MUL prescribed in Change 1 to the CRPS generally adopts the 'Preferred Growth Area' developed by the Environment Court. The PSP boundaries were also limited to the land holdings within the MUL and 'Preferred Growth Area'.
- 4.55 There are some inconsistencies between the 'Preferred Growth Area', the MUL and the PSP boundary, which are summarised as follows:
1. An additional land holding on Trents Road between the Living X zone and Kingcraft Drive EDA was included within the decision version of Change 1 to the RPS (SP 4) and subsequently the PSP, but is outside the 'Preferred Growth Area'. This land is subject to the PC 21 rezoning and is identified as Area 2 in **Attachment 5**.  
*It is understood that the land owners were not a party to the appeals so the Court when considering the 'Preferred Urban Form' were not aware of their development aspirations, thereby preserving the sites current Kingcraft Drive EDA zoning*
  2. The MUL and PSP boundary does not extend as far to the north-east of Tosswill Road as the 'Preferred Growth Area', which covers a wider area limited by the high voltage electricity transmission line corridor.  
*This land is understood to be susceptible to flooding due to its low lying nature and high water table and the population projections prepared to inform Change 1 did not require an MUL to extend this far to the north-east*
  3. A portion of the land holding on the eastern side of Springs Road at the northern gateway to the township is identified for residential growth in both the PSP and the 'Preferred Growth Area', but is excluded from the MUL.  
*The decision version of Chapter 12A identifies that the MUL has contracted from its original position to the extent that the entire property is excluded, although there does not appear to be any information as to why this occurred within the decision. The site does not share any boundary with the identified 'Greenfield' development areas. It was identified through the PSP hearing process that the site has an access constraint with its position along Springs Road and that residential development may increase the extent of residential development between Prebbleton and the Christchurch City territorial authority boundary to the north.*
  4. The PSP incorporates a portion of a land holding north of Hamptons Road that is outside the MUL and 'Preferred Growth Area'. This land is subject to the PC 21 rezoning and forms part of Area 3 in **Attachment 5**.  
*This was incorporated into the PSP to enable a connection to be realised between land holdings to achieve an integrated ODP*

## Prebbleton Structure Plan

- 4.56 The Prebbleton Structure Plan (PSP) was adopted in February 2010. The stated purpose of the PSP is to<sup>19</sup>:
- "...provide a framework for coordinating development and other changes in Prebbleton in order to achieve a high standard of town planning and urban design"*
- 4.57 The first five sections of the PSP provide background information, including the history of the township, what elements currently define Prebbleton and a summary of the relevant SDP provisions. A list of other studies and strategies that informed the structure plan process are also documented, including the UDS, Change 1 to the CRPS, CRETS, Council's Walking and Cycling Strategy, Five Waters Strategy, Activity Management Plans, Christchurch City South-west Area Plan and the Prebbleton Village Townscape Concept Plan.

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<sup>19</sup> Prebbleton Structure Plan: Adopted February 2010, [P2]

- 4.58 The scope of the PSP was restricted to the MUL prescribed in Change 1 to the CRPS, which generally reflects the 'Preferred Growth Area' prescribed by the Environment Court. The process did not review the appropriateness for the peripheral rural land to accommodate rural residential development.
- 4.59 Section 6 summarises the population and household projections for Prebbleton, as identified by the Selwyn Growth Model and Change 1 to the CRPS. Importantly, the PSP includes two tables detailing the staging of residential development up to 2041. The first table relates to existing zoned residential land and the second relates to the residential 'Greenfield' areas set out in the Commissioners Decisions version of Change 1 to the CRPS.
- 4.60 **Attachment 5** outlines this background information on each of the five development sites investigated as part of the PC 21 process, incorporating any relevant updates that may have occurred since the PSP was adopted in 2010.
- 4.61 Section 7 focuses on infrastructure, including transport, wastewater, stormwater, water supply and utility services. Springs Road is identified as a strategic road that services some 10,000 vehicles each day and forms the main street of the town. The PSP identifies a number of future upgrade works associated with Stage 2 of the Christchurch Southern Motorway (NZTA) and actions identified within CRETS, such as the installation of a roundabout on Springs Road at the southern gateway to the town, hierarchy upgrades and general enhancement projects. The Christchurch to Little River Rail Trail also passes through the township and works have already been carried out to integrate this cycle/walking link into the existing transport network.
- 4.62 The original water supply to service Prebbleton was installed in 1965, with the current supply being drawn from three bores. A new well and 'ring main' were installed in 2003 to service the increasing population of Prebbleton. An additional bore and associated infrastructure will be required to enable the reticulated water scheme to be extended to service the additional 'Greenfield' land identified within the MUL.
- 4.63 Eastern areas of Prebbleton are prone to stormwater inundation as a result of springs and a high water table. The area forms part of the wider Halswell River floodplain that requires comprehensive treatment and management systems to ensure stormwater is contained within the various development areas should they be developed. Subsurface layers to the west of Springs Road are comprised of variable soil types, including a clay pan and sandy gravels, which require specific stormwater management responses.
- 4.64 As identified in the Section 1 of this report, Prebbleton is serviced by a reticulated wastewater scheme that until recently was connected to the Christchurch City Council's Bromley Plant. Connections to the scheme were restricted and development was deferred pending additional connections being made available. Funding and consent approvals have now been obtained and construction has advanced on the East Selwyn Sewer Scheme (ESSS) in Rolleston. This scheme has now alleviated the restriction on development in Prebbleton as connections are now available to service both the deferred zoned land and additional 'Greenfield' land identified within the MUL of Prebbleton. The SDP zone deferrals have been uplifted and a number of subdivisions have advanced as a consequence.
- 4.65 Section 8 summarises the growth management, infrastructure servicing and community issues that need addressing as the Prebbleton grows. These matters are summarised in Table 2.

**Table 2: Identified 'Issues'**

Issue	Summary
1 Maintaining village character	Preservation of the identified village character as the settlement grows
2 Rural-urban interface	Creating a sensitive urban edge and avoiding reverse sensitivity effects
3 Separation from Christchurch	Safeguarding the distinctiveness of the township from development (including industrial activities) occurring within Christchurch City
4 Housing density	Ensuring that 'higher density' forms of housing are compatible with other development established within the township
5 Rural residential development	The potential for, and impacts of rural residential activities, on the form, function and character of the settlement
6 Parks and reserves	Identifying an area to accommodate an 8ha domain extension and promoting a circular walking and cycling network around the town
7 Primary school	Promoting safe connections to the primary school
8 Public transport	Creating and extending the walking and cycling network to connect to public transport links
9 Footpaths and cycle ways	'Old style' streets detracting from residential amenity
10 Rail trail	Providing alternative routes through the township and parking facilities for rail trail users
11 Commercial development	Achieving a rational and attractive layout and design for the existing and expanded Business 1 zone
12 Meadow Mushrooms	Capitalising on the opportunities presented if Meadow Mushrooms were to vacate the site
13 Community facilities	Establishing the need for, and potential location of, additional community facilities

- 4.66 Section 9 outlines the elements that need to be protected to safeguard the Townships identified character. A comprehensive table is included in the PSP that identifies the 'quality' to be protected, the 'elements' that contribute to this 'quality', what 'action' is required to protect each 'element' and what agency or group is responsible for safeguarding the character elements.
- 4.67 The 'qualities' that contribute to Prebbleton's character, and the 'elements' that need to be safeguarded, are summarised in [Table 3](#).

**Table 3: Safeguarding Prebbleton's character**

Quality	Elements	Action
<b>A sense of identity</b>	Heritage buildings	Retain character buildings
	Historic context	Utilise themes in new developments that reflect the townships past (equine, horticulture, railway...)
	Large trees	Retain and protect suitable specimen trees
	Open space and planting	Retain and extend open spaces. Include low impact stormwater design and native plant specimens
	High quality housing	Uphold standard of housing
	Attractive streetscapes	Street upgrades and private property management

	Focal points	Consolidate and strengthen the existing town centre
	Definitive urban form	Maintain separation with Christchurch City, uphold the MUL and ensure rural residential development does not undermine the urban/rural contrast
<b>Rural aspect</b>	Larger sections	Maintain larger sections on the township edge
	Outlook to Port Hills and the rural periphery	Align streets, walkways and open space reserves to promote distant views
	Extensive planting	Maximise the area available for planting by maintaining the maximum 35% building coverage
	Rural facilities and services	Community facilities to reflect the scale of the township, with large facilities being provided in Rolleston and Lincoln
	Large domain	Extend the existing domain as the population expands
	Rural style road corridors at gateways	Promote appropriate front boundary fencing typologies, roadside swales and restrict kerb and channels
<b>Sense of community</b>	Community facilities	Provide viable community facilities that cater for local people
	Opportunities for casual encounters with residents	Pedestrian and cycle networks, provision of parks and reserves, street furniture and playground equipment.
	Single primary school as a focal point	Expand Prebbleton Primary School within its current site as the population increases
	Balanced community	Promote a mixture of homes that support a range of household sizes, ages and incomes
	Safety and security	Casual surveillance, open front gardens and limit the number of rear sections

4.68 Section 10 analyses the various study areas, including the majority of the sites referenced in **Attachment 5** of this report. This section of the PSP also provides preliminary ODP's for each of the identified 'Greenfield' development areas. It prescribes the number of sections to be developed in each ODP, suggests the timing of when it is to be developed and highlights design elements to ensure the necessary infrastructure, community services and residential forms of development are provided.

4.69 Finally, Section 11 outlines the strategy to implement the PSP, which includes various statutory and non-statutory methods. Some of the implementation actions that relate specifically to PC 21, include:

- encouraging cooperation amongst developers to combine methods to manage stormwater (ODP's)
- developing methods to create a sensitive urban edge to the township and avoid adverse reverse sensitivity effects at the interface of the rural/urban boundary (zoning and development controls)
- creating and extending the wider walking and cycling network, including realizing the identified circular route (see [Figure 4](#))(ODP's)
- tree surveys to identify appropriate specimen trees that need to be protected to promote the amenity and character of Prebbleton (ODPs)
- consideration of the appropriateness of higher density housing (being between 350m<sup>2</sup> to 750m<sup>2</sup>)(zone densities and ODP's)
- increasing the density of residential living environments and developing methods to ensure this does not undermine the character, amenity and function of Prebbleton (zone densities and ODP's)
- coordinating future residential development within the identified 'Greenfield' areas with existing zoned land and the established township (ODP's)

- cost effective and efficient provision of infrastructure and utility services (ODP's)

4.70 It is reiterated that any rezoning proposals build upon the principles espoused by the

Environment Court in identifying the 'Preferred Growth Area' for the township with respect to achieving an integrated settlement based on a concentric pattern that achieves connectivity and can be serviced on a cost effective basis.

4.71 It is equally important to ensure that sufficient zoned land is available in advance of significant demand for new sections so that growth can be managed in a sustainable and coordinated manner, without undermining the character and function of Prebbleton. Growth also needs to be managed in a consolidated manner to achieve long term efficiencies both at the micro level of Prebbleton and the macro level of Greater Christchurch.

### Summary

4.72 In summary, the broad principles and key features of the PSP are as follows:

- growth should be developed in a consolidated and coordinated manner that is informed by urban design
- four 'Greenfield' residential areas were investigated and preliminary ODP's prepared for each to integrate the sites with the existing township and associated services
- a range of section sizes to create diversity and cater for the wider needs of the community based on 10hh/ha densities are anticipated, which signals a shift from low-density residential developments and standard 800m<sup>2</sup> Living 1 zone sections that have traditionally been provided in the township
- identification of locations that may be able to support 'medium density' housing in the future in close proximity to the town centre and where open space afford amenity that would otherwise be anticipated to be provided within private spaces
- open space reserves, including a 10ha domain extension to support the growing demand for sports fields and outdoor recreation facilities
- a legible hierarchy of movement routes, both within each specific development area and the wider town, including consideration of the CRETS upgrades and proposed Southern Motorway extension
- reinforcing and protecting Prebbleton's character and amenity through various actions (see [Table 3](#))
- cost effective and efficient provision of infrastructure services, including methods to service the identified residential 'Greenfield' areas with water and wastewater utilities and to appropriately manage stormwater

**Figure 4: Circular walking and cycling route**



## 5 Expert assessments

### Introduction

5.1 A number of technical assessments have been commissioned to: (a) guide the preparation of PC 21; (b) enable interested parties to be informed about the effects and



implications of the proposed changes to the District Plan; and (c) assist the decision making process in determining the appropriateness of what is being proposed.

5.2 The following assessments have been undertaken, the outcomes of which are summarised in the remainder of this section of PC 21:

1. Geotechnical analysis
2. Contaminated land investigations
3. Engineering assessments
4. Urban design analysis
5. Amenity tree survey

### Geotechnical analysis

5.3 Mr. Ian McCahon, an engineer at the geotechnical and hazard identification firm Geotechnical Consulting Limited, has undertaken on site investigations and prepared a report outlining the relative risk to rezoning the land from its predominantly rural use to a Living Z zone that facilitates residential development and use. These investigations have a particular focus on establishing the stability of the land and identifying any liquefaction hazard. This report is entitled *"PC 21 Prebbleton Residential Rezoning – Geotechnical Report, Reference 4401"* and is dated 21<sup>st</sup> June 2012.

5.4 The geotechnical investigations satisfy the current minimum geotechnical requirements of the RSGC and the associated Ministry of Business Innovation and Employment Guidelines.

5.5 The report initially provides background information on the geology of the Canterbury Plains and Prebbleton<sup>20</sup> and then reviews the geotechnical issues for each of the six areas that were investigated, which are referenced in [Figure 5](#)<sup>21</sup>. The properties investigated are located adjacent to the township and are

**Figure 5: Geotechnical study areas**



<sup>20</sup> Geotechnical Consulting Ltd: PC 21 Prebbleton Residential Rezoning – Geotechnical Report, 2. Geology, 21.06.2012 [P6]

<sup>21</sup> Geotechnical Consulting Ltd: PC 21 Prebbleton Residential Rezoning – Geotechnical Report, Appendix 1 PC21 Location Plan, 21.06.2012



reported on separately. It is noted that the Meadow Mushrooms site initially formed part of the PC 21 project scope and the geotechnical investigations findings are contained within the report, but the site was later withdrawn from the process at the request of the land owner.

- 5.6 The investigations involved an analysis of the available borehole information from Environment Canterbury's well logs database to obtain preliminary data on the likely ground conditions. This in turn, informed the preparation of soil models and assisted in determining the extent of site works required<sup>22</sup>. The on-site investigations involved the excavation of 42 test pits, which were followed by 17 Cone Penetration tests in areas where the gravel was deeper to allow both deeper testing and to provide data for liquefaction analysis.
- 5.7 Table 4 summarises Mr. McCahon's interpretation of the data collated through the investigations undertaken for each of the sites that are now subject to PC 21, noting that the Meadow Mushrooms site has not been summarised. The references to NZS3604 are the requirements prescribed by Standards New Zealand for Timber Framed Buildings<sup>23</sup>.

**Table 4: Summary of geotechnical investigations**

Location <sup>24</sup>	Interpretation of site investigation findings
<b>Site 1</b>	<i>"The site is underlain with silt soils over shallow gravel with the gravel extending for at least tens of metres. Given the shallow gravel and the depth to the ground water table, this area has no liquefaction hazard that could conceivably impact on standard residential development. A TC1 technical land category is appropriate. The scala penetrometer tests in general show firm to very firm soils and much of the area is likely to comply with the good ground conditions in NZS3604. More intensive investigations are required at the time of the subdivision and building consent to confirm foundation conditions."</i>
<b>Site 2</b>	<i>"The scala penetrometer tests show somewhat variable near surface conditions and not all the area will comply with the good ground as defined in NZS3604. However, in terms of liquefaction hazard the depth to ground water below the top of the gravels indicated that there is minimal liquefaction hazard at this site and it can be classified as TC1 at the rezoning stage. Further investigations will be required at subdivision and building consent stages."</i>
<b>Site 4</b>	<i>"We conclude that this area is likely to have a TC1 classification. The scala penetrometers indicate firm soil conditions at the test hole locations. Further site investigations will be required at the subdivision consent and building consent stages."</i>
<b>Site 5</b>	<i>"...The liquefaction analysis at this area suggests settlements that are within the TC1 limits (except for one at ULS which is marginally greater). The thickness of soil above the liquefiable zone (2.5 – 3m) and the relatively thin zone of potential liquefaction (about 0.5m or less) also mitigates the effects of liquefaction. It could be argued that the area complies with TC1 criteria. We consider that the land classification should be left until subdivision consent stage when the results of additional testing can be incorporated, but it is likely that a TC1 classification can be used, or possibly TC2.  The scala penetrometer tests at the test pit locations show firm soils and the area is likely to comply with the 'good ground' criteria of NZS3604."</i>
<b>Site 6</b>	<i>"We conclude that this area can be designated as TC1 land for residential development. Further site investigations are recommended at both the subdivision consent and building consent stages."</i>

- 5.8 The TC1 and TC2 references are to the CERA technical building categories that apply to Green zoned land in Greater Christchurch. These categories describe how the land is expected to perform in future earthquake events and to identify what foundation systems are most likely to be required in the corresponding areas. TC1 establishes that future

<sup>22</sup> Geotechnical Consulting Ltd: PC 21 Prebbleton Residential Rezoning – Geotechnical Report, 1. Introduction, 21.06.2012 [P5]

<sup>23</sup> [www.standards.co.nz/NZS+3604+2011.htm](http://www.standards.co.nz/NZS+3604+2011.htm)

<sup>24</sup> It is noted that the site references in Table 4 relate to Figure 5

land damage from liquefaction is unlikely and that building can comprise of standard foundations for concrete slabs or timber floors. TC2 establishes that minor to moderate land damage from liquefaction is possible in future significant earthquakes and that standard timber piled foundations for houses with lightweight cladding and roofing, with suspended timber floors or enhanced concrete foundations, are likely to be required. No areas were identified as having ground conditions that are likely to fall into the TC3 technical category, which requires detailed engineering designs for each foundation.

- 5.9 Mr. M<sup>c</sup>Cahon makes the following conclusions with respect to the geotechnical site analysis undertaken<sup>25</sup>:

*"The preliminary site investigations on the six PC 21 areas surrounding Prebbleton all demonstrate a surface layer of silt and sand overlying gravels at variable depths. Only in Area 5 on Tosswill Road is the gravel at such a depth and the water table high enough to present liquefaction potential within the shallow soils. For this reason this area may require TC2 land classification on further investigation, although the current data suggests that it complies with TC1 settlement limits. The remaining areas are likely to comply with the TC1 requirements.*

*The investigation to date is of a preliminary nature to demonstrate that there are no acute liquefaction or geotechnical hazards with the subject areas that would prevent or be of a significant obstacle to residential development. Further investigation will be required at subdivision consent stage to verify the preliminary findings and provide additional information for the geotechnical design of infrastructure and building foundations".*

- 5.10 A further land stability assessment was commissioned for Area 4 (as referenced in the Geotechnical Consulting Limited Report). These investigations assessed the relative stability of the quarry face within the Prebbleton Nature Park to support a potential road connection that may be proposed along the northern boundary of Area 3 where it adjoins this reserve.
- 5.11 Mr. M<sup>c</sup>Cahon makes a number of recommendations that will need to be acted upon should a road be proposed and formalised through PC 21 in close proximity to the pit face within the Nature Park<sup>26</sup>. These recommendations have been incorporated into the Area 3 ODP and related criteria (**Attachment 3**) through the provision for a reserve strip between the road and Nature Park boundary.
- 5.12 Importantly, Subdivision assessment matters 12.1.4.12 and 12.1.4.13 of the SDP already fulfill the recommendations of Mr M<sup>c</sup>Cahon, which reads as follows<sup>27</sup>:

**Geotechnical Assessment**

12.1.4.12 The outcome of a comprehensive geotechnical investigation and assessment to assess the risk of liquefaction and lateral spread undertaken in accordance with the most recent NZ Geological Society Guidelines or New Zealand Standard; or an equivalent guideline/standard adopted by the District Council or New Zealand Government. Where such a hazard is identified, the development shall be designed and constructed to ensure that the magnitude of any liquefaction ground damage and/or lateral spread is reduced to below acceptable levels for both SLS (Serviceability Limit State) and ULS (Ultimate Limit State) seismic events. This shall take into consideration potential impacts on land, properties, utility services, roading, buildings and houses.

12.1.4.13 The method(s) by which prospective purchasers of allotments are to be informed of any fiscal obligations or geotechnical constraints arising from the geotechnical assessment.

- 5.13 No additional provisions are proposed within the PC 21 schedule of amendments given that the above rules are already contained within the operative District Plan and that subdivision applications must provide the necessary geotechnical assessment that accord with the RSGC.

<sup>25</sup> Geotechnical Consulting Ltd: PC 21 Prebbleton Residential Rezoning – Geotechnical Report, 9. Conclusions, 21.06.2012 [P16]

<sup>26</sup> Geotechnical Consulting Ltd: PC 21 Prebbleton Residential Rezoning – Geotechnical Report, 6.4 Area 4 assessment, 21.06.2012 [P11]

<sup>27</sup> Selwyn District Plan: Township Volume, Part C 12 Living Zone Rules – Subdivision, C12-017

## Contaminated land investigations

- 5.14 Ms. Wendy Dean, an environmental engineer at the engineering consultancy Tonkin and Taylor Limited (T&T), has undertaken site investigations and prepared a desk based ground contamination report for each of the blocks initially assessed under PC 21. This report is entitled *“Desk-based Ground Contamination Assessment – Proposed Plan Change 21, Prebbleton”* and is dated March 2012.
- 5.15 The desk based contaminated land assessments undertaken by T&T to satisfy the requirements of the *“National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health”* (NES) and accords with the Ministry for Environment’s *“Contaminated Land Management Guidelines 1: Reporting on Contaminated Sites in New Zealand”*.
- 5.16 The report assesses each of the identified six areas to establish the potential for historic activities to have resulted in ground contamination that may affect the viability of the rezoning proposal above. The investigations involved the following:
- search of Environment Canterbury’s Listed Land Use Register
  - review of District Council property files
  - determining soil geology and hydrogeology
  - analysis of historic aerial photographs and certificates of title
  - site walkovers
- 5.17 The Meadow Mushrooms site initially formed part of the PC 21 project scope and the associated contaminated land analysis for the property is contained within the T&T report, but has been withdrawn from the process at the request of the land owner. Accordingly, the following summary does not reference the findings of the T&T analysis as they relate to the Meadow Mushrooms site.
- 5.18 Ms. Dean makes the following conclusions with respect to the preliminary contaminated land assessments undertaken for the remaining sites<sup>28</sup>:
- “The majority of the land on the six Prebbleton sites forming PC 21 has been used for agricultural activities since the late-19<sup>th</sup> century to early-20<sup>th</sup> century. These activities include cropping and stock grazing. Associated with these activities are farm buildings, implement sheds, chemical and fuel storage sheds, residential dwellings and potentially sheep dips and waste pits.*
- ...
- Whilst the various activities and structures on the proposed zone change land in Sites 1, 2, 4, 5 and 6 may have caused contamination of the ground, the levels and type of contamination is expected to be typical of this type of land use. This type of land is commonly developed for residential use within Canterbury and on other regions around New Zealand, and it would be unusual for ground contamination to preclude development of this type of land.*
- No information was found that indicated the proposed zone change area in Sites 1, 2, 4, 5 and 6 had special characteristics that would result in ground contamination at higher levels, or greater extents than typical agricultural land use. Consequently, there are proven methods from remediating or managing the type and levels of contaminants that are commonly found in the soils with this sort of land use history.”*
- 5.19 Ms. Dean’s concluding comments are that<sup>29</sup>:
- “As all sites within the PC 21 area have potential for some level of ground contamination, we would recommend that soil sampling should be undertaken to confirm the levels and nature of contaminants present in the soils. Sampling should aim to characterize the broad acre contamination as well as that in the vicinity of farm buildings, dwellings, waste pits or other discrete features.”*
- 5.20 No specific provisions are proposed within the PC 21 schedule of amendments to manage the effects should contaminants be present within any of the proposed development blocks given that the NES requires additional detailed assessments to be

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<sup>28</sup> T&T: Desk-based Ground Contamination Assessment – Proposed Plan Change 21, Prebbleton, 5 Conclusions [P17]

<sup>29</sup> T&T: Desk-based Ground Contamination Assessment – Proposed Plan Change 21, Prebbleton, 5 Conclusions [P18]

carried out either at the time subdivision consent is sought or at the point that a change in land use is sought. The T&T report has identified that there is a potential for contaminants to be present in the soils of the properties within the study area for PC 21, which necessitates further detailed site investigations under the NES.

### **Engineering assessments**

- 5.21 Input has been received from Council's Asset Delivery and Strategic Assets Teams in the preparation of PC 21, initially through the infrastructure and asset advice provided in the PSP, and more recently through workshops undertaken to prepare ODP's and to review the plan change itself. These investigations have entailed general engineering assessments for each of the development blocks and involved expertise relating to transport, Five Waters (wastewater, stormwater, water races, land drainage and reticulated water supply), open space and community assets.
- 5.22 Importantly, Council has adopted a 5Waters Activity Plan<sup>30</sup> (5WAP) that identifies the infrastructure needs for Prebbleton based on the growth anticipated under the PSP, including specifically water, wastewater and stormwater. The 5WAP identifies the general location of network extensions and connections, with any future subdivision having to generally accord with the long term infrastructure needs identified for the township. The water and wastewater infrastructure identified in the Activity Plan is referenced on each of the five ODP's contained in **Attachment 3** and **Attachment 4**.
- 5.23 ODP Area 4 requires an 'open space corridor' to be established as a focal point for medium density housing, but also as a space to accommodate overland flow paths to direct stormwater to the proposed integrated stormwater scheme to the east and pedestrian/cycling connection through the development area to the proposed domain, also identified to the east. The domain extension and integrated stormwater scheme are identified in the 5WAP and the necessary processes to acquire the land for both the domain and stormwater basins have commenced.
- 5.24 The 5WAP also references the need for an integrated stormwater management plan and global consents to be advanced for Prebbleton within the 0-3 year timeframe. Pre-application meetings with Environment Canterbury are programmed to initiate discussions on an Integrated Stormwater Management Plan to service a portion of the established township (which is currently directed into the drain that runs beneath Springs Road and further east), the Business 1 zone, Prebbleton Central subdivision and the residential 'Greenfield' development contained within proposed development Area 4.
- 5.25 It is acknowledged that in-depth engineering analysis has not been undertaken and that more specific assessments will need to take place at subdivision stage, if the zoning is successful. For example, the stormwater areas for all of the five proposed development areas are based on conservative estimates of what land area may be required to treat and dispose of stormwater, which may also be influenced by what option is ultimately pursued once development is initiated i.e. via swales, on-site treatment and disposal fields or discharge to ground. The SDP, through subdivision assessment matters, requires the specific method(s) for disposing of stormwater to be assessed at subdivision stage<sup>31</sup>.
- 5.26 Any risk in pursuing this approach is considered to be significantly reduced given that all the development areas directly adjoin land that has recently been developed, which provides guidance in respect to infrastructure solutions. Furthermore, the establishment of the ESSS ensures that there is sufficient capacity within the wastewater network to support the additional households proposed for the rezoning and other extensions to the sewer and water network have been identified. In addition, some of land owners have engaged the services of consultants to undertake more detailed investigations, which have informed the ODP's and related criteria.

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<sup>30</sup> Selwyn District Council: 5Water Activity Plan Part 3 – Eastern Selwyn, Adopted January 2012

<sup>31</sup> SDP: Township Volume, Assessment matters 12.1.4.8 to 12.1.4.10, C12-017

## Urban design analysis

- 5.27 Initial urban design advice was provided through the PSP process, where preliminary ODP's were developed for the 'Greenfield' development areas<sup>32</sup>.
- 5.28 Mr Ivor McChesney, Principal of McChesney Thompson Design, provided direct assistance to the Council throughout the consultation phase of the project that informed the preparation of the ODP's contained in **Attachment 3** and **Attachment 4**. The following assessments were prepared and circulated to land owners for discussion:
- preliminary concept - see **Figure 6**, which illustrates the sample concept prepared for Area 3
  - layout sketch – see **Figure 7**, which illustrates the sample sketch prepared for Area 3
  - design statement

**Figure 6: Area 3 urban design concept**



**Figure 7: Area 3 layout sketch**



- 5.29 The preparation of these preliminary assessments were informed by:
- the infrastructure servicing requirements and sub-area assessments identified in the PSP
  - internal Council meetings with Strategic Asset Managers
  - land owner meetings
  - site walkovers
  - minimum density requirements (10hh/ha)

## Amenity tree survey

- 5.30 The PSP emphasises the importance of identifying suitable amenity trees that may be able to be retained by incorporating them into the design and layout of ODP's and future subdivision developments. The retention of high quality tree specimens will ensure that some of the amenity elements that characterise Prebbleton are retained as new residential areas are developed.

<sup>32</sup> Context Urban Design prepared the Structure Plan and provided specialist urban design advice in the preparation of the preliminary ODP's

- 5.31 Protection in the context of the PSP differs from registering additional trees into the District Plan as a 'Protected Tree', where land owners have a statutory obligation to adhere to provisions that ensure the trees long term health and retention<sup>33</sup>. [Table 5](#) lists the Protected Trees in Prebbleton, none of which are established on land that is being considered for rezoning under PC 21.<sup>34</sup>

**Table 5 – List of Protected Trees**

District Plan ref.	Species	Location	Planning Map ref.
T21	Monterey Cypress/ <i>Cupressus macrocarpa</i>	All Saints Churchyard	Maps 14 & 122
T22 to T28	English Oak/ <i>Quercus robur</i> (7 trees)	All Saints Churchyard	Maps 14 & 122
T107	English Oak/ <i>Quercus robur</i> (2 trees)	27 Cairnbrae Drive	Maps 14 & 122

- 5.32 An important aspect of the contextual analyses and site investigations undertaken by Mr. McChesney to inform the preparation of ODP's for each development block was the identification of amenity trees. Land owner input also confirmed species that they believed were important to retain should the land be developed in the future. The urban design assessments and land owner advice enabled Mr. McChesney to prepare a preliminary report dated October 2012 containing a list of amenity trees for further investigation<sup>35</sup>.
- 5.33 It is important to note that this exercise was not to determine whether the trees met the necessary points to qualify it as a 'Protected Tree' under the SDP, rather it has been to confirm the amenity the tree presents in the context of the site and the wider township character. A final list of amenity trees has been completed and used to inform the preparation of the ODP's and related criteria. This report is a valuable historic reference as it lists the vegetation on each of the sites at the time of the site walkovers.
- 5.34 Mr. Derek Hayes, a Landscape Architect at the Council, peer reviewed the preliminary tree assessment to confirm the amenity associated with each specimen and whether it warranted retention. A qualified and experienced arborist, Mr. Walter Fielding-Cotterill, also assisted in confirming the species and quality of some of the trees.
- 5.35 A finalised amenity tree list informed the preparation of each ODP and related criteria, with the road and reserve layouts ensuring that significant specimens are able to be retained within Council administered land. Alternatively, individual land owners may also choose to protect amenity trees at subdivision stage through private covenants or consent notices where the ODP does not accommodate them within public space.
- 5.36 The amenity trees identified for retention are referenced in the ODP's and related criteria in [Attachment 3](#) and [Attachment 4](#) and the site summary contained in [Attachment 5](#).

## 6 Issues identification and options analysis

### Introduction

- 6.1 An 'Issue' in the context of this report is a resource management effect, matter or subject that needs to be resolved. The 'Issues', along with the accompanying anticipated environmental outcomes, are relevant because:
- there is evidence that the 'Issue' will fail to achieve sustainable resource management outcomes if it is not resolved, or there is a risk it will generate adverse environmental effects, or

<sup>33</sup> Appendix 4 of the SDP Township Volume contains the Protected Tree criteria and evaluation sheet, which includes a range of requirements such as scientific/botanical value, cultural/ethnic/social or spiritual value, functional value, heritage/historic value.

<sup>34</sup> SDP Township Volume: Part E Appendix 4 – Schedule of Protected Trees, E4-001

<sup>35</sup> McChesney Thompson Design: Prebbleton PC21 Preparation of Outline Development Plans – Interim Report Existing Trees and Vegetation, Oct2012

- the 'Issue' represents a matter of significance to the District and/or the Greater Christchurch sub-region, or
- the 'Issue' can be managed through provisions in the SDP

### Issues

- 6.2 The following headings and commentary set out the primary issues and associated environmental outcomes associated with PC 21:

- ISSUE 1:** Strategic growth management and ODP's [P25]
- ISSUE 2:** Apply the Living Z zone to the existing Living X zone, which forms part of Area 1 [P38]
- ISSUE 3:** Amend the Living 1A zone provisions to facilitate the proactive and sustainable development of Area 5 [P41]
- ISSUE 4:** Reference the Living Z zone in Policy B4.1.1 (a) [P48]
- ISSUE 5:** Incorporate additional fencing controls to the Living Z zone [P49]
- ISSUE 6:** Amend the existing Living Z zone minimum building coverage requirements for medium density and comprehensive housing [P55]
- ISSUE 7:** Medium density housing [P59]
- ISSUE 8:** Subdivision [P75]

- 6.3 A number of options or methods to address the identified 'Issues' are introduced. The positive and negative attributes of each option are then assessed to provide an overall conclusion of what option, or combination of options, best enables Council and the community to meet the purpose of the RMA.

## ISSUE 1: STRATEGIC GROWTH MANAGEMENT AND ODP's

### BACKGROUND

#### Strategic proactive planning vs. market-led reactive planning

- 6.4 At a macro level, it is considered important that the management of growth in Prebbleton is proactively managed within a strategic framework to achieve an integrated settlement pattern and promote efficiencies in the provision of transport and infrastructure services. Such an approach is markedly different from the District Plan's traditional reliance on a 'market-led' devolved approach, which at times has contributed to poorly integrated developments and created difficulties in projecting and providing for cost effective infrastructure.
- 6.5 The development of the PSP and preparation of PC 21 identified two development blocks that are currently zoned Living X and Living 1A that may be more appropriately managed under a similar framework to what may be applied to the identified 'Greenfield' residential growth areas. These include a portion of Area 1 and all of Area 5, the locations of which are identified in **Attachment 5**. The following assessment also considers the appropriateness of rezoning these land holdings to a Living Z zone to facilitate more sustainable development options for these two areas than what is currently provided by the SDP.
- 6.6 Finally, the administration of the Living Z zone framework has identified that it may be appropriate to amend the framework to reference the Living Z zone into Policy B4.1.1 (a) to reflect the Residential Density Strategy<sup>36</sup> set out in the District Plan and to ensure that some form of fencing control applies to Living Z zone property boundaries and public reserves. The appropriateness of these amendments are also considered within this section.

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<sup>36</sup> SDP: Township Volume, Part B: 4 Growth of Townships, Residential Density - Strategy, B4-002

## PC 7 and the Living Z zone

- 6.7 The PC 7 Living Z zone framework has responded to the issues associated with sustained growth within the eastern portion of the District by incorporating objectives, policies and rules to facilitate and guide township growth in accordance with the outcomes expressed in township structure plans prepared in consultation with the community. This framework incorporates the urban consolidation principles promoted in the UDS and Change 1 to the CRPS to ensure that residential and business growth is sustainably managed within the Greater Christchurch sub-region.
- 6.8 PC 7 has therefore instigated a paradigm shift in the way the SDP manages growth within the UDS area of the District, from a market-led approach to a strategic planning framework. The SDP now proactively manages growth within the UDS area of the District through a comprehensive framework that is more responsive to community needs while, ultimately being better placed to achieve the purpose of the RMA. This framework includes provisions to proactively manage residential and business growth within certain townships, to define settlement patterns and to coordinate development through ODP's. The framework specifically applies to the Living Z zone in Rolleston and Lincoln but also incorporates objectives and policies that support consolidated urban development, with Prebbleton being identified in the SDP as a township where it is appropriate for growth to be managed in a more strategic manner.
- 6.9 The remainder of this sub-section summarises the more relevant provisions of the SDP that proactively manage growth in a comprehensive and strategic manner.
- 6.10 One of the stated Issues in the Residential and Business Development section of the Township Volume of the SDP is<sup>37</sup>:
- How to provide for new residential and business growth in a way that achieves an integrated land use planning approach, while recognising that parts of the district are at different stages of strategic planning.
- 6.11 The SDP goes on to explain that the type of growth in the District is evolving, with an increasing demand for smaller residential sections in preference to rural or larger lifestyle blocks. The response to these changing needs is an acknowledgement in the Plan that<sup>38</sup>:
- The Selwyn District Council seeks to consolidate future residential growth in the existing townships of Lincoln and Rolleston, and to a lesser extent Prebbleton. This consolidation will provide housing for the increases in the population while creating a more compact urban form, in accordance with the guiding principles of the Greater Christchurch Urban Development Strategy (UDS) and Plan Change 1 to the Regional Policy Statement.
- 6.12 The SDP confirms that the recent rapid population growth and a reliance on private plan changes to manage settlements has led to issues associated with:
- ☐ the availability of, and ability of the Council to provide, appropriate and affordable infrastructure
  - ☐ difficulties in integrating new development with existing townships resulting in a lack of cohesiveness
  - ☐ retaining the open and spacious rural identity of the character of the District
- 6.13 Confirmation that a more strategic approach is required to ensure growth is sustainably managed is established, including a specific requirement to undertake a structure planning exercise for Prebbleton<sup>39</sup>:
- The Council is therefore to adopt a more strategic approach to managing urban growth. The change to a community-led approach is being initiated through (among other things) the preparation of structure plans for those larger townships within the Greater Christchurch area of the Urban Development Strategy, including Lincoln, Rolleston and Prebbleton. The purpose of each structure plan is to provide a strategic framework to guide development, including the setting of urban limits, which will then be used as a basis for future changes to the District Plan. It is that new development within these townships will occur in accordance with an approved outline development plan, which demonstrates how the key principles of the structure plan are

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<sup>37</sup> SDP: Township Volume, B4.3 Residential and Business Development - Issues, B4-026

<sup>38</sup> SDP: Township Volume, Residential and Business Development – Issues, B4-026

<sup>39</sup> SDP: Township Volume, Residential and Business Development – Providing for Residential or Business Growth, B4-029



to be implemented. The preparation and subsequent implementation of each ODP area will also enable Council to ensure that the development of these urban growth areas incorporates the principles of good urban design.

- 6.14 This proactive strategic planning framework is supported by various objectives<sup>40</sup> and policies<sup>41</sup> that apply to the UDS area of the District and the Living Z zone specifically, including the following:

**Objective B4.3.3**

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.

**Objective B4.3.4**

New areas for residential or business development support the timely, efficient and integrated provision of infrastructure, including appropriate transport and movement networks through a coordinated and phased development approach.

**Objective B4.3.5**

Ensure that sufficient land is made available in the District to accommodate an additional 11,040 households in the Selwyn District portion of the Greater Christchurch area between 2007-2041 through both Greenfield growth areas and consolidation within existing townships.

**Objective B4.3.6**

Ensure that subdivision and development in Living Z zoned areas generally achieves an average net density over an Outline Development Plan of at least ten household units per hectare.

**Policy B4.3.1**

Ensure new residential, rural residential or business development either:

...

- 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.

**Policy B4.3.7**

Living Z urban growth areas identified in the District Plan shall not be developed for urban purposes until an operative Outline Development Plan for that area has been included within the District Plan and adequate infrastructure servicing is available. Each Outline Development Plan shall:

- Be prepared as a single plan for any identified Outline Development Plan area identified on the Planning Maps and Appendices; Be prepared in accordance with the matters set out in Policy B4.3.8;
- Take account of the Medium Density and Subdivision Design Guides

- 6.15 The SDP therefore identifies Prebbleton as a township growth area and a structure plan has been prepared and adopted that provides direction with respect to how each of the identified residential 'Greenfield' development areas can be integrated with the existing urban form of the township to achieve high quality social, economic, environmental and community outcomes.

**Defining Prebbleton's settlement pattern**

- 6.16 The SDP proactively manages the form of residential growth within Prebbleton through the 'Preferred Growth Area' determined by the Environment Court to achieve a consolidated concentric urban form. This effectively defines the settlement pattern and contains the growth to avoid ad hoc sprawl, while specifically aiming to:

- ☐ preserve the low-density village character of the township
- ☐ avoid the elongation of the township along Springs Road
- ☐ retain rural outlook and the productive capacity of rural land holdings

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<sup>40</sup> SDP Township Volume, Residential and Business Development – Objectives, B4-031

<sup>41</sup> SDP Township Volume, Residential and Business Development – Policies, B4-035 to B4-041

- reduce the length of rural residential boundaries and the corresponding increased potential for adverse reverse sensitivity effects
  - promote ready access to the town centre
  - achieve efficiencies in the provision of infrastructure and utility services
- 6.17 These principles are reflected in the Growth of Township policies within the District Plan, which have influenced the direction of residential growth within Prebbleton for the last 6 years. As identified in Section 4, this 'Preferred Growth Area' was essentially adopted as the MUL under Change 1 of the CRPS, although there are a number of variations arising from the numerous planning investigations undertaken for the township in recent years.
- 6.18 The 'Greenfield' development areas being investigated through PC 21 directly align with the PSP and are all contained within either the MUL prescribed under Change 1 or the 'Preferred Growth Area'. The only areas that are outside the MUL are the portion of Area 3 that facilitates a road connection around the Prebbleton Nature Park and a portion of Area 4 to secure the access way connection from the development block to Hodgens Road. The MUL extension proposed for Area 3 is identified in the PSP. These proposed extensions to the MUL are both required to promote connectivity and to achieve safe and efficient road connections, with the amendments being consistent with Policy 12 of Change 1 to the CRPS<sup>42</sup>.

### **ODP's**

- 6.19 One of the primary tools contained within the SDP Living Z zone to achieve an appropriate balance between optimizing the use of land for residential subdivision, provide integrated and cost effective infrastructure, preserving the distinct amenity of neighbourhoods and townships and ultimately achieving sustainable communities, is the preparation and implementation of comprehensive ODP's for each of the identified residential 'Greenfield' development blocks.
- 6.20 ODP's achieve the following strategic outcomes:
  - ensuring residential growth integrates with the existing built form of neighbourhoods within the wider context of townships
  - formalising methods to ensure that any change in character and amenity arising from future subdivision development is sympathetic to the amenity of the wider area
  - establishing mechanisms to avoid, remedy or mitigate potentially adverse environment effects
  - achieving efficiency gains in the provision of infrastructure services, community facilities and transport networks and optimizing the use of existing assets through integrated urban development
  - identifying and responding to constraints and opportunities identified within any given development area
  - establishing greater certainty to the community, network utility providers, local authorities and developers as to where development is likely to occur and what resource needs are anticipated
- 6.21 The SDP requires the subdivision and development of the identified 'Greenfield' blocks within the UDS area of the District to accord with an operative ODP. The plan contains the following policy that sets out the matters that are generally required to be addressed within any given ODP. This approach has direct regard to Change 1 to the CRPS, including specifically Policy 8.

#### **Policy B4.3.8**

Each Outline Development Plan shall include:

- Principal through roads, connections and integration with the surrounding road network and strategic infrastructure;
- Any land to be set aside for

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<sup>42</sup> Change 1 to the CRPS: Commissioners Decision version, Dec 2009 – Policy 13 provides for certain amendments to the prescribed MUL where the following parameters are satisfied: (i) Any proposed extension or reduction will not change the ODP area by more than 5%; (ii) Any additional land is contiguous with the ODP area; (iii) economies of scale or other efficiencies for infrastructure would arise; and (iv) all other provision of Policy 8 (ODP's and Change of zoning) are met.

- Community facilities and schools;
- Parks and land required for recreation or reserves;
- Any land to be set aside for business activities;
- The distribution of different residential densities;
- Land required for the integrated management of water systems, including stormwater treatment, secondary flow paths, retention and drainage paths; and
- Land reserve or otherwise set aside from development for any other reason, and the reasons for its protection.
- Demonstrate how each ODP area will achieve a minimum net density of at least 10 lots or household units per hectare;
- Identify any cultural (including tangata whenua values), natural, and historic or heritage features and values and show how they are to be enhanced or maintained;
- Indicate how required infrastructure will be provided;
- Set out phasing and co-ordination of subdivision and development in line with the phasing shown on the Planning Maps and Appendices;
- Demonstrate how effective provision is made for a range of transport options, including public transport systems, pedestrian walkways and cycle ways, both within and adjoining the ODP area;
- Include any other information which is relevant to an understanding of the development and its proposed zoning;
- Demonstrate that the design will minimise any reverse sensitivity effects.

6.22 Importantly, each identified residential Greenfield development area that is zoned Living Z and subject to an operative ODP also has an accompanying policy to ensure the identified outcomes are achieved through appropriate subdivision layouts that are responsive to on-site issues. The following is an example of the ODP policy for Area 1 in the Rolleston Living Z zone<sup>43</sup>:

**Policy B4.3.76**

Ensure that development within each of the Outline Development Plan areas identified on the Planning Maps and Appendices within Rolleston address the specific matters relevant to each ODP Area number listed below:

**Outline Development Plan Area 1**

- Provision of local secondary road connections through the area to Dunns Crossing Road, Brookside Road and Stonebrook Drive;
- Provision of pedestrian and cycle links within and through the ODP area to connect with the adjoining urban area to the east and south;
- Provision of a reticulated wastewater system with capacity to accommodate necessary flows;
- Potential provision of a primary school subject to agreement with Ministry of Education;
- Provision on one Local Centre
- Provision of a 40m noise abatement zone from State Highway 1;
- Provision of local neighbourhood parks and a key open space corridor along the alignment of the unformed East Maddisons Road. Green pedestrian and cycle linkages are to be provided from the balance of the area to this open space corridor;
- Provision of a mix of housing densities within the area, with medium density housing to be located in close proximity to local parks and the central open space corridor;
- Provision of a minimum net density of 11 household per hectare averaged over the ODP area.

## OPTIONS ANALYSIS

6.23 The following section outlines and assesses the options for addressing the fundamental issues to ensure the progressive development of residential living environments within Prebbleton is sustainably managed from a social, economic, cultural and environmental perspective.

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<sup>43</sup> SDP: Township Volume, Part B Growth of Townships - Policies, B4-080 & B4-081

**OPTION 1 – Strategic planning framework applying the Living Z zone and ODP's to the identified growth areas in Prebbleton [PREFERRED OPTION]**

- 6.24 In recent years it has been increasingly recognised that private plan change initiatives have at times contributed to poorly integrated developments where a lack of any overarching direction guiding the development of townships, which in turn has led to costly infrastructure servicing and transport networks. It is evident in some circumstances that subdivision development and neighbourhoods have been developed in isolation of the larger context of townships, where a lack of connectivity contributes to difficulties in orientating around streets and reducing the options for residents in terms of being able to choose alternative modes of transport, such as walking and cycling.
- 6.25 There can also be a significant variation in the quality and amenity associated with different subdivisions rather than a response to the wider environment in which it is being established. Often the elements that contribute to the character of neighbourhoods and streets are reflected in the themes adopted by the developer to improve their prospects in the immediate term of selling land and homes in a competitive market place, without an equal consideration being given to long term strategic outcomes. Conversely, there are examples of where there are very few attributes that distinguish one subdivision from the next, with little thought given to layouts or treatments that create variation in the amenity and character of neighbourhoods, or the wider context of the township.
- 6.26 However, there has been a significant shift in recent years with respect to the quality of development in the district, with there being a greater appreciation for quality urban design and the efficiency gains able to be achieved through the provision of cost effective infrastructure service provision. This has resulted in Council investing in a number of strategic planning initiatives to gauge growth demands and to facilitate high quality outcomes through the preparation of structure plans and amendments to the SDP to proactively manage the expansion of townships and the quality of 'greenfield' developments. Examples include urban design guides, subdivision standards, ODP's, medium density and comprehensive housing provisions.
- 6.27 The identification of the rate and scale of future development has been identified in the UDS, Change 1 to the CRPS and the PSP, which enables the primary features and costs associated with realising this growth to be quantified and managed from the outset. This encompasses a community-led approach that enables development to be planned and carried forward logically, while ensuring that land use is integrated and the funding associated with infrastructure and transport to be programmed into the Council's Long Term Plan and the work programs of other agencies (such as New Zealand Transport Agency, Ministry of Educations and network utility service providers).
- 6.28 **Attachment 5** contains a summary of the residential growth areas that have been investigated as part of the PC 21 rezoning process and includes the following information that is relevant to the consideration of the appropriateness of the rezoning, and more specifically the ODP's and criteria:
- property address, legal description, existing land use zoning and the area of the property that is subject to the rezoning, including whether it is proposed to be either partially or wholly affected by the Living Z zone
  - site description, including current land use attributes, physical opportunities and constraints and strategic planning guidance
  - 'Land Use', 'Green', 'Blue' and 'Movement' networks - as established through the PSP and follow up workshops with Council's Strategic Asset engineers and land owners
- 6.29 Option 1 would require a number of changes to the SDP rules where it applies to Prebbleton to apply the Living Z zone planning framework to the identified residential 'Greenfield' areas and undeveloped Living zoned land identified in **Attachment 5**. This will ensure there is a greater degree of direction provided to proactively manage the on-going development of land through ODP's and the application of the more specific Living Z zone subdivision and land use performance standards being utilised in Rolleston and Lincoln.

- 6.30 The Preferred Growth Option for Prebbleton would be required to be amended to reference the additional 'Greenfield' development areas investigated through PC 21 and to reinforce the Environment Courts direction with respect to achieving a compact concentric urban form that avoids further elongation to the north and south of Springs Road. The following amendment to the 'Preferred Growth Option' for Prebbleton is considered necessary:

**Preferred Growth Option**

The first preferred areas for expansion of Prebbleton are east and west of Springs Road, between the north and south limits of the existing Living and Business zones as identified in Appendix 31 and the five additional 'Greenfield' development areas that are zoned Living Z and identified in the Outline Development Plans contained in Appendix 41

- 6.31 Policy B4.3.64, which outlines the preferred urban form of Prebbleton, would also need to be amended to the residential 'Greenfield' areas identified within the PSP and the CRPS.

**Policy B4.3.64**

Encourage land located to the east and west of the existing Living and Business zones, being those Living and Business zones that adjoin Springs Road, which is located as close as possible to the existing township centre as the first preferred areas to be rezoned for new residential development at Prebbleton, provided sites are available, and appropriate for the proposed activity and accord with the residential 'Greenfield' areas prescribed in the Prebbleton Structure Plan and Regional Policy Statement.

- 6.32 Detailed ODP plans for each of the four development areas would also need to be added to compliment new Policy B4.3.68, which would be accompanied by criteria within the appendices of the Township Volume of the SDP (**Attachment 3**).

**Environmental benefits**

- 6.33 The proposed option amends the SDP to apply the now operative Living Z zone framework to the identified residential growth areas in Prebbleton. It has been established through the consideration of PC 7 that the Living Z zone produces a number of broad environmental benefits associated with strategic land use planning, including the:

- ☐ application of a strategic and integrated planning framework that reflects the direction contained in the UDS
- ☐ provision and phasing of urban growth in accordance with the household numbers and urban design principles set out in Change 1 to the CRPS
- ☐ formalisation of the wider community outcomes identified in the PSP
- ☐ facilitates more livable and connected neighbourhoods and achieves consolidated settlement patterns
- ☐ supports a range of quality housing typologies to better respond to the needs of the community

- 6.34 In addition, the requirement to accord with the ODP's prepared in collaboration with the land owners for each of the five identified residential 'Greenfield' areas will allow greater strategic consideration to be given to the integration of development with important infrastructure and facilities, such as roads, cycle and pedestrian routes, public transport options, community facilities, business activities, 5Waters and utility services and public open space. The preparation of these ODP's has also been informed by the opportunities and constraints analysis identified in the sub-area studies contained within the PSP, thereby ensuring that the wider community outcomes contained within this strategic planning document are formalised within the District Plan.

- 6.35 The integration of the physical resources already established in Prebbleton with future residential development areas, in combination with the in-depth consideration of the constraints and opportunities identified within each ODP area and the wider context, will promote efficiencies in the provision of services and community assets, while facilitating sustainable growth patterns throughout the township. It is considered that the integrated resource management regime contained within the Living Z zone, which supports the consolidated management of urban growth patterns, is best placed to achieve natural, economic, social and cultural outcomes for Prebbleton. Establishing methods to achieve

more positive outcomes to these components of the 'environment' are fundamental to achieving sustainable management under s5 (2) of the RMA.

- 6.36 As stated above, the Living Z zone framework supports the coordinated and cost efficient provision of infrastructure and delivers the urban consolidation and intensification principles now guiding 'Greenfield' development in Rolleston and Lincoln. This approach ultimately assists to facilitate more integrated development that is better able to compliment the character, form and function of the existing township, while having the benefit of providing greater surety of the extent, location and timing of future residential growth areas in Prebbleton to the following entities:

- community and service providers, for example, schooling through the Ministry of Education and NZTA's strategic transport network
- Council - community services, local roads, wastewater, stormwater, water and refuse collection/disposal
- network utility service providers - telecommunication, power
- private and public child care facilities
- local and sub-regional businesses
- healthcare service providers

- 6.37 Council has established a robust monitoring system to quantify the amount of zoned land in the district, the stage at which land is at in the development phase (i.e. zoned, consented, subdivided or titles issued) and to determine the uptake of land to identify whether sufficient land is available to support growth occurring within each township. A website has been created to assist interested parties to identify where vacant sections are located within the district<sup>44</sup>.

- 6.38 All of the sites being considered as part of PC 21 either adjoin or are surrounded by land that is subject to the Living zone provisions administered under the Township Volume of the SDP. This is despite the majority of the sites currently having a Rural (Inner Plains) zoning administered under the Rural Volume of the SDP and being utilised for either commercial or lifestyle land use activities. The following objectives and policies are therefore significant as they encourage consolidated settlement patterns and land use zoning that responds to the circumstances and context of each site:

**Policy B4.3.3**

Avoid zoning patterns that leave land zoned Rural surrounded on three or more boundaries with land zoned Living or Business

**Policy B4.3.6**

Encourage townships to expand in a compact shape where practical.

**Policy B4.3.64**

Encourage land located to the east and west of the existing Living and Business zones, being those Living and Business zones that adjoin Springs Road, which is located as close as possible to the existing township centre as the first preferred areas to be rezoned for new residential development at Prebbleton.

**Policy B4.3.65**

Discourage further expansion of Prebbleton township north or south of the existing Living zone boundaries adjoining Springs Road.

- 6.39 Furthermore, it is considered that the environmental outcomes able to be achieved under the Living Z zone framework, including the provision of a range of housing densities, in-depth contextual analysis undertaken for each site and the development controls to be applied to each ODP, will also ensure consistency with the following relevant Objectives and Policies:

**Objective B4.1.1**

A range of living environments is provided for in townships, while maintaining the overall 'spacious' character of Living zones...

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<sup>44</sup> <http://www.selwyn.govt.nz/services/planning/policy-strategy/land-availability>

#### **Objective B4.1.2**

New residential areas are pleasant places to live and add to the character and amenity values of townships

#### **Policy B4.1.10**

Ensure there is adequate open space in townships to mitigate adverse effects of buildings on the aesthetic and amenity values and “spacious” character.

#### **Policy B4.1.11**

Encourage new residential areas to be designed to maintain or enhance the aesthetic values of the township, including (but not limited to):

- Retaining existing trees, bush or other natural features on sites; and
- Landscaping public places

#### **Policy B4.1.12**

Discourage high fences or screening of sites in Living zones that have frontage but no access on to Strategic Roads or Arterial Roads.

- 6.40 Option 1 is therefore considered to be an effective and efficient planning response that is consistent with the above objectives and policies, and ultimately improving the extent to which the SDP achieves the purpose of the RMA.

#### ***Environmental costs***

- 6.41 The likely environmental costs of advancing proposed PC 21 are limited given that the appropriateness of zoning the identified land holdings has been supported at a strategic level through the PSP and Change 1 to the CRPS. The additional zoning of land in advance of infrastructure raises an expectation that these critical services will be able to cope with the demand. However, Council's Strategic Asset Manager's for roading and utility services have confirmed that there is sufficient capacity within the current infrastructure network to support the projected growth anticipated to occur as a result of the proposed rezoning, although some additional infrastructure will need to be installed by developers to service some of the areas.
- 6.42 All of the land holdings proposed for rezoning are contained within the urban limit, share at least one boundary with an existing Living zone and have been identified within the PSP as being suitable for accommodating the medium term population growth expected for the township. In general, the properties do not support intensive rural activities, with the prospect of adverse reverse sensitivity effects arising from activities that could establish quite legitimately under the current Rural (Inner Plains) zoning increasing as the township expands from its historic core.
- 6.43 Despite the above, some residents may be concerned at the rate of residential growth that has occurred in Prebbleton in recent years and the impact this may be having on the village character of the township. Adjoining neighbours may also have concerns with the progressive development of the blocks, including potentially adverse effects associated with any subsequent subdivision development if the zoning is successful and land owners choose to develop.

#### ***Economic and social benefits***

- 6.44 Utilising ODP's as a tool to proactively coordinate development of zoned land provides developer's with sufficient flexibility to promote innovative subdivision schemes, while ensuring that the essential connections and infrastructure services are provided in accordance with the Council and communities expectations. The approach adopted by Council in preparing PC 21 has involved the active engagement of land owners to prepare ODP's and zone land in advance of market demand. This collaborative approach has resulted in a significant cost saving to land owners as it negates the need for privately initiated plan changes, both in respect to rezoning the land and inserting an operative ODP.
- 6.45 The progressive rezoning of residential 'Greenfield' and implementing the PSP through the proposed PC 21 planning framework promotes strategic outcomes that will ensure that development is more efficient and coordinated, particularly in respect to the provision of infrastructure and community facilities. The walking and cycling network, domain

extension, alternative Rail Trail connections and open space reserves identified within the PSP and incorporated into each of the ODP areas will provide opportunities for people to utilise alternative forms of transportation and recreational opportunities, which will promote healthier lifestyles and encourage an improved sense of community and interaction within the local area.

- 6.46 This proactive approach reduces the negative outcomes that are often associated with ad hoc and sporadic rezoning and the long term impacts this can have on the overall quality of townships. Specifically, poorly planned development in Prebbleton may undermine the ability to achieve the compact concentric urban form promoted in the SDP Growth of Township provisions. A directive framework using ODP's and land use zoning that facilitates the development of sufficient land to accommodate the projected population in the township enables the cumulative effects associated with development to be managed proactively.

***Economic and social costs***

- 6.47 The Living Z zone adopts a predict and provide model of land use planning, whereby demand through population projections influences the extent and location of land appropriate for accommodating growth in advance of development pressures and to assist in programming on-going infrastructure works. One of the risks in pursuing such an approach is to ensure that the demographic projections are accurate in the first instance. It is equally important to develop a framework that is cognisant of other market forces that influence housing affordability and land supply. For example, the consequences of an undersupply of developable land may contribute to increased prices, which in turn could exacerbate housing affordability concerns and the ability for a wider section of society to gain access to quality housing.
- 6.48 There is also an argument that the identification and zoning of land by territorial authorities provides some land owners with a significant advantage over those that are not selected, both in terms of development rights and the likely increase in property values arising from the rezoning. Therefore, land owners with aspirations for development that are not identified within strategic planning documents as being appropriate to accommodate growth could argue that their land value is unreasonably influenced by planning controls and strategic growth management initiatives. The nature of the planning intervention may also have a varying effect on land values and development rights. For example, land excluded as a future development area within a non-statutory planning document (Structure Plan or Growth Strategy) may not be as disadvantaged as if a statutory planning instrument (Regional Policy Statement or District Plan) prescribes a preferred growth limit or urban form boundary. This does not preclude land owners from seeking subdivision or pursuing plan change requests to remedy this disparity, although depending upon the nature of the controls in place the likelihood of achieving the desired outcomes from the land owner's perspective could be significantly limited.
- 6.49 There are social and economic costs to some land owners and developers in adopting an allocative approach and a more traditional framework is arguably more responsive to market forces, which are dynamic, complex and constantly changing. Although in this instance PC 21 proposes to proactively rezone land in advance of strong demand so that sufficient vacant sections can be created quickly in response to market drivers. In any event, it will be imperative for robust monitoring to be implemented to gauge the level of uptake and demand for vacant land to avoid undersupply, inflated land prices (either within the wider Greater Christchurch sub-region or pockets within it) and any further reduction in housing affordability.
- 6.50 It is also difficult to quantify whether the predict and provide model is significantly influencing land supply and housing affordability where a myriad of variables and factors influence the property market, including but not limited to the following:
- ☐ school zones
  - ☐ proximity to services
  - ☐ relative access to recreation, social and employment opportunities, amenity



- escalated costs associated with building materials and commodities
  - impacts of the timing and extent of sections being released by developers
  - relative access to home loans and varying interest rates
  - the lack of variety in terms of the size of sections and the implications of restrictive covenants on what type of home may be able to be established on stand alone sections
  - risk exposure for developers and investors by releasing large numbers of sections at once
- 6.51 In Rolleston for example, there are large tracts of undeveloped residential zoned land but the price of sections and homes in the township has increased significantly post-earthquake. This represents a circumstance where there is more than sufficient land zoned to facilitate residential purposes, where external factors such as the cost of commodity prices post earthquake, the red zoning of the land and people wanting to replace lost or damaged homes have contributed to house prices escalating.
- 6.52 The potential social and economic costs associated with the 'predict and provide' model need to be weighed up against the need to promote the sustainable management of natural and physical resources prescribed by the RMA. Such an assessment must consider the efficiency gains able to be achieved through integrated developments and the adverse effects associated with dispersed settlement patterns. There is also a mandate under Change 1 to the CRPS, which is a higher order planning instrument to the SDP, to manage growth within a prescribed MUL and for densities to be increased from more traditional housing typologies consistent with urban consolidation and intensification principles.

**OPTION 2 – Rely upon private plan change initiatives to facilitate development in Prebbleton [STATUS QUO]**

- 6.53 The SDP manages the settlement pattern of Prebbleton through objectives and policies that aim to achieve a compact concentric urban form that reflects the 'Preferred Growth Area' discussed previously in this report. Specific land use rules and subdivision controls have also been established to support the character and amenity of the Township, including specifically a minimum average allotment size of 800m<sup>2</sup> and various Living 2 zone environments to provide a range of allotment sizes and household units. In addition, existing Objectives inserted through PC 7 require residential development to achieve wider strategic planning outcomes. Guidance is also provided in the PSP in respect to the infrastructure servicing and community expectations associated with the on-going development of residential areas in Prebbleton.
- 6.54 Option 2 effectively negates the need for any specific plan change to manage future 'Greenfield' development in Prebbleton, with a reliance on private plan changes to rezone land and to address wider strategic planning outcomes.

***Environmental benefits***

- 6.55 The status quo approach places the risk and cost of land development on developers and supports market led initiatives that are often more responsive to changes in circumstances, with sometimes innovative solutions being developed to respond to the needs of the housing and economic sectors.
- 6.56 However, the environmental risks and poor outcomes sometimes attributed to a market led approach is arguably reduced by the existing objectives and policies inserted into the District Plan through PC 7. These include Objectives B4.3.3, B4.3.4 and B4.3.5, which requires development to accord with an ODP, residential development to be supported by the timely, efficient and integrated provision of infrastructure services and transport networks and that development accords with the urban consolidation principles and growth parameters.

***Environmental costs***

- 6.57 The market-led approach may reduce the extent to which on-going development in the township delivers the strategic outcomes identified in the PSP and the ODP's prepared for the four proposed Living Z zone areas, including walking and cycling connections,

provision of cost effective infrastructure and high quality amenity that compliments the established character of the township.

- 6.58 The PSP provides guidance, although it remains a non-statutory strategy that does not have the same weight as if it were implemented through policies and rules in the SDP. There continues to be a degree of risk that development progressed through the traditional market-led model may not realise the wider strategic planning and community outcomes prescribed in the above initiatives without a more comprehensive framework that is specific to Prebbleton being incorporated into the SDP.

***Economic and social benefits***

- 6.59 The benefits of a market led framework that relies upon private plan change initiatives are that they are often more responsive to pressures and sufficiently flexible to promote innovative solutions to respond to the needs of the wider community.
- 6.60 There is also a lesser upfront cost to rate payers by maintaining the traditional market-led approach as developers fund the process to rezone land and take on the risks associated with this planning process. Although often these costs will be reflected in the sale price, where developers need to recuperate their expenses. It is also difficult to quantify the longer term economic and social costs associated with sporadic development.

***Economic and social costs***

- 6.61 The traditional market-led framework is reliant upon the resourcing and aspirations of individual land owners focusing on particular development blocks, which often overlooks the broader strategic planning and community outcomes able to be gained through a more proactive approach. This is evident in some parts of Prebbleton where individual subdivisions demonstrate the following poor outcomes:
- reduced connectivity with adjoining development sites - a myriad of cul-de-sacs that make orientation and movement through certain streets difficult,
  - low quality interfaces with the wider streetscape - long stretches of close board fencing on the road frontage
  - the ability to access the town centre and other facilities and reserves within the township by cycle or on foot are undermined by a lack of safe and efficient network of connected cycle ways and footpaths
- 6.62 In addition, each new development would need to develop solutions to the issues identified in the PSP on an individual basis, which may be less effective than a Council initiated plan change in realising the wider strategic planning outcomes identified in the SDG, Change 1 to the CRPS and the UDS).
- 6.63 Development is still likely to proceed under the current SDP framework, but would be reliant upon developers successfully rezoning the land and having reached a position where they can absorb the risk and cost associated with this aspect of the development process. The risk is that development would occur on a sporadic basis, where incremental deviations from the PSP and other planning strategies that apply to the township may combine to create lasting adverse effects on the form, function and character of the township.

**OPTION 3 – Apply the Living Z zone to development areas with private plan changes to address the identified issues and to insert ODPs [ALTERNATIVE OPTION]**

- 6.64 A third option is a hybrid of Options 1 and 2, whereby land is proposed for rezoning through PC 21 to facilitate future residential development, but private developers prepare ODP's and promulgate a plan change to make it operative within the SDP.

***Environmental benefits***

- 6.65 This model provides a degree of surety to the community, developers and service sector by zoning specific pockets of land that are identified as being appropriate to accommodate future growth. This enables the Council to direct growth to strategically appropriate locations to avoid identified constraints and optimise opportunities.

### ***Environmental costs***

- 6.66 This process may be prohibitive in certain circumstances, resulting in identified 'Greenfield' land remaining undeveloped because an ODP has yet to be formalised. Situations where this may occur include where multiple land owners fail to reach an agreement with respect to resourcing a plan change or an agreed layout does not eventuate. This presents a risk that land owners or parties with an interest in a property located in a less optimal location may seek a rezoning on the basis that there is insufficient sub-dividable land on the market.

### ***Economic and social benefits***

- 6.67 This hybrid approach would remove a degree of risk and costs to developers in providing households to the market by avoiding the zoning process. It also enables developers to focus resourcing on the specific context of their site and to prepare an ODP that responds to the wider environment where a clearer picture is available with respect to where, when and to what form adjoining land may be developed.
- 6.68 Wider community outcomes are also required to be delivered as the ODP would need to demonstrate that any strategic outcomes identified in the sub-area studies contained within the PSP and related strategic planning initiatives have been addressed.

### ***Economic and social costs***

- 6.69 There is a cost and delay in requiring developers to promulgate a private plan change to make an ODP operative within the SDP. This in turn may contribute to the environmental costs outlined above, where other parties that have an interest in property in a less optimal location may seek a rezoning on the basis that there is insufficient zoned land to support sustainable development.

### **Conclusion: Issue 1 Strategic growth management and ODP's**

- 6.70 Overall, it is considered that the existing objectives represent the most efficient and effective means of achieving the purpose of the RMA, particularly those provisions that have recently been amended through the Living Z zone. PC 7 has represented a paradigm shift in respect to how the SDP manages growth within the UDS area of the District, from a market led approach to a community led regime that proactively zones land to meet the growth and density targets identified within township structure plans.
- 6.71 Option 1 will produce broad environmental, social and economic benefits for Prebbleton by aligning future residential development with the objectives inserted through PC 7. Primary drivers include creating more livable residential neighbourhoods through the application of urban design principles, while ensuring that these areas are serviced by cost efficient local, regional and national infrastructure.
- 6.72 The requirement for subdivision to accord with an operative ODP will allow greater strategic consideration to be given to the sub-area issues identified in the PSP and the wider urban intensification and consolidation principles espoused in the UDS and Change 1 to the CRPS. The integration of physical resources such as pedestrian and cycling networks, safe and efficient roads, community facilities, business activities and open space, with other site specific natural resources identified in the PSP and the proposed PC 21 ODP's, will promote efficiencies in the functioning to a facilitate a sustainable urban growth pattern.
- 6.73 It is therefore considered that Option 1 will ensure more sustainable residential development occurs in Prebbleton by aligning the policies and rules to accord with the relevant objectives inserted through PC 7.

## ISSUE 2: APPLY THE LIVING Z ZONE TO THE EXISTING LIVING X (BLAKES ROAD) ZONE, WHICH FORMS PART OF AREA 1

### BACKGROUND

- 6.74 The structure plan exercise reviewed the existing zoned land in Prebbleton that had not been developed at the time of its adoption, including specifically the Living X (Blakes Road) zone that directly adjoins the residential 'Greenfield Area SP 1' of Change 1 to the CRPS. This land remains undeveloped.
- 6.75 The Living X Zone provides for minimum average allotment sizes of 800m<sup>2</sup>. The ODP that was inserted into Appendix 19 by the Environment Court consent order to dispose of the Shaw appeal on the SDP references a number of indicative vehicular access connections and links that are required to be established between the Living X zone with the Living 2A zone to the north and Rural (Inner Plains) zone to the west. There are no other specific references to the Blakes Road Living X zone in the land use rules or subdivision standards.
- 6.76 The PSP hearing process and on-going engagement with the land owners of the Living X (Blakes Road) zone has identified their preference for the land holding to be rezoned Living Z, which provides greater integration with neighbouring land holdings, assures coordinated development that reflects the sites context through an ODP and facilitates higher yields for the land in question when compared to what the current SDP provides for. As identified in **Attachment 5**, the land holding is surrounded on three boundaries by a variety of Living zones and directly adjoins residential 'Greenfield' area SP 1 under Change 1 to the CRPS.

### OPTION ANALYSIS

#### **OPTION 1 – Rezone the Living X (Blakes Road) zone to Living Z and make an associated ODP operative [PREFERRED OPTION]**

- 6.77 Option 1 proposes to rezone the Living X (Blakes Road) to a Living Z zone, with development being guided by the proposed ODP contained in **Attachment 3**. This approach also entails the deletion of the Living X (Blakes Road) zone and the related ODP in Appendix 19.

#### ***Environmental benefits***

- 6.78 The Living Z zone provides a robust planning framework to facilitate long term sustainable land use and subdivision development options. One of the primary methods to achieve these outcomes is through a comprehensive ODP that incorporates the following:
- ☐ contextual analyses informed by in-depth urban design assessments
  - ☐ land owner consultation
  - ☐ amenity tree survey
  - ☐ strategic asset engineering advice
  - ☐ PSP sub-area assessments, preliminary ODP and wider community outcomes
  - ☐ geotechnical and contaminated land assessments
  - ☐ satisfies the minimum density requirements outlined in the PSP, Change 1 to the CRPS and UDS to optimise land use development and supports the provision of cost effective infrastructure
- 6.79 This approach for developing ODP's reflects current best practice, as evidenced by PC 7. The resulting framework and ODP will deliver more long term sustainable environmental outcomes than what is currently provided for by the Living X zone and the ODP contained within Appendix 19.
- 6.80 More specifically, the ODP responds to the context of the site and wider township by:

- supporting a range of section sizes
  - creating an attractive street scene by requiring housing to front onto Blakes Road
  - supporting a safe and efficient road network that promotes walking and cycling
  - providing an open space amenity reserve based around the existing walnut grove that provides an historic link to the site
  - securing access to the remaining undeveloped sections within The Paddocks subdivision to the north
- 6.81 The ODP, the accompanying criteria and the comprehensive list of subdivision assessment matters contained within the Living Z zone framework will ensure long term environmentally sustainable development can be realised. It also responds to the context of the site, which is a Rural (inner Plains) zone surrounded on all boundaries by Living zone environments.
- 6.82 Such an approach is consistent with Policy B4.3.3, which reads as follows<sup>45</sup>:
- RESIDENTIAL AND BUSINESS DEVELOPMENT – TOWN FORM POLICIES**
- Policy B4.3.3**
- Avoid zoning patterns that leave land zoned Rural surrounded on three or more boundaries with land zoned Living or Business.
- 6.83 Land use and subdivision development in the town is currently managed through ten different zones (see [Table 8](#)). Option 1 supports a consolidation of the Living zone provisions in the SDP that manage growth in Prebbleton by replacing the existing Living X zone provisions as they relate to this land holding with the more generic Living Z zone framework, thereby making the SDP more efficient to interpret and administer.
- Environmental costs***
- 6.84 There may be a perception from some residents in Prebbleton that the site should not be developed to more intensive densities than what is currently provided for by the Living X zone (minimum average of 800m<sup>2</sup>) and that the Living Z zone densities of 10hh/ha (minimum average of 700m<sup>2</sup>) may undermine the character and amenity of the area.
- Economic and social benefits***
- 6.85 The rezoning of the land holding will promote more efficient development through shared servicing, such as road and utility infrastructure. It also presents an opportunity to formulate an ODP that responds to the wider context of the area and co-ordinates the development of the last remaining 'Greenfield' land in this geographic area, with the land to the north (The Paddocks), east (Elmwood Drive), south (Cairnbrae Drive) and west (Aberdeen) having been subdivided. The comprehensive and integrated development of this area will promote long term community benefits, such as the provision of open space reserves and a well connected road network that encourages walking and cycling.
- 6.86 The Living Z zone framework promotes development options that optimise the land available through applying a 10hh/ha minimum density that reflects the urban consolidation and intensification principles espoused in Change 1 to the CRPS and UDS. This supports a wider range of housing options to better respond to the needs of the community. The application of a strategic planning framework to manage the on-going development of the wider block will achieve the community aspirations and wider strategic planning outcomes expressed in the PSP.
- 6.87 Option 1 also enables the development aspirations of the land owners formulated through the consultation undertaken as part this plan change process to be reflected in the ODP. This provides a degree of surety that the aspects of the site that are valued by the land owners can be realized at subdivision stage through the ODP, including for example the formulation of a road network that supports a future layout that is able to accommodate large curtilage areas to protect the gardens established around the existing dwellings and incorporating a portion of the walnut orchard into the proposed reserve.

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<sup>45</sup> SDP Township Volume, 4 Growth of Townships, Policy B4.3.3, B4-035

### ***Economic and social costs***

- 6.88 A potential economic cost is that there is no surety around when PC 21 may be formalised and what form it may ultimately take in response to submissions, the public hearing and resolution of any appeals. The opportunity for the land owner to develop now in accordance with the Living X zone to take advantage of the current demand for sections in Prebbleton may therefore be lost as the optimal connections, open space reserve and infrastructure servicing for the Area 1 development area has not been formalised through the zoning process, although connections are required to accord with the Living X zone ODP currently contained within Appendix 19 and other strategic assets have been referenced in the ODP that forms part of proposed PC 21.

### **OPTION 2 – Retain the existing Living X (Blakes Road) zone [STATUS QUO]**

- 6.89 Option 2 would retain the Living X (Blakes Road) zone provisions, which enables the land owners to subdivide the property, if and when they choose to, without being subject to the more comprehensive requirements of the Living Z zone (such as detailed ODP criteria and subdivision assessment matters).

### ***Environmental benefits***

- 6.90 The existing Living X zone is also guided by an ODP that promotes the integrated development of the site and requires a well connected subdivision design to service the land holding. The existing provisions established through the Environment Court consent order, coupled with the guidance provided by the PSP, are arguably sufficient to ensure the future development of the site achieves sustainable development outcomes, including the establishment of the connections to the 'Greenfield' residential land to the west identified in the ODP contained within the Appendix 19 of the SDP.

### ***Environmental costs***

- 6.91 The Living Z zone framework reflects a contemporary response to the resource management pressures facing the settlements within the commuter belt of Christchurch City. It incorporates a range of methods to achieve more sustainable residential developments through the use of ODP's and detailed subdivision assessment matters to address environmental, social, economic and cultural values.
- 6.92 The retention of the Living X zone provisions present a lost opportunity in respect to ensuring the development site is integrated with its surrounding environment is serviced with cost effective and efficient infrastructure and densities support a range of section sizes to better meet the needs of the community and to optimise the available 'Greenfield' land to accommodate the increased population projected for Prebbleton. Although the Living X zone and the associated ODP facilitates sustainable development options, it is considered that the Living Z zone framework supports more efficient outcomes through a more comprehensive ODP and planning package that responds better to the context of the site.

### ***Economic and social benefits***

- 6.93 The retention of the current zoning provisions that manage development of the site will negate any amendments to the SDP, which in turn avoids any on-going costs being incurred by rate payers in pursuing the proposed amendments through the PC 21 process. In addition, the Living X zone framework has traditionally been utilised for managing subdivision development in the District, so retaining provisions within the SDP that people are accustomed to using presents benefits in respect to timely decision making. Although, the Living Z zone has essentially superseded the Living X zone framework for managing residential 'Greenfield' development within the UDS area of the District and developers are now generally familiar with the change in approach.
- 6.94 The community also has an expectation that the land may be developed in accordance with the Living X zone, so retaining the current framework may avoid concern amongst directly affected parties that the effects of an amended framework may be more significant than what is currently the case.

### ***Economic and social costs***

- 6.95 It is considered the Living X zone framework is less able to achieve the sustainable outcomes facilitated by the more comprehensive Living Z zone, which applies the urban intensification principles supported by Change 1 to the CRPS and the UDS and delivers the community expectations of the PSP. The following economic and social costs they therefore arise:
- fragmented infrastructure that is more costly to run and maintain in the long term
  - poorly connected road networks that are difficult to orientate around and do not promote walking and cycling as an alternative to private motor vehicles
  - subdivision layouts that are less responsive to the context of the site, for example incorporating references to its historic past by utilising the walnut orchard as a focal point for an open space reserve, establishing appropriate urban design treatments to compliment the Blakes Road streetscape and supporting connections to the residential 'Greenfield' areas to the west and The Paddocks to the north
  - fails to respond to the community expectations expressed in the PSP or the land owner aspirations determined through the PC 21 consultation

### **Conclusion: Issue 2 Rezone the Living X (Blakes Road) zone (part Area 1)**

- 6.96 Overall, it is considered that the existing provisions do not represent the most efficient or effective means of achieving the existing objectives of the SDP, particularly when the existing Living X zone is compared to the Living Z zone framework. The application of the Living Z zone framework to the existing Living X zone will facilitate a range of environmental, social and economic benefits, including ensuring that the development of the subject land is integrated with the adjoining residential 'Greenfield' area and reflects the wider context of the development block.
- 6.97 The Living Z zone will require subdivision to accord with a more comprehensive ODP that has been developed in response to the context of the site and wider community and land owner aspirations. In addition, the Living Z zone framework will allow greater strategic consideration to be given to the sub-area issues identified in the PSP and the wider urban intensification and consolidation principles espoused in the UDS and Change 1 to the CRPS. The integration of physical resources such as pedestrian and cycling networks, safe and efficient roads, community facilities, business activities and open space, with other site specific natural resources identified in the PSP.
- 6.98 It is therefore considered that Option 1 presents an opportunity to establish more sustainable resource management outcomes for the wider development block and that the benefits associated with this approach significantly outweigh the efficiencies able to be gained through the retention of the Living X zone provisions.

## **ISSUE 3: AMENDING THE LIVING 1A ZONE PROVISIONS TO FACILITATE THE PROACTIVE AND SUSTAINABLE DEVELOPMENT OF AREA 5**

### **BACKGROUND**

- 6.99 In addition to the Living X (Blakes Road) zone, the structure plan exercise also reviewed the existing Living 1A zone, which provides for minimum average allotment sizes of 2,000m<sup>2</sup>. Development of the Living 1A zone also needs to accord with the operative ODP contained within Appendix 19 of the Township Volume.
- 6.100 The PSP hearing process and on-going active engagement with the land owners of the residential growth Area 5 has identified their preference for their land holdings to be rezoned to facilitate a more graduated density from low-density residential along the Tosswill and Trices Road frontage to more standardised residential densities where the block adjoins the Prebbleton Domain. The preference indicated by the land owners, and supported by Council officer's, is to provide a planning framework that supports a range of lower density residential section sizes that are generally larger than what is provided

for under the Living Z zone framework, but more intensive than what is facilitated under the existing Living 1A zone.

- 6.101 The ODP that was inserted into Appendix 19 by the Environment Court consent order to dispose of the Fowler and Troy Enterprises appeal on the SDP requires the following to be provided at subdivision:

- ☐ indicative road layout
- ☐ indicative pedestrian/cycle links
- ☐ limited vehicle access onto Trices Road, with development to be served by one entranceway to service one dwelling only from each of the four existing properties fronting Trices Road
- ☐ a future corner splay at the intersection of Tosswill and Trices Roads

- 6.102 The following specific rules within the SDP also apply to the Living 1A zone in Prebbleton:

#### **4.9 BUILDINGS AND BUILDING POSITION**

##### **Permitted Activities – Buildings and Building Position**

- 4.9.8 Any building in the Living 1A Zone at Prebbleton shall be setback from the road boundary of Trices Road by not less than 10 metres. The 10 metre area shall be landscaped.

#### **6.2 HEIGHT AND SETBACKS – UTILITY BUILDINGS**

##### **Permitted Activities – Heights and Setbacks – Utility Buildings**

##### **6.2.1.2 ...**

##### **(a) Prebbleton**

Any utility building in the Living 1A Zone at Prebbleton shall be set back from the road boundary of Trices Road by not less than 10 metres, provided that the 10 metre area is landscaped.

#### **12.1 SUBDIVISION – GENERAL**

##### **Restricted Discretionary Activities – Subdivision – General**

...

- 12.1.3.24 In the Living 1A ... zones at Prebbleton, any subdivision is in general accordance with the respective concept and/or Outline Development Plans in Appendix 19

...

##### **Table C12.1 – Allotment Sizes**

<b>Township</b>	<b>Zone</b>	<b>Average Allotment Size Not Less Than</b>
Prebbleton	Living 1A	2,000m <sup>2</sup>

...

- 6.103 Importantly, the Living 1A zone provisions in Prebbleton also apply to the adjoining Stonebridge Way subdivision, where approximately 65 sections have been developed in accordance with the associated land use rules and subdivision standards.

## **OPTION ANALYSIS**

### **OPTION 1 – Amend the existing Living 1A zone framework to facilitate a range of section sizes and to insert an operative ODP [PREFERRED OPTION]**

- 6.104 Option 1 proposes to amend the existing Living 1A zone to facilitate a broader range of section sizes at lower densities than what are provided for under the Living 1 zone (800m<sup>2</sup>) for Prebbleton, but at higher densities than what can be developed under the existing Living 1A zone (2,000m<sup>2</sup>). This framework would provide for three variations in section sizes (Area A – 1,250m<sup>2</sup>, Area B – 1,000m<sup>2</sup> and Area C – 800m<sup>2</sup>) to promote graduated densities from Trices Road through to the Domain. A distinction is required to be made between the developed portion of the Living 1A zone and the undeveloped balance, which is proposed to be achieved through the amended ODP.
- 6.105 An overall density of 8hh/ha is promoted to facilitate generally larger sections than what is provided for under the Living 1 zone in Prebbleton (800m<sup>2</sup>), with subsidiary amendments



to ensure that any future development of the block is proactively managed through an operative ODP.

- 6.106 Importantly, the development area is contained within the MUL applied to Prebbleton, but is not required to accord with the minimum net densities of 10hh/ha prescribed under Change 1 to the CRPS as it is existing zoned land. A degree of flexibility is therefore provided to formulate a planning framework that accommodates the outcomes anticipated by the land owners, whilst achieving sustainable development that delivers the long term community outcomes expressed in the PSP.
- 6.107 The amendments to the Living 1A zone facilitates more intensive development than what is currently provided for by the SDP. Importantly, this intensification is consistent with Change 1 to the CRPS as the area is not required to accord with the density requirements of 10hh/ha as it is identified as zoned land rather than a residential 'Greenfield' area. However, the anticipated household yield anticipated from the development block does form part of the overall 1,295 households allocated to Prebbleton under Policy 6 of Change 1. The current yield under the Living 1A zone equates to approximately 56 households<sup>46</sup>, where in comparison the amended zoning framework that supports a minimum average density of 8hh/ha would yield approximately 108 households based on the reserve and stormwater requirements outlined in the proposed ODP.
- 6.108 The proposed amendments to the Living 1A zone support an additional 56 households, which represents twice the household yield originally anticipated to be provided from this development block by the PSP and Change 1 to the CRPS. However, PC 21 continues to be able to 'give effect' to Policy 6 of Change 1 should this yield be realised because there are considered to be sufficient households available within the overall allocations to absorb the additional intensification within this particular development block due to the following:
- the decisions version of Change 1 miscalculated the size of Area 2 (residential 'Greenfield' area SP 4), identifying that it was 10ha in size and allocating it 100hh, where it is actually 6ha (60hh) - effectively providing a credit of 40hh
  - the PSP identifies Area 1 as being 8ha in size (80hh), where it is actually 5.8ha in size (60hh) - effectively providing a credit of 20hh
  - the PSP identifies the Living X zone portion of Area 1 as being 11.5ha in size (100hh), where it is actually 7.7ha in size (77hh) - effectively providing a credit of 23hh
- 6.109 Option 1 entails the replacement of the existing ODP in Appendix 19 with an amended plan that applies to the undeveloped balance of the Living 1A zone. More specifically, Option 1 will require the current minimum average allotment size reference of 2,000m<sup>2</sup> in Table C12.1 of the subdivision Rules to be amended to reference three density options and to reference the requirement for development to accord with the amended ODP in Appendix 19. The existing 2,000m<sup>2</sup> will need to be retained and additional wording incorporated to make the distinction between the ODP area and the developed portion of the Living 1A zone, being the Stonebridge Way subdivision.

#### 12.1 SUBDIVISION – GENERAL

##### Restricted Discretionary Activities – Subdivision – General

...

**Table C12.1**

Township	Zone	Average Allotment Size Not Less Than
<u>Prebbleton</u>	<u>Living 1A</u>	<u>Area A: 1,250m<sup>2</sup>; Area B: 1,000m<sup>2</sup>; Area C: 800m<sup>2</sup> – In all cases development shall proceed in accordance with the ODP contained in Appendix 19 and shall achieve a minimum density of 8hh/ha once the entire site has been developed.</u> <u>2,000m<sup>2</sup> shall apply to the balance of the zone</u>

- 6.110 There is a preference for the criteria within the ODP to form the basis of the assessment to consider the appropriateness of the subdivision, as opposed to the more traditional

<sup>46</sup> Prebbleton Structure Plan: Adopted February 2010; Section 6 Table 4 - Prebbleton Residential Development Area, Land Already Zoned [P13]

approach of prescribing a specific set of subdivision assessment matters that would only apply to the Living 1A zone. This follows a similar approach to the Living Z zone framework, which is generic in nature and where there is a reliance on the ODP and related criteria to address site specific issues such as interface treatments, servicing requirements and urban design outcomes.

- 6.111 The following Rule 12.1.3.24 should be retained as it requires development within the Living 1A zone to accord with the amended ODP contained in Appendix 19. Failure to accord with this operative ODP would continue to trigger a non complying activity resource consent application pursuant to Rule 12.1.7.1<sup>47</sup>.

12.1.3.24 In the Living 1A ... zones at Prebbleton, any subdivision is in general accordance with the respective concept and/or Outline Development Plans in Appendix 19

### ***Environmental benefits***

- 6.112 Option 1 achieves a broader range of strategic planning outcomes that better respond to the urban consolidation principles espoused within the UDS, Change 1 to the CRPS and the PSP than the existing Living 1A zone framework, including the following environmental benefits:

- optimises the development of a block of land that already has a residential zoning by increasing the potential yield while avoiding adverse environmental effects
- provides a greater range of residential sections that cater for the wider needs of the community, including larger sections that are no longer able to be provided within residential 'Greenfield' areas due to the 10hh/ha density requirement
- the comprehensive ODP supports stronger integration with the adjoining Domain and wider township, promotes safe and efficient transport networks, incorporates methods to treat and dispose of stormwater and better responds to the context of the site than the existing Living 1A zone ODP (through the incorporation of the water race into the concept, reserve connections, amenity tree survey, lower density allotments on the boundary of Trices and Hamptons Road and urban design controls)
- supports integrated and cost effective infrastructure
- implements the PSP through the provision of open space links, connections and integration with the adjoining Domain, securing appropriate densities and applying urban design treatments at the sensitive urban-rural edge to retain the rural aspect, compliment the towns character , while reducing the risk of adverse reverse sensitivity effects

- 6.113 Option 1 will produce more sustainable environmental outcomes than the existing Living 1A zone framework through the provision of a comprehensive ODP that supports varied section sizes, responds to the site characteristics and incorporates the land owners aspirations established through consultation.

- 6.114 In a general sense, low density living environments are less sustainable than consolidated urban forms as they consume more land at a higher rate than what is typically required for residential development and necessitates infrastructure to be installed to service what are generally small populations. The proposed amendments contained with Option 1 will optimize the development of a residential zoned block of land by increasing the density to enable a higher yield to be gained from the land, which reduces the environmental impacts that are sometimes attributed to low-density residential environments.

### ***Environmental costs***

- 6.115 Option 1 supports housing densities that effectively double the potential yield able to be achieved under the current Living 1A zone. It also facilitates the creation of a broader range of sections sizes, including parcels significantly below the 2,000m<sup>2</sup> size that is currently anticipated for the land holding. Some parties may raise concerns with this level of intensification, given the semi-rural amenity that is currently attributed to the development block and the context of the site on the urban boundary of the township.

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<sup>47</sup> SDP Township Volume: Part C – Living Zone Rules – Subdivision C12-028

- 6.116 In addition, the proposed amendments are reducing the size of sections able to be developed within the Living 1A zone from 2,000m<sup>2</sup> to a range from between 1,250m<sup>2</sup> to 800m<sup>2</sup>. This essentially reduces the prospect of large low-density residential sections being developed, which removes what are a highly sought after housing typology not only in Prebbleton but within the commuter belt of Christchurch City from the market.
- 6.117 Amenity conflicts may also arise as a result of the ability to develop relatively smaller sections at the sensitive interface of the Living 1A zone and Prebbleton Domain, where the land presents a high quality semi-rural character when viewed from this popular recreational area and the rural land holdings to the south.

***Economic and social benefits***

- 6.118 It is considered that the more comprehensive approach encompassed within Option 1 is better placed than the existing Living 1A zone framework in delivering the long term sustainable outcomes espoused in the PSP and supported by Change 1 to the CRPS and the UDS. The amended ODP supports stronger connections and better integrates the site with its surrounding environs, enabling the future residents the ability to enjoy a high quality living environment that compliments the character and amenity of the township.
- 6.119 It has been established that sufficient capacity within the existing network to support cost effective methods to service the additional sections able to be developed through the amended Living 1A zone and the ODP identifies appropriate methods to treat and dispose of stormwater to contain run-off within the boundaries of the development block. Developers will need to extend the sewer main and establish other infrastructure to facilitate the development, but there is confirmed capacity in the ESSS.
- 6.120 The additional provisions are likely to enable the current or future land owners to achieve higher economic gains from developing the land as the amended provisions facilitate the development of twice as many sections than what is currently the case. It is considered that these economic gains will not undermine the wider social and community outcomes able to be achieved through what is a more comprehensive approach to managing the future subdivision of the land.

***Economic and social costs***

- 6.121 The community has an expectation through the SDP that the development block will support development densities that will yield approximately 56 households at a minimum average allotment size of 2,000m<sup>2</sup>. The status quo approach continues to support these expectations and accords with an ODP that was developed through a Consent Order developed between the Council and some of the land owners through Environment Court mediation. Despite the general buy-in from the land owners in respect to the amended Living 1A zone framework proposed in Option 1, any change in the current operative provisions may be perceived by some as a shift away from a settled and established framework for managing the development of the area.
- 6.122 In addition, there may be additional costs to developers in preparing a subdivision application that accord with the proposed ODP, which is more comprehensive than what is currently in place to guide the subdivision of the Living 1A zone. This may necessitate the input of additional experts, such as urban designers and landscape architects, which may not be necessary under the current provisions.

**OPTION 2 – Retain the existing Living 1A zone [STATUS QUO]**

- 6.123 Option 2 would retain the existing provisions that currently apply to the Living 1A zone, which enables the land owners to subdivide the property, if and when they choose to, without any immediate constraint.

***Environmental benefits***

- 6.124 The Living 1A zone is currently managed by an operative ODP that promotes integrated development, albeit to a lesser extent than what is proposed through the amended PC 21 ODP. The existing provisions are arguably sufficient to ensure the future development of the site achieves sustainable outcomes and there is an argument that it is more efficient to retain the existing provisions rather than adopting the Option 1 amendments. Such an

approach also supports consistency in respect to subdivision densities and environmental outcomes over the entire Living 1A zone, which is inclusive of the developed Stonebridge Way development.

***Environmental costs***

- 6.125 The amendments proposed to the existing Living 1A zone and the associated ODP represent a more strategic and arguably informed response to the development issues affecting Area 5, with the PC 21 process involving a detailed contextual analysis of the opportunities and constraints associated with the site and extensive consultation with land owners through the PSP process and formulation of PC 21.
- 6.126 The retention of the status quo therefore represents a lost opportunity in respect to achieving positive environmental outcomes, including a number of urban design responses to optimise the sites location adjacent to the Prebbleton and being positioned on the urban-rural edge of the township.

***Economic and social benefits***

- 6.127 The status quo would negate the need for the on-going PC 21 rezoning process to consider the Area 5 development block, which would reduce the Council expenditure involved in advancing the proposed amendments. The retention of the existing Living 1A zone framework enables the land owners to apply for subdivision without the time constraint of having to await the final outcome of the proposed zoning or the necessity to accord with a more detailed ODP.
- 6.128 Importantly, the current zoning provides for lower-density residential sections that are highly sort after within Prebbleton. There has been significant interest in recent years in the availability of properties with a rural outlook, but located within close proximity to the services and opportunities within Prebbleton and the townships vicinity and accessibility to Christchurch City. Therefore, the 2,000m<sup>2</sup> size sections currently provided for by the Living 1A zone form an important housing option to the market, with sections of this size being unlikely to be provided within the MUL of townships in the UDS area of the District because of the 10hh/ha density requirement and focus on urban consolidation and intensification principles.

***Economic and social costs***

- 6.129 As identified above, the retention of the current zoning framework is not considered to be as responsive to the context of the site or the needs of the current land owners when compared to the amendments contained in Option 1. The status quo represents a lost opportunity in respect to delivering the community outcomes expressed in the PSP and delivering the stronger connections and linkages to the Domain and access to the rural edge of Prebbleton. It also fails to deliver the wider strategic outcomes, including those listed in the Option 1 analysis above.
- 6.130 The land owners are likely to obtain a reduced economic return on the land under the current zoning framework, which may be a disincentive to proceed with the subdivision where the existing land use represents a more economically viable option. This may reduce the number and range of sections available on the market to accommodate the projected growth anticipated in the township, and could contribute to less affordable housing as supply is reduced.

**OPTION 3 – Apply the Living Z zone framework to the Living 1A zone  
[ALTERNATIVE OPTION]**

- 6.131 An alternative approach would be to apply the Living Z zone framework and incorporate an associated ODP that supports residential densities of 10hh/ha.

***Environmental benefits***

- 6.132 The direct environmental benefits at the macro level would be that the future subdivision of the land would align to the urban consolidation and intensification principles espoused in Change 1 to the CRPS and the UDS. The site specific benefits would be that a range

of residential sections would be facilitated to sustainably respond to the population and housing demands projected for Prebbleton.

***Environmental costs***

- 6.133 The replacement of the existing Living 1A zone framework with the Living Z zone would be inconsistent with the relatively unique context of the development site, which is undeveloped Living 1A zoned land that is located on the outskirts of the township between the Domain and rural environment and adjoins an established low-density living area.
- 6.134 Option 3 would necessitate substantial amendments to the established Living Z zone policy framework, including specifically providing an exemption for the PC 21 Area 5 in Objective B4.3.6 and Policy B4.3.8 that prescribe a minimum net density of 10hh/ha. The intention of the Living Z zone is to ensure a generic set of objectives and policies are in place to consolidate the planning provisions guiding the development and subdivision of residential 'Greenfield' land, with the ODP approach responding to site specific needs rather than sub-zones or stand alone subdivision assessment matters being applied on a one-off basis.

***Economic and social benefits***

- 6.135 The replacement of the Living 1A zone with the Living Z zone would entail the removal of the Living 1A zone framework from the SDP, thereby consolidating the Living zone provisions and reducing the number of provisions to interpret and administer.

***Economic and social costs***

- 6.136 The requirement to create a hybrid zone within the Living Z zone planning framework may make the SDP less efficient in respect to how it is interpreted and administered due to amendments that may be difficult to interpret. The amendments to the established framework promoted under Option 1 to support more strategic planning outcomes is arguably more cost effective and recognises the clear distinction between this development block and the remaining four areas being considered as part of the PC 21 process.

**Conclusion: Issue 3 Amend the existing provisions for the Living 1A zone (Area 5)**

- 6.137 Overall, it is considered that the Option 1 approach of amending the existing Living 1A zone and incorporating a more detailed ODP that better responds to the sites context and the land owners aspirations is more efficient than the alternatives. A number of significant environmental, social and economic benefits will be gained through the proposed amendments, which optimise the use of the land by providing a greater range of residential sections that cater for the wider needs of the community, including larger sections that are highly sort after within and around Prebbleton.
- 6.138 The comprehensive ODP supports stronger integration with the adjoining Domain and wider township, promotes safe and efficient transport networks, incorporates methods to treat and dispose of stormwater and better responds to the context of the site than the existing Living 1A zone ODP. This approach goes some way to implementing the PSP through the provision of open space links, connections and integration with the adjoining Domain, securing appropriate densities and applying urban design treatments at the sensitive urban-rural edge to retain the rural aspect, compliment the towns character, while reducing the risk of adverse reverse sensitivity effects
- 6.139 It is considered that these benefits outweigh the identified costs and that the proposed amendments represent an approach that better enables the SDP to meet the purpose of the Act than the existing Living 1A zone framework.

## ISSUE 4: REFERENCE THE LIVING Z ZONE IN POLICY B4.1.1 (a)

### BACKGROUND

- 6.140 The 2nd bullet point of the Residential Density Strategy identifies the variety of densities that apply to each township through the Living 1 zone as a baseline that reflects the amenity and function of the settlements, but it also makes reference to the Living WM and X zones. A specific reference is made to the Living Z zone, where the Strategy identifies that:

...The exception is in the Living Z zones and Medium Density areas where greater densities are anticipated. These areas are subject to additional regulatory controls which will ensure high quality urban design outcomes to maintain the amenity of the towns."

- 6.141 However, the specific reference to the Living Z zone has not been carried forward to Policy B4.1.1 (a), which identifies the need for a variety of allotment sizes for erecting dwellings in the Living 1 zone and identifies that an exception is provided for Medium Density housing. This policy does not make any reference to the Living Z zone, which supports the consolidated management of township growth through section sizes that accord with a minimum density of 10hh/ha.
- 6.142 The following amended Policy B4.1.1 (a) is proposed to ensure that the policy reflects the statement prescribed in the associated Strategy (Amendment 2):

#### **Policy B4.1.1**

- (a) Provide for a variety of allotment sizes for erecting dwellings in the Living 1 Zones, while maintaining average section size similar to that for existing residential areas in townships, except within the Living Z zone, including any Medium Density area identified in an Outline Development Plan where a higher density of development is anticipated.

## OPTIONS ANALYSIS

### **OPTION 1 – Amend Policy B4.1.1 (a) to reference the Living Z zone [PREFERRED OPTION]**

- 6.143 Option 1 entails the inclusion of the above amendment to Policy B4.1.1 (a) to assist in the interpretation and application of Residential Strategy in the context of the Living Z zone.

#### ***Environmental benefits***

- 6.144 The Residential Density Strategy clearly makes a distinction between the various Living 1 zone standards as they apply to each township within the District and the Living Z zone, which facilitates a broader range of household typologies based on a minimum net density control. This framework has been developed in response to growth pressures and in recognition that a more comprehensive set of provisions are necessary to ensure the SDP better achieves the purpose of the RMA.
- 6.145 The inclusion of the Living Z zone within the policy will provide greater clarity for those using the SDP and assists in the interpretation and understanding of Policy B4.1.1 (a). The proposed amendment will go some way to reducing the risk that this policy may be misinterpreted, which in turn may contribute to poor environmental outcomes.

#### ***Environmental costs***

- 6.146 Any environmental costs that may be attributed to the proposed amendment are considered to be negligible given that the amendment is limited to specifically referencing the intent of the Residential Density Strategy within the associated Policy.

#### ***Economic and social benefits***

- 6.147 The proposed amendment will provide surety to people reviewing and administering the SDP that the Living Z zone facilitates a broader range of housing typologies than what is generally facilitated by the Living 1 zone. This may ultimately reduce unnecessary costs and delays that may result from misinterpreting the provisions of the plan.

### ***Economic and social costs***

- 6.148 Any economic and social costs that may be attributed to the proposed amendment are considered to be negligible given that the amendment is limited to specifically referencing the intent of the Residential Density Strategy within the associated Policy.

### **OPTION 2 – Retain the current wording of Policy B4.1.1 (a) [STATUS QUO]**

#### ***Environmental benefits***

- 6.149 There are considered to be no environmental benefits able to be gained from retaining the current wording of Policy B4.1.1 (a) as the proposed amendment is restricted to including a specific reference to the Living Z zone to ensure the related policy is consistent with the Residential Density Strategy.

#### ***Environmental costs***

- 6.150 The environmental costs in retaining the existing wording are considered to be negligible given that the Residential Density Strategy clearly outlines the distinction between the Living 1 zone framework and density requirements contained within the Living Z zone.

#### ***Economic and social benefits***

- 6.151 Retaining the current wording would avoid the risk that any amendment proposed to Policy B4.1.1 (a) through PC 21 may be subject to appeal, which could potentially result in significant costs to the rate payer in defending any decision that approves the suggested amendment.

#### ***Economic and social costs***

- 6.152 There could be potentially significant costs and delays to developers if the policy is misinterpreted. In addition, the SDP should be drafted in a way that enables it to be readily understood by members of the public and those using it on a regular basis.

### **Conclusion: Issue 4 Amend existing Policy B4.1.1 (a)**

- 6.153 Overall, it is considered appropriate to amend Policy B4.1.1 (a) as it provides greater clarity to people reviewing and administering the SDP that the Living Z zone facilitates a broader range of housing typologies than the traditional Living 1 zone framework. It also ensures that the intent of the Residential Density Strategy is clearly referenced in the related policies. Any environmental, social and economic costs that may be attributed to this proposed amendment are considered to be negligible.

## **ISSUE 5: LIVING Z ZONE FENCING CONTROLS ADJACENT TO RESERVES**

### **BACKGROUND**

- 6.154 The SDP Living Z zone framework currently provides for the following fencing requirements as a permitted activity where residential sections adjoin public access ways.

#### **Permitted Activities – Buildings and Streetscene**

For all residential development located within the Lowes Road Outline Development Plan area (Appendix 34) or a Living Z zone

- 4.13.1 The maximum height of any fence between the front boundary building façade and the street, or a private Right of Way or shared access over which the allotment has legal access, shall be 1m. For allotments with frontage to more than one road, any fencing on the secondary road boundary is to be no higher than 1.8m.

- 6.155 Failure to comply with the above rule triggers a restricted discretionary activity resource consent, with Council restricting the exercise of its discretion to the following matters under Rule 4.13.4, being the extent to which:

- ☐ an open streetscene is maintained and views between the dwelling and the public space, private Right of Way or shared access are retained

- the visual appearance of the site from the street, or private Right of Way or shared access over which the lot has legal use of any part, is dominated by garden planting and the dwelling, rather than front fencing
  - the proposed fence is constructed out of the same materials as the dwelling and incorporates steps in plan, landscaping and see-through materials such as railing or trellis

6.156 However, the Living Z zone does not include similar fencing controls where residential land directly adjoins Council reserve. There is also no specific reference to the need for appropriate fencing along the interface between residential development areas and open space reserves within the SDG or MDHG.

6.157 It is considered that the absence of any fencing controls between the Living Z zone sections and reserves presents a significant risk to the amenity of public reserves and potentially reduces the safety of the public. Enabling development to occur in the absence of appropriate controls to manage the effects of extensive lengths of closed board fences at 1.8m in height gives rise to the following poor outcomes:

  - reduces the open space amenity of reserves
  - servers residential development from public spaces and precludes integrated development
  - creates enclosed corridors that reduce the perception of safety, which in turn can result in less people using reserves that cost rate payers to establish and maintain – this could result in people avoiding reserves to access local services and amenities by foot or cycling, which in turn places a greater reliance on private motor vehicles
  - fails to apply Crime Prevention Through Environmental Design Principles (CPTED) to achieve environmental, social and economic outcomes

6.158 The current response from Council to mitigate the above effects is to place conditions on subdivision consents that specify fencing controls and requires these to be retained in perpetuity through consent notices on the certificates of title of the residential sections. Developers have been responsive to this approach for the most part, with there being an acknowledgement that fencing at the sensitive interface with reserves needs to be managed. However, there are examples where developers have resisted subdivision conditions and a review of a variety of recently approved subdivision consents in Rolleston, Lincoln and Prebbleton has highlighted some variance in the fencing controls being applied.

6.159 The following three conditions have been applied to the sample subdivision decisions that were reviewed to inform the following assessment:

  - i. *“That a consent notice be registered against all lots adjacent to any reserve or walkway stating the following:*  
*Any fence erected within 5.0m of any reserve and parallel or generally parallel to that boundary shall not exceed 1m in height except that where a fence or other screening structure is over 1m in height, then the whole of that structure shall be at least 50% visually transparent. No fence or screening structure shall exceed a height of 1.8m. Note that for the purposes of this condition a fence or other screening structure is not the interior wall of a building or accessory building.”*<sup>48</sup>
  - ii. *“Any fencing along a boundary adjoining a reserve shall be limited to a height of no greater than 1.2m”*<sup>49</sup>
  - iii. *“That a consent notice shall be registered against the certificate of title to issue for each of Lots..., stating that:*  
*Fencing on internal boundaries that adjoin Council reserves shall be at least 50% transparent and have a maximum height of 1.2m”*<sup>50</sup>

<sup>48</sup> RC125096 Prebbleton Central, RC085256 Sterling Park, RC125257 Rosemarryn, RC115379 Farrington & RC 125086 Park Lane

<sup>49</sup> RC125202 Cairnbrae (Blake), RC115208 (Coffey)

<sup>50</sup> RC125017 CDL



- 6.160 The following provisions contained within **Attachment 1** are considered appropriate based on a review of the conditions applied to subdivision consents issued recently and discussions with Consent and Strategic Policy Planners:

#### **4.17 FENCES ADJOINING RESERVES**

##### **Permitted Activities – Fences Adjoining Reserves**

For all development located within the Living Z zone that shares a boundary with a reserve or walkway.

- 4.17.1 Any fencing erected within 5m of any Council reserve that exceeds 1.2m in height must be at least 50% visually transparent over the entire fence.

##### **Restricted Discretionary Activities – Fences Adjoining Reserves**

Rule 4.17.2 Any activity which does not comply with Rule 4.17.1 shall be a restricted discretionary activity. Council shall restrict the exercise of its discretion to the following:

- 4.17.2.1 The extent to which the proposed fencing promotes passive surveillance to reduce the fear and incidence of crime.
- 4.17.2.2 The extent to which the fencing design and materials compliment the open space amenity of the reserve.
- 4.17.2.3 The extent to which the orientation of the section and aspect of the outdoor living areas within the section is able to reduce the effects of the non-complying fence on the open space amenity of the adjoining reserve.
- 4.17.2.4 The need to avoid adverse cumulative effects arising from the number of non-complying fences being established along a reserve boundary and the extent to which the incremental reduction of the open space amenity of the reserve is mitigated through appropriate fencing design and construction materials and the layout of future dwellings and yard space.

##### **Reason for Rules**

...

##### **Fences Adjoining Reserves**

Maximum fencing heights and transparency controls are provided as a permitted activity within the Living Z zone where residential sections share a boundary with a Council reserve to support appropriate fencing at the sensitive interface at the boundary between public reserve and residential sections. This avoids the establishment of long lengths of tall solid fencing along reserve boundaries to preserve the open space amenity of reserves, integrate residential development with public space, promote public surveillance too reduce the incidence of crime and assists in making reserves attractive and safe places to visit for all members of the community. Consideration should be given from the outset to the orientation and layout of residential sections to ensure dwellings and outdoor living areas are integrated with adjoining reserves to optimize the open space amenity on offer and to avoid the need for high solid fencing.

- 6.161 It is noted that subsidiary amendments to the MDHG and SDG are also likely to be required to ensure design guidance is provided to land owners and developers once the appropriateness of the proposed changes are considered on a substantive basis through the PC 21 process.

## **OPTIONS ANALYSIS**

### **OPTION 1 – Apply maximum fencing heights, transparency controls and setbacks to all Living Z zone properties that adjoin reserves [PREFERRED OPTION]**

#### ***Environmental benefits***

- 6.162 It is considered that the above rules will assist in achieving positive and sustainable urban design outcomes that will benefit the character of development areas and the open space amenity of reserves within Living Z zoned areas.
- 6.163 The environmental benefits that are able to be achieved through the direction provided in the above proposed rule include:

- improved passive surveillance of open space reserves through CPTED<sup>51</sup> principles, which will make these areas more attractive to use as the level of security is improved and the areas susceptibility to crime is reduced
  - integrates residential development with open space reserves, which has the potential to improve the amenity of both public and private spaces
  - high amenity boundaries of open space reserves with residential sections will make these areas more inviting for all age groups and activities
  - promotes pedestrian and cycling as an alternative to private motor vehicles to access local services and amenities due to safer and more attractive connections being established
  - achieves an appropriate balance between securing appropriate open space amenity within reserves, while enabling private outdoor living and service areas to be established within residential sections that are screened from the public
  - sufficiently flexible to promote innovative design solutions, both in respect to considering the most appropriate layout of dwellings, outdoor living space and service areas and the type of fencing being constructed where sections adjoin reserves
- 6.164 The inclusion of a specific rule will provide a greater degree of surety around the design and amenity outcomes at the sensitive interface between the Living Z zone and Council reserves. The proposed rule is considered the most efficient and effective method of managing the effects associated with this issue when compared to the current approach of applying subdivision conditions, which may contribute to inconsistent and variable environmental outcomes.
- 6.165 A height of 1.2m is supported as it aligns with the Building Act minimum fencing height for pools to avoid the need for resource consent where land owners may want to establish a pool or spa pool within the fencing setback. A 1.2m high fence is also better able to retain pets and young children within yard areas than a 1m high fence. This height control is sufficient to achieve the anticipated outcomes and is not considered to be excessive when compared to the 1m maximum that has consistently been applied as a subdivision condition.
- 6.166 A 5m setback is also considered appropriate as it provides a clear space between the property boundary and where a 1.8m high solid fence can be constructed as a permitted activity. A reduced fencing setback may increase the visual impact of double fencing, where solid screening is established around an internal private courtyard, outdoor living space or service areas in addition to the boundary fence. Planting and the establishment of outdoor living or service areas are not precluded within the 5m setback, so this area would remain a usable space within the property. Furthermore, developers have also either nominated or accepted conditions of subdivision consent requiring a 5m fencing setback, illustrating that such a control is generally accepted in the property market.
- 6.167 Consideration was given to whether the height and extent of hedging or vegetative planting should be managed given that it has the potential to reduce site lines and passive surveillance. However, hedging and tree lined boundaries do compliment the character and function of reserves, with vegetation often contributing to the wider amenity of streets and neighborhoods.

#### ***Environmental costs***

- 6.168 The environmental costs associated with Option 1 are considered to be negligible, with the negative impacts of the fencing controls being limited to the restriction on establishing a private outdoor living space or service area within the 5m fencing setback that is fully screened from the view of passers-by or those using the adjoining reserve.
- 6.169 A further implication is that the fencing height and setback controls may preclude land owners from establishing private outdoor living and service areas within residential sections, particularly where the site layout and orientation of dwellings and built structures within the property reduce the available space to establish outdoor living and service

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<sup>51</sup> The "Safer Canterbury: Creating Safer Communities" guidance prepared by the Canterbury Safety Working Party comprising Neighbourhood Support NZ, Christchurch City Council, Selwyn District Council, Waimakariri District Council, Banks Peninsula District Council and Hurunui District Council supports the use of CPTED principles and specifically the use of low and transparent fencing within parks and reserves, 2004 [P2]

areas that have appropriate access to sunlight. Although the risk of this circumstance arising can be significantly reduced at the design stage by providing appropriately sized and shaped sections that are orientated to secure sufficient access to sunlight.

***Economic and social benefits***

- 6.170 The management of fencing along the sensitive interface of residential properties and public reserves will result in improved passive surveillance through the application of CPTED principles, which will make these areas more attractive to use as the level of security is improved. This will ensure that both the reserve and private property are less susceptible to crime and may contribute to more people frequenting the reserves and travelling through them to access other services and recreational and social opportunities available in Prebbleton where they may have otherwise chosen to travel by private motor vehicle.
- 6.171 Reserves are essential public assets that are provided to the community through rates for recreation and open space amenity. Ensuring that people feel safe and the reserve is attractive from an amenity perspective by ensuring appropriate boundary fencing is established will encourage people to use these areas more frequently, which is important given the significant costs required to establish and maintain them. In addition, the value of residential sections, both in terms of monetary gains and amenity, can also be increased by utilising the open space amenity offered by adjoining reserves.

***Economic and social costs***

- 6.172 There is an argument that the additional fencing controls may be overly restrictive and contribute to a drop in property values where the area of the section that adjoins a reserve cannot be fully enclosed. Some land owners may also see the proposed fencing control as being unduly restrictive in enabling them to establish a private outdoor living space and service areas within their property that are fully screened from the view of passers-by, particularly where there is a perception that criminal elements may frequent adjoining reserves.
- 6.173 The inclusion of fencing controls will necessitate on-going consenting, monitoring and enforcement, which may become onerous and expensive to administer.

**OPTION 2 – Allow fencing on the boundary with reserves to be constructed up to 2m in height [STATUS QUO]**

- 6.174 Option 2 supports the retention of the standard SDP provisions for Living 1 zones in Prebbleton where residential development adjoins reserves, facilitating the construction of high closed board fences along internal reserve boundaries. This would be provided on the basis that solid full height fences will give added privacy and assist in containing pets and young children within residential sections.

***Environmental benefits***

- 6.175 This option enables flexibility to land owners to determine the most appropriate boundary treatment that reflects the context of the property and the person's personal circumstance. Such an approach reflects the status quo, whereby the fencing treatments used are generally accepted as being appropriate. In recent years fencing within new subdivisions are often established by the developer to ensure that the boundary treatments are consistent and attractive to make the lots saleable to prospective purchasers. There are also examples of where developers have adopted appropriate response to fencing to ensure the residential development is integrated with the adjoining reserve to assist in contributing to a wider sense of amenity.
- 6.176 Additional controls may unduly inhibit the development of private space within residential sections, particularly where the orientation, size and layout of the section makes it difficult to secure private outdoor living space and service areas with sufficient access to the sun. However, this issue can be avoided to a large extent at the subdivision design stage by providing appropriately sized and shaped sections.

### ***Environmental costs***

- 6.177 As outlined in the Background discussion, a range of poor environmental outcomes can arise where fencing at the sensitive interface between residential sections and reserves are not proactively managed in the long term. These effects are currently managed through subdivision conditions, which are resulting in variable controls and contributes to a lack of surety around what interface treatments are appropriate.
- 6.178 There are examples of where developers have initially established low boundary fencing that is opaque in design and constructed of high quality materials, but for land owners to progressively erect closed board fences to screen residential sections from reserves in the absence of on-going controls. This derogates the level of amenity and contributes to reduced passive surveillance, which can in turn result in increased level of crime and reduction in people's perceived safety.

### ***Economic and social benefits***

- 6.179 Option 2 would result in cost savings, both in terms of the expense involved in supporting any proposed amendments to the SDP through the PC 21 process and latterly through the consenting, monitoring and enforcement of any fencing controls inserted into the Plan.
- 6.180 In addition, some may argue that the fencing controls are overly restrictive and that an intervention prescribing the height, transparency and setback of boundary fencing is an intrusion on private property rights. In contrast, the status quo enables greater flexibility to land owners to choose the type of boundary treatment that suits their needs and personal circumstance.

### ***Economic and social costs***

- 6.181 A range of economic and social costs can be attributed to long lengths of high fencing along open space reserves, including in particular:
- reduced amenity for both residential properties and public spaces, which may impact on property values and contribute to underutilised reserves that cost developers and rate payers to establish and maintain
  - decreased passive surveillance that may contribute to increased levels of crime and diminish the number and age group of people that may frequent reserves – this reduces the social and recreational benefits able to be gained from attractive and safe public open spaces
- 6.182 The absence of more definitive and consistent direction in the SDP establishing appropriate fencing between the Living Z zone and reserves presents a lost opportunity that will give rise to economic and social costs, initially through a potentially extended consenting process to formalise appropriate boundary fencing and over the long term if the fencing proves to be unsuitable and contributes to the above economic and social costs.

### **Conclusion: Issue 5 Incorporate additional fencing controls to the Living Z zone**

- 6.183 It is considered that there is a short coming within the Living Z zone framework where there are no specific controls to manage the effects of fencing at the sensitive interface between residential sections and open space reserves. This presents a risk that the open space amenity of reserves will be undermined and that residential development will 'turn its back' on adjoining public spaces, which presents a lost opportunity and may contribute to a range of adverse effects.
- 6.184 The benefits able to be attained through the rules proposed within Option 1 will provide consistency around the fencing requirements for the Living Z zone, which will contribute to more sustainable development outcomes that will ultimately better enable the SDP to meet Part II of the RMA. There are a number of costs associated with this directive approach, although it is considered that these are outweighed by the positive environmental, social and economic outcomes able to be achieved through the application of the proposed fencing height, transparency and setback controls.

## ISSUE 6: INCREASED MINIMUM BUILDING COVERAGE FOR THE LIVING Z ZONE MEDIUM DENSITY AND COMPREHENSIVE HOUSING

### BACKGROUND

- 6.185 The SDP Living Z zone framework currently provides for the following minimum building coverage requirements as a permitted activity for medium density and comprehensive housing.

#### Permitted Activities – Buildings and Streetscene

Table C4.1 Site Coverage Allowances

Zone	Coverage
Living Z	Including Garage 35%
	Excluding Garage 35% - 36m <sup>2</sup>
	Medium Density Including garage 35%
	Excluding garage 35% - 18m <sup>2</sup>
	Where a site is located in a Medium Density area and forms part of a comprehensive residential development of four or more adjoining lots less than 350m <sup>2</sup> in size, the maximum site coverage shall be 40% and shall be calculated across the area of the entire comprehensive residential development, excluding undeveloped balance lot.

- 6.186 Failure to comply with the above rule triggers a restricted discretionary activity status under Rule 4.7.3.

#### Restricted Discretionary Activities – Buildings and Site Coverage

- 4.7.3 Any activity which does not comply with Rule 4.7.1 shall be a restricted discretionary activity if it complies with all of the following standards and terms:

...

- 4.7.3.3 The site is located in a Living Z Medium Density area located within an Outline Development Plan and the maximum area of the site occupied by a building(s) is:
- (a) 40% - including a garage; or
  - (b) 40% - 18m<sup>2</sup> – excluding a garage; or
  - (c) part of a comprehensive residential development of four or more adjoining lots under 350m<sup>2</sup> in size, in which case the maximum site coverage shall be 45% and shall be calculated across the area of the entire comprehensive residential development, excluding any undeveloped balance lot.

- 6.187 Council has restricted the exercise of its discretion to the following matters, with Rule 4.7.4 specifying that any resource consent application under Rule 4.7.3 shall not be notified and shall not require the written approval of affected parties:

...

- 4.7.4.3 In any Living Z Medium Density areas located within an Outline Development Plan only:
- (a) the extent to which a complying outdoor living area and opportunities for tree planting and garden landscaping are to be provided;
  - (b) whether there are any areas of communal or public open space in the immediate vicinity of the site;
  - (c) the extent to which a balance is achieved between buildings and hard surfacing, and landscaping and open space;
  - (d) the avoidance of an appearance of cramped development that is out of keeping with an open and spacious streetscene; and
  - (e) whether the visual effects of increased site coverage are offset by the provision of an attractive, well designed street frontage with good levels

of architectural detailing and articulation and the siting of garaging and parking areas to the rear of the site.

- 6.188 Failure to comply with the minimum building coverages prescribed in Rule 4.7.3.3 above generates a non-complying activity status under Rule 4.7.5.
- 6.189 These rules are provided to implement Policy B4.1.1 (a)<sup>52</sup>, which anticipates higher residential densities within the identified Medium Density areas. More intensive housing typologies are encouraged to assist in accommodating the anticipated urban growth, retaining compact settlement patterns and to importantly, provide for housing diversity. Policy B4.1.13 anticipates that Medium Density areas will be high quality living environments that achieve a good level of urban design, appearance and amenity<sup>53</sup>. A relevant design consideration in the context of this issue is:

...

- That the appearance of cramped development is avoided by limiting site coverage and ensuring there is open space between houses, duplexes or blocks of terraces, particularly at first floor level

- 6.190 The practical application of the Living Z policy framework has highlighted that one of the constraints identified by housing companies and developers to proceed with Medium Density and comprehensive housing is that the minimum site coverage within the SDP are too low. The site coverage restriction has been identified as a contributing factor to being able to economically develop higher density areas or to provide the market with a range of alternative housing typologies. This in turn, may be inhibiting the range of sections being made available to the market, which in turn may be reducing household choice, affordability and the positive social, economic and environmental outcomes anticipated by the Living Z zone.

## OPTIONS ANALYSIS

### OPTION 1 – Increase the minimum building coverage as it applies to the Living Z zone medium density and comprehensive housing [PREFERRED OPTION]

- 6.191 A review of similar zone packages contained within other District Plans seeking similar built outcomes has shown that 40% is the standard site coverage control for high density housing typologies and that the resulting developments are appropriate within the context of these locations. This is especially true within the residential 'Greenfield' context, where medium density lots are carefully laid out and managed through ODP's. This differs from the more traditional ad hoc infill approach that often focuses on the site specifically, without considering the wider neighbourhood or other strategic planning outcomes.
- 6.192 The following amendments propose to increase the minimum building coverage Living Z zone provisions to make it more viable to develop Medium Density and comprehensive housing typologies within the areas identified within the Living Z zone ODP's (see **Attachment 1**):

#### Permitted Activities – Buildings and Streetscene

Table C4.1 Site Coverage Allowances

Zone	Coverage
Living Z	Including Garage 35%
	Excluding Garage 35% - 36m <sup>2</sup>
Medium Density	Including garage <del>35%</del> 40%
	Excluding garage <del>35%</del> 40% - 18m <sup>2</sup>
	Where a site is located in a Medium Density area and forms part of a comprehensive residential development of four or more adjoining lots less than 350m <sup>2</sup> in size, the maximum site coverage shall be <del>40%</del> 45% and shall be calculated across

<sup>52</sup> SDP: Township Volume, Part B Growth of Townships, Residential Density – Policy B4.1.1 (a), B4-004

<sup>53</sup> SDP : Township Volume, Part B Growth of Townships, Residential Density – Policy B4.1.13, B4-010

the area of the entire comprehensive residential development, excluding undeveloped balance lot.

**Restricted Discretionary Activities – Buildings and Site Coverage**

4.7.3 Any activity which does not comply with Rule 4.7.1 shall be a restricted discretionary activity if it complies with all of the following standards and terms:

...

- 4.7.3.3 The site is located in a Living Z Medium Density area located within an Outline Development Plan and the maximum area of the site occupied by a building(s) is:
- (a) ~~40%~~45% - including a garage; or
  - (b) ~~40%~~45% - 18m<sup>2</sup> – excluding a garage; or
  - (c) part of a comprehensive residential development of four or more adjoining lots under 350m<sup>2</sup> in size, in which case the maximum site coverage shall be ~~45%~~50% and shall be calculated across the area of the entire comprehensive residential development, excluding any undeveloped balance lot.

***Environmental benefits***

- 6.193 It is recognised that there is a need to provide a broader range of housing options to the community to enable a greater proportion of society to gain access to appropriate housing, while also creating more interesting, resilient and liveable neighbourhoods and settlements.
- 6.194 It is therefore important to ensure that the planning provisions contained within the SDP support a broad range of development options, including specifically supporting the economic development of environmentally sustainable intensive housing options. It has become evident through the administration of the Living Z zone building coverage controls that they may be hindering the development of Medium Density and comprehensive housing options.
- 6.195 The amendments proposed above provide a greater degree of flexibility to incentivise developers to construct and provide the market with more intensive housing options. A 5% increase for both Medium Density and comprehensive housing is considered to be appropriate to assist in making development more economically viable to develop, but to retain a sufficient proportion of the land for car parking, outdoor yards and gardens. Importantly, the 5% increase supports the construction of single level housing options to avoid the prohibitive costs attributed to multi-level development.
- 6.196 Consideration was given to providing even greater flexibility in respect to the minimum building coverage requirements. However, there is a greater risk that it may contribute to reduced outlook and amenity and a lack of outdoor living space. There is also a concern that any greater increase in the building coverage requirement may be inconsistent with Policy B4.1.13, which anticipates that site coverage will not contribute to an overall impression of cramped development.

***Environmental costs***

- 6.197 An implication of the proposed increased building coverage requirements is that it could undermine the amenity anticipated within the Medium Density and comprehensive housing areas by reducing the ratio of the section that is required as of right to be utilised for open space (including on-site car parking, utility areas, yard/outdoor living areas and gardens). However, it needs to be acknowledged that the Living Z zone incorporates a number of approaches to ensure high quality; livable housing options are established, including subdivision standards that ensure the size, layout and orientation of sections support positive environmental outcomes.

***Economic and social benefits***

- 6.198 There is evidence to suggest that the current building coverage control is one factor that is making medium density and comprehensive housing options less viable to develop within the District, particularly when compared to Christchurch City. A consequence of this is that there is a reduced range of households and section sizes to satisfy community needs, while also giving rise to other social and economic effects i.e. housing

affordability. The proposed amendments will therefore promote more economic development, whilst achieving wider social benefits to the community.

***Economic and social costs***

- 6.199 It is acknowledged that an increased building coverage may contribute to the construction of larger homes on the same sized section, which in turn may result in more expensive housing that will reduce affordability. For example, the coverage increase may give rise to housing designs that incorporate an additional bedroom over and above what could otherwise have been provided as of right. However, housing companies do have various design options available to prospective owners that meet a diverse range of social needs, including for example two bedroom and single garage layouts. Any amendments to the SDP to control the maximum number of bedrooms and the price of homes are considered to be excessive and likely to negate any benefit in increasing the building coverage to facilitate the development of intensive housing options

**OPTION 2 – Retain the existing minimum building coverage controls as they apply to the Living Z zone medium density and comprehensive housing [STATUS QUO]**

- 6.200 Option 2 supports the retention of the existing SDP Living Z zone provisions as they are applied to Medium Density and comprehensive housing. This would be provided on the basis that any increase in the minimum building coverage requirements may contribute to poor environmental and social outcomes.

***Environmental benefits***

- 6.201 The current provisions achieve a higher ratio of open space to built form when compared to the proposed amendments. However, a review of how these provisions are being administered has highlighted that the minimum building coverage restriction is a contributing factor that is inhibiting building companies and developers from proceeding with medium density and comprehensive housing developments within the District. This is particularly the case when compared to Christchurch City for example. The environmental benefits able to be gained from more intensive housing typologies may never be realised if it is not economically viable to develop.

***Environmental costs***

- 6.202 As identified above, the current building coverage controls have been identified as a constraint to developer's investigating the viability of advancing intensive housing options within the District. A failure to respond to these constraints may result in unnecessary resource consenting processes or developer's choosing not to proceed with more affordable and environmentally sustainable living environments.

***Economic and social benefits***

- 6.203 There is a risk that an increased building coverage may contribute to poor social outcomes where medium density and comprehensive housing may be perceived as being cramped and having poor amenity. The retention of the existing building coverage control may therefore reduce the risk of these poor social outcomes arising. Any economic benefits associated with the status quo approach are considered to be negligible.

***Economic and social costs***

- 6.204 Discussions with housing companies and developers has highlighted that there are potentially significant economic costs associated with the current building coverage controls, which are a factor that is inhibiting the development of medium and comprehensive housing options. The status quo approach could contribute to increased process costs where developers will need to seek resource consent to amend the building coverage controls to facilitate the viable development of medium density and comprehensive housing.
- 6.205 Social costs may arise where the outcomes anticipated by the provision of a broader range of section sizes and housing typologies are not being realised.



**Conclusion: Issue 6 Increased minimum building coverage requirements for Living Z zone medium density and comprehensive housing**

- 6.206 Overall, it is considered that the proposed amendments will assist in making the development of more intensive housing typologies within the identified Medium Density area more viable. This will ensure that the diverse range of housing options anticipated by Policy B4.1.1 (a) are realised, contributing to sustainable environmental, social and economic outcomes.
- 6.207 Any negative outcomes associated with the proposed amendments are considered to be negligible, with an appropriate balance having been met between facilitating development through more flexible site coverage controls and ensuring development outcomes remain consistent with Policy B4.1.13 in respect to avoiding cramped development.

## **ISSUE 7: MEDIUM DENSITY HOUSING**

### **BACKGROUND**

- 6.208 As identified previously, the UDS and Change 1 to the RPS set the framework for managing urban growth in Greater Christchurch through staged urban expansion and an increased emphasis on accommodating a higher ratio of the projected population growth by consolidating existing urban areas and providing for more intensive uses of 'Greenfield' growth areas. Change 1 prescribes the minimum household densities necessary to achieve the overarching urban consolidation outcomes (being 10hh/ha), with the onus being placed on territorial authorities to determine areas where intensification is appropriate within District Plans. Structure planning exercises, ODP's and adopting urban design best practice when determining the appropriateness of land use changes are additional methods contained within Change 1 to ensure that intensified land uses are sustainably managed and adverse effects avoided, remedied or mitigated.
- 6.209 Recent amendments to the SDP to facilitate the development of medium density and comprehensive housing typologies have been formalised to achieve the efficiencies and sustainable outcomes able to be gained through consolidating urban growth patterns and to respond to a lack of diversity in the housing stock available not only in Prebbleton but across the Greater Christchurch sub-region and New Zealand. The historic provision of three to four bedroom homes on relatively large stand-alone sections to cater for outdoor lifestyles continues to be the primary housing typology that has pervaded in the district. This is reflective of the average size of homes having increased further in recent years, while the size of the family unit and housing affordability has decreased.
- 6.210 However, traditional forms of housing do not always satisfy the needs of the wider community, where a proportion of society cannot gain access to suitable housing due to age, economic situation and personal circumstance. A broader range of housing stock would go some way to addressing these disparities, while also creating more interesting, resilient and successful neighbourhoods and townships that cater for a broader range of needs and requirements of the community and wider society.

### **Managing higher density housing typologies through the Living Z zone**

- 6.211 The SDP, as amended by PC 7, endorses the need to intensify densities to achieve the sustainable outcomes attributed to urban consolidation through the incorporation of provisions to ensure attractive and vibrant communities that provide a range of housing choices. The SDP now contains objectives, policies and rules that facilitate medium density and comprehensive housing within Lincoln and Rolleston specifically through the Living Z zone, which could also be applied to other townships where deemed appropriate.
- 6.212 The relevant medium density and comprehensive housing provisions contained within the SDP are summarised in the following paragraphs. To place these provisions into context,

the following section sizes are deemed to be 'medium density' and 'comprehensive' respectively<sup>54</sup>:

<b>Medium-density housing</b>	maximum average allotment size of 450m <sup>2</sup> and a minimum individual allotment size of 350m <sup>2</sup> where located within an operative ODP
<b>Comprehensive housing</b>	no minimum site size, but the subsequent subdivision can only be granted following the erection of dwellings where the subsequent sections achieve a maximum average density of no more than 350m <sup>2</sup> per unit.

- 6.213 The Strategy that applies to residential density in the SDP now provides for medium density areas where higher density typologies are identified as being appropriate and where additional regulatory controls apply to ensure high quality urban design outcomes to maintain the amenity of the towns are achieved<sup>55</sup>. This Strategy attends to the wider Issue in respect to managing the Growth of Townships, which is<sup>56</sup>:

**B4.1 Residential Density – Issues**

- The need for a range of section sizes and living environments in Selwyn District, while maintaining the spacious character and amenity values of townships.

- 6.214 The following related objectives<sup>57</sup> and policies<sup>58</sup> establish the expectations around how medium density and comprehensive housing typologies are to be managed to ensure high quality urban design outcomes:

**Policy B4.1.1**

- (a) Provide for a variety of allotment sizes for erecting dwellings in Living 1 zones, while maintaining average section size similar to that for existing residential areas in townships, except within Medium Density areas identified in an Outline Development Plan where a higher density of development is anticipated.

**Policy B4.1.6**

In Living 1, X zones and Medium Density area identified in an Outline Development Plan in Living Z zones, allow site coverage to exceed that for permitted activities, provided any adverse effects on the overall residential density of the area is avoided, remedied or mitigated.

**Policy B4.1.13**

To ensure that development in Medium Density areas identified in an Outline Development Plan provides a high quality living environment and achieves a good level of urban design, appearance and amenity. Relevant urban design considerations include:

- The design of medium density developments is of a high quality, with a good balance of consistency and variety in form, alignment, materials and colour and a sufficient level of architectural detailing;
- That residential units provide an open and attractive streetscene through being oriented towards the street or other adjacent public spaces, have low or no front fencing, front facades that are not dominated by garaging but instead have clearly visible pedestrian front entrances and a balanced ratio of glazing to solid walls;
- The opportunities for landscaping and tree planting is provided, commensurate with a medium density living environment;
- That opportunity for comprehensive developments are provided, including the ability to erect short terraces or share internal side boundary walls;
- That medium density developments make provision for adequate, well located and well designed private outdoor living areas;
- That internal amenity is provided for occupants through levels of privacy and access to sunlight appropriate to a medium density living environment;
- That the appearance of cramped development is avoided by limiting site and ensuring there is open space between houses, duplexes or blocks of terraces, particularly at first floor level.

<sup>54</sup> SDP Township Volume, Part C Living Zone Rules – Subdivision, Table C12-1, C12-012 & C12-014

<sup>55</sup> SDP Township Volume, 4 Growth of Townships, Residential Density - Strategy, B4-002

<sup>56</sup> SDP Township Volume, 4 Growth of Townships, Residential Density - Issues, B4-001

<sup>57</sup> SDP Township Volume, 4 Growth of Townships, Residential Density - Objectives, B4-002

<sup>58</sup> SDP Township Volume, 4 Growth of Townships, Residential Density - Policies, B4-004 to B4-010

- 6.215 The rules that apply to medium density and comprehensive housing are managed through the Living Z zone, which is defined in the Description of Township Zones as:

**Living Z** New urban growth areas within or adjacent to the edge of existing townships. These areas are to be subject to an Outline Development Plan to ensure good standards of urban design and connectivity with existing townships are achieved. The Living Z zone provides for a range of site sizes and living options, including lower density suburban areas and medium density small sections and townhouses.

...

Medium Density areas shown on an Outline Development Plan are subject to the Medium Density rules, and any business areas shown on an Outline Development Plan are subject to the Business 1 rules.

- 6.216 More intensive housing typologies are therefore managed through the Living Z zone and require an operative ODP to be in place prior to development proceeding to ensure all environmental effects are identified and addressed.

- 6.217 Specific rules apply to medium density and comprehensive housing as they relate to the Living Z zone, including a less restrictive building coverage than what is applied to standard residential developments. It is noted that PC 21 seeks to build a greater degree of flexibility into these controls by increasing the minimum coverage by 5% to facilitate more economically viable housing options within the Living Z zone. Any failure to accord with the prescribed building coverage shall not be publicly notified or require the written approval of affected parties, with the matters of discretion being restricted to the following<sup>59</sup>:

- 4.7.4.1 The number of sites in the street or subdivision where site coverage already exceeds 35%.
- 4.7.4.2 Any adverse effects, singularly or cumulatively, on the residential density of 'spaciousness' of the areas.
- 4.7.4.3 In any Living Z Medium Density areas located within an Outline Development Plan only:
  - (a) the extent to which a complying outdoor living area and opportunities;
  - (b) whether there are any areas of communal or open space in the immediate vicinity of the site;
  - (c) the extent to which a balance is achieved between buildings and hard surfacing, and landscaping and open space;
  - (d) the avoidance of an appearance of cramped development that is out of keeping with an open and spacious streetscene; and
  - (e) whether the visual effects of increased site coverage are offset by the provision of an attractive, well designed street frontage with good levels of architectural detailing and articulation and the siting of garaging and parking areas to the rear of the site.

- 6.218 The following building setback requirements are prescribed for Medium Density areas within the Living Z zone<sup>60</sup>:

**Living Z Medium Density areas located within an Outline Development Plan**

- 4.9.18 Any dwelling or principal building shall be set back a minimum of 3m from any road boundary.
- 4.9.19 Where an allotment has legal access to a private Right of Way or shared access, any dwelling or principal building on that allotment shall be set back a minimum of 3m along the entire length of the boundary with that private Right of Way, or shared access.
- 4.9.20 Any garage where a vehicle door faces the road, a private Right of Way or shared access shall be set back a minimum of 5.5m from the road boundary, private Right of Way, or shared access.
- 4.9.21 No garage or accessory building is to be located between the front façade of the dwelling and the road boundary, or the private Right of Way or shared access by which the allotment is accessed.

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<sup>59</sup> SDP Township Volume, 4 Growth of Townships, Part C Living Zone Rules – Buildings, C4-008

<sup>60</sup> SDP Township Volume, 4 Growth of Townships, Part C Living Zone Rules – Buildings, C4-012

- 4.9.22 Any dwelling or principal building, excluding garages or accessory buildings, shall be set back a minimum of 2m from any internal boundary. Buildings may however be sited along an internal boundary of the building shares a common wall with another building on an adjoining site.
- 4.9.23 No set back is required for any garage or accessory building from an internal boundary, provided that the total length of garages or accessory buildings adjacent to the internal boundary do not exceed 7m and provided those garages or accessory buildings comply with a 45 degree recession plane measured from 2.5m above ground level at the boundary.
- 4.9.24 All balconies at first floor level and above may only be located in a façade that faces a road boundary or an internal boundary shared with land vested or designated with Council for stormwater, recreation or esplanade reserve/strip purposes.
- 4.9.22.1 Any windows at first floor level or above must:
- face a road boundary, or an internal boundary shared with land vested or designated with Council for stormwater, recreation or esplanade reserve/strip purposes; or
  - be set back a minimum of 10m from an internal boundary; or
  - have a sill height of at least 1.6m above internal floor level; or
  - be obscure glazed, and either non-opening or top-hinged, and be associated with a bathroom, toilet or hallway.

**6.219 Importantly, all comprehensive development within the identified Living Z zone Medium Density areas require consideration as a restricted discretionary resource consent<sup>61</sup>:**

**Restricted Discretionary Activities – Comprehensive Residential Development in Living Z Medium Density areas located within an Outline Development Plan**

- 4.12.1 In a Living Z Medium Density area located within an Outline Development Plan, comprehensive residential development shall be a restricted discretionary activity, which shall not be notified and shall not require the written approval of affected parties. Under Rule 4.12.1 the Council shall restrict the exercise of its discretion to consideration of:

**4.12.1.1 Context and Spaciousness**

The extent to which comprehensive development responds to the existing context through:

- (a) Providing compatibility in scale between the new development and any neighbouring buildings;
- (b) Being oriented towards adjoining public spaces such as roads, parks, or reserves and presents a front façade with a good level of glazing. Visible pedestrian front entrances and low front fencing;
- (c) Providing dwelling which relate to each other and surroundings in terms of regularity of features such as window height and detailing and a consistency in roof slope and form.

**4.12.1.2 Attractive Street Scene**

The extent to which the public interface and external appearance of buildings in comprehensive developments:

- (a) Provides dwellings with visual interest when viewed from any public spaces through articulation, roof form, openings and window location;
- (b) Provides visible entry to the dwelling when viewed from the road or main public access to the development;
- (c) Provides a good level of glazing and overlooking from habitable rooms towards the road and any adjacent public open spaces;
- (d) Building design provides a balance of consistency and variety in the street scene;
- (e) Provides open frontages which will not be enclosed by fences over 1m in height.

**4.12.1.3 Dwelling design, position and orientation**

The extent to which the dwelling design, position and orientation of buildings in comprehensive developments:

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<sup>61</sup> SDP Township Volume, 4 Growth of Townships, Part C Living Zone Rules – Buildings, Rule 4.12, C4-018

- (a) Locates and orientates dwellings to define external spaces, to allow adequate sunlight and daylight into main living rooms and private outdoor spaces;
- (b) Position dwellings to ensure that dwellings front on to, and are accessed from, the road, private Right of Way, or shared accessways;
- (c) Positions dwellings to capitalise on any views or natural features;
- (d) Minimises the visual dominance of garaging and vehicle parking areas, especially as viewed from the street or public open spaces. The use of rear courtyards for parking is encouraged;
- (e) Incorporates attractive detailed design including provision of mailboxes and space for bin storage and collection;
- (f) Provides attractive and efficient shared parking where required.

#### 4.12.1.4 Visual and acoustic privacy

The extent to which the buildings in comprehensive developments achieve visual and acoustic privacy through:

- (a) Avoiding or minimizing direct views from the windows of one dwelling into another at distances less than 20m through the use of the following design devices:
  - The shape and position of buildings
  - The location of windows e.g. offset windows and high sill windows
  - Intervening screening e.g. 1.8m metre high fences (not on road boundary or frontage with accessways). Hedges, trees
  - Screening devices on balconies to ensure that they do not overlook windows or private spaces
- (b) The provision of acoustic treatment between dwellings through enhancing separation between openings, effective solid acoustic screening and by locating noise sensitive spaces from noisy activities (e.g. separation of bedrooms from service areas and garages).

#### 4.12.1.5 Private outdoor living spaces

The extent to which comprehensive developments provide private outdoor living spaces that:

- (a) Have the primary outdoor living space directly accessible from an internal living room;
- (b) Have any secondary outdoor living spaces such as balconies directly accessible from living rooms or bedrooms;
- (c) Are located so that the principal private outdoor living space will receive sunshine for a reasonable portion of the day in winter;
- (d) Are located so that that principal outdoor living space is not directly overlooked by windows or balconies of neighbouring dwellings;
- (e) The extent to which communal outdoor living space is provided within a comprehensively designed development and the functionality of that space for meeting the likely needs of future occupants;
- (f) Are located to the side or rear of the dwelling and not adjacent to the road boundary.

#### 4.12.1.6 Safety and security

The extent to which comprehensive developments are designed to reduce the fear and incidence of crime through:

- (a) The avoidance of narrow alleyways and places of entrapment;
- (b) A clear definition between public and private spaces;
- (c) The ability to provide casual surveillance of public space from private property and vice versa.

#### 4.12.1.7 Accessibility and connectivity

The extent to which comprehensive developments are designed for accessibility and connectivity through:

- (a) Providing for the safe and efficient movement of pedestrians, cyclists and motorized vehicles within and through the

development and to surrounding residential areas and commercial and community facilities;

- (b) Providing direct pedestrian and cycle linkages from developments to and between any adjoining reserves and open spaces.

- 6.220 Additional provisions specifically manage buildings and private outdoor living spaces within Living Z zone Medium Density areas as a permitted activity where the following matters are satisfied<sup>62</sup>. Restricted discretionary resource consent is required where these permitted activity performance standards are not met.

**Permitted Activities – Buildings and Private Outdoor Living Space**

Living Z Medium Density areas located within an Outline Development Plan

- 4.14.1 (a) In Living Z Medium Density areas located within an Outline Development Plan, each dwelling shall be provided with a private outdoor living space with a minimum area of 50m<sup>2</sup> and a minimum dimension of 4m.
- (b) Any area provided by balconies with a minimum dimension of 1.5m counts towards the minimum required area of outdoor living space.
- (c) The outdoor living space (excluding balconies) is not to be located between the front building façade and the road boundary.

**Restricted Discretionary Activities – Buildings and Private Outdoor Living Space**

- 4.14.2 Any activity which does not comply with Rule 4.14.1 shall be a restricted discretionary activity which shall not be notified and shall not require the written approval of affected parties. Under Rule 4.14.1 the Council shall restrict the exercise of its discretion to consideration of:
- 4.14.2.1 The degree to which any reduction in outdoor living space will adversely affect the ability of the site to provide for the outdoor living needs of residents of the site.
- 4.14.2.2 The extent to which any outdoor living space intrudes in front of any residential unit such that it would be likely to give rise to pressure to erect high fences between the dwelling and the street, to the detriment of an open street scene.
- 4.14.2.3 The degree to which large areas of public open space are provided within very close proximity to the site.
- 4.14.2.4 The degree to which any communal outdoor living areas are proposed where individual dwellings form part of a comprehensive residential development.
- 4.14.2.5 The degree to which a reduction in outdoor living space would contribute to a visual perception of cramped development or over-development of the site.

- 6.221 Council has prepared a Medium Density Housing Design Guide (MDHDG) to accompany the medium density housing provisions contained within the SDP. The MDHDG is referenced within the SDP as a 'Method' for achieving the stated outcomes in respect to medium density and comprehensive housing. The MDHDG has been developed to ensure higher density developments create the same quality attractive streets as standard residential development by outlining design techniques for designing layouts that frame the street scene in a positive and attractive way and establishing private gardens for occupants that do not appear out of place due to their bulk or design. The MDHDG is set out in three parts, the first section traverses general considerations, the second section addresses the layout and development of small lots and the third and final section concentrates on comprehensive housing.

**Intensive housing typologies within Prebbleton – Living 1A5 and 1A6 zones**

- 6.222 The SDP already contains similar provisions that manage higher density forms of housing within Prebbleton through the Living 1A5 and Living 1A6 zones. This sub-section outlines the background and summarises the provisions that apply to the Living 1A5 and 1A6 zones respectively.
- 6.223 The Living 1A5 zone applies to an area of land on Birch's Road adjacent to Birchwood Close in Prebbleton that was originally 7,222m<sup>2</sup> in size. The L1A5 zone was established

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<sup>62</sup> SDP Township Volume, 4 Growth of Townships, Part C Living Zone Rules – Buildings, Rule 4.14, C4-021 & C4-022

through Consent Order issued by the Environment Court to address an appeal relating to the zoning of the underlying property<sup>63</sup>.

- 6.224 The nature and scale of the comprehensive housing anticipated to be established within the Living 1A5 zone is referenced in the following SDP definition of 'Comprehensive Residential Development'<sup>64</sup>:

**Comprehensive residential development:** shall only apply to the Living 1A5 Zone in Prebbleton or to a Medium Density area located within an Outline Development Plan.

In Prebbleton it means 8 or more residential units, clustered, planned and designed in an integrated and comprehensive manner. Comprehensive residential development applies where all required land use and subdivision consents are submitted concurrently or where the required land use consent for comprehensive residential development is submitted and approved prior to a subdivision consent being submitted for the same.

...

- 6.225 The appropriateness of comprehensive housing within the Living 1A5 zone is further established in the Explanation and Reasons for Policy 4.1.8, where the following was inserted by the Consent Order<sup>65</sup>:

...

Provision is made for comprehensive residential development (discretionary activity) on land zoned Living 1A5 in Prebbleton, recognising the unusual characteristics of this area, namely; the area is currently occupied by a non-residential activity, surrounded by existing low density residential development, and is located in close proximity to the township centre. The focus is on site and building design in an integrated and comprehensive manner to achieve a high quality urban environment while maintaining low density character and amenity.

- 6.226 The following Anticipated Environmental Result for the Growth of Townships was inserted to reflect the amendments made to the objective and policy outlined above<sup>66</sup>:

- Comprehensive residential development achieving high quality urban design that will not adversely impact on surrounding living environments and low density character and amenity.

- 6.227 Importantly, the SDP requires any development of the Living 1A5 zone to be assessed as a discretionary activity resource consent and for the following matters to be considered, noting that any given assessment is not restricted to these matters<sup>67</sup>:

**Discretionary Activities – Comprehensive Development in Prebbleton**

4.11.1 In the Living 1A5 Zone in Prebbleton, comprehensive residential development shall be a discretionary activity where Council shall take into account, but not be limited to, the following:

- 4.11.1.1 effects associated with the width, location, form and layout of accesses and roads on the amenity of the area;
- 4.11.1.2 effects of vehicle parking and garaging on the amenity of the area of the enjoyment of neighbouring properties;
- 4.11.1.3 the ability to provide adequate vehicle parking and maneuvering on the site;
- 4.11.1.4 impacts on the road network in traffic generation and traffic safety;
- 4.11.1.5 the extent to which levels of traffic generation or pedestrian activity will result that are incompatible with the character of the surrounding living environment;
- 4.11.1.6 effects on the sense of spaciousness of the immediate area and wider neighbourhood;
- 4.11.1.7 the extent to which the scale, form, modulation, design, colours and materials of buildings will be compatible with other buildings in the surrounding area and will not result in visual dominance or incongruity;

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<sup>63</sup> C85/2005 Akaroa Orchards Ltd v Selwyn District Council

<sup>64</sup> C85/2005 Akaroa Orchards Ltd v Selwyn District Council, Annexure A [P6]

<sup>65</sup> SDP Township Volume, Part B Growth of Townships B4-008

<sup>66</sup> SDP Township Volume, Part D Definitions, D-003

<sup>67</sup> SDP Township Volume, Part C Living Zone Rules – Buildings, C4-016 & C4-017

- 4.11.1.8 the extent to which site layout and buildings have been designed to avoid adverse effects on the privacy, outlook, access to sunlight and daylight and other amenity values of neighbouring properties;
  - 4.11.1.9 the amount of variety in design and size of dwellings on the site, in order to provide a choice of living accommodation;
  - 4.11.1.10 whether the dwellings are clustered in larger or smaller groups and the extent to which the grouping or spacing of dwelling units on the site leads to an attractive and varied development rather than a monotonous one;
  - 4.11.1.11 the need for a 'step in plan' to be provided at 20 metre intervals along a continuous building wall in order to mitigate adverse effects of continuous 'building bulk' being close to the boundary of a neighbouring property;
  - 4.11.1.12 the attractiveness of the street frontages of the site;
  - 4.11.1.13 the extent to which mature vegetation is retained and the character of the site remains dominated by tree and garden plantings;
  - 4.11.1.14 privacy between habitable rooms of neighbouring dwellings;
  - 4.11.1.15 the quality of landscaping and its effectiveness in mitigating adverse effects;
  - 4.11.1.16 impacts of the sense of spaciousness of the immediate area and wider neighbourhood;
  - 4.11.1.17 the extent to which outdoor living space remains open and not contained or partitioned by fencing;
  - 4.11.1.18 whether the amount of outdoor living space is accessible to, and adequate for, the occupants of all dwellings and whether it will receive direct sunlight on the shortest day of the year;
- 6.228 Subdivision and land use resource consents have been granted for the Living 1A5 zone in Prebbleton, with a portion of the site having been developed for comprehensive housing. There have been a number of land and house packages sold, with pre-sales indicating the viability of comprehensive housing in Prebbleton. In many ways, the Living 1A5 zone was ahead of its time as it was formalised in advance of the UDS, Change 1 to the CRPS and PC 7, which now facilitate comprehensive housing densities.
- 6.229 In contrast, the Living 1A6 zone was a privately initiated rezoning in the form of PC 2 to the SDP. PC 2 was promulgated at a time where the 'Preferred Urban Form' was formalised within the SDP, decisions had been released on Change 1, PC 7 had been drafted and publicly notified and the PSP had been adopted. The land that was originally subject to PC 2 was zoned Rural (Inner Plains) and was 18.85ha in size. It is located between the Living 1 zone west of Springs Road and the Kingcraft Drive EDA.
- 6.230 The Living 1A6 zone provisions were made operative on the 23<sup>rd</sup> November 2010 and are relevant to PC 21 for the following reasons:
- accords with the urban consolidation principles espoused in Change 1 to the RPS and the PC 7 Living Z zone, including being contained within the MUL at densities of 10hh/ha
  - future development is required to be in general accordance with the ODP identified in [Figure 8](#) below
  - the sections range from 450m<sup>2</sup> to over 1,000m<sup>2</sup> in size, with provision made for relatively intensive development internalised within the core of the development area
- 6.231 The following amendments to the policy framework of the SDP reinforces the shift from traditional lower density forms of development within Prebbleton to a mixed use typology that is consistent with the urban consolidation principles initially introduced through Change 1 and latterly formalised through PC 7<sup>68</sup>.

**Policy B4.1.1**

- (a) Provide for a variety of allotment sizes for erecting dwellings in Living 1 zones, while maintaining average section size similar to that for existing residential areas in townships, except within Medium Density areas identified in an Outline Development Plan where a higher density of development is anticipated.
- (b) Facilitate development in the Living 1A6 Zone in Prebbleton where it is consistent with the density provisions of the Regional Policy Statement, and is compatible with the form and

<sup>68</sup> SDP: Township Volume, Part B Growth of Townships, Residential Density – Policies and Methods, B4-004



character of development in adjacent living zones, with a particular emphasis on maintaining residential lots of not less than 1,000m<sup>2</sup> along the common boundary of the Kingcraft Drive Existing Development Area.

- 6.232 The Living 1A6 zone facilitates the development of a range of housing densities to cater for the wider needs of the community, whilst achieving flexibility with respect to a graduated density that responds more appropriately to the context of the site. The following minimum average allotment sizes are prescribed in the SDP to guide future subdivision<sup>69</sup>:

- Living 1A6
- Area A: 1,000m<sup>2</sup> minimum net allotment area
  - Area B: 600m<sup>2</sup> minimum net allotment area and 900m<sup>2</sup> maximum net allotment area;
  - Area C: 550m<sup>2</sup> minimum average allotment area and 450m<sup>2</sup> minimum net allotment area;
  - In all cases development shall proceed in accordance with the ODP and shall achieve a minimum density of 10 lots/ha once the entire site has been developed.

- 6.233 As illustrated in Figure 8, additional landscaping mitigation is required between the interface of the Living 1A6 zone with the rural residential development established in the adjoining Kingcraft Drive EDA. However, the most comprehensive step to ensuring that the site is integrated with the township and coordinated with development surrounding the site is through the requirement for all development to accord with an operative ODP. This ODP is provided in Figure 8<sup>70</sup>.

**Figure 8: Living 1A6 zone operative ODP**



- 6.234 Subdivision approvals have been sought and approved for the southern half of the Living 1A6 zone, with pre-sales indicating a strong interest in the smaller sections available within the development.

### **Is additional high density housing necessary and appropriate for Prebbleton?**

- 6.235 The population projections established in the Selwyn Growth Model and the UDS for Prebbleton necessitate additional 'Greenfield' land to accommodate the townships growth. Currently there is a minimum average allotment size of 800m<sup>2</sup>, which doesn't

<sup>69</sup> SDP: Township Volume, Part C Living Zone Rules – Subdivision, Table C12.1, C12-013

<sup>70</sup> Adapted from the SDP: Township Volume, Part E Appendix 19 – Outline Development Plans, E19-008

accord with the urban consolidation and intensification principals that are now being applied in Lincoln and Rolleston through the Living Z zone.

- 6.236 The structure plan exercise undertaken for Prebbleton identified a strong community need for a broader range of households than what has traditionally been provided through the Living zones that manage development in the township. These provisions are appropriate in respect to managing low-density residential development, but are not sufficiently flexible to respond to the demand for smaller sections that cater for a broader spectrum of the communities needs.
- 6.237 The PSP has identified three residential 'Greenfield' development areas that may be appropriate for medium density and comprehensive housing, but there may be additional locations within the township that could accommodate intensified land use activities. One of these areas has been zoned to accommodate smaller sections within the Living 1A6 zone, with the other two being identified adjacent to the open space corridor within Area 4 and the site currently owned and occupied by Meadow Mushrooms.
- 6.238 The PSP notes the following in considering the appropriateness of more intensive housing typologies within Prebbleton<sup>71</sup>:

*"For higher density development to be acceptable it must be carefully designed and located to be compatible with existing development and the character of Prebbleton. The increased density may be achieved by generally smaller section sizes or there may be pockets of larger and smaller sections, including areas of higher density comprehensive development"*

- 6.239 The PSP goes on to state the following when considering the provision of smaller section sizes and the circumstances where it may be appropriate within the township<sup>72</sup>:

*"Higher density housing will need to be designed and located so that it does not detract from the character of Prebbleton. It will be appropriate in close proximity to the business area and the older core of the settlement. An intensification of activity will help reinforce the focus of the village. Higher density development is also to be incorporated in development areas on the outskirts of the township. In these locations it should be contained within the subdivision and not be located along the existing road frontage, adjacent to existing houses or on the rural edge"*

- 6.240 One of the primary issues to be addressed in determining the appropriateness of amending the SDP provisions that manage growth in Prebbleton is whether medium density housing developments are appropriate for the township, and if they are, then are the current SDP provisions sufficient in ensuring that these intensive housing typologies deliver high quality urban design outcomes that are consistent with the character and amenity of Prebbleton.

## OPTIONS ANALYSIS

### **OPTION 1 – Identify Medium Density housing areas within the ODP's and apply the related Living Z zone provisions [PREFERRED OPTION]**

- 6.241 The SDP now contains a comprehensive package of provisions to identify the most optimal locations for medium density housing and to ensure any future intensive housing options support a diverse range of lot sizes to accommodate the wider needs of the community. The urban design-based assessment matters are complimented by the MDHG to assist developers in designing their proposals to achieve best practice outcomes.
- 6.242 Option 1 proposes to apply the Living Z zone provisions to the identified residential 'Greenfield' areas in Prebbleton and the specific location identified as being appropriate to accommodate medium density housing in the PSP, being the land adjoining the proposed open space corridor in Area 4.

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<sup>71</sup> Prebbleton Structure Plan: Adopted February 2010; Section 8.4 Housing Density[P19]

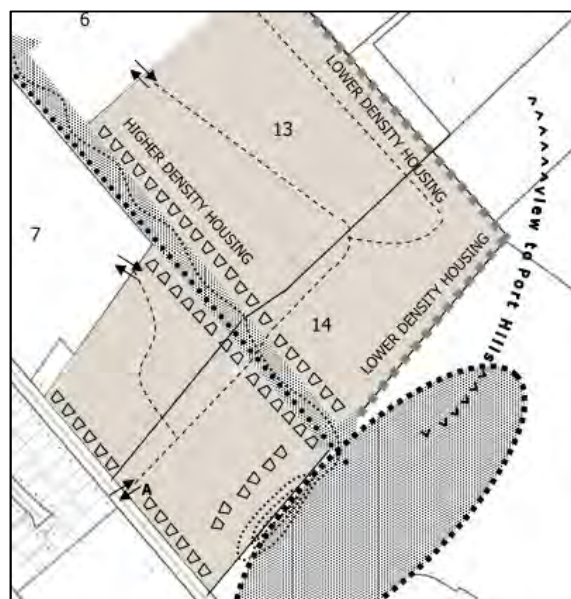
<sup>72</sup> Prebbleton Structure Plan: Adopted February 2010; 9.4 Section Sizes [P27]

- 6.243 Figure 9 identifies the preliminary concept contained within the PSP for Area 4, including the proposed open space corridor that was identified as being suitable to support more intensive housing typologies once more detailed assessments have been undertaken<sup>73</sup>.

#### **Environmental benefits**

- 6.244 Having the flexibility to provide a component of medium density housing within a wider development block is a way to provide a range of housing typologies, but it does not mean long connected terraces of houses or apartments or closely spaced houses built “one behind the other” on square plots (see Figure 10).
- 6.245 It does include development such as single houses on smaller sections, or semi-detached houses.
- 6.246 The Living Z zone provisions aim to ensure that these higher density developments create the same quality of attractive streets as standard residential environments.
- 6.247 There is an expectation that medium density developments will contain carefully designed houses that frame the street scene in a positive and attractive way.

**Figure 9: PSP higher density housing area**



**Figure 10: Medium density housing examples<sup>74</sup>**



- 6.248 Applying the Living Z zone medium density housing provisions to the location identified within an operative ODP provides greater direction in respect to where such development can be sustainably developed and ensures that appropriate provisions are in place to achieve long term benefits to both the residents that acquire these sites and the wider community. The Living Z zone medium density housing provisions achieve the following benefits:
- encourage developments to respond to the context of the site itself and its surrounding environs
  - resources are efficiently utilised and infrastructure costs are reduced
  - ensure that the layout of streets and orientation of dwellings maximize solar gain in dwellings
  - high levels of connectivity and close proximity to community facilities and services encourage the use of a variety of transport modes to support more active lifestyles and reduce the reliance on motorised vehicles to reduce fuel consumptions/emissions/congestion
  - encourage high amenity developments through front fencing requirements, achieving an appropriate balance between buildings, hard surfaces and open spaces, and applying restrictions on the visual impact of garages when viewed from the street

<sup>73</sup> Prebbleton Structure Plan: Adopted February 2010;: Section 10 Sub-area Studies [P40]

<sup>74</sup> MfE: *Medium Density Housing – Case Study Assessment Methodology*, January 2012 [P3]

- 6.249 The Living Z zone medium density housing provisions provide clear direction in respect to how medium density housing achieves high quality housing options for a wide range of the community through a variety of design solutions. There is an emphasis on the importance of ensuring the new medium density developments are compatible with the surrounding environment. This is assisted by the PSP and the proposed PC 21 ODP's that have identified the optimal location for medium density housing within Prebbleton to ensure it is positioned within the development block to internalise environmental effects, while being in close proximity to open space areas, primary pedestrian and cycling corridor and the town centre. In addition, the broad level outcomes anticipated within the Living Z zone medium density housing areas are assisted by the MDHGD.
- 6.250 The ability to develop some additional medium density housing within Prebbleton also provides flexibility to developers and land owners to achieve the target densities of 10hh/ha, which in turn achieves the broader sustainable outcomes able to be accomplished through the application of urban consolidation and intensification principles. The established Living 1A6 in particular demonstrates how medium density housing can assist to deliver the strategic outcomes of the UDS, Change 1 and PSP, which includes urban design outcomes, minimum densities of 10hh/ha and for development to be guided by an ODP. These include the ability to provide larger sections in excess of 1,000m<sup>2</sup> to respond to the context of the site where it adjoins semi-rural and rural environments.

#### ***Environmental costs***

- 6.251 The facilitation of additional medium density housing areas in Prebbleton may be perceived by some as a further undermining of the character elements that are attributed to the township, including relatively large residential sections (800m<sup>2</sup> minimum average allotment size for the Living 1 zone), a contained urban form and close proximity to the rural periphery. As a result, any additional medium density housing opportunities will be distinctly more intensive than what has traditionally occurred in Prebbleton, which will result in changes to the character of the existing low-density nature of the settlement.

#### ***Economic and social benefits***

- 6.252 The Living Z zone medium density housing framework provides developers with clarity in respect to where more intensive forms of housing in Prebbleton are appropriate and what design solutions will be required to respond to the characteristics of the site. These provisions, in conjunction with the MDHGD, clearly set out how this form of development is connected and accessible to the wider settlement and require methods to achieve high levels of amenity and quality private and public open spaces in and around these medium density development areas. This framework provides flexibility to the developer by enabling a broader range of sections to be established, which will in turn serve the wider needs of the community.
- 6.253 The Living Z zone medium density housing provisions also ensures that quality living environments are developed that benefit the community through well connected neighbourhoods that display high levels of amenity. Appropriately located medium density housing options support alternative modes of transport and assist in attracting more people to the town centre and other local community facilities and services. This creates a sense of vibrancy and economic vitality, but also promotes energy conservation and active lifestyles.
- 6.254 High quality living environments that are varied in form, function and character promote a stronger sense of community, while contributing to increased levels of enjoyment and communal ownership. These factors aid in fostering a more resilient township, whereby more intensive development can be offset by high quality reserves and public open space. This is the aim of the open space corridor promoted in the PSP located between the future domain extension and the town centre, where the benefits of a multi-purpose space and close proximity to walkways, cycle ways and sports fields, primary school and retail opportunities can be enjoyed by members of the public and directly adjoining residents alike.

### ***Economic and social costs***

- 6.255 The facilitation of additional medium density housing areas in Prebbleton may be perceived by some as a social cost to the township where the traditional focus has been on the provision of larger residential sections when compared to what is available in Christchurch City or other townships in Selwyn District. There is also a potential that the market may not take up the smaller sections on offer if they are progressed, with financial implications to the developer.
- 6.256 The Living Z zone does not require land owners to develop the land to more intensive medium density typologies, with this discretion potentially restricting the provision of varied allotment sizes should a more conservative approach be applied. Alternative housing typologies or land use activities to what are envisaged by the PSP may eventuate, with potentially adverse impacts on the economic vitality and community perception of the township.
- 6.257 Finally, the preferred option entails Council identifying land use densities within ODP's, including the location and scale of medium density housing. The appropriateness of this location and the associated outcomes may change over time, with the proactive community-led framework being less responsive to unforeseen changes in circumstance.

### **OPTION 2 – Avoid identifying Medium Density housing areas and assess proposals on a case by case basis [STATUS QUO]**

- 6.258 Option 2 reflects the status quo approach, whereby a private change initiative or subdivision consent application would need to seek approval for medium density housing within any given area.

### ***Environmental benefits***

- 6.259 The existing Living 1 zone provisions for Prebbleton place restrictions on housing densities through land use development controls and non complying activity subdivision consent requirements where the minimum average allotment size is not met. Therefore, medium density housing typologies are not actively encouraged or provided for in the SDP at this point in time, with the traditional low density built character of many townships in the District that is valued by many people within the community prevailing.

### ***Environmental costs***

- 6.260 The do nothing approach will result in there being no comprehensive policy direction provided within the SDP in respect to whether any of the 'Greenfield' growth areas within Prebbleton are appropriate to accommodate more intensive housing options to what has predominately been provided in the township. Without a comprehensive approach there is potential that new residential developments will lack variety in housing options, to the extent that the diverse housing needs of the community will not be met due to a restricted range of housing typologies being facilitated by the SDP.
- 6.261 At a macro level the status quo approach compromises the Council and communities ability to meet the urban consolidation and intensification principles established by the UDS and Change 1 to the CRPS, with associated implications being fewer households being provided, reduced resource efficiencies, costly and inefficient infrastructure services, less optimal use of land and additional 'Greenfield' land being required for urban growth.

### ***Economic and social benefits***

- 6.262 This model would result in upfront savings to rate payers as any amendments to the SDP or applications for resource consent to enable additional medium density housing options to be established in Prebbleton would be funded by private land owners and/or developers. Such an approach provides flexibility to promote a wide range of housing typologies in response to market needs and developer aspirations, although the costs, delays and risks in pursuing alternative housing options that are not provided for within the SDP may reduce the level of interest.

### ***Economic and social costs***

- 6.263 The appropriateness of each new development would need to be addressed on a case by case basis, which may risk development being inconsistent in the long term with the strategic outcomes identified in the PSP or resulting in incremental change to the character, form and function of the township that could collectively contribute to adverse cumulative effects. This reactive approach is likely to limit the variety of housing options available and would fail to address the different needs of the community, including youth, elderly and people with disabilities. Limited housing options could therefore create neighbourhoods that are dominated by stand alone three to five bedroom family homes that are not practical or affordable for a relatively large proportion of society.
- 6.264 The absence of any direction to facilitate alternative housing typologies within the township could undermine several key design outcomes that are able to be delivered through medium density housing options, such as strong transport connections, providing a variety of housing forms and creating vibrant and varied spaces. The costs to the community may include poor access to the surrounding environment, limits on transportation options, reliance on private motor vehicles, and limited opportunities for residents to meet and socialise.
- 6.265 Finally, the above approach is likely to contribute to sporadic developments that may invariably compromise the staging of infrastructure upgrades that are associated with the township growth envisaged in the PSP. Development will continue, particularly in the identified 'Greenfield' areas, but on an ad hoc basis that does not necessarily provide good design outcomes or reflect a sustainable growth pattern. The status quo approach is also less responsive to the wider needs of the community and contemporary society.

### **OPTION 3 – Preclude additional Medium Density housing from establishing within Prebbleton [ALTERNATIVE OPTION]**

- 6.266 An alternative option includes the introduction of provisions to actively preclude medium density housing to protect the form and character of Prebbleton.

### ***Environmental benefits***

- 6.267 Formalising policies and rules to preclude any additional intensive housing typologies would go some way to securing the low density character of Prebbleton. Such an approach provides a degree of surety to the community that any further medium or comprehensive housing developments within the township would not be appropriate within the policy framework of the SDP.

### ***Environmental costs***

- 6.268 There is no evidence to support the need to preclude any additional intensive housing options from establishing within the township and doing so would make the SDP inconsistent with the PSP, Change 1 to the CRPS and the UDS. The PSP has identified the general locations that could support medium density housing options and demand for the Living 1A5 and medium density housing options within the Living 1A6 zones demonstrate that these forms of housing are sustainable in the context of the RMA and are supported by the housing market.
- 6.269 Often there is a misconception amongst established residents that medium density or comprehensive housing equates to poor quality development that will attract a lower socio-economic demographic to an area. However, it is important to establish that medium density housing in the context of the Living Z zone framework is required to provide sufficient private yard space, to ensure it does not appear out of context due to its bulk or design and that the streetscape is not compromised. It does not support multi-level apartment complexes or intensive housing establishing adjacent to established residential areas where amenity conflicts may arise.
- 6.270 Any restriction on the ability to develop a variety of housing options within the township would fail to meet the positive environmental outcomes identified in Option 1.

### ***Economic and social benefits***

- 6.271 The economic and social benefits associated with precluding medium density housing would appear to be limited, with the benefits predominantly being attained by some existing residents who enjoy the current amenity and character of the township and oppose additional growth or more specifically, intensive housing typologies.

### ***Economic and social costs***

- 6.272 It was evident in the preparation of the PSP that a greater range of housing options is required in Prebbleton to cater for the wider needs of the local community. For example, there are limited options for elderly people who have strong connections with the settlement to remain within the township once they reach an age where maintaining a large family home becomes difficult. The options for single people, couples without a family and other personal circumstances are also limited given the lack of smaller homes.
- 6.273 A limited variety of households within the township may result in the people choosing other townships to reside where their needs are better met. This may have flow on effects to local businesses and services that rely on local trade to make them economically viable.

### **Conclusion: Issue 7 Medium density housing**

- 6.274 It is considered that Option 1, which supports the application of the Living Z zone medium density housing provisions to the location identified in the Area 4 ODP contained in **Attachment 3**, is the most efficient use of resources as it will ensure that development is consistent with the operative objectives and policies of the SDP, including those inserted through PC 7.
- 6.275 The facilitation of additional medium density housing in Prebbleton may be perceived by some as being inconsistent with the traditionally low-density village character of the settlement. However, the extent of medium density housing supported in the PSP are limited in number and have been identified within optimal locations that take advantage of physical resources, the context of the site and proximity to the town centre and open space reserves. There is an established need for a wider variety of housing typologies in the township and any potentially adverse effects are able to be managed through the comprehensive Living Z zone provisions and non-statutory guidance provided by the MDHDG.
- 6.276 Medium density housing does not equate to lower quality development. The Living Z zone framework encompassed within the preferred Option 1 supports mixed density housing under certain circumstances to meet a wider range of social and economic needs as people enter different stages in their lives. This is consistent with the urban consolidation principles contained within the UDS, Change 1 to the CRPS and the PSP that promote the intensification of urban areas to curb sprawl, provide sustainable transport networks, promote alternative modes of transport, achieve a critical mass of households to support integrated and cost efficient infrastructure and to minimise adverse effects on natural resources. Mixed housing densities containing some smaller sections within appropriate locations to offset larger sections on the periphery enables greater flexibility to achieve livable and vibrant residential neighbourhoods that reflect the form, character and function of Prebbleton, while responding to the context of sites and any associated constraints.
- 6.277 The provision of some medium density housing options will support diverse living environments within Prebbleton to meet a wider range of needs. This includes singles, small families, professionals, people with disabilities or elderly persons who want the convenience, amenity and access to the services and social networks available in a small semi-rural town, but do not want large dwellings, sections, gardens or yard space to maintain.
- 6.278 To conclude, it is considered that Option 1 supports a broad range of environmental, social and economic benefits by facilitating some additional medium density housing options within Prebbleton. Such an approach is an efficient use of natural resources and

responds to the social and economic needs of the community by ensuring development is consistent with the operative objectives and policies of the SDP.

## ISSUE 8: SUBDIVISION DESIGN

### BACKGROUND

- 6.279 The UDS and Change 1 to the CRPS provide a stronger direction in respect to how subdivision development should be managed in the Greater Christchurch sub-region. These planning initiatives emphasise a number of priorities in respect to the design and form of subdivision development, including the following:
- efficient and effective connections to a range of densities and activities
  - provision for a range of residential densities and lot sizes
  - integrated open spaces
  - protection and enhancement of natural, ecological, landscape and heritage features
  - achieving high visual interest within developments
  - delivering high quality amenity, health and wellbeing outcomes
- 6.280 Subdivision also needs to be considered in the context of the other methods for managing growth within the UDS area of the District, such as the need to satisfy minimum densities, for it to be contained within defined settlement patterns and for development to accord with an operative ODP.

### **Managing the subdivision of the identified residential 'Greenfield' areas through the Living Z zone**

- 6.281 The SDP, through the Living Z zone promulgated under PC 7 supports the consolidated management of growth by facilitating subdivision that accommodates a range of section sizes. This supports the provision of relatively small sections when compared to what have traditionally been provided for within townships in the UDS area of the District where identified as being appropriate through structure plan exercises.
- 6.282 These provisions aim to provide greater flexibility to achieve the high level strategic outcomes outlined above, while ensuring more sustainable subdivision design through the delivery of the following:
- stronger connections between development areas, established neighbourhoods and town centres
  - provision of open space reserves
  - protecting and enhancing natural, ecological, historic and cultural values
  - creating high visual interest and more livable environments through urban design
  - achieving cost efficiencies in the provision of infrastructure, transport networks and community services
- 6.283 This framework aims to ensure best practice urban design influences the preparation of subdivision schemes, which is in contrast to traditional subdivision development that has been somewhat generic in form and often driven by engineering bottom lines. The shift towards establishing a strategic planning framework is reflected in the following objectives<sup>75</sup>, policies<sup>76</sup> and the Anticipated Environmental Results<sup>77</sup> now contained within the SDP:

#### **Objective B4.2.3**

The maintenance and enhancement of amenities of the existing natural and built environment through subdivision design and layout.

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<sup>75</sup> SDP: Township Volume, Subdivision of Land – Objectives, B4-016

<sup>76</sup> SDP: Township Volume, Subdivision of Land – Policies, B4-023 to B4-024

<sup>77</sup> SDP: Township Volume, Subdivision of Land – Anticipated Environmental Results, B4-025



#### **Objective B4.2.4**

That subdivision provides for variety and efficiency in its design, form and function.

#### **Policy B4.2.10**

Ensure that new residential blocks are small in scale, easily navigable and convenient to public transport services and community infrastructure such as schools, shops, sports fields and medical facilities, particularly for pedestrians and cyclists.

#### **Policy B4.2.11**

Encourage subdivision designs within Outline Development Plan areas to provide for a variety of section sizes that are designed to cater for different housing types.

#### **Policy B4.2.12**

Ensure that subdivision designs encourage strong, positive connections between allotments and the street and other features, whilst avoiding rear allotments where practical.

#### **SUBDIVISION OF LAND – ANTICIPATED ENVIRONMENTAL RESULTS**

The following results should occur from implementing B4.2:

...

- Subdivision outcomes that incorporate the design, form and function characteristics identified within the Design Guide for Residential Subdivisions in Living Zones including:
  - Convenient access to community facilities;
  - Efficient connectivity for walking, cycling and transport;
  - Strong connections between allotments and the road frontage;
  - Retention and enhancement of important or unique existing natural, cultural and heritage features;
  - Sustainable, resource efficient development that avoids high maintenance features e.g. low maintenance roadside plantings rather than lawns in areas that are more difficult or costly to maintain.

- 6.284 The SDP also contains rules that require the preparation of ODP's to direct future subdivision development, with the following rules ensuring proposals are coordinated<sup>78 79</sup>:

#### **Restricted Discretionary Activities – Subdivision – General**

Outline Development Plans

- 12.1.3.43 Any subdivision within a Living Z Zone that is subject to an operative Outline Development Plan within the District Plan shall be in general compliance with that Outline Development Plan and shall comply with any standards referred to in that Outline Development Plan.

#### **Non Complying Activities – Subdivision - General**

- 12.1.7.6 Any subdivision within a Living Z or Living Z (deferred) Zone shown on the Planning Maps shall be a non-complying activity where it does not comply with the provisions of the Rural (Inner Plains) Zone, unless the District Plan contains an operative Outline Development Plan for the area.
- 12.7.7.7 In a Living Z Medium Density area located within an Outline Development Plan, any subdivision to create an allotment less than 350m<sup>2</sup> that is not part of a comprehensive residential development shall be a non-complying activity. Subdivision of a comprehensive residential development to create individual lots smaller than 350m<sup>2</sup> shall be a non-complying activity prior to the erection (to the extent that the exterior is fully closed in) of the dwellings that are to be subdivided.

- 6.285 Table C12.1 of the SDP sets out the minimum average allotment sizes for each zone. The following excerpts from Table C12.1<sup>80</sup> are provided in Table 6 below to illustrate the Living Z zone average allotment sizes, as they are applied to Lincoln and Rolleston:

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<sup>78</sup> SDP: Township Volume, Part C – Living Zone Rules – Subdivision, C12-010

<sup>79</sup> SDP: Township Volume, Part C – Living Zone Rules – Subdivision, C12-027 & C12-028

<sup>80</sup> Adapted from SDP: Township Volume, Part C Living Zone Rules – Subdivision, Table C12.1 – Allotment Sizes, C12-012 & C12-014

**Table 6: Living Z zone minimum average allotment sizes**

Township	Zone	Average Allotment Size Not Less Than
<b>Lincoln</b>	Living Z	<p>600m<sup>2</sup>, with a minimum individual allotment size of 500m<sup>2</sup>, except that allotments within a Medium Density area located within an operative Outline Development Plan shall have a maximum average allotment size of 450m<sup>2</sup> and a minimum individual allotment size of 350m<sup>2</sup></p> <p>These requirements exclude any allotment that forms part of a comprehensive residential development identified by a consent notice on the subdivision consent and located within a Medium Density area where there shall be no minimum site size. Subsequent subdivision consent within a comprehensive residential development shall however only be granted following the erection (to the extent that the exterior is fully closed in) of the dwellings that are to be subdivided, with that subsequent subdivision to have a maximum average density of no more than 350m<sup>2</sup> per unit.</p>
<b>Rolleston</b>	Living Z	<p>750m<sup>2</sup>, with a minimum individual allotment size of 550m<sup>2</sup>, except that allotments within a Medium Density area located within an operative Outline Development Plan shall have a maximum average allotment size of 450m<sup>2</sup> and a minimum individual allotment size of 350m<sup>2</sup></p> <p>These requirements exclude any allotment that forms part of a comprehensive residential development identified by a consent notice on the subdivision consent and located within a Medium Density area where there shall be no minimum site size.</p> <p>Subsequent subdivision consent within a comprehensive residential development shall however only be granted following the erection (to the extent that the exterior is fully closed in) of the dwellings that are to be subdivided, with that subsequent subdivision to have a maximum average density of no more than 350m<sup>2</sup> per unit.</p>

- 6.286 A number of additional matters of discretionary aim to facilitate more sustainable subdivision design outcomes, including the following urban form, function and character considerations<sup>81</sup>:

**RESTRICTED DISCRETIONARY ACTIVITIES – SUBDIVISION – GENERAL**

...

**Roads, Reserves and Walkways/Cycleways**

...

- 12.1.4.14 The avoidance of areas which could create unsafe situations e.g. dark corridors, a lack of natural surveillance or clear sightlines across pedestrian and cyclist routes, or where a safe and secure environment may be compromised; and
- 12.1.4.15 Whether the design and layout of roading, footpath patterns and layout of allotments complements the natural characteristics of the site and the design and layout of any adjoining urban areas; and
- 12.1.4.16 The length of cul-de-sacs and whether a pedestrian connection is appropriate from the end of the cul-de-sac through to another road; and
- 12.1.4.17 The access to cul-de-sacs being a through road rather than another cul-de-sac; and
- 12.1.4.18 The balance of benefits of enclosing a subdivision i.e. gated subdivision against potential longer term issues for residents, such as maintenance costs of facilities, and costs to the wider community including lack of connectivity or viability of public transport; and
- ...
- 12.1.4.20 Whether roads and reserve have a coherent and logical layout to facilitate connectivity, legibility and permeability e.g. desire lines are provided to cater for cyclists and pedestrian users.

<sup>81</sup> SDP: Township Volume, Part C Living Zone Rules – Subdivision, C12-018 to C12-020

...

#### **Residential allotments**

- 12.1.4.34 Whether the creation of rear allotments occurs only where it is necessary to reach awkward parts of a site and there is no practicable alternative to develop the site; and
- 12.1.4.35 The design of accessways serving four or more allotments with respect to the creation of an open street environment and whether sites have sufficient frontage to such accessways; and
- 12.1.4.36 Whether the total number of allotments with no frontage to an adopted road exceeds 20% of the lots in any one Greenfield subdivision and the total number of rear allotments (served by an accessway serving less than four allotments) exceeds half of the 20% allowance. The potential adverse effects of which are related to the lack of an open street environment and/or concentrating small sections as rear allotments; and
- 12.1.4.37 A variety in section sizes whilst maximizing orientation to the sun.

#### **Context**

- 12.1.4.38 The extent to which the subdivision relates well to its surroundings, cultural features, and makes use of existing features and amenities, such as the retention of trees and water features, view shafts to mountains, or good use of the rural interface to enhance the urban area; and
- 12.1.4.39 The convenience to community infrastructure such as schools, shops, sports fields and medical facilities; and
- 12.1.4.40 The location of water races in prominent locations such as along the front of lots rather than along rear boundaries.
- 12.1.4.41 The retention of existing mature trees within public spaces, but also within residential areas where it is practical to do so e.g. the tree species does not have a tendency to drop debris and sufficient space can be practically retained around the tree to prevent dying.
- 12.1.4.42 The retention of shelter belts where they serve to maintain rural character but do not cause excessive shading or maintenance issues on residential properties.
- 12.1.4.43 The extent to which stormwater treatment contributes to an attractive public realm or provides ecological value.

6.287 The Council has prepared and adopted an accompanying Subdivision Design Guide (SDG) to compliment the changes to the SDP subdivision provisions brought about by PC 7. The SDG outlines best practice urban design methods to assist in delivering high quality living environments and public space<sup>82</sup>. Some of the key outcomes of the SDG are:

- ☐ promoting connectivity, as measured by a walkable block size of 800m (perimeter)
- ☐ creating pleasant open streets with minimal rear sections
- ☐ establishing a hierarchy of roads and streets that are designed for their intended use
- ☐ utilising contextual analysis to guide development and to preserve existing character

6.288 The urban design outcomes identified in the SDG have influenced the preparation of the PC 21 ODP's and related criteria.

#### **Subdivision development in Prebbleton**

6.289 Subdivision development in Prebbleton has been influenced in recent years by the Living 1 zone minimum average allotment size of 800m<sup>2</sup> contained in the SDP. Importantly, this Living 1 zone minimum average allotment size varies across townships in response to the character, amenity and function of each settlement. Table 7 summarises the Living 1 zone average minimum allotment size for the larger sized settlements in the District, with Prebbleton having been provided lower densities in comparison to other townships in recognition of its high amenity and character.

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<sup>82</sup> The Subdivision Design Guide was adopted by Council in September 2009 and received a Best Practice Award from the New Zealand Planning Institute in 2010

**Table 7: Living 1 zone minimum average allotment sizes**

Living 1 zone	Minimum average allotment size
Darfield	650m <sup>2</sup>
Leeston	650m <sup>2</sup>
Lincoln	650m <sup>2</sup>
Southbridge	650m <sup>2</sup>
Rolleston	750m <sup>2</sup>
Dunsandel	800m <sup>2</sup>
Kirwee	800m <sup>2</sup>
West Melton	1,000m <sup>2</sup>

- 6.290 A similar approach has been applied in Rolleston and Lincoln through the Living Z zone, whereby a minimum average allotment size of 600m<sup>2</sup> and 750m<sup>2</sup> apply to Lincoln and Rolleston respectively. This variation arose in response to submissions on PC 7, where flexibility was sought within the minimum average allotment size requirements in anticipation that more land would be required in Lincoln to manage stormwater. This in turn was in response to physical stormwater constraints, being the high water table and proximity of the township to the Lower Plains Flood Area.
- 6.291 In addition to the SDP minimum average allotment size controls referenced in [Table 7](#), Prebbleton's character has also evolved through the broad range of Living zones contained within the District Plan to manage residential living environments. [Table 8](#) summarises the Living Zone densities that currently apply in Prebbleton.

**Table 8: Prebbleton Living zones**

Living zone	Minimum average allotment size
Living 1 & 1A1	800m <sup>2</sup>
Living 1A	2,000m <sup>2</sup>
Living 1A2, 1A3 & 1A4	800m <sup>2</sup> and no more than 10% @ less than 700m <sup>2</sup> )
Living 1A5	800m <sup>2</sup> and no more than 10% @ less than 700m <sup>2</sup> . For comprehensive residential development, the minimum average area shall be 350m <sup>2</sup>
Living 1A6	Area A: 1,000m <sup>2</sup> minimum net allotment area; Area B: 600m <sup>2</sup> minimum net allotment area and 900m <sup>2</sup> maximum net allotment area; Area C: 550m <sup>2</sup> minimum average allotment area and 450m <sup>2</sup> minimum net allotment areas; and In all cases development shall proceed in accordance with the ODP and shall achieve a minimum density of 10 lot/ha once the entire site is developed
Living 2	5,000m <sup>2</sup>
Living 2A	5,000m <sup>2</sup> Maximum number of lots is 32, and on the south side of Trices Road the maximum number of lots is 8
Living 2A (Blakes Rd)	5,000m <sup>2</sup> Subdivision to proceed in substantial accordance with the development plan in Appendix 19 (of the District Plan)
Living 2A ( Paddocks)	1.5ha minimum lot size
Living X	Nominated by the subdivider, but not less than the average for the Living 1 zone in the Township (800m <sup>2</sup> )

- 6.292 The challenge in implementing the urban consolidation principles contained within UDS, Change 1 to the CRPS and the PSP, which promote a minimum density of 10hh/ha, is to

ensure that the reduction in the minimum average allotment sizes for the township within the confines of the MUL does not undermine the character and amenity values appreciated by Prebbleton residents.

## OPTIONS ANALYSIS

### OPTION 1 – Apply the Living Z zone subdivision framework to the identified ‘Greenfield’ areas and prescribe an appropriate minimum average allotment size [PREFERRED OPTION]

- 6.293 Option 1 entails the rezoning of the identified residential ‘Greenfield’ areas to a Living Z zone and amending the minimum average allotment sizes in Table C12.1 and the associated objectives and policies (Amendment 6).

**Table C12.1**

Township	Zone	Average Allotment Size Not Less Than
Prebbleton	<u>Living Z</u>	<u>700m<sup>2</sup>, with a minimum individual allotments size of 500m<sup>2</sup>, except that allotments within a Medium Density area located within an operative Outline Development Plan shall have a maximum average allotment size of 450m<sup>2</sup> and a minimum individual allotments size of 350m<sup>2</sup>.</u>

- 6.294 The preparation and assessment of proposed subdivision proposals would be required to accord with an operative ODP and informed by the SDG and MDHDG. A minimum average allotment size of 700m<sup>2</sup> is considered optimal as it provides a degree of flexibility to developers, while at the same time supporting the provision of a wider range of sections sizes. It has been evident through the administration of the Living Z zone framework in Rolleston that a minimum average allotment size of 750m<sup>2</sup> can present issues to developers seeking to achieve positive urban design outcomes, while responding to on-site design requirements. A similar issue was also identified in the investigations undertaken to inform PC 21, where a 750m<sup>2</sup> minimum average presented issues in respect to providing low-density sections on the periphery of some of the development blocks, while achieving the overall minimum density of 10hh/ha.
- 6.295 It is considered that a 700m<sup>2</sup> minimum allotment size provides sufficient flexibility to developers to achieve the prescribed minimum densities, whilst also responding to the communities expectations that development contributes to the towns character and amenity. A minimum lot size of 500m<sup>2</sup> is prescribed to ensure the character and amenity of Prebbleton is retained and smaller sections are contained within the identified medium density areas.
- 6.296 Importantly, this average section size provides a degree of flexibility to developers to meet the minimum density requirement of 10hh/ha, which may be difficult where additional on-site constraints and opportunities require larger residential sections. An example is the ODP requirement in Areas 1, 2 and 4 where the site borders the Rural (Inner Plains) zone and low-density sections are considered necessary at this interface to avoid adverse reverse sensitivity effects at the urban-urban interface. In addition, it provides further flexibility to respond to issues that may arise in respect to the management and disposal of stormwater, where land may need to be set aside for stormwater treatment facilities, including for example retention ponds, overland flow paths, road side swales.
- 6.297 Policy 11 of Change 1 to the CRPS prescribes a minimum net density of 10hh/ha in the identified Greenfield areas of Selwyn and Waimakariri Districts to satisfy the residential density and urban intensification and consolidation outcomes expressed in the UDS and proposed CRPS. The following definition of Net density is provided in the SDP, which is consistent with definition contained in Change 1 to the CRPS<sup>83</sup>:

**Net density:** is the number of lots or household units per hectare (whichever is the greater). The area (ha) includes land for:

<sup>83</sup> SDP Township Volume, Part D Definitions, D-009

- residential purposes, including all open space and on-site parking associated with residential development;
- local roads and roading corridors, including pedestrian and cycle ways, but excluding State Highways and major arterial roads;
- local (neighbourhood) reserves.

the area (ha) excludes land that is:

- stormwater retention and treatments areas;
- geotechnically constrained (such as land subject to subsidence or inundation);
- set aside to protect significant ecological, cultural, heritage or landscape values;
- set aside for esplanade reserves or access strips that form part of a larger regional or sub-regional reserve network;
- for local community services and retail facilities, or for schools, hospitals or other district, regional or sub-regional facilities

6.298 The definitive yield for each development block is not prescribed within the proposed PC 21 framework or the related ODP's as it is considered that this is better established by developers once detailed on-site investigations have been undertaken to establish an optimal subdivision layout that meets the policy framework, including specifically the minimum net density of 10hha/ha, accords with the ODP requirements and the overall yield does not exceed the 1,295 households set out in Policy 6 of Change 1. General household calculations are provided in the PSP for direction and the risk that one development block may take up a larger proportion than another site is reduced through the identified of medium density housing areas and the minimum average lot sizes proposed in Table C12.1.

6.299 Importantly, the minimum average allotment size is unlikely to make comprehensive housing a practical option and the appropriateness of this form of development is questionable in Prebbleton given that it represents a significant shift from the established density of development in Prebbleton and the potential amenity conflicts it may generate. Comprehensive housing options have not been identified as being appropriate within the PC 21 ODP's.

### ***Environmental benefits***

6.300 The Living Z zone framework encompasses a planned and progressive approach to urban development reflected in subdivision design that improves connectivity between established areas and development nodes and the cost effective and coordinated provision of infrastructure services. The associated subdivision performance standards seek to minimise the number of rear sections and to strengthen street character, amenity and outlook between properties. Greater emphasis is placed upon optimising existing features, such as mature trees and water races and retaining existing character elements and historic context of development areas.

6.301 Stronger direction is also provided to achieve variety in design and form, which aims to create more vibrant and livable neighbourhoods while facilitating the broader range of housing densities anticipated by the UDS, Change 1 to the CRPS and the PSP. The Living Z zone aims to reduce the sometimes monotonous nature of new developments and to better facilitate a range of household options to cater for the wider needs of the community.

6.302 ODP's, and related criteria outlined in **Attachment 3**, are the primary mechanism for ensuring that any future subdivision proposals for each of the identified development areas respond to the following strategic outcomes:

- the community and strategic outcomes identified in the PSP
- coordinated provision of cost effective infrastructure services, including safe and efficient road networks and incorporate suitable stormwater management and disposal methods
- integrated walking and cycling network, including layouts that facilitate a wider circular network around the township, connections to open space reserves and the Christchurch to Little River Rail Trail, safe and efficient access to and from the school, town centre and other destinations within the township

- avoid identified constraints (such as liquefaction hazards and contaminated land) and protect and enhance historic, cultural and ecological values (such as the protection of existing historic features, springs and identified amenity trees)
- incorporate appropriate interface treatments and support appropriate household densities that compliment the form, function and character of Prebbleton

6.303 As identified in the assessment of the appropriateness of medium density housing, there needs to be careful consideration given to the impacts more intensive housing development may have on the character, form and function of the township. As such, it is not considered appropriate at this stage to facilitate comprehensive housing by including reference to it in the subdivision performance standards of minimum average allotment sizes in Table C12.1.

#### ***Environmental costs***

6.304 There are few environmental costs associated with this approach, with the comprehensive Living Z zone framework contributing to more sustainable residential neighbourhoods being established within Rolleston and Lincoln in recent times. The increased level of design within new developments may contribute to additional pressure for established streets and neighbourhoods being upgraded to improve the quality of these environments, while aligning the design and function of these areas with the principles contained within the SDG and MDHDG.

#### ***Economic and social benefits***

6.305 The Living Z zone framework is better placed than the current SDP provisions as they relate to Prebbleton by promoting good quality and efficient subdivision designs that create a sense of place, with flexibility and guidance through the Subdivision Design Guide and MDHDG contributing to the following economic and social benefits:

- a stronger sense of community
- promoting the use of attractive landscaping and roading materials/design
- supporting varying housing types and facilities that respond to peoples expectations and needs
- provision for a range of open spaces and safe and efficient cycle ways and walkway networks
- convenient access to community services, employment, recreation and social activities, while promoting opportunities for more sustainable and healthier lifestyles
- encouraging safe and secure areas through urban design - discouraging solid and continuous fencing and encouraging passive surveillance around open space areas and walkways
- achieve efficiencies in the on-going provision of utility and infrastructure services, both at the macro sub-regional level through to the micro neighbourhood scale

6.306 Overall, it is considered that the more proactive urban design focused framework will better achieve a range of economic and social benefits than the current SDP provisions in respect to sustainably managing residential subdivision in Prebbleton.

#### ***Economic and social costs***

6.307 An increase in subdivision assessment matters in the SDP, including the need for subdivision proposal to accord with an operative ODP, may increase the administrative and compliance costs on developers in terms of formulating a subdivision layout and design that achieves the desired outcomes and in preparing the subdivision consent application. Applicants are also more likely to require the services of a number of experts to assist in the preparation of subdivision proposals, including specific urban design advice.

6.308 In addition, each new development will be assessed by Council with a greater level of discretion to consider design related outcomes. The process of preparing a subdivision application is therefore likely to involve greater input from Council staff at an early stage. This is likely to increase the cost of preparing a subdivision application and may also stretch out the development timeframes.

6.309 A further risk is that delays and costs may be incurred if the ODP and subdivision densities prove to be impractical in achieving the social, economic and environmental

outcomes anticipated by the developer and the community. Any inconsistencies are likely to complicate the subdivision consent process, potentially resulting in delays and costs to developers.

**OPTION 2 – Rezone the land to facilitate residential development but retain the existing Living 1 Zone minimum average allotment size of 800m<sup>2</sup> [ALTERNATIVE OPTION]**

- 6.310 An alternative option is to rezone the identified residential ‘Greenfield’ land, but to apply the current Living 1 zone minimum average allotment size of 800m<sup>2</sup>.

***Environmental benefits***

- 6.311 This option would support the on-going provision of larger residential sections that have traditionally been provided within the township and may go some way to avoiding potential amenity conflicts associated with the provision of more varied section sizes.

***Environmental costs***

- 6.312 The discretion for Council to consider comprehensive design outcomes for subdivisions would remain limited under this approach. This has the potential to contribute to poor outcomes from an urban design perspective, including for example, a lack of responsiveness to the context of each site and lost opportunities with respect to connectivity and coordination of development with neighbouring sites and the wider settlement.
- 6.313 Some of the established shortcomings of ad hoc residential subdivision, such as a lack of variety in section sizes and housing serviced by poorly connected roads and low quality street scenes, are likely to continue that will reduce the amenity associated with many new subdivisions. Inefficient development is also more likely to arise due to design shortcomings, such as:
- ☐ the provision of too many cul-de-sacs servicing small areas
  - ☐ the creation of gated subdivisions
  - ☐ the absence of low impact urban design features
  - ☐ a failure to establish long term road extensions to facilitate future development
- 6.314 This approach also fails to respond to the significant environmental outcomes that are able to be gained through urban consolidation and intensification principles, where ‘Greenfield’ subdivision maximizes the available land and ensures that it is developed in response to a broad range of environmental needs that is cognisant of the wider context of the township.

***Economic and social benefits***

- 6.315 There is a lesser upfront cost to the community by maintaining the status quo as it would not require amendments to the SDP and developers are accustomed to the subdivision process (although this is changing as a result of the Living Z zone amendments made to the SDP and in response to the structure plans, Change 1 to the CRPS and the UDS).
- 6.316 The existing provisions that relate to the Living 1 zone in Prebbleton would continue to provide Council with some discretion in respect to on-going subdivision activities, such as allotment sizes, access and servicing requirements. The zoning of optimal locations would still enable the town to be contained within an appropriate settlement pattern to facilitate growth and for the necessary infrastructure to be established.

***Economic and social costs***

- 6.317 The poor subdivision design outcomes that may arise in response to a framework that predominantly relies upon density requirements is unlikely to contribute to long term sustainable development, resulting in increased economic and social costs to the community. Including for example, increased reliance on private motor vehicles due to poor connectivity that may contribute to congestion, fuel consumption and air pollution and a reduction in the use of community facilities due to poor access from surrounding local areas.



- 6.318 Unsustainable development is also more likely to eventuate as a result of design shortcomings, such as the failure for long term road extensions through a subdivision to allow future continuation of development and the efficient and effective provision of transport. Inefficient or unsustainable development will inevitably affect the perception of local amenity values and reduce the ability to contribute to community activity or the pursuit of healthier and more environmentally friendly lifestyle choices.

#### **Conclusion: Issue 8 Subdivision**

- 6.319 It is considered that Option 1, which supports the application of the Living Z zone subdivision standards to the PC 21 development sites, will ensure that subdivision in Prebbleton is consistent with the operative SDP objectives and policies.
- 6.320 As identified above, the Living Z zone framework encompasses a planned and progressive approach that ensures subdivision design improves connectivity between established areas and development nodes and the cost effective and coordinated provision of infrastructure services. The associated subdivision performance standards seek to minimise the number of rear sections and to strengthen street character, amenity and outlook between properties. Greater emphasis is also placed upon retaining existing features and optimizing the context of each site.
- 6.321 Stronger direction is also provided to achieve variety in design and form to create more vibrant and livable neighbourhoods, while facilitating the broader range of housing densities anticipated by the UDS, Change 1 to the CRPS and the PSP. The Living Z zone aims to reduce the sometimes monotonous nature of new developments and to better facilitate a range of household options to cater for the wider needs of the community.
- 6.322 The Living Z zone will promote good quality and efficient subdivision designs within Prebbleton that assist in creating a sense of place, whereby flexibility and guidance (through the Subdivision Design Guide and MDHDG) has been provided to achieve more sustainable subdivision development. It is considered that a minimum average allotment size of 700m<sup>2</sup> with a minimum of 500m<sup>2</sup> achieves a balance between providing sufficient flexibility to developers to respond to the context of each development block and any additional opportunities and constraints not already identified in the ODP, while also reducing the impact the provision of a range of residential section sizes will have on the character and amenity of Prebbleton.
- 6.323 To conclude, it is considered that Option 1 supports a broad range of environmental, social and economic benefits by facilitating more sustainable subdivision developments within Prebbleton than are consistent with the operative objectives and policies of the SDP, including those specifically inserted through PC 7 to sustainably manage residential subdivision.

## **Conclusions**

### **EFFICIENCY AND EFFECTIVENESS**

- 6.324 Having assessed a number of options and established the general costs and benefits of each approach, it is considered that the proactive strategic approach that rezones the five identified residential 'Greenfield' sites to a Living Z zone with associated ODP's (Option 1) provides the most efficient and effective method of addressing the identified issues. This approach is considered to be the most appropriate framework for ensuring the SDP meets the purpose of the RMA.

### **Issue 1: Strategic growth management and ODP's**

- 6.325 Overall, it is considered that the existing objectives represent the most efficient and effective means of achieving the purpose of the RMA, particularly those provisions that have recently been amended through the Living Z zone. PC 7 has represented a paradigm shift in respect to how the SDP manages growth within the UDS area of the

District, from a market led approach to a community led regime that proactively zones land to meet the growth and density targets identified within township structure plans.

- 6.326 Option 1 will produce broad environmental, social and economic benefits for Prebbleton by aligning future residential development with the Objectives inserted through PC 7. Primary drivers include creating more livable residential neighbourhoods through the application of urban design principles, while ensuring that these areas are serviced by cost efficient local, regional and national infrastructure.
- 6.327 The requirement for subdivision to accord with an operative ODP will allow greater strategic consideration to be given to the sub-area issues identified in the PSP and the wider urban intensification and consolidation principles espoused in the UDS and Change 1 to the CRPS. The integration of physical resources such as pedestrian and cycling networks, safe and efficient roads, community facilities, business activities and open space, with other site specific natural resources identified in the PSP and the proposed PC 21 ODP's, will promote efficiencies in the functioning to a facilitate a sustainable urban growth pattern.
- 6.328 It is therefore considered that Option 1 will ensure more sustainable residential development occurs in Prebbleton by aligning the policies and rules to accord with the relevant objectives inserted through PC 7.

**Issue 2: Rezone the Living X (Blakes Road) zone that forms part of Area 1**

- 6.329 Overall, it is considered that the existing provisions do not represent the most efficient or effective means of achieving the existing objectives of the SDP, particularly when the existing Living X zone is compared to the Living Z zone framework. The application of the Living Z zone framework to the existing Living X zone will facilitate a range of environmental, social and economic benefits, including ensuring that the development of the subject land is integrated with the adjoining residential 'Greenfield' area and reflects the wider context of the development block.
- 6.330 The Living Z zone will require subdivision to accord with a more comprehensive ODP that has been developed in response to the context of the site and wider community and land owner aspirations. In addition, the Living Z zone framework will allow greater strategic consideration to be given to the sub-area issues identified in the PSP and the wider urban intensification and consolidation principles espoused in the UDS and Change 1 to the CRPS. The integration of physical resources such as pedestrian and cycling networks, safe and efficient roads, community facilities, business activities and open space, with other site specific natural resources identified in the PSP.
- 6.331 It is therefore considered that the application of the Living Z zone framework and incorporating the proposed ODP to replace the existing Living X zone framework presents an opportunity to establish more sustainable resource management outcomes for the wider development block and that the benefits associated with this approach significantly outweigh the efficiencies able to be gained through the retention of the Living X zone provisions.

**Issue 3: Amend the existing provisions for the Living 1A zone (Area 5)**

- 6.332 Overall, it is considered that the Option 1 approach of amending the existing Living 1A zone that apply to the undeveloped portion of the zone and incorporating a more detailed ODP that better responds to the sites context and the land owners aspirations is more efficient than the alternatives. A number of significant environmental, social and economic benefits will be gained through the proposed amendments, which optimise the use of the land by providing a greater range of residential sections that cater for the wider needs of the community, including larger sections that are highly sort after within and around Prebbleton.
- 6.333 The comprehensive ODP supports stronger integration with the adjoining Domain and wider township, promotes safe and efficient transport networks, incorporates methods to treat and dispose of stormwater and better responds to the context of the site than the existing Living 1A zone ODP where it applies to the undeveloped balance of the zone. This approach goes some way to implementing the PSP through the provision of open

space links, connections and integration with the adjoining Doman, securing appropriate densities and applying urban design treatments at the sensitive urban-rural edge to retain the rural aspect, compliment the towns character, while reducing the risk of adverse reverse sensitivity effects

- 6.334 It is considered that these benefits outweigh the identified costs and that the proposed amendments represent an approach that better enables the SDP to meet the purpose of the Act than the existing Living 1A zone framework.

**Issue 4: Amend existing Policy B4.1.1 (a)**

- 6.335 Overall, it is considered appropriate to amend Policy B4.1.1 (a) as it provides greater clarity to people reviewing and administering the SDP that the Living Z zone facilitates a broader range of housing typologies than the traditional Living 1 zone framework. It also ensures that the intent of the Residential Density Strategy is clearly referenced in the related policies. Any environmental, social and economic costs that may be attributed to this proposed amendment are considered to be negligible.

**Issue 5: Incorporate additional fencing controls to the Living Z zone**

- 6.336 It is considered that there is a short coming within the Living Z zone framework where there are no specific controls to manage the effects of fencing at the sensitive interface between residential sections and open space reserves. This presents a risk that the open space amenity of reserves will be undermined and that residential development will 'turn its back' on adjoining public spaces, which presents a lost opportunity and may contribute to a range of adverse effects.
- 6.337 The benefits able to be attained through the rules proposed within Option 1 will provide consistency around the fencing requirements for the Living Z zone, which will contribute to more sustainable development outcomes that will ultimately better enable the SDP to meet Part II of the RMA. There are a number of costs associated with this directive approach, although it is considered that these are outweighed by the positive environmental, social and economic outcomes able to be achieved through the application of the proposed fencing height, transparency and setback controls.

**Issue 6: Increase the minimum building coverage requirement for the Living Z zone medium density and comprehensive housing**

- 6.338 Overall, it is considered that the proposed amendments contained within Option 1 will assist in making the development of more intensive housing typologies within the identified Medium Density area more viable. This will ensure that the diverse range of housing options anticipated by Policy B4.1.1 (a) are realised, contributing to sustainable environmental, social and economic outcomes.
- 6.339 Any negative outcomes associated with the proposed amendments are considered to be negligible, with an appropriate balance having been met between facilitating development through more flexible site coverage controls and ensuring development outcomes remain consistent with Policy B4.1.13 in respect to avoiding cramped development.

**Issue 7: Medium density housing**

- 6.340 It is considered that Option 1, which supports the application of the Living Z zone medium density housing provisions to the location identified in the Area 4 ODP contained in Attachment 3, is the most efficient use of resources as it will ensure that development is consistent with the operative objectives and policies of the SDP, including those inserted through PC 7.
- 6.341 The facilitation of additional medium density housing in Prebbleton may be perceived by some as being inconsistent with the traditionally low-density village character of the settlement. However, the extent of medium density housing supported in the PSP are limited in number and have been identified within optimal locations that take advantage of physical resources, the context of the site and proximity to the town centre and open space reserves. There is an established need for a wider variety of housing typologies in the township and any potentially adverse effects are able to be managed through the

comprehensive Living Z zone provisions and non-statutory guidance provided by the MDHDG.

- 6.342 Medium density housing does not equate to lower quality development. The Living Z zone framework encompassed within the preferred Option 1 supports mixed density housing under certain circumstances to meet a wider range of social and economic needs as people enter different stages in their lives. This is consistent with the urban consolidation principles contained within the UDS, Change 1 to the CRPS and the PSP that promote the intensification of urban areas to curb sprawl, provide sustainable transport networks, promote alternative modes of transport, achieve a critical mass of households to support integrated and cost efficient infrastructure and to minimise adverse effects on natural resources. Mixed housing densities containing some smaller sections within appropriate locations to offset larger sections on the periphery enables greater flexibility to achieve livable and vibrant residential neighbourhoods that reflect the form, character and function of Prebbleton, while responding to the context of sites and any associated constraints.
- 6.343 The provision of some medium density housing options will support diverse living environments within Prebbleton to meet a wider range of needs. This includes singles, small families, professionals, people with disabilities or elderly persons who want the convenience, amenity and access to the services and social networks available in a small semi-rural town, but do not want large dwellings, sections, gardens or yard space to maintain.
- 6.344 To conclude, it is considered that Option 1 supports a broad range of environmental, social and economic benefits by facilitating some additional medium density housing options within Prebbleton. Such an approach is an efficient use of natural resources and responds to the social and economic needs of the community by ensuring development is consistent with the operative objectives and policies of the SDP.

#### **Issue 8: Subdivision**

- 6.345 It is considered that Option 1, which supports the application of the Living Z zone subdivision standards to the PC 21 development sites, will ensure that subdivision in Prebbleton is consistent with the operative SDP objectives and policies.
- 6.346 As identified above, the Living Z zone framework encompasses a planned and progressive approach that ensures subdivision design improves connectivity between established areas and development nodes and the cost effective and coordinated provision of infrastructure services. The associated subdivision performance standards seek to minimise the number of rear sections and to strengthen street character, amenity and outlook between properties. Greater emphasis is also placed upon retaining existing features and optimizing the context of each site.
- 6.347 Stronger direction is also provided to achieve variety in design and form to create more vibrant and livable neighbourhoods, while facilitating the broader range of housing densities anticipated by the UDS, Change 1 to the CRPS and the PSP. The Living Z zone aims to reduce the sometimes monotonous nature of new developments and to better facilitate a range of household options to cater for the wider needs of the community.
- 6.348 The Living Z zone will promote good quality and efficient subdivision designs within Prebbleton that assist in creating a sense of place, whereby flexibility and guidance (through the Subdivision Design Guide and MDHDG) has been provided to achieve more sustainable subdivision development. It is considered that a minimum average allotment size of 700m<sup>2</sup> with a minimum of 500m<sup>2</sup> provides sufficient flexibility to developers to respond to the context of each development block and any additional opportunities and constraints not already identified in the ODP, without undermining the character and amenity of Prebbleton.

To conclude, it is considered that Option 1 supports a broad range of environmental, social and economic benefits by facilitating more sustainable subdivision developments within Prebbleton than are consistent with the operative objectives and policies of the

SDP, including those specifically inserted through PC 7 to sustainably manage residential subdivision.

## **RISK ASSESSMENT**

- 6.349 There remains a degree of uncertainty over the level of impact the amendments being proposed to the SDP by PC 21 may have on development within the township and the 'environment' of Prebbleton. In this instance it is considered that the appropriate level of research and analysis through the District Plan, UDS, Change 1 to the CRPS, Prebbleton Structure Plan and the collaborative approach taken with land owners to inform the preparation of PC 21 to identify these risks and to address them accordingly. PC 21 has been informed by literature reviews, extensive public consultation, the best practice framework of PC 7, technical reports and input from multi-disciplinary experts.
- 6.350 PC 21 relies upon a number of variables that may change in the short to long term and the planning framework will need to continually evolve in response to changing resource needs. In addition, the plan change exercise has relied on a broad level assessment of the appropriateness of the rezoning and regulatory interventions proposed to manage the on-going provision of residential land in Prebbleton. The subsequent subdivision process will require more detailed engineering and planning assessments that may identify site constraints or opportunities that have not been considered to date.
- 6.351 A significant effort has been made to engage land owners in the preparation of the ODP's and related criteria in response to this risk to ensure that the minimum yields can be achieved within context of the road layout and site constraints and opportunities. It is considered that sufficient flexibility exists in the designs of the ODP's to cater for innovation and to respond to changes in needs of future residents.
- 6.352 There continues to be uncertainty arising from the cluster of earthquakes that have affected Greater Christchurch over the past two and a half years, including in particular the:
- ☐ on-going stability of land and structures
  - ☐ threat of future seismic events
  - ☐ changing socio-economic drivers arising from the earthquakes, including the displacement and relocation of residential and business activities and the city centre/ local centres rebuild
  - ☐ rebuilding and future proofing infrastructure and community services
  - ☐ ability for the Canterbury Earthquake Recovery Minister to by-pass resource management processes where it assists with the rebuild
- 6.353 The SDP now incorporates requirements for geotechnical assessments to establish the stability of land being subdivided, which apply to all Living zones in the district<sup>84</sup>. The necessary technical reports to identify the risk in rezoning the identified land holdings have been prepared to inform the consideration of PC 21. Finally, the plan change facilitates the zoning and methods to coordinate the on-going provision and development of residential 'Greenfield' land in Prebbleton, which will go some way to providing additional housing to cater for residents that are being displaced by the earthquakes.

# **7 Summary of changes**

## **Introduction**

- 7.1 PC 21 introduces a number of amendments to the Selwyn District Plan as it relates to the management of growth in Prebbleton, including provisions to manage future land use activities and subdivision development. The plan change applies the Living Z zone provision to the five development areas within Prebbleton, while inserting a number of

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<sup>84</sup> PC 7 inserted subdivision assessment matters specifically requiring geotechnical investigations – Rule 12.1.4.11 and Rule 12.1.4.12 of the Township Volume

subsidiary amendments to ensure any future subdivision is staged to give effect to Change 1 to the CRPS and accords with the ODP's developed in consultation with the current land owners of the affected properties.

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

## **Township Volume**

### **Zone Statement**

- 7.3 Minor amendment to the Living Z zone Statement to reference the Phase 2 areas in Prebbleton, identifying that a portion of development is to be deferred until 2021 and when sufficient infrastructure is available.

### **Amended and proposed objectives and policies**

#### *Planning Maps*

- 7.4 PC 21 would entail amendments to Sheets 1 and 2 of Planning Maps 014, 125, 126, 127, 128 and 129 to rezone the identified four development areas from their existing Rural (Inner Plains) and Living X (Blakes Road) zones to a Living Z zone.

#### *Growth of Townships section,*

- 7.5 A consequential amendment to Policy B4.1.1 is proposed to ensure that the wording reflects the clear intent of the Residential Strategy on Density that applies an exception to the Living 1 zone densities for the Living Z zone and medium density housing.
- 7.6 The Preferred Growth Option is required to be amended to emphasise the Environment Court's 'Preferred Growth Area' contained in Appendix 31 of the SDP, but to also reference the additional 'Greenfield' development areas proposed to be zoned Living Z under PC 21.
- 7.7 A new policy B4.3.68 is required to insert the ODP criteria for each of the four development areas to ensure there is a regulatory control to inform the preparation and assessment of future subdivision and land use applications proposed for the Prebbleton Living Z zone.

### **Rules**

#### *Living Zone Rules – General*

- 7.8 PC 21 promotes the replacement of the existing Living 1A zone rules, which will require the deletion of existing Rules 4.9.8 and 6.2.1.2, which relates to the 10m minimum building setbacks referenced in the Appendix 19 ODP.

#### *Living Z Zone Rules – Buildings and Fences Adjoining Reserves*

- 7.9 An amendment to the Living Z zone as it is applied to the identified areas in Rolleston, and Lincoln and proposed in Prebbleton is proposed to apply a permitted activity performance standard for fences up to 1.2m in height for all Living Z zone boundaries where they adjoin public reserves to achieve appropriate interface treatments between residential dwellings and outdoor living areas and public open space.

#### *Living Z zone Rules – Minimum building coverages for medium density and comprehensive housing*

- 7.10 It is considered that the proposed amendments will assist in making the development of more intensive housing typologies within the identified Medium Density area more viable. This will ensure that the diverse range of housing options anticipated by Policy B4.1.1 (a) are realised, contributing to sustainable environmental, social and economic outcomes.
- 7.11 Any negative outcomes associated with the proposed amendments are considered to be negligible, with an appropriate balance having been met between facilitating development

through more flexible site coverage controls and ensuring development outcomes remain consistent with Policy B4.1.13 in respect to avoiding cramped development.

#### *Living Zone Rules - Subdivision*

- 7.12 The minimum average allotment sizes for the Prebbleton Living Z zone are required to be included within Table C12.1, which prescribes the allotment sizes for subdivision. A consequential amendment relates to the deletion of the average minimum allotment size for the Living X zone, which has been replaced by the Living Z zone standard. The Living 1A zone minimum average allotment size, where it applies to the undeveloped balance of the zone where development is subject to the amended ODP, will also need to be amended to reflect the varied allotment sizes and 8hh/ha density requirement prescribed in the amended ODP.

### **Appendices**

#### *Outline Development Plans – Appendix 41*

- 7.13 The Prebbleton Living Z zone ODP's (see **Attachment 3**) and related criteria are required to be inserted into the Appendices of the SDP Township Volume and the Living X (Blakes Road) zone ODP in Appendix 19 is required to be deleted as a consequence. The Living 1A zone ODP in Appendix 19 will also need to be replaced with the ODP referenced in **Attachment 4**.

### **District Plan amendments**

- 7.14 **Attachment 1** contains the specific changes that are proposed to the Selwyn District Plan to implement PC 21.
- 7.15 For the purposes of this assessment, any existing text from the District Plan is shown in standard font; any text proposed to be added by PC 21 is shown in underlined and text to be deleted as strikethrough.
- 7.16 It is noted that only the proposed new and amended provisions to the District Plan are shown in this section. The schedule of amendments should therefore be read in conjunction with the full text of the District Plan (reference should be made to Council's Working Copy of the Plan). The provisions proposed in **Attachment 1** may require some existing provisions to be renumbered / amended accordingly.

# **Attachment 1**

## **Schedule of District Plan Amendments**

**(Based on the partially operative version  
dated 13 November 2012)**



# Volume 1: Townships

Plan section	Proposed Plan Provisions
<b>Amendment 1</b> District Plan Maps	Amend Sheets 1 and 2 of Planning Maps 014, 125, 126, 127, 128 and 129 to rezone Areas 1 through to 4 identified in <b>Attachment 4</b> to a Living Z zone
<b>Amendment 2</b> B4 Growth of Townships, Residential Density – Policies and Methods, Policy B4.1.1	<p>Insert the Living Z Zone to Policy B4.1.1 of the Residential Density Policies and Methods (Page B4-004) to read as follows:</p> <p><b>Policy B4.1.1</b></p> <p>(a) Provide for a variety of allotment sizes for erecting dwellings in the Living 1 Zones, while maintaining average section size similar to that for existing residential areas in townships, except within the <u>Living Z Zone, including any Medium Density area identified in an Outline Development Plan where a higher density of development is anticipated.</u></p>
<b>Amendment 3</b> B4 Residential and Business Development – Specific Policies for Townships, Preferred Growth Option	<p>Amend the Preferred Growth Option for Prebbleton (Page B4-076) as follows:</p> <p><b>Preferred Growth Option</b></p> <p>The first preferred areas for expansion of Prebbleton are east and west of Springs Road, between the north and south limits of the existing Living and Business zones as identified in Appendix 31, inclusive of <u>the additional 'Greenfield' development sites that are zoned Living Z and identified in the Outline Development Plans contained in Appendix 41.</u></p>
<b>Amendment 4</b> B4 Residential and Business Development – Specific Policies for Townships, Policy B4.3.68	<p>Insert a new Policy B4.3.68 of the Residential and Business Development – Specific Policies for Townships (Page B4-077) to read as follows:</p> <p><b>Policy B4.3.68</b></p> <p><u>Ensure that development within each of the Living Z zone Outline Development Plan areas identified on the Planning Maps and Appendices within Prebbleton address the specific matters relevant to each ODP Area number listed below:</u></p> <p><b>Prebbleton</b></p> <p><b>Outline Development Area 1</b></p> <ul style="list-style-type: none"> <li>- <u>Provision of a primary loop road linking up to two access points off Blakes Road;</u></li> <li>- <u>Provision of a connection to The Paddocks subdivision to the north (Living 2A zone);</u></li> <li>- <u>Provision of pedestrian and cycle links through the ODP area to connect with the adjoining urban area to the west and east via Blakes Road;</u></li> <li>- <u>Provision of a comprehensive stormwater system that has sufficient capacity for the ODP area;</u></li> <li>- <u>Provision of reticulated water supply and wastewater systems that have sufficient capacity for the ODP area;</u></li> <li>- <u>Provision of a local neighbourhood park;</u></li> <li>- <u>Houses developed along Blakes Road must front this road;</u></li> <li>- <u>Provision of a minimum net density of 10 households per hectare averaged over the ODP area;</u></li> </ul> <p><b>Outline Development Area 2</b></p> <ul style="list-style-type: none"> <li>- <u>Provision of a primary north-south road connection through the area linking from Trents Road to the Cairnbrae subdivision (Living 1A6 Zone);</u></li> <li>- <u>Provision of pedestrian and cycle link through the ODP area to connect with the adjoining urban area in the Cairnbrae subdivision (Living 1A6 Zone) to the north and to secure through connections to any future residential development that may establish on the opposite southern side of Trents Road;</u></li> <li>- <u>Provision of a comprehensive stormwater system that has sufficient capacity for the ODP area;</u></li> <li>- <u>Provision of reticulated water supply and wastewater systems that have sufficient capacity for the ODP area;</u></li> <li>- <u>Provision of local neighbourhood park;</u></li> </ul>

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- Houses developed along Trents Road must front this road;
  - Houses developed along the north-western boundary with the Kingcraft Drive Existing Development Area to be of lower residential densities with appropriate fencing and boundary treatments at the rural residential/urban interface;
  - Provision of a minimum net density of 10 households per hectare averaged over the ODP area;

#### **Outline Development Area 3**

- Provision of a primary north-south road connection through the area linking from Springs Road to Trents Road;
- Provision of a secondary east-west road connection through the area linking from the adjacent Sterling Park subdivision (Living X Zone) to the main north-south primary road connection within this ODP;
- Provision of pedestrian and cycle links within and through the ODP area to connect with the adjoining urban areas, including specifically a connection from Trents Road to the Prebbleton Nature Park;
- Provision of a comprehensive stormwater system that has sufficient capacity for the ODP area;
- Provision of reticulated water supply and wastewater systems that have sufficient capacity for the ODP area;
- Provision of a local neighbourhood park and green links;
- Houses developed along Springs Road and Trents Road must front these roads;
- Provision of a minimum net density of 10 households per hectare averaged over the ODP area;
- Houses developed along the north-western boundary with the Rural (Inner Plains) Zone to contain appropriate fencing and boundary treatments at the rural/urban interface;

#### **Outline Development Area 4**

- Provision of a primary road connection through the area linking from Station Masters Way to Tosswill Road;
  - Provision of a secondary east-west road connection through the area to Prebbleton Central;
  - Provision of a local east-west secondary connection through the area to Conductors Road;
  - Provision of pedestrian and cycle links within and through the ODP area to connect with the adjoining urban areas;
  - Provision of an integrated stormwater management scheme to service the wider catchment, which shall incorporate wetland and riparian margins that form part of an environmentally sustainable solution that enhances ecological, cultural and tangata whenua values;
  - Interim stormwater management solutions established in advance of the integrated scheme are to have sufficient capacity for the development area;
  - Provision of reticulated water supply and wastewater systems that have sufficient capacity for the ODP area;
  - Provision of an 'open space corridor' through to area to link up with the Prebbleton Central subdivision and Business 1 Zone, including capacity to support stormwater and pedestrian/cycling links;
  - Provision of a local neighbourhood park;
  - Houses developed along Tosswill Road must front this road;
  - Provision of larger lots of at least 1,000m<sup>2</sup> around the northern and eastern boundaries of the ODP Area, with appropriate perimeter fencing and planting to preserve the rural outlook and Port Hills views;
  - Provision of medium density lots along the 'open space corridor', to incorporate appropriate permeable fencing treatments and set backs to promote passive surveillance and integration of housing with the wider reserve network;
  - Provision of a minimum net density of 10 households per hectare averaged over the ODP area;
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**Amendment 7**

4.7 Buildings and Site Coverage – Permitted Activity Rule 4. 7.1, Table C4.1 Site Coverage Allowance

Amend the existing site coverage allowance for the Living Z zone medium density and comprehensive housing (Page C4-006) to read as follows:

**Permitted Activities – Buildings and Site Coverage**

Zone	Coverage
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Living Z	Including Garage	35%
	Excluding Garage	35% - 36m <sup>2</sup>
	Medium Density	Including garage <del>35%</del> 40% Excluding garage <del>35%</del> 40% - 18m <sup>2</sup>

Where a site is located in a Medium Density area and forms part of a comprehensive residential development of four or more adjoining lots less than 350m<sup>2</sup> in size, the maximum site coverage shall be ~~40%~~45% and shall be calculated across the area of the entire comprehensive residential development, excluding any undeveloped balance lot.

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**Amendment 8**

4.7.3 Buildings and Site Coverage – Restricted Discretionary Activity Rule 4. 7.3.3

Amend the minimum building coverage for the Living Z Medium Density areas (Page C4-008) to read as follows:

4.7.3.3 The site is located in a Living Z Medium Density area located within an Outline Development Plan and the maximum area of the site occupied by a building(s) is:

- (a) ~~40%~~45% - including a garage; or
- (b) ~~40%~~45% - 18m<sup>2</sup> – excluding a garage; or
- (c) part of a comprehensive residential development of four or more adjoining lots under 350m<sup>2</sup> in size, in which case the maximum site coverage shall be ~~45%~~50% and shall be calculated across the area of the entire comprehensive residential development, excluding any undeveloped balance lot.

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**Amendment 9**

4.17 Fencing Adjoining Reserves – Permitted Activity Rule 4.17.1

Insert a new rule prescribing the permitted activity rule for fencing on properties that adjoin Council reserves (Page C4-024) to read as follows:

**Permitted Activities – Fences Adjoining Reserves**

For all development located within the Living Z zone that shares a boundary with a reserve or walkway.

4.17.1 Any fencing erected within 5m of any Council reserve that exceeds 1.2m in height must be at least 50% visually transparent over the entire fence.

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**Amendment 10**

4.17 Fencing Adjoining Reserves – Restricted Discretionary Activity Rule

Insert a new restricted discretionary rule and assessment matters for fencing on the boundary with Council reserves (Page C4-024) to read as follows:

**Restricted Discretionary Activities – Fences Adjoining Reserves**

Rule 4.17.2 Any activity which does not comply with Rule 4.17.1 shall be a restricted discretionary activity. Council shall restrict the exercise of its discretion to the following:

4.17.2.1 The extent to which the proposed fencing promotes passive surveillance to reduce the fear and incidence of crime.

4.17.2.2 The extent to which the fencing design and materials compliment the open space amenity of the reserve.

4.17.2.3 The extent to which the orientation of the section and aspect of the outdoor living areas within the section is able to reduce the effects of the non-complying fence on the open space amenity of the adjoining reserve.

4.17.2.4 The need to avoid adverse cumulative effects arising from the number of non-complying fences being established along a reserve boundary and the extent to which the incremental reduction of the open space amenity of the reserve is mitigated through appropriate fencing design

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and construction materials and the layout of future dwellings and yard space.

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#### **Amendment 11**

4.17 Fencing Adjoining Reserves

Reason for Rules

Insert a Reason for the proposed fencing rules (Page C4-029) to read as follows:

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

...

##### **Fencing Adjoining Reserves**

Maximum fencing heights and transparency controls are provided as a permitted activity within the Living Z zone where residential sections share a boundary with a Council reserve to support appropriate fencing at the sensitive interface at the boundary between public reserve and residential sections. This avoids the establishment of long lengths of tall solid fencing along reserve boundaries to preserve the open space amenity of reserves, integrate residential development with public space, promote public surveillance too reduce the incidence of crime and assists in making reserves attractive and safe places to visit for all members of the community. Consideration should be given from the outset to the orientation and layout of residential sections to ensure dwellings and outdoor living areas are integrated with adjoining reserves to optimize the open space amenity on offer and to avoid the need for high solid fencing.

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#### **Amendment 12**

C12 Living Zone Rules – Subdivision, Table C12.1 – Allotment Sizes

Delete the references to the Living X (Blakes Road) from Table C12.1 (Page C12-014) to read as follows:

<b>Township</b>	<b>Zone</b>	<b>Average Allotment Size Not Less Than</b>
<u>Prebbleton</u>	<u>Living X</u>	<u>800m<sup>2</sup>, and no more than 10% at less than 700m<sup>2</sup></u>

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#### **Amendment 13**

C12 Living Zone Rules – Subdivision, Table C12.1 – Allotment Sizes

Insert the Living Z Zone allotment sizes into Table C12.1 (Page C12-014) to read as follows:

<b>Township</b>	<b>Zone</b>	<b>Average Allotment Size Not Less Than</b>
<u>Prebbleton</u>	<u>Living Z</u>	<u>700m<sup>2</sup>, with a minimum individual allotment size of 500m<sup>2</sup>, except that allotments within a Medium Density area identified within an operative Outline Development Plan shall have a maximum average allotment size of 450m<sup>2</sup> and a minimum individual allotment size of 350m<sup>2</sup>.</u>

---

#### **Amendment 14**

C12 Living Zone Rules – Subdivision, Table C12.1 – Allotment Sizes

Amend the Living 1A zone allotment sizes into Table C12.1 (Page C12-014) to read as follows:

<b>Township</b>	<b>Zone</b>	<b>Average Allotment Size Not Less Than</b>
<u>Prebbleton</u>	<u>Living 1A</u>	<u>Area A: 1,250m<sup>2</sup>; Area B: 1,000m<sup>2</sup>; Area C: 800m<sup>2</sup> – In all cases development shall proceed in accordance with the ODP contained in Appendix 19 and shall achieve a minimum density of 8hh/ha once the entire site has been developed.</u> <u>2,000m<sup>2</sup> shall apply to the balance of the zone.</u>

---

#### **Amendment 15**

Appendix 41 – Prebbleton Living Z zone ODP's

Insert all relevant ODP's that apply to the four proposed Living Z zone areas in Prebbleton into new Appendix 41(as per **Attachment 3** of PC 21)

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**Amendment 16**

Appendix 19

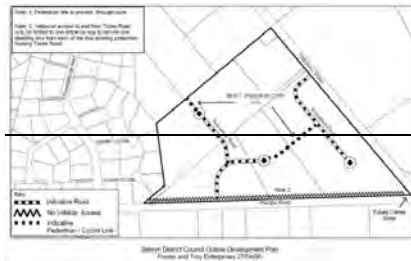
Delete the ODP that applies to the Living X (Blakes Road) zone in Appendix 19

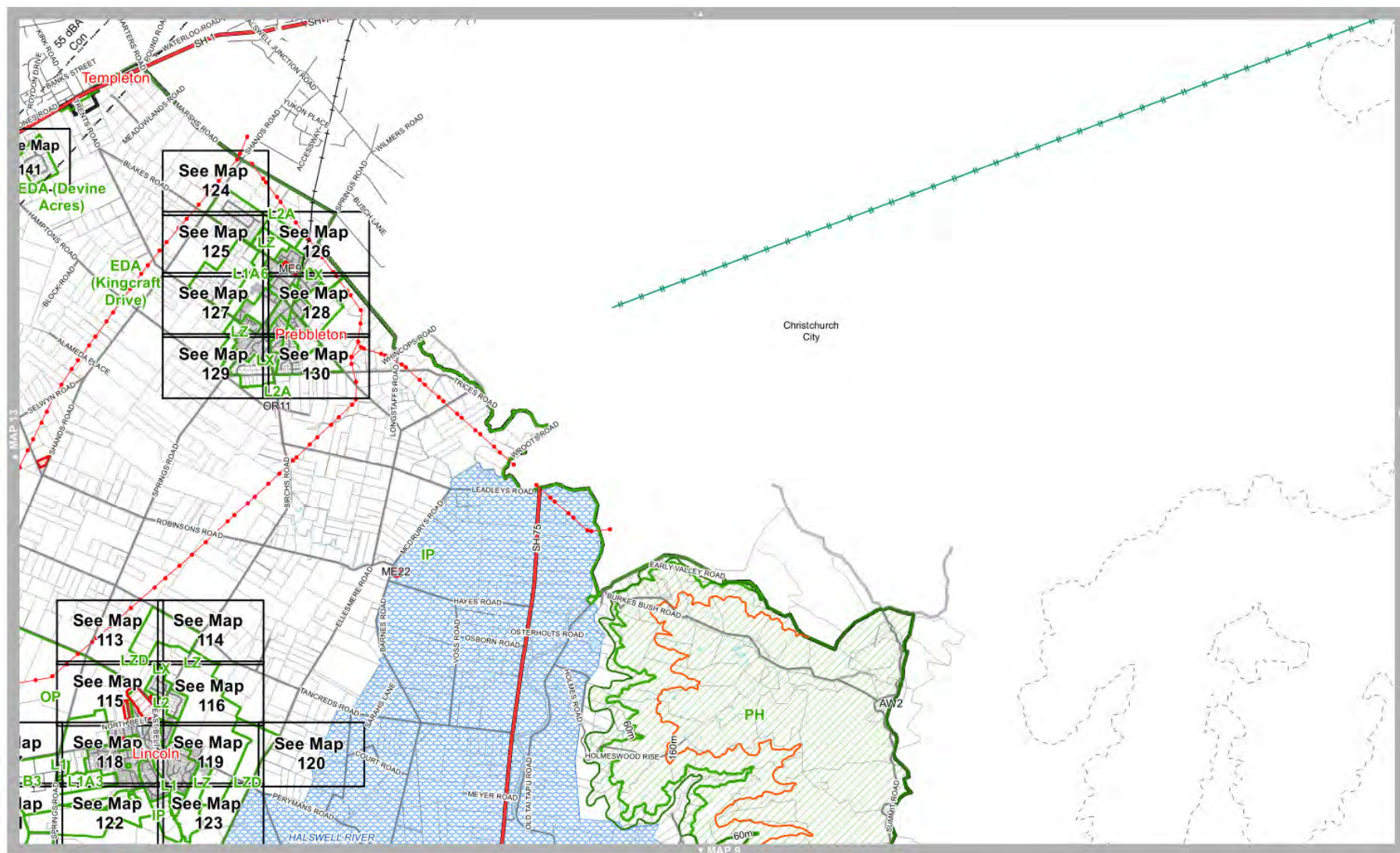


---

**Amendment 17**

Appendix 19

Replace the existing ODP that applies to the Living 1A zone in Appendix 19 with the amended Area 5 ODP (as per **Attachment 4** of PC 21)



MAP  
014  
SHEET 1

# SELWYN DISTRICT PLAN

Scale: 1:50,000 at A3

0 1,000 m

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## KEY

○ SDC Designated Site

▨ Other Designations

--- ChCh International Airport Noise Contour

★ NZTA Widening Designation

— Fault Lines

— Coastal Hazard

— Transpower Main Lines

— Zones

▨ Foresty Exclusions

▨ Outstanding Landscape

▨ West Melton Observatory Zone

▨ Outstanding Natural Feature

## Flood Zone

▨ Waimakariri Flood Plain

▨ Lower Plains Flood Area

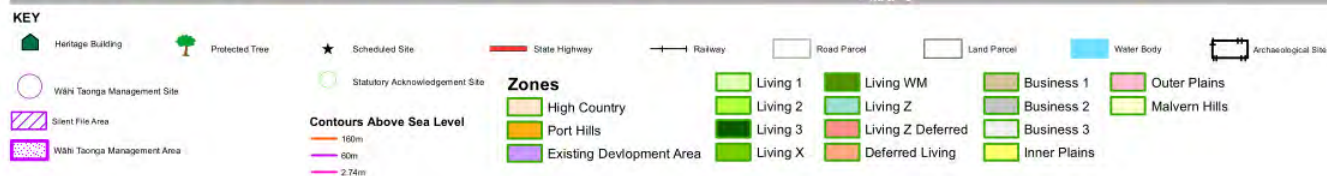
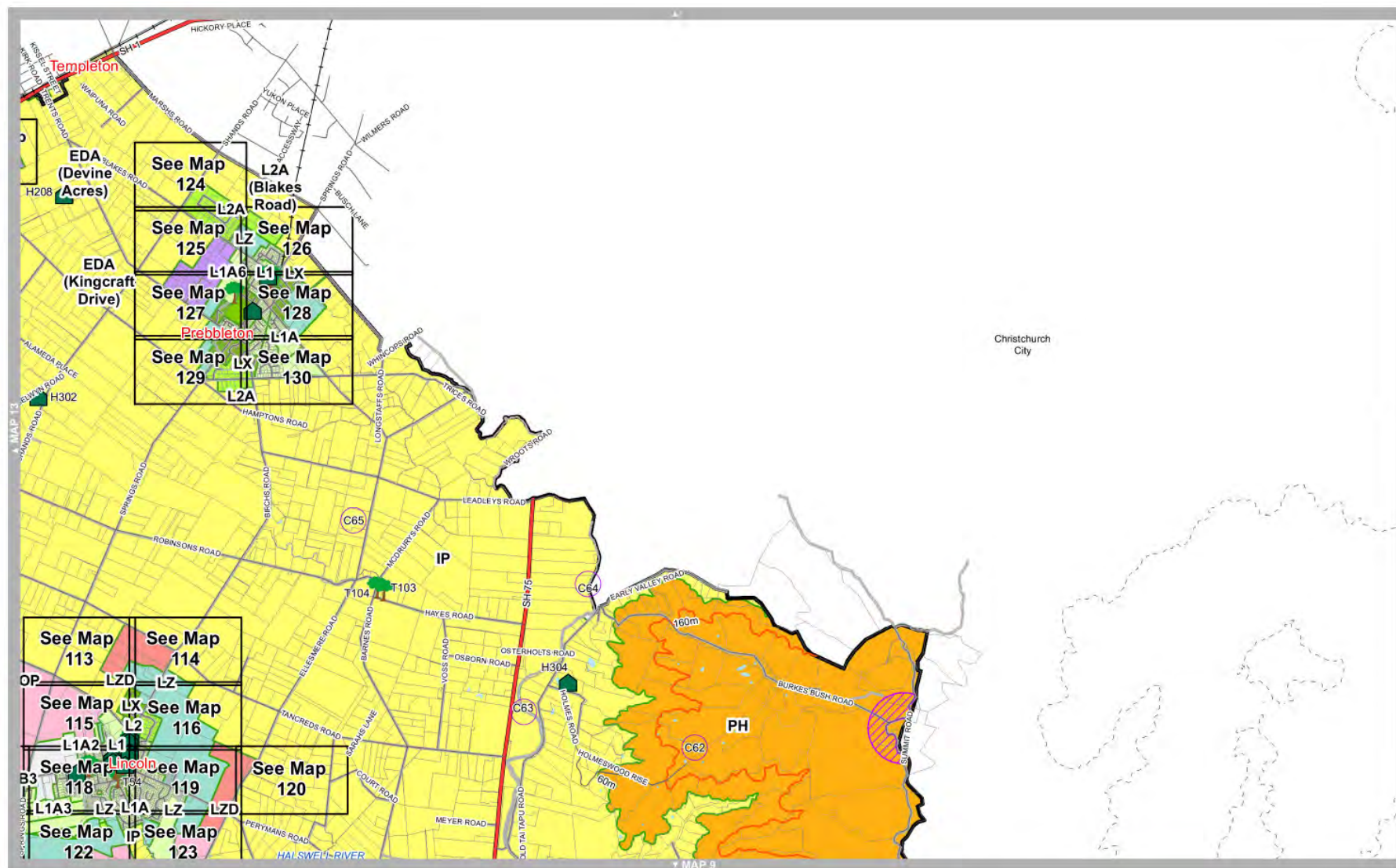
▨ Lake Ellesmere Flood Area

## Territorial Authority

▨ Surrounding Districts

▨ Selwyn District Boundary



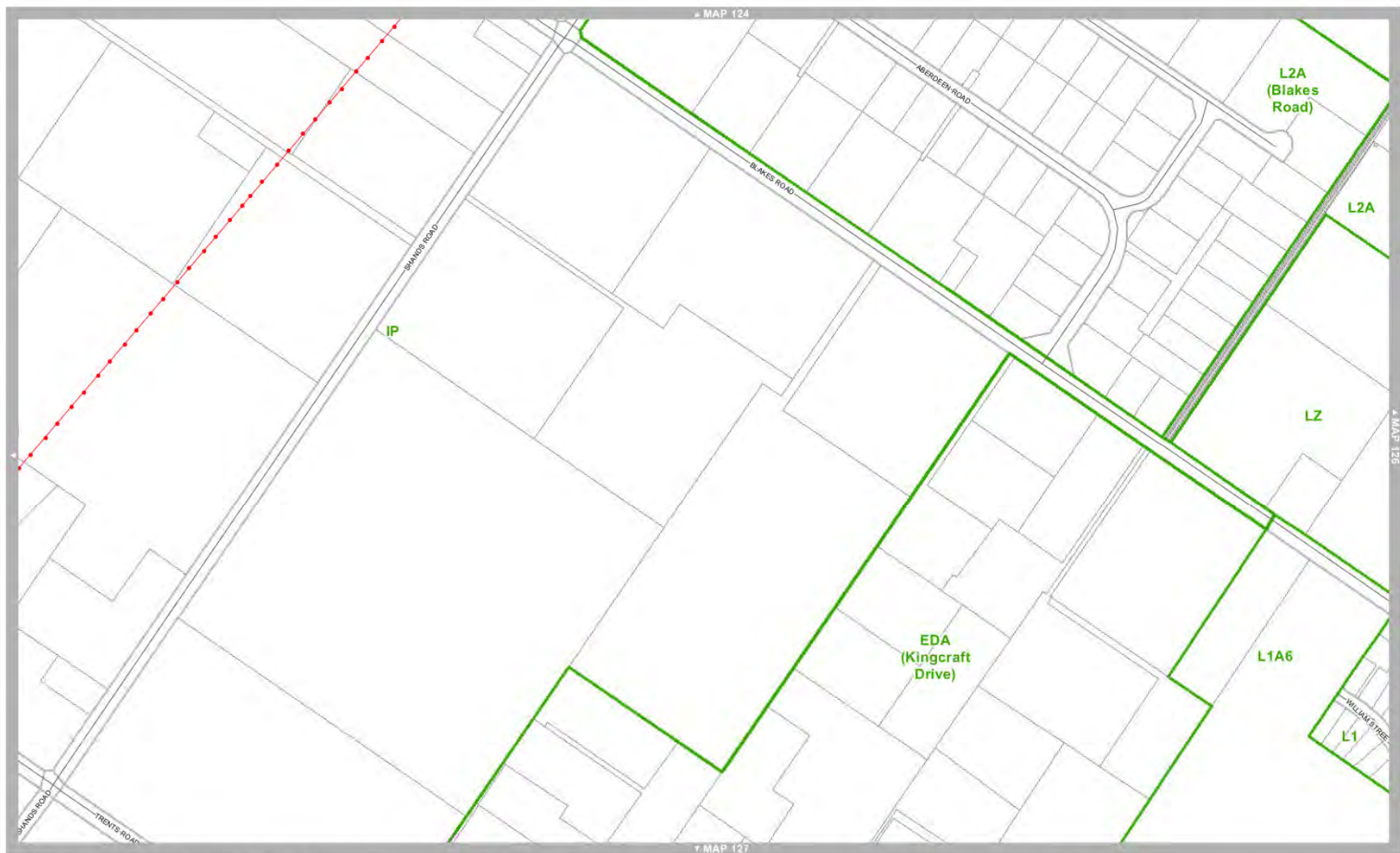


MAP  
**014**  
SHEET 2

Selwyn DISTRICT COUNCIL

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MAP  
**125**  
SHEET 1

# SELWYN DISTRICT PLAN

Scale: 1:4,000 at A3



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## KEY

○ SDC Designated Site

▨ Other Designations

--- ChCh International Airport Noise Contour

★ NZTA Widening Designation

— Fault Lines

— Coastal Hazard

— Transpower Main Lines

▭ Zones

▨ Forestry Exclusions

▨ Outstanding Landscape

▨ West Melton Observatory Zone

▨ Outstanding Natural Feature

## Flood Zone

▨ Waimakariri Flood Plain

▨ Lower Plains Flood Area

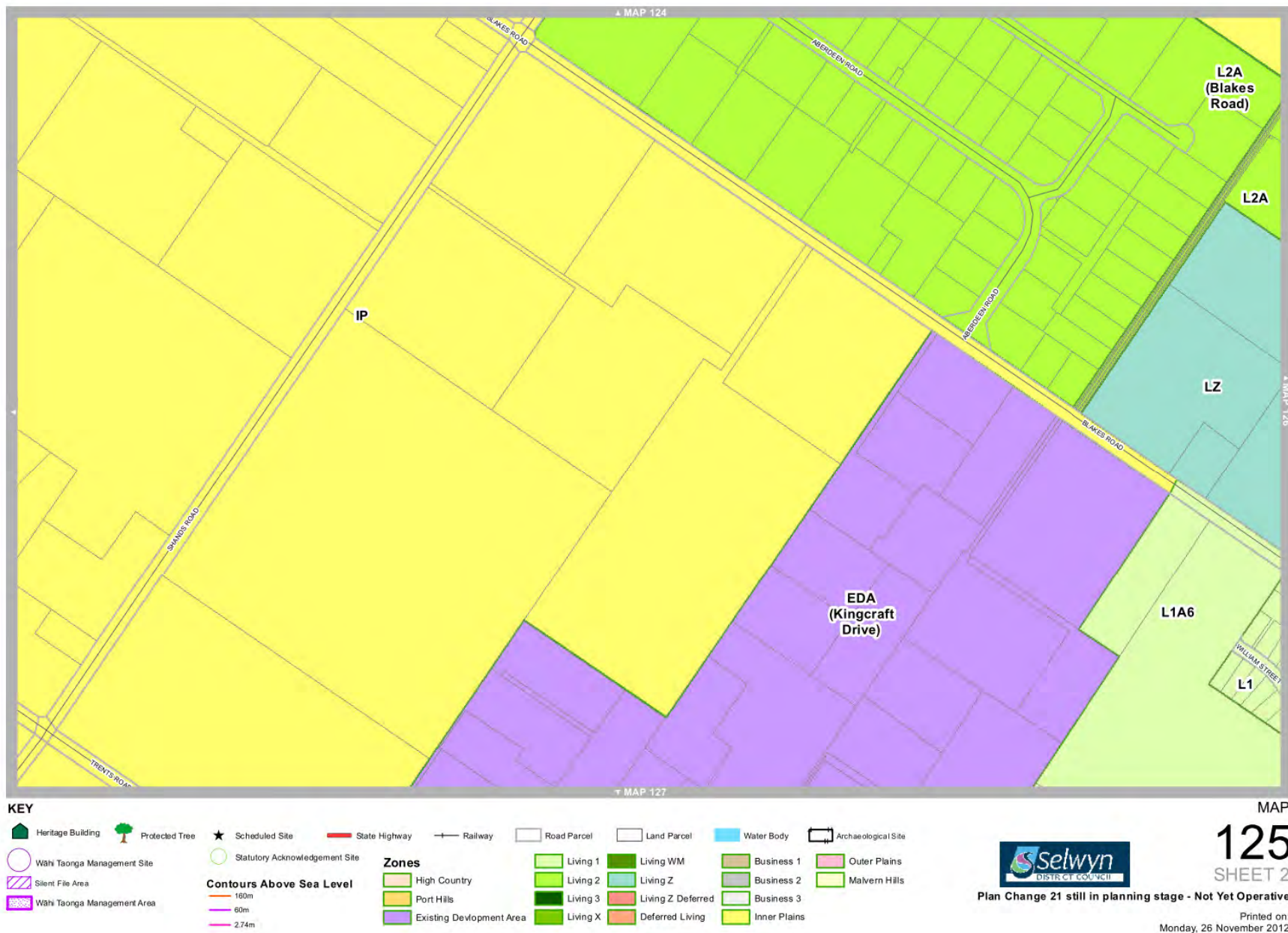
▨ Lake Ellesmere Flood Area

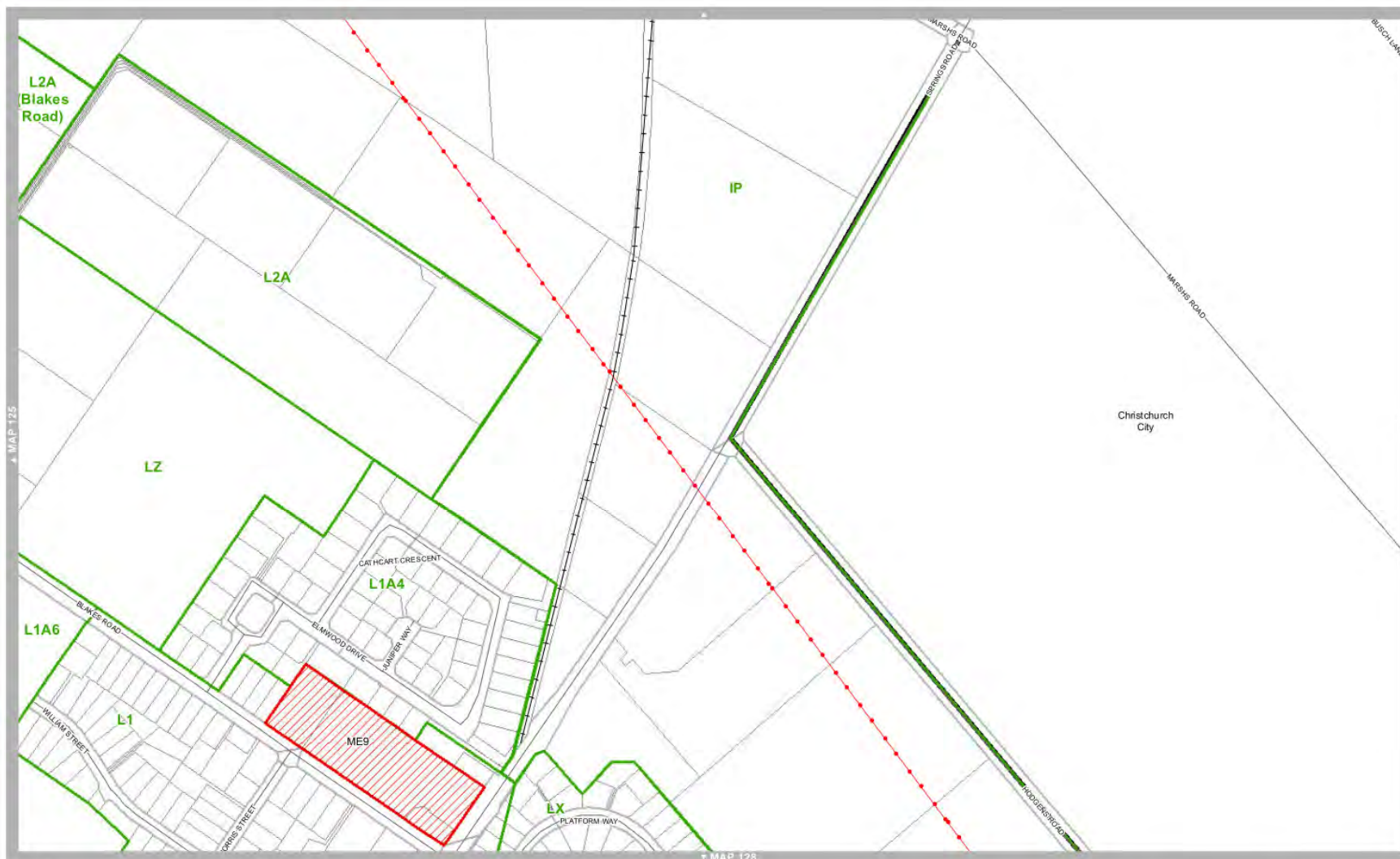
## Territorial Authority

▨ Surrounding Districts

▨ Selwyn District Boundary







MAP  
**126**  
SHEET 1

# SELWYN DISTRICT PLAN

Scale: 1:4,000 at A3



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## KEY

- SDC Designated Site
- ▨ Other Designations
- ChCh International Airport Noise Contour
- ★ NZTA Widening Designation

- Fault Lines
- Coastal Hazard
- Transpower Main Lines
- Zones

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

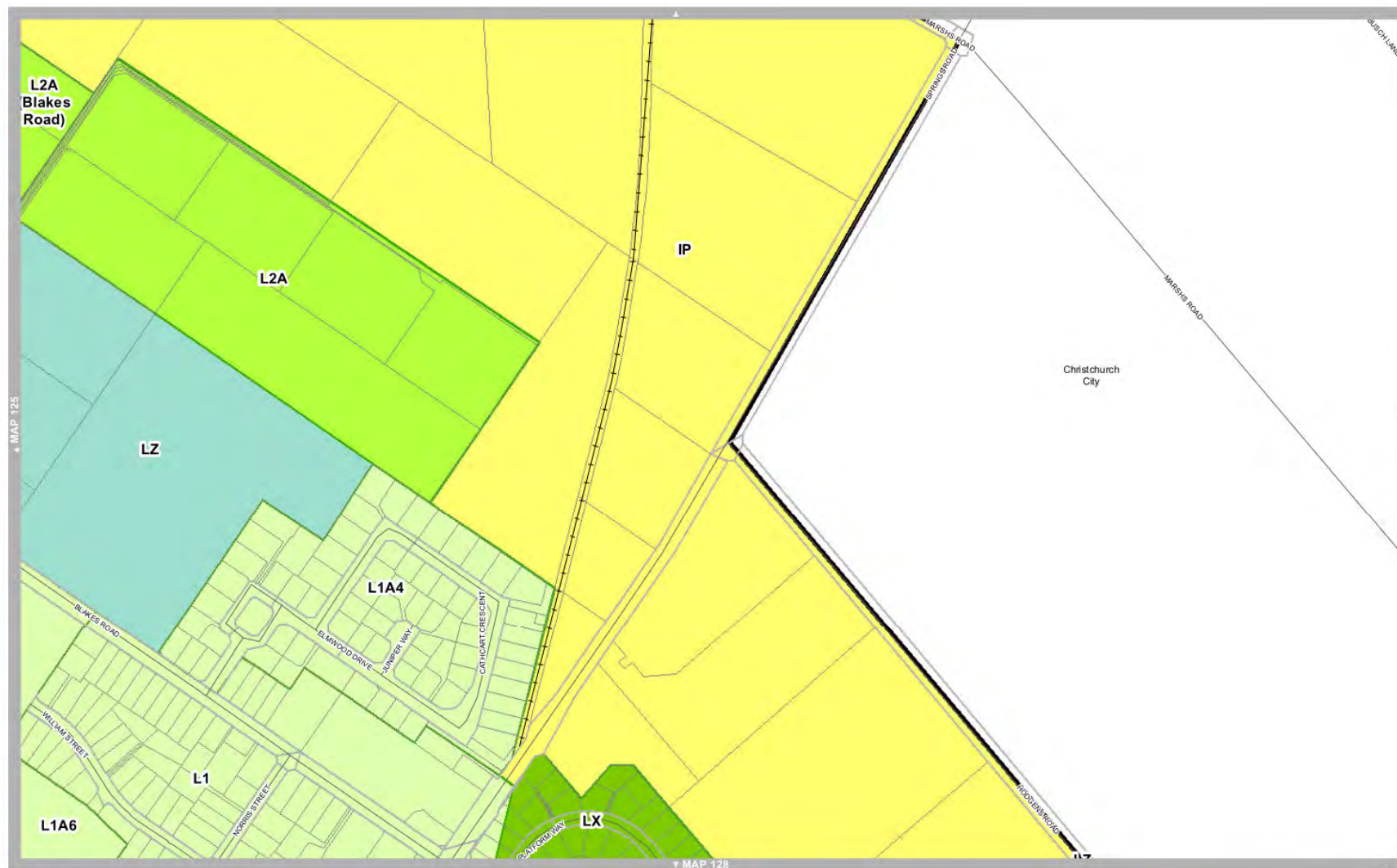
## Flood Zone

- ▨ Waimakariri Flood Plain
- ▨ Lower Plains Flood Area
- ▨ Lake Ellesmere Flood Area

## Territorial Authority

- ▨ Surrounding Districts
- ▨ Selwyn District Boundary





# KEY

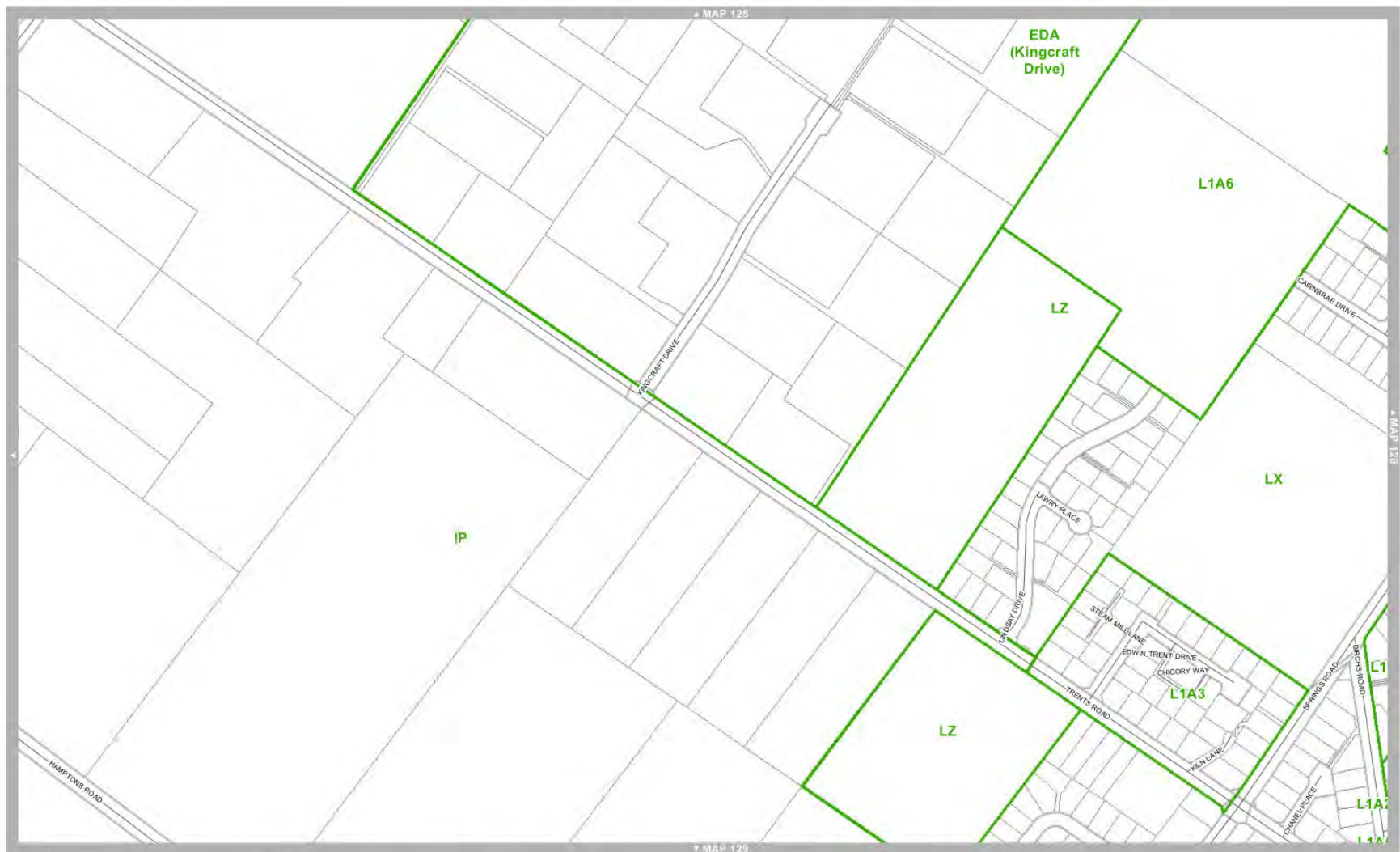
<b>Contours Above Sea Level</b>								
<b>Zones</b>								



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Monday, 26 November 2012

MAP  
**126**  
SHEET 2



MAP  
**127**  
SHEET 1

# SELWYN DISTRICT PLAN

Scale: 1:4,000 at A3

0 100 m

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## KEY

- SDC Designated Site
- ▨ Other Designations
- ChCh International Airport Noise Contour
- ★ NZTA Widening Designation

- Fault Lines
- Coastal Hazard
- Transpower Main Lines
- Zones

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

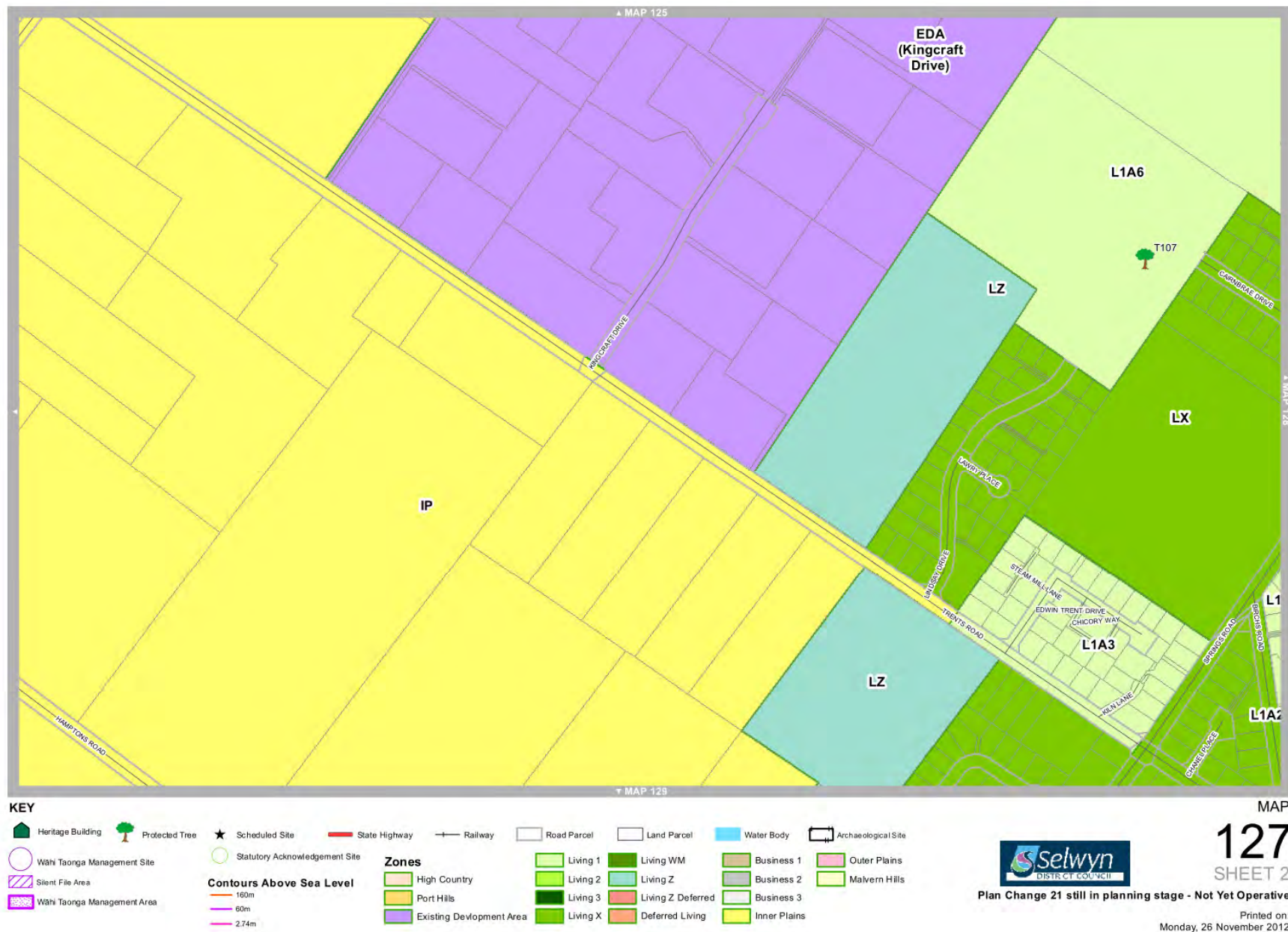
## Flood Zone

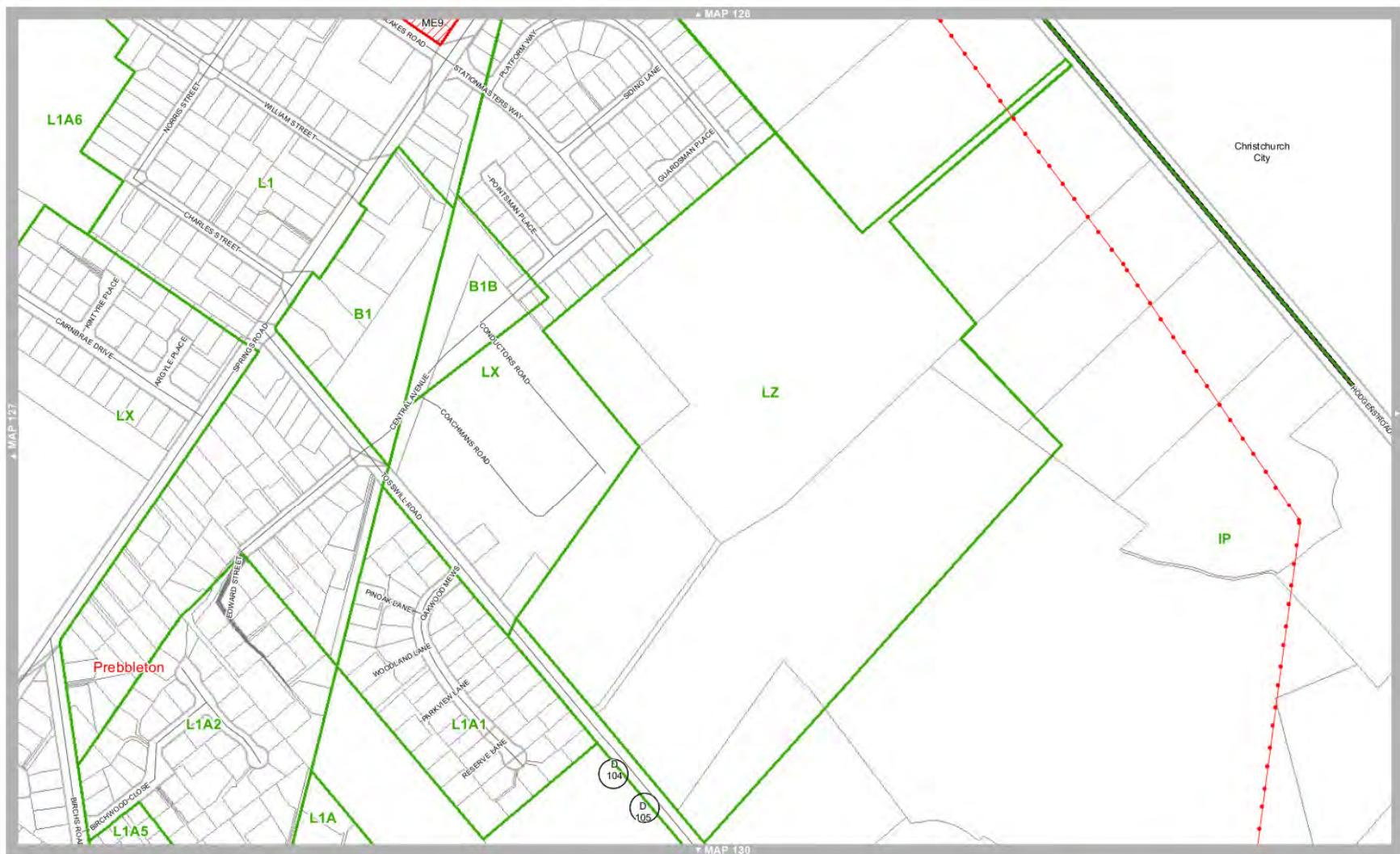
- ▨ Waimakariri Flood Plain
- ▨ Lower Plains Flood Area
- ▨ Lake Ellesmere Flood Area

## Territorial Authority

- ▨ Surrounding Districts
- ▨ Selwyn District Boundary







MAP  
**128**  
SHEET 1

# SELWYN DISTRICT PLAN

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

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## KEY

- SDC Designated Site
- Other Designations
- ChCh International Airport Noise Contour
- NZTA Widening Designation

- Fault Lines
- Coastal Hazard
- Transpower Main Lines
- Zones

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

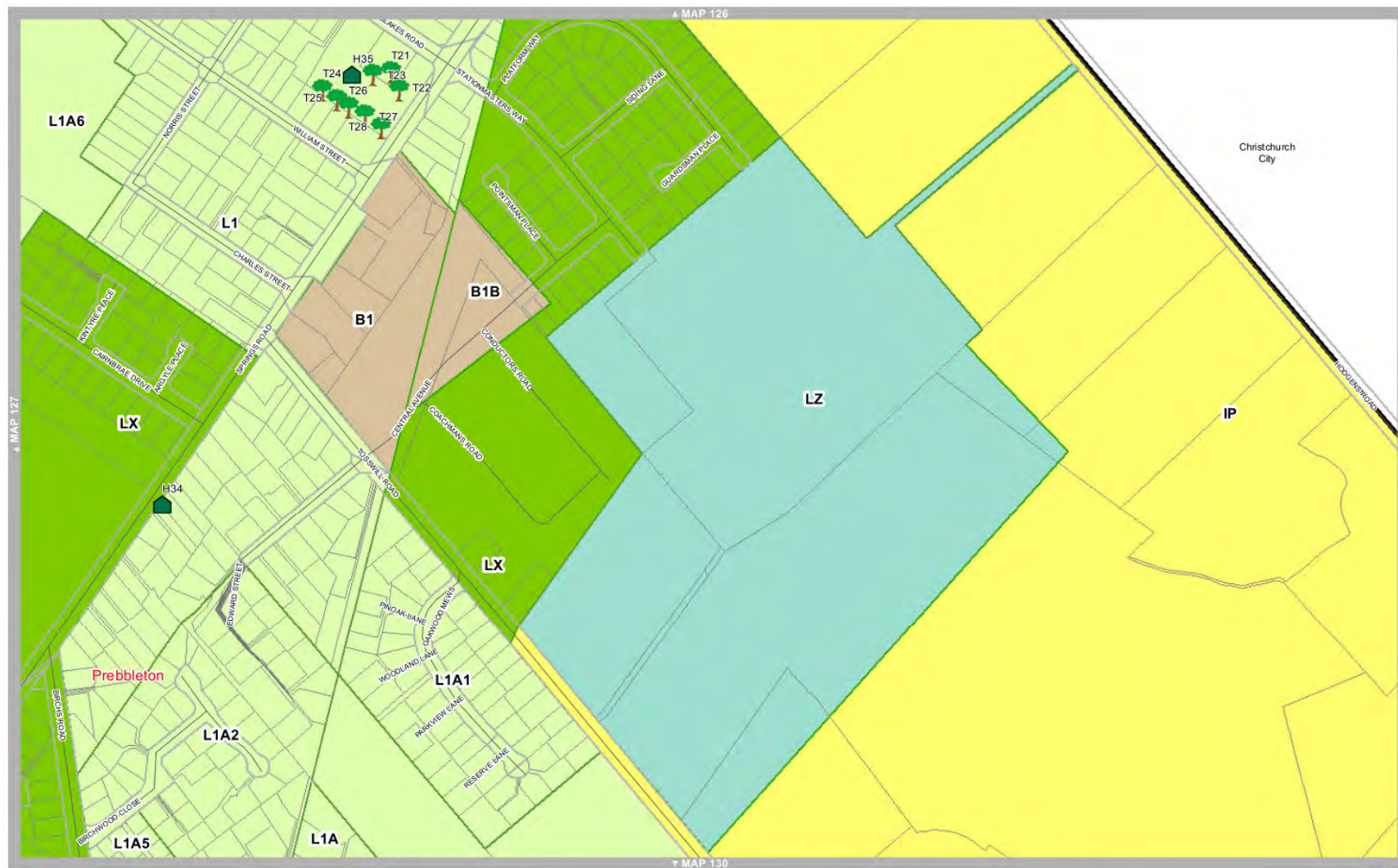
## Flood Zone

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


## Territorial Authority

- Surrounding Districts
- Selwyn District Boundary





#### KEY

 Heritage Building	 Protected Tree	 Schedulded Site	 State Highway	 Railway	 Road Parcel	 Land Parcel	 Water Body	 Archaeological Site
 Wahi Taonga Management Site	 Statutory Acknowledgement Site							
 Silent File Area								
 Wahi Taonga Management Area								
<b>Contours Above Sea Level</b>								
 160m								
60m								
 274m								
<b>Zones</b>								
 High Country	 Living 1	 Living WM	 Business 1	 Outer Plains				
 Port Hills	 Living 2	 Living Z	 Business 2	 Malvern Hills				
 Existing Development Area	 Living 3	 Living Z Deferred	 Business 3					
	 Living X	 Deferred Living	 Inner Plains					

MAP

128  
SHEET 2



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Printed on:  
Monday, 26 November 2012



MAP  
**129**  
SHEET 1

# SELWYN DISTRICT PLAN

Scale: 1:4,000 at A3



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## KEY

- SDC Designated Site
- Other Designations
- ChCh International Airport Noise Contour
- NZTA Widening Designation

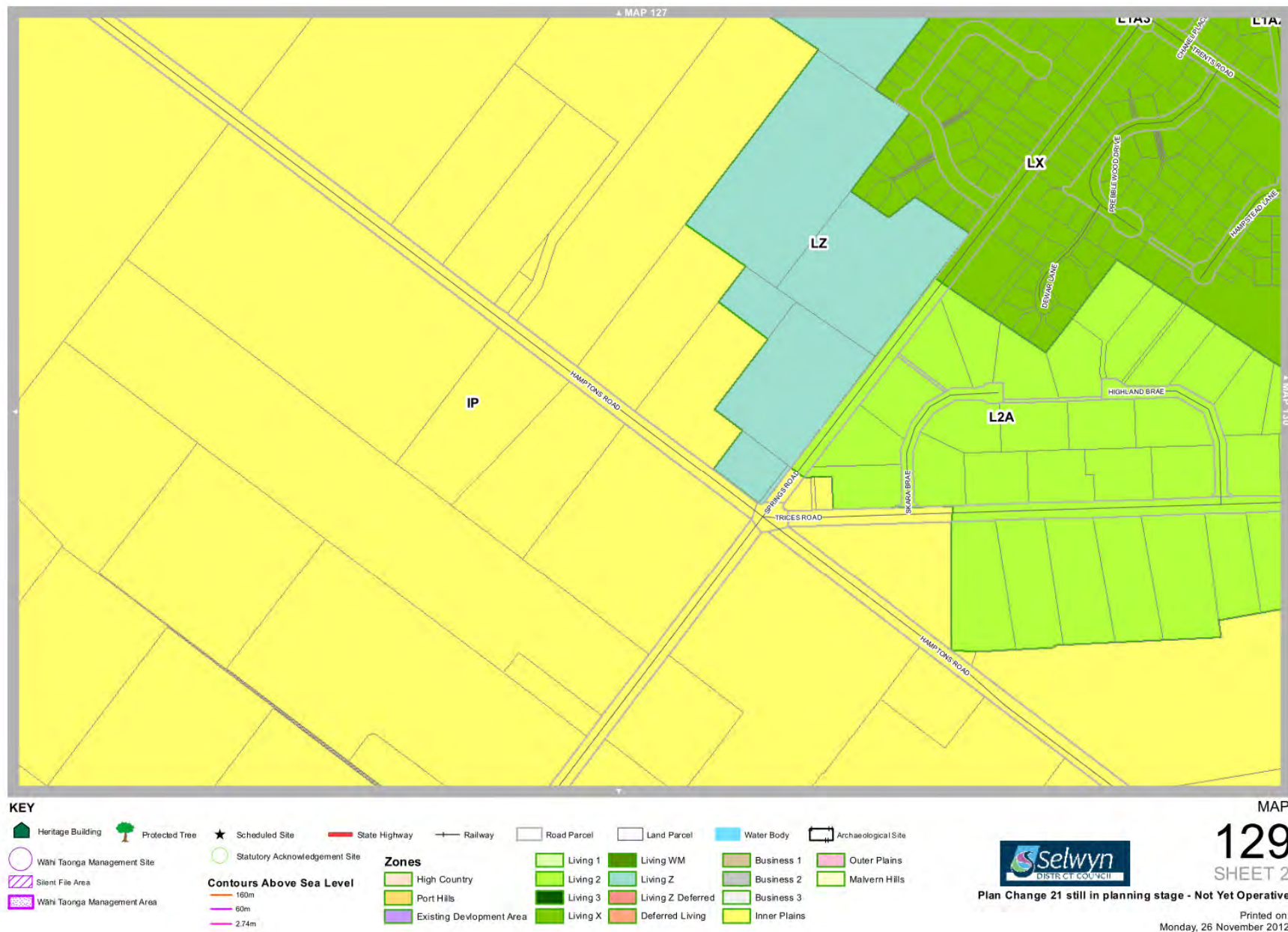
- Fault Lines
- Coastal Hazard
- Transpower Main Lines
- Zones

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

- Flood Zone**
- Waimakariri Flood Plain
  - Lower Plains Flood Area
  - Lake Ellesmere Flood Area

- Territorial Authority**
- Surrounding Districts
  - Selwyn District Boundary





# **Attachment 2**

## **Prebbleton Structure Plan Map**





# **Attachment 3**

## **Living Z zone ODP's**

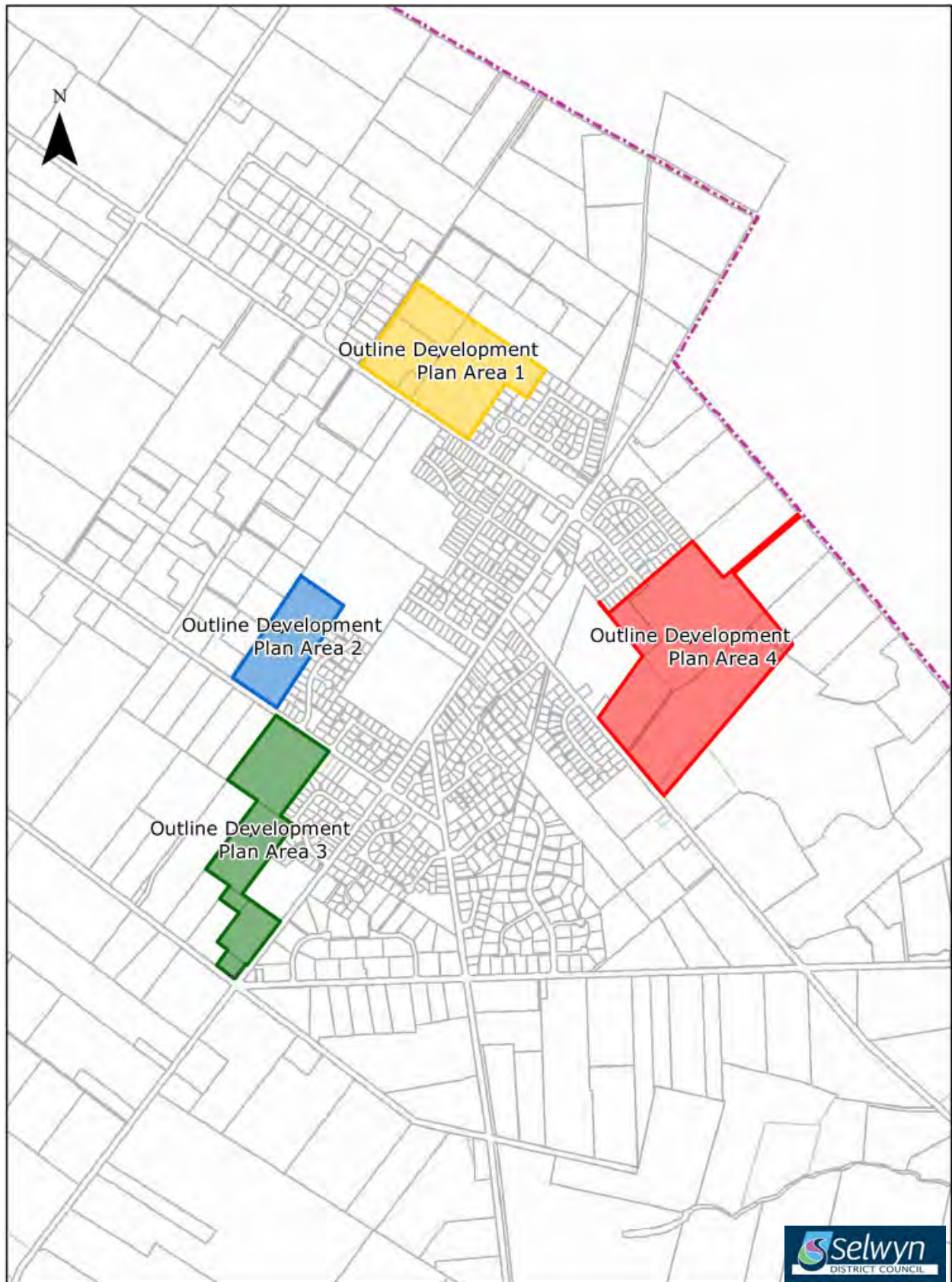
# APPENDIX 41

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## **LIVING Z ZONE OUTLINE DEVELOPMENT PLANS – PREBBLETON**

- For locations of these ODP's see overleaf
- ODP Area 1
- ODP Area 2
- ODP Area 3
- ODP Area 4





# OUTLINE DEVELOPMENT PLAN AREA 1

## INTRODUCTION

This Outline Development Plan (ODP) is for Area 1, which is zoned Living Z. Area 1 includes 13.3ha of land, comprising four properties. Three of these properties front onto Blakes Road. The ODP area is contained by The Paddocks development to the north, Aberdeen Drive to the west and Elmwood Drive to the east.

The ODP provides an overarching urban design framework to guide the future development of the land. The ODP includes Land Use, Movement, Green and Blue Networks and incorporates the wider strategic and community outcomes expressed in the Prebbleton Structure Plan.

## URBAN DESIGN

The design principles that underpin this ODP are in line with the New Zealand Urban Design Protocol and accord with the Selwyn District Council Subdivision Design Guide (September 2009). The following environmental outcomes are to be achieved:

- Development that meets the District Plan policies, realises an overall increase in residential density, applies urban consolidation principles and assists in achieving a compact concentric settlement pattern for Prebbleton.
- Provision for a range of section sizes and housing typologies to respond to the wider needs of the community, whilst achieving the prescribed minimum household densities and minimum average allotment sizes.
- Subdivision layouts that integrate with adjoining neighbourhoods and incorporate existing land uses where appropriate. The wider context of the development area should influence the subdivision layout by protecting and enhancing cultural, ecological, heritage and tangata whenua values and existing built features, such as amenity trees and water races.
- Layouts and urban design treatments that create a distinguishable sense of place, assist in enhancing the wider character and amenity of Prebbleton and deliver safe, vibrant and healthy living environments. Layouts should apply Crime Prevention through Environmental Design (CPTED) design principles.
- Integrated and legible road hierarchy that supports safe and efficient connections and promotes walking and cycling. Road design and landscape treatments should contribute to the overall character of Prebbleton and assist in connecting residential development with open space reserves and other public assets and services within the township, such as the Domain, Primary School, Nature Park and the town centre.
- Sustainable methods to treat and dispose of stormwater that protect groundwater resources from contamination, while integrating with open space and reserves where appropriate.
- Installation of all the necessary infrastructure services within the ODP area, and the cost effective and efficient connection of those services to the wider network.

## LAND USE

The ODP Area shall achieve a minimum net density of 10 households per hectare. Lower density allotments are necessary on the majority of the western boundary and the full length of the northern boundary to integrate the site with the adjoining Living 2A (Blakes Road) and Living 2A (The Paddocks) zones, being the Aberdeen and The Paddocks subdivisions respectively. Smaller sections are best established within the centre of the site to reduce the risk of adverse amenity effects on the adjoining Living 1A4 zone to the east and Living 1A6 zone to the south.

Dwellings must front Blakes Road to enhance passive surveillance and safety, while creating a high amenity streetscape. Appropriate design layouts should take into consideration the shape, orientation and aspect of sections, with internal roads supporting access that avoids housing from backing onto Blakes Road.

Residential housing established along the Local Minor Road to the north-east of the reserve must front the reserve. Appropriate interface treatments must promote passive surveillance, support front yards facing towards the reserve and avoid a streetscape that is comprised of tall fencing or solid screening. Other

suitable methods, such as fencing controls and set backs, should be formalised at subdivision stage to ensure that all future residential development that overlooks the reserve optimises the high amenity and outlook provided by this open space.

## MOVEMENT NETWORK

The proposed roading network consists of a Local Major Road that forms a loop around the development block, supported by Local Intermediate and Local Minor Roads, to achieve an integrated and legible internal road layout. The ODP indicates that the Local Major Road connects to Blakes Road at two points, with the south-eastern connection aligning with the access point being established in the Living 1A6 zone on the opposite side of Blakes Road to form a crossroad.

The Local Minor Road that links between the Local Major Road shall align with the existing grouping of high quality amenity trees. These trees must be incorporated into the road reserve as an amenity feature. Retaining the trees preserves a link to the previous land use activity and protects high quality specimens. It also contributes to the character of Prebbleton. This grouping contains 16 specimens that are suitable to be retained as street trees within the road reserve. This includes a row of six oak/*Quercus* that follow a north-south alignment, a single oak/*Quercus* to the south-east of this row of oaks. A separate copse contains two beech/*Nothofagus* and seven oak/*Quercus* trees to the north.

A Local Minor Road situated north of the proposed reserve will provide access to adjacent residential sites. This will ensure that buildings front the road and overlook the reserve. The ODP also supports the establishment of a connection between the development block and the Living 2A zone to the north to support connectivity and to ensure these properties do not become land locked.

The remaining internal roading layout must be able to respond to the possibility that the area may be developed progressively over time. Road alignments must be arranged in such a way that long term inter-connectivity is achieved once the block is fully developed.

## GREEN NETWORK

The ODP indicates a single open space reserve approximately 3,000m<sup>2</sup> in size. The reserve is located centrally along the Local Major Road. This location has been identified to optimise a portion of the existing walnut grove to secure a unique amenity feature, while preserving an historic reference to the previous use of the site. The orientation of this reserve supports a high amenity entrance into the site when viewed from Blakes Road.

A portion of the existing walnut/*Juglans* grove is to be retained as part of the reserve. These trees present an opportunity to retain a link to the land holdings past and to create a public space containing a relatively unique amenity feature. This walnut grove is contained within the legal boundaries of 36 Blakes Road (Lot 2 DP 54834).

Further investigations shall be undertaken at subdivision to determine the practicalities of retaining the following existing specimen trees within any future layout:

- Two sycamore/*Acer pseudoplatanus* and an established walnut/*Juglans* tree on the frontage of Blakes Road located within the gardens of the existing cottage at 36 Blakes Road (Lot 2 DP 54834).
- Three oak/*Quercus* trees within the yard at the rear of the Prebbleton Veterinary surgery at 56 Blakes Road (Lot 1 DP 58405).
- Nine oak/*Quercus* that follow an east west alignment could also be incorporated into the road alignment along the northern side of the identified Local Major Road and future residential sections to the west of this road. These amenity trees are all currently contained within the legal boundaries of 60 Blakes Road (Lot 1 DP 71538).

These trees provide amenity to the current and future residents and the community. They are a link to the historic use of the land, compliment the streetscape and assist in preserving and enhancing the character of Prebbleton. Options to secure the on-going protection of these specimens if retained include consent notices or private covenants to assure the trees longevity.

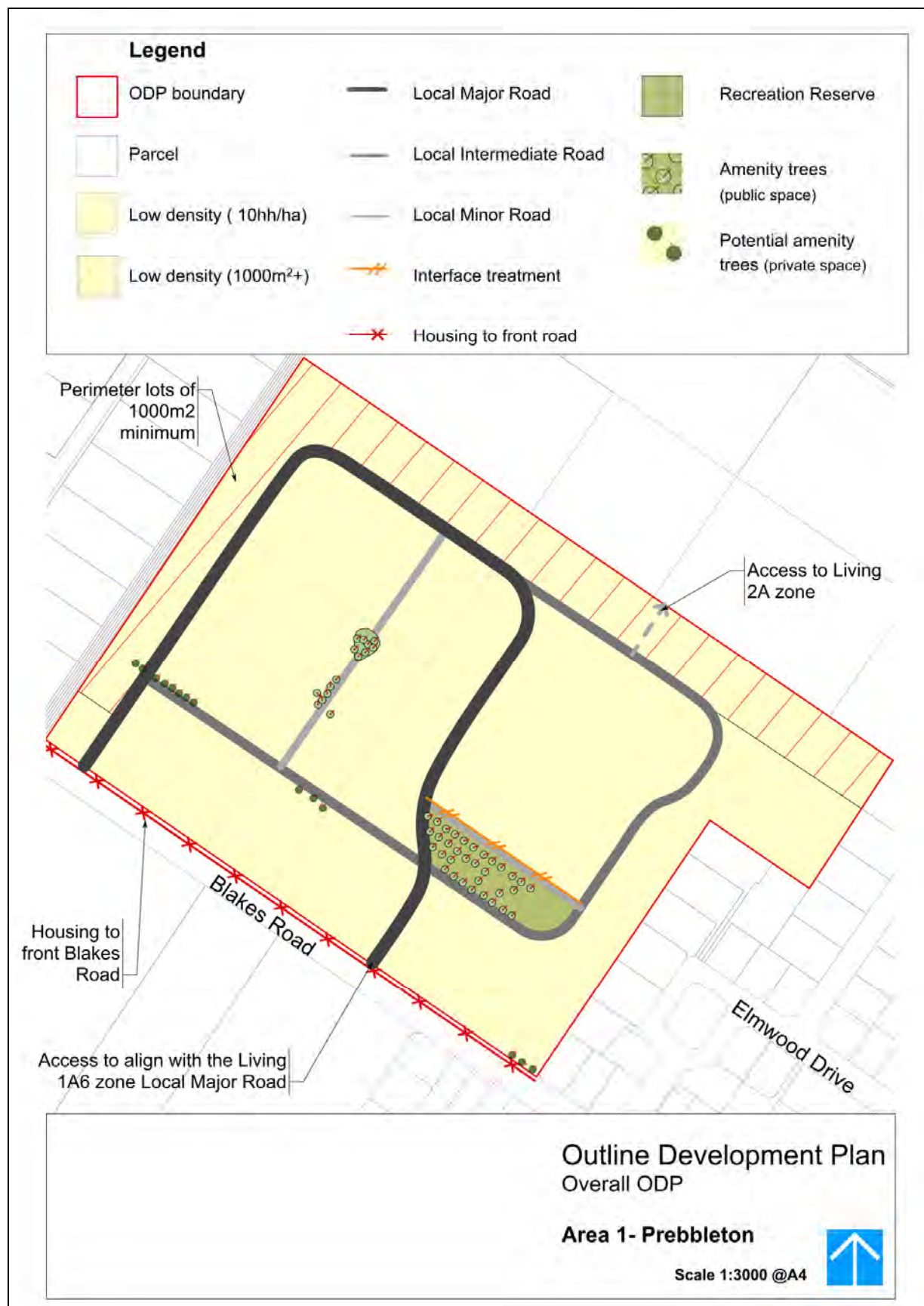


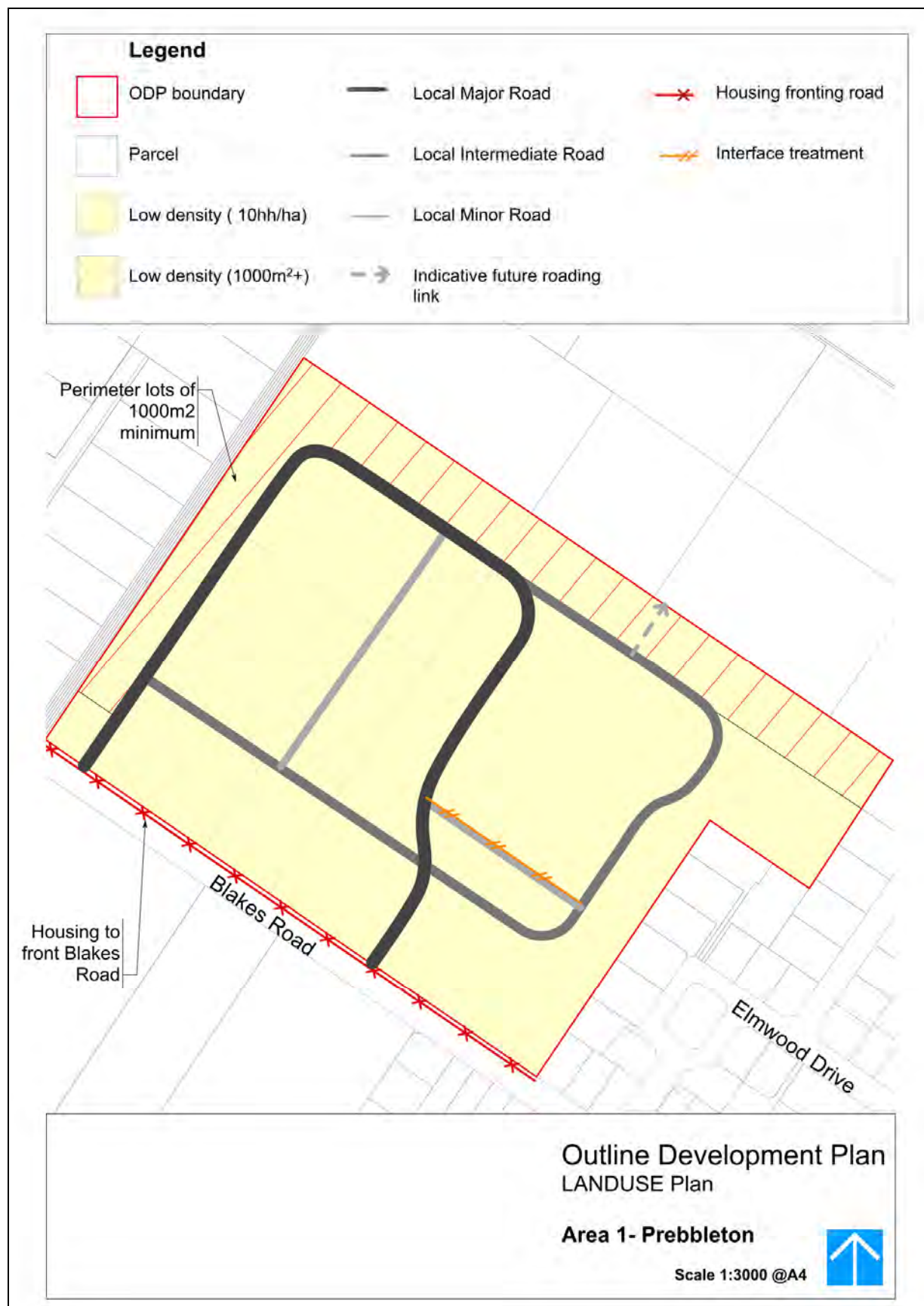
## **BLUE NETWORK**

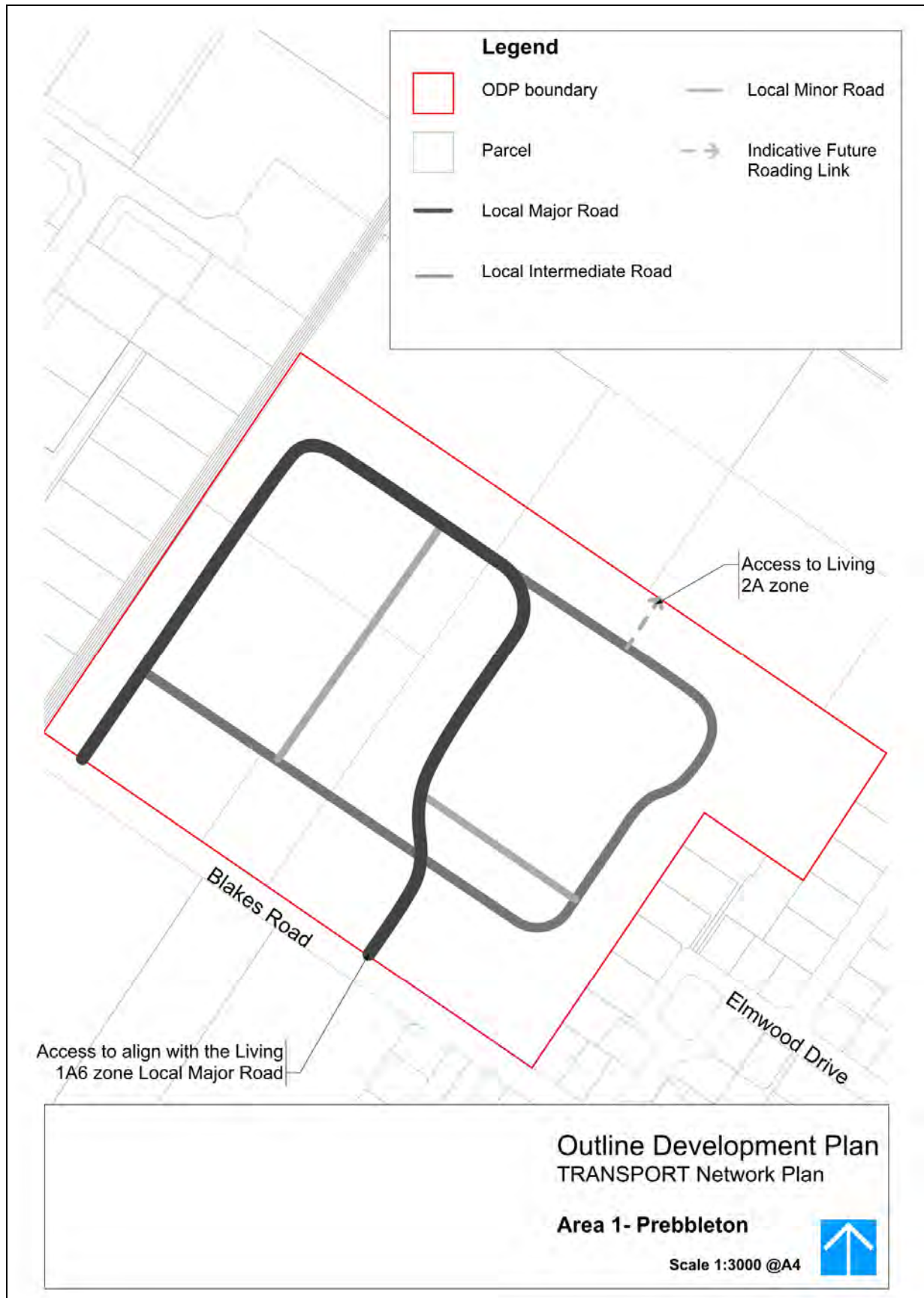
There is sufficient capacity in the Blakes Road water main and wider network to support the additional water connections required to service the area. Any works shall accord with the upgrades identified for the township.

The anticipated wastewater solution is to establish a southern connection to the Living 1A6 zone on the opposite side of Blakes Road to enable access to the sewer gravity main.

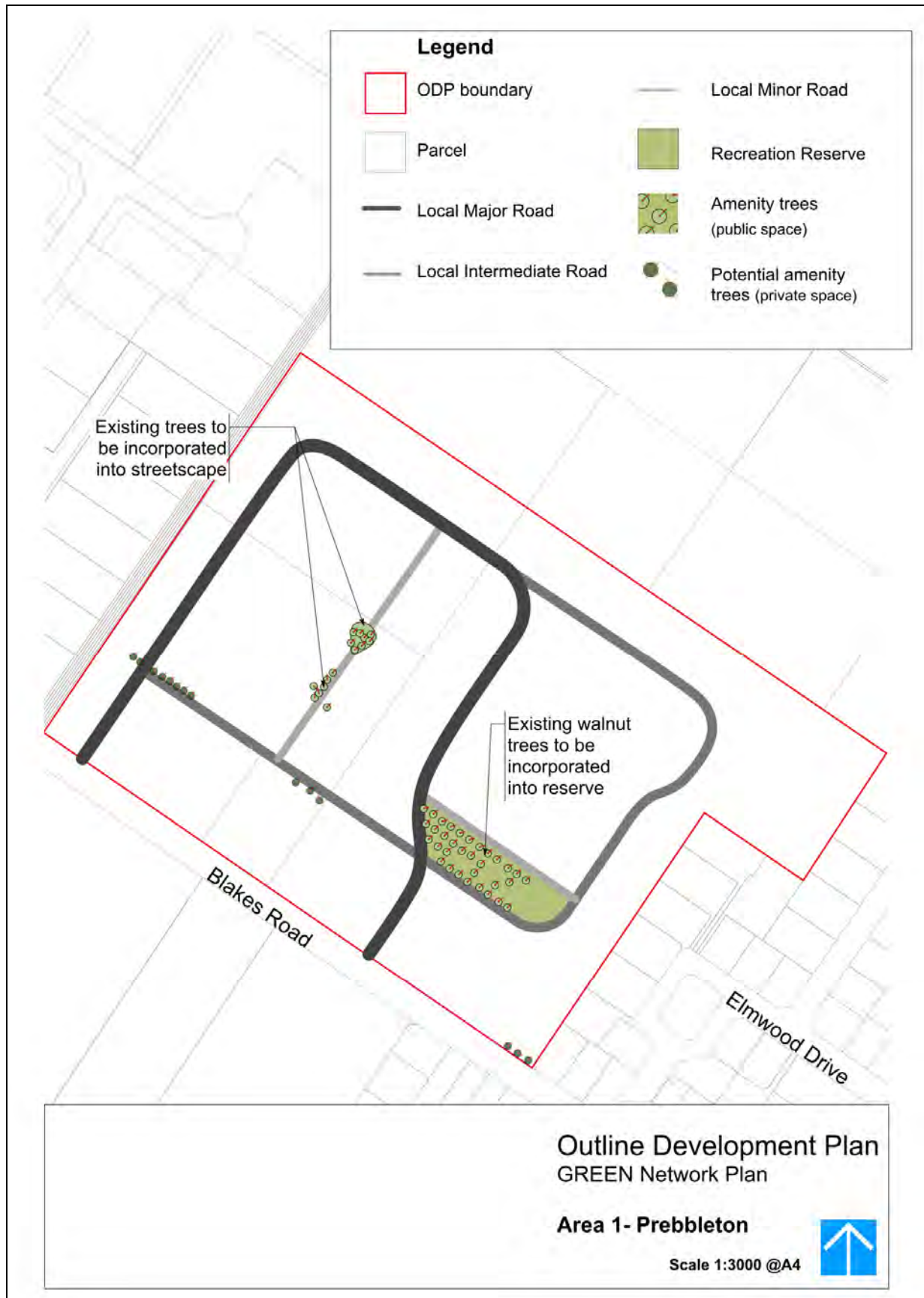
There are a range of methods available to collect, treat and dispose of stormwater. Options include the discharge of hard surface and roof run-off within residential sections to on-site soakage pits and for run-off to be collected in roadside swales and then discharged to ground within the proposed development area. The roadside swales referenced on the ODP Plan are indicative only. Detailed stormwater solutions are to be determined by the developer in collaboration with Council at subdivision stage and in accordance with Environment Canterbury requirements. Stormwater solutions should integrate into both the road and reserve environments where practicable. The establishment of riparian margins and low impact stormwater management techniques are encouraged where appropriate to establish and enhance ecological corridors, habitats and tangata whenua values attributed to the water resource.

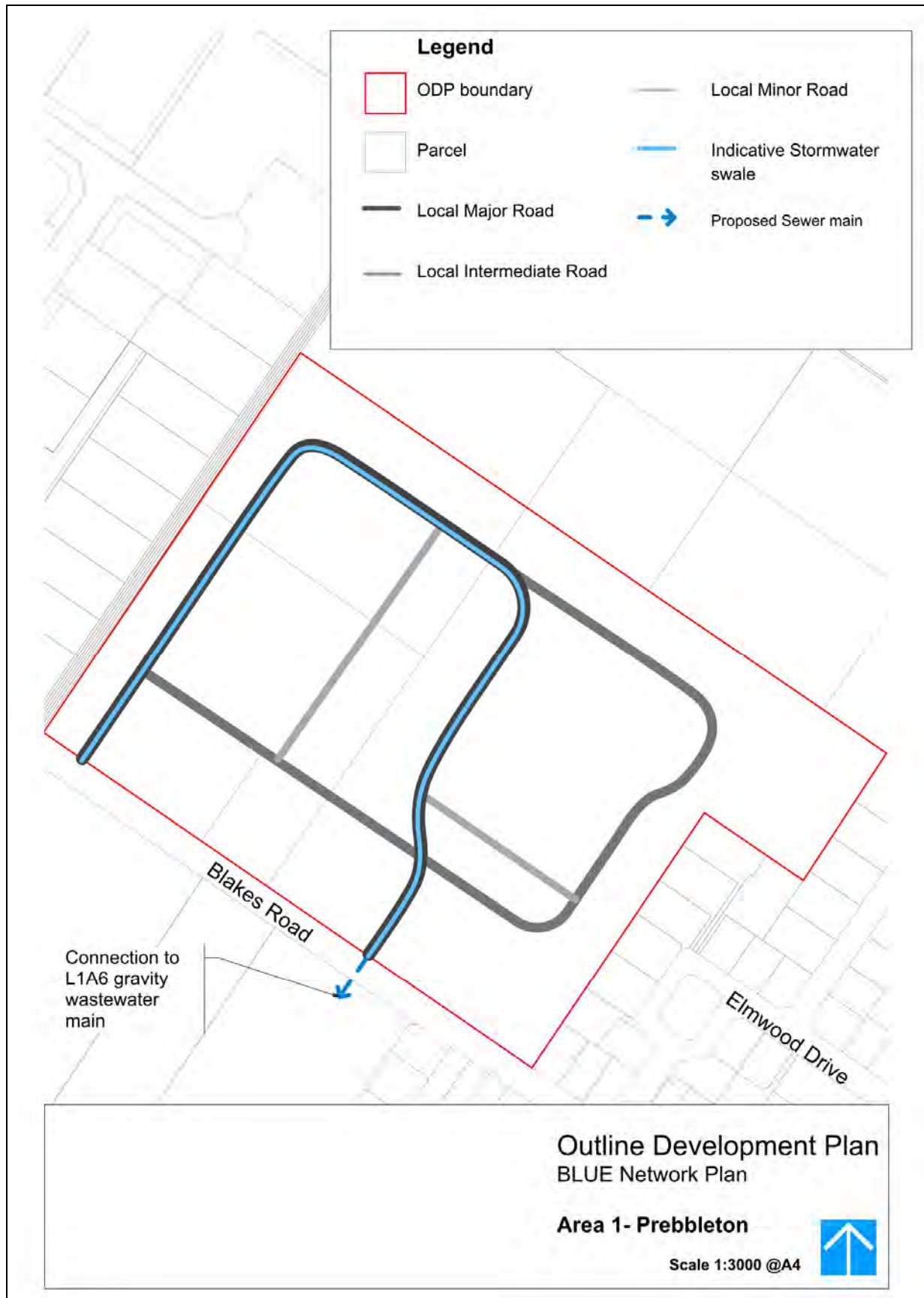












# OUTLINE DEVELOPMENT PLAN AREA 2

## INTRODUCTION

This Outline Development Plan (ODP) is for Area 2, which is zoned Living Z. Area 2 is comprised of a single 6.4ha property that fronts Trents Road. The development block is generally bound by the Kingcraft Drive Existing Development Area zone to the west, Cairnbrae development to the north (Living 1A6 zone) and Waratah Park development to the east (Living X zone).

The ODP provides an overarching urban design framework to guide the future development of the land. The ODP includes Land Use, Movement, Green and Blue Networks and incorporates the wider strategic and community outcomes expressed in the Prebbleton Structure Plan.

## URBAN DESIGN

The design principles that underpin this ODP are in line with the New Zealand Urban Design Protocol and accord with the Selwyn District Council Subdivision Design Guide (September 2009). The following environmental outcomes are to be achieved:

- Development that meets the District Plan policies, realises an overall increase in residential density, applies urban consolidation principles and assists in achieving a compact concentric settlement pattern for Prebbleton.
- Provision for a range of section sizes and housing typologies to respond to the wider needs of the community, whilst achieving the prescribed minimum household densities and minimum average allotment sizes.
- Subdivision layouts that integrate with adjoining neighbourhoods and incorporate existing land uses where appropriate. The wider context of the development area should influence the subdivision layout by protecting and enhancing cultural, ecological, heritage and tangata whenua values and existing built features, such as amenity trees and water races.
- Layouts and urban design treatments that create a distinguishable sense of place, assist in enhancing the wider character and amenity of Prebbleton and deliver safe, vibrant and healthy living environments. Layouts should apply Crime Prevention through Environmental Design (CPTED) design principles.
- Integrated and legible road hierarchy that supports safe and efficient connections and promotes walking and cycling. Road design and landscape treatments should contribute to the overall character of Prebbleton and assist in connecting residential development with open space reserves and other public assets and services within the township, such as the Domain, Primary School, Nature Park and the town centre.
- Sustainable methods to treat and dispose of stormwater that protect groundwater resources from contamination, while integrating with open space and reserves where appropriate.
- Installation of all the necessary infrastructure services within the ODP area, and the cost effective and efficient connection of those services to the wider network.

## LAND USE

The ODP Area shall achieve a minimum net density of 10 households per hectare. Lower density allotments are necessary on the western boundary to integrate the site with the adjoining lifestyle properties established within the Kingcraft Drive Existing Development Area zone. Appropriate interface treatments at the boundary between residential and rural residential activities, and methods to protect these treatments in the long term, shall be established. Treatments could include appropriate fencing, landscaping and minimum building set backs.

Smaller sections are best established within the centre of the site to reduce the risk of adverse amenity effects on the adjoining Living X zone to the east and Living 1A6 zone to the north. The proposed reserve forms a focal point for residential housing, with layouts and interface treatments optimising the open space amenity and outlook provided by the reserve.

Dwellings must front Trents Road to enhance passive surveillance and safety, while contributing to a high amenity streetscape. Appropriate design layouts should take into consideration the shape, orientation and aspect of sections, with internal roads and access arrangements that support housing that fronts onto Trents Road.

Residential housing established adjacent to any future stormwater basins and the reserve must front these open space areas. Appropriate interface treatments promote passive surveillance and support front yards facing towards the reserve. Streetscapes that are comprised of tall fencing or screening that may undermine the amenity afforded by the reserve are to be avoided. Suitable methods, such as fencing controls and set backs, should be formalised at subdivision stage to ensure all future residential development overlooking these reserves benefit from the high amenity and outlook.

## **MOVEMENT NETWORK**

The proposed roading network consists of one Local Intermediate Road that links Trents Road with the Cairnbrae development to the north (Living 1A6 zone) to achieve an integrated transport network for the wider area. On-road cycling is provided for within the Local Intermediate Road to support the wider circular walking and cycling network identified within the Prebbleton Structure Plan.

The remaining internal roading layout must be arranged in such a way that long term inter-connectivity is achieved once the block is fully developed.

## **GREEN NETWORK**

The ODP indicates a single open space reserve that is approximately 2,000m<sup>2</sup> in size to accord with the reserve provision calculations for the township and the population base it is serving. The location has been identified to ensure people living within the development block have access to open space within a 400m walking radius of their homes.

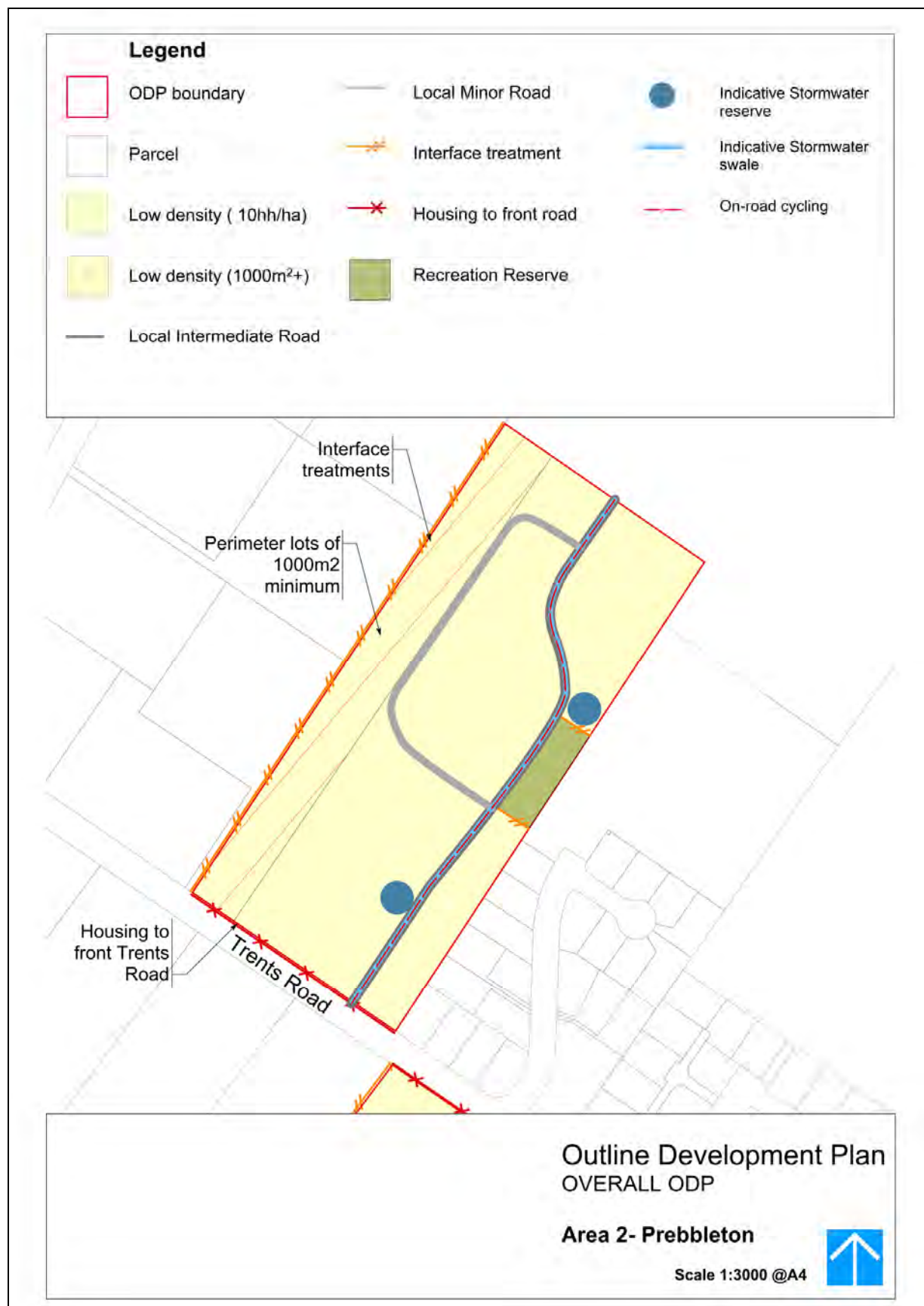
## **BLUE NETWORK**

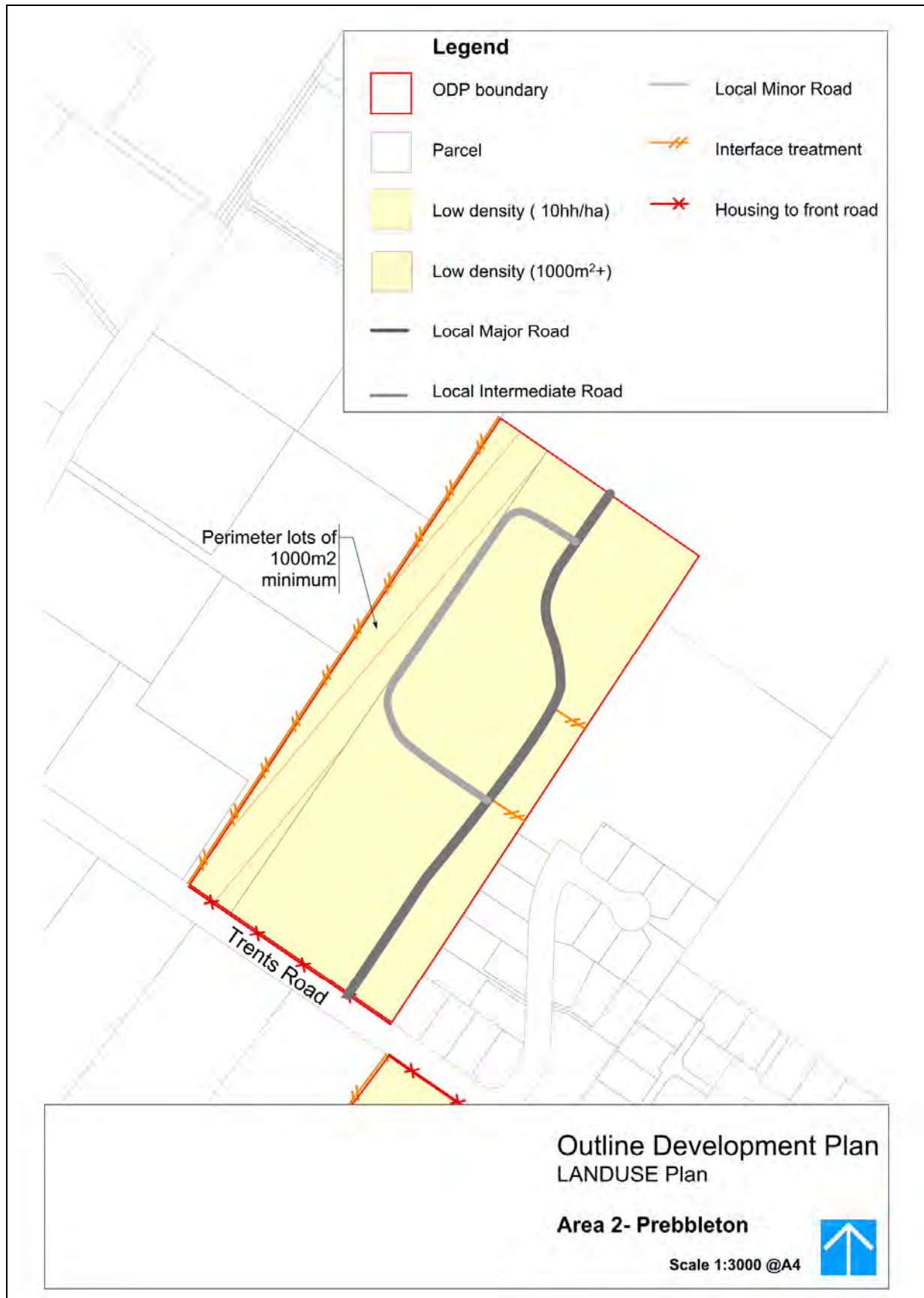
There is sufficient capacity in the Trents Road water main and wider network to support the additional water connections required to service the area, with works having to accord with the upgrades identified for the township.

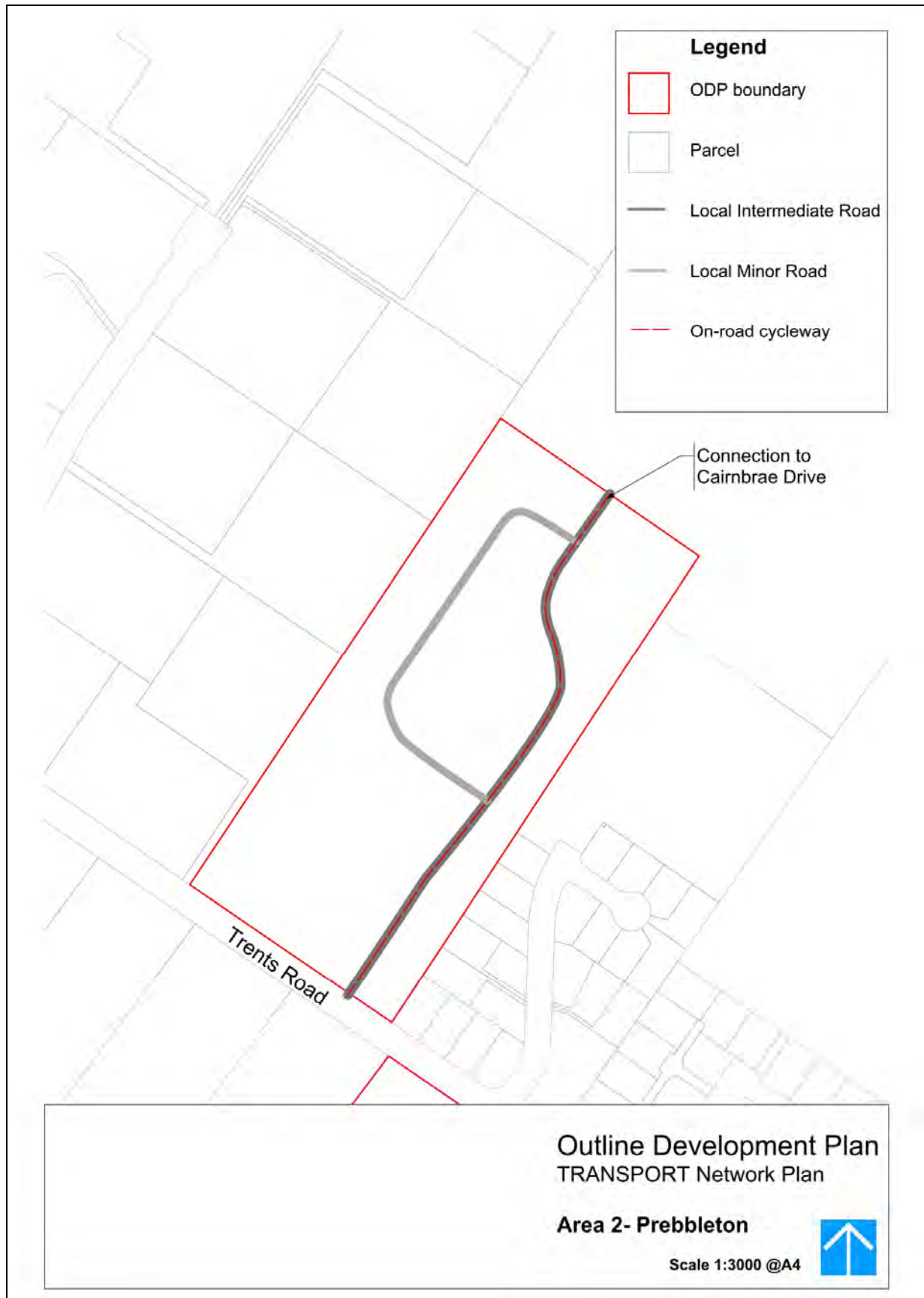
The anticipated wastewater solution is to extend the wastewater network to the pumping station established at the intersection of Trents Road and Lindsay Drive.

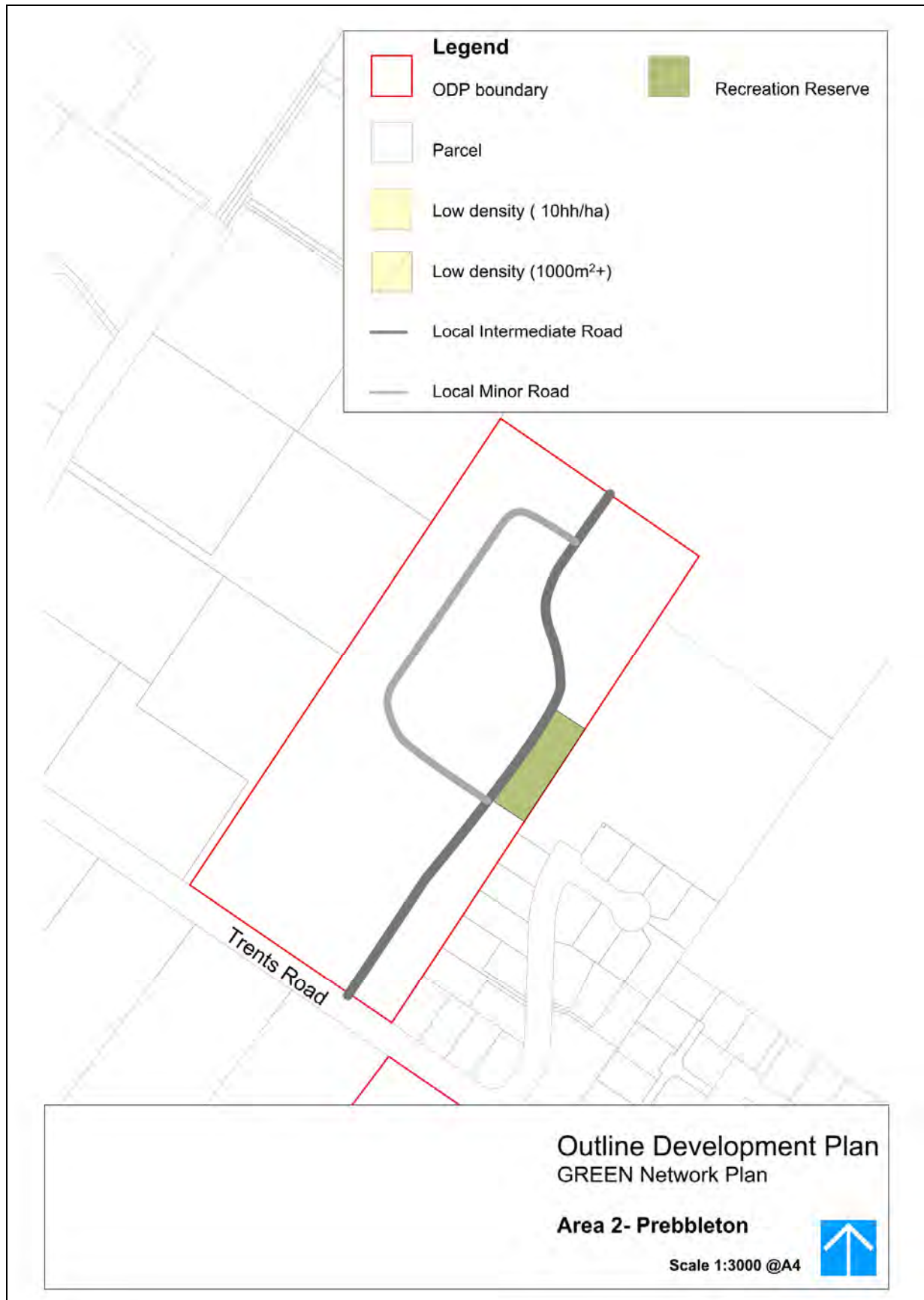
There are a range of methods available to collect, treat and dispose of stormwater. Options include the discharge of hard surface and roof run-off within residential sections to be disposed on site via soakage pits and for run-off to be directed to two stormwater basins within the proposed development area. The stormwater basins and swales referenced in the ODP plan are indicative only. Detailed stormwater solutions are to be determined by the developer in collaboration with Council at subdivision stage and in accordance with Environment Canterbury requirements. Stormwater solutions should integrate into both the road and reserve environments where practicable. The establishment of riparian margins and low impact stormwater management techniques are encouraged where appropriate to establish and enhance ecological corridors, habitats and tangata whenua values attributed to the water resource.

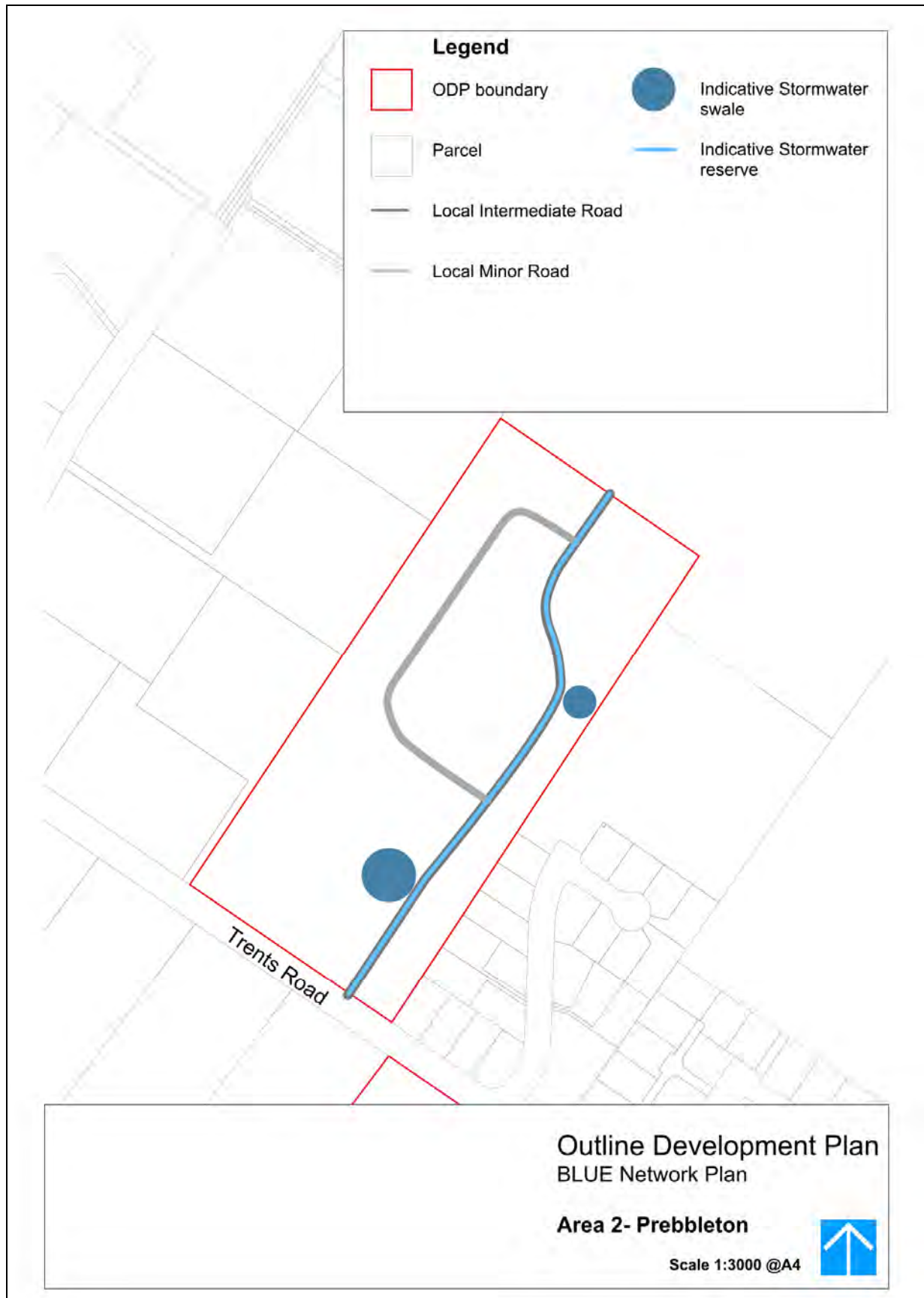














# OUTLINE DEVELOPMENT PLAN AREA 3

## INTRODUCTION

This Outline Development Plan (ODP) is for Area 3, which is zoned Living Z. Area 3 incorporates 11.7ha of land comprising the five properties that are contained by Trents Road to the north, Hamptons Road to the south, the Sterling Park development (Living X zone) and Prebbleton Nature Park to the east and the Rural (inner Plains) zone to the west.

The ODP provides an overarching urban design framework to guide the future development of the land. The ODP includes Land Use, Movement, Green and Blue Networks and incorporates the wider strategic and community outcomes expressed in the Prebbleton Structure Plan.

## URBAN DESIGN

The design principles that underpin this ODP are in line with the New Zealand Urban Design Protocol and accord with the Selwyn District Council Subdivision Design Guide (September 2009). The following environmental outcomes are to be achieved:

- Development that meets the District Plan policies, realises an overall increase in residential density, applies urban consolidation principles and assists in achieving a compact concentric settlement pattern for Prebbleton.
- Provision for a range of section sizes and housing typologies to respond to the wider needs of the community, whilst achieving the prescribed minimum household densities and minimum average allotment sizes.
- Subdivision layouts that integrate with adjoining neighbourhoods and incorporate existing land uses where appropriate. The wider context of the development area should influence the subdivision layout by protecting and enhancing cultural, ecological, heritage and tangata whenua values and existing built features, such as amenity trees and water races.
- Layouts and urban design treatments that create a distinguishable sense of place, assist in enhancing the wider character and amenity of Prebbleton and deliver safe, vibrant and healthy living environments. Layouts should apply Crime Prevention through Environmental Design (CPTED) design principles.
- Integrated and legible road hierarchy that supports safe and efficient connections and promotes walking and cycling. Road design and landscape treatments should contribute to the overall character of Prebbleton and assist in connecting residential development with open space reserves and other public assets and services within the township, such as the Domain, Primary School, Nature Park and the town centre.
- Sustainable methods to treat and dispose of stormwater that protect groundwater resources from contamination, while integrating with open space and reserves where appropriate.
- Installation of all the necessary infrastructure services within the ODP area, and the cost effective and efficient connection of those services to the wider network.

## LAND USE

The ODP Area shall achieve a minimum net density of 10 households per hectare. Dwellings must front Springs Road and Trents Road to enhance passive surveillance and safety, while creating a high amenity streetscape. Appropriate design layouts should take into consideration the shape, orientation and aspect of sections, with internal roads and access arrangements that support housing that fronts onto Springs Road and Trents Road.

Residential housing established along the boundary with the recreation reserve and Prebbleton Nature Park must front these reserves. Appropriate interface treatments promote passive surveillance and support front yards facing towards the reserves. Streetscapes that are comprised of tall fencing or screening that may undermine the amenity afforded by the reserve are to be avoided. Suitable methods, such as fencing

controls and set backs, should be formalised at subdivision stage to ensure all future residential development overlooking these reserves benefit from the high amenity and outlook provided by the Prebbleton Nature Park and future recreation reserve. Appropriate perimeter planting and fencing must be established along the western boundary of the development block to define the urban/rural interface and avoid adverse reverse sensitivity effects.

## MOVEMENT NETWORK

The proposed roading network consists of a Local Major Road that connects Springs Road with Trents Road. On-road cycling is provided for within the Local Major Road to support the wider circular walking and cycling network identified within the Prebbleton Structure Plan, including safe access to the Prebbleton Nature Park. The northern point of this Local Major Road must align with the entrance to Lindsay Drive to create a cross roads and promote connectivity to adjacent neighbourhoods.

The ODP requires a secondary east-west connection to Sterling Drive. Future indicative connections have been identified between Area 3 and the rural land holdings to the west. This will facilitate connectivity and expansion of the network should this land be developed to residential densities in the future.

Local Minor Roads provide access along the north-western boundary of the Prebbleton Nature Park and the southern boundary of the proposed recreation reserve.

Direct through connections from the development block to Hamptons Road are to be avoided to reduce the potential for conflict with future road users. This road is proposed to be upgraded in the future in accordance with the Christchurch Rolleston and Environs Transportation Study 2007.

A detailed engineering assessment is required to establish the proximity roads able to be established within Area 3 where the land adjoins the Prebbleton Nature Park and the former quarry contained within it. This is to ensure that any roads, or subterranean servicing contained within it, do not undermine the stability of the quarry face or contribute to increased road maintenance and upgrade costs in the future.

The remaining internal roading layout must be able to respond to the possibility that this area may be developed progressively over time. Road alignments must be arranged in such a way that long term inter-connectivity is achieved once the block is fully developed.

## GREEN NETWORK

The ODP shows a single open space reserve that is 3,000m<sup>2</sup> in size. The location of the recreation reserve has been determined based on the amount of reserves established in the wider area and to ensure people living within the development block have access to open space within a 400m walking radius of their homes.

An additional open space setback between the Prebbleton Nature Park and the future roads on the north-western and south-western boundaries may be necessary. This is to ensure the roads are sufficiently set back from the former quarry face contained within the reserve. Further detailed engineering investigations will determine the setback needed between the quarry face and the road.

Further investigations shall be undertaken at subdivision to determine the practicalities of retaining the following existing specimen trees within any future layout:

- Plantings and ornamental shrubs along the eastern boundary of the development block with Springs Road, which are contained within the legal boundary of 670 Springs Road (Lot 1 DP 25587). These plantings are recognised as an attractive gateway feature when entering the township and they compliment the amenity of the adjoining Prebbleton Nature Park.
- The black beech/*Nothofagus solandri*, blue cedar/*Cedrus atlantica* and copper beech/*Fagus sylvatica* 'Purpurea' trees contained within the residential section at the corner of Hamptons and Springs Roads, being 146 Hamptons Road (Lot 1 DP 19741).

These amenity trees provide a link to the previous use of the land, compliment the streetscape and assist in preserving and enhancing the character of Prebbleton. Options to secure the on-going protection of these specimens if retained include consent notices or private covenants to assure the trees longevity.

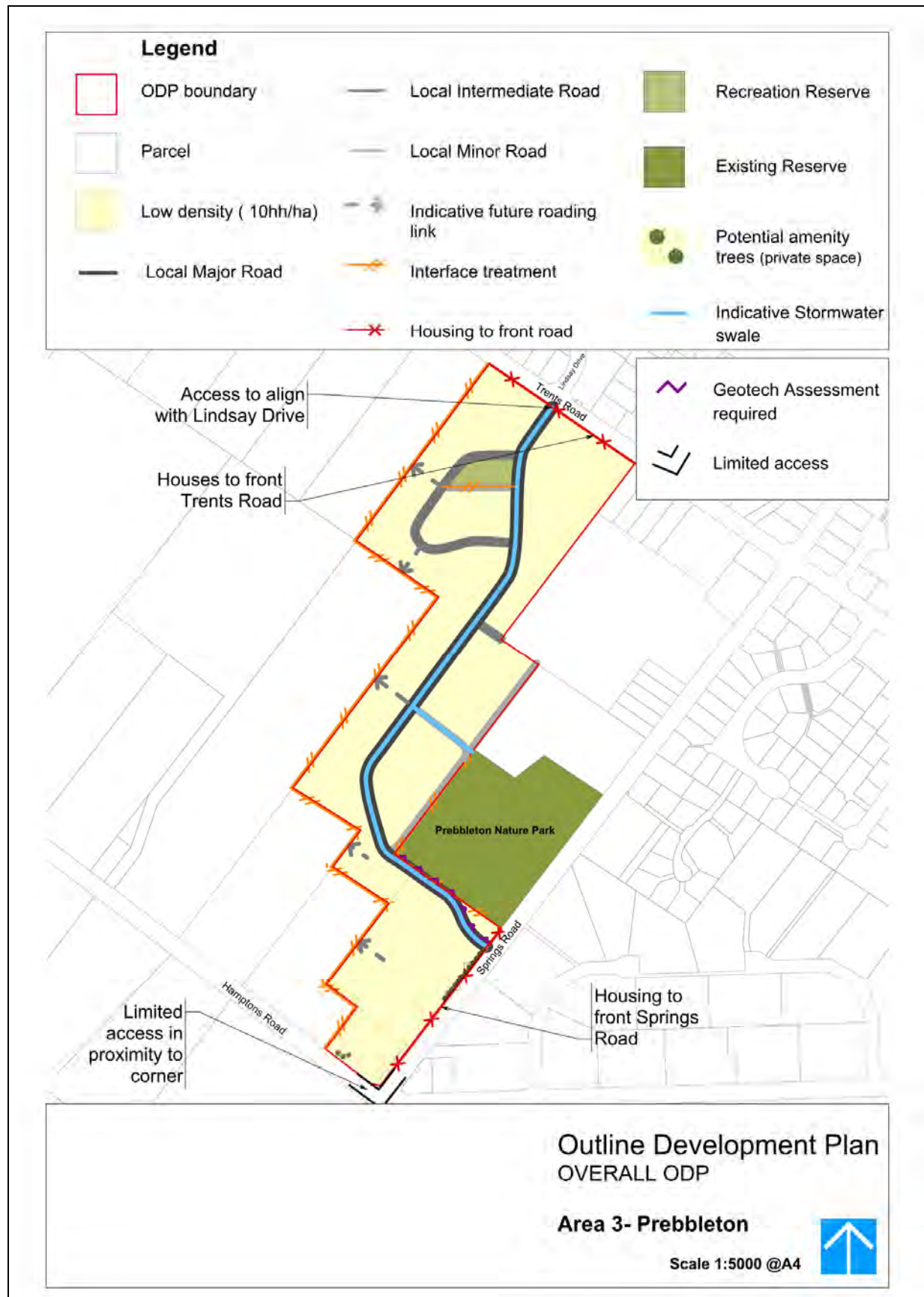
## BLUE NETWORK

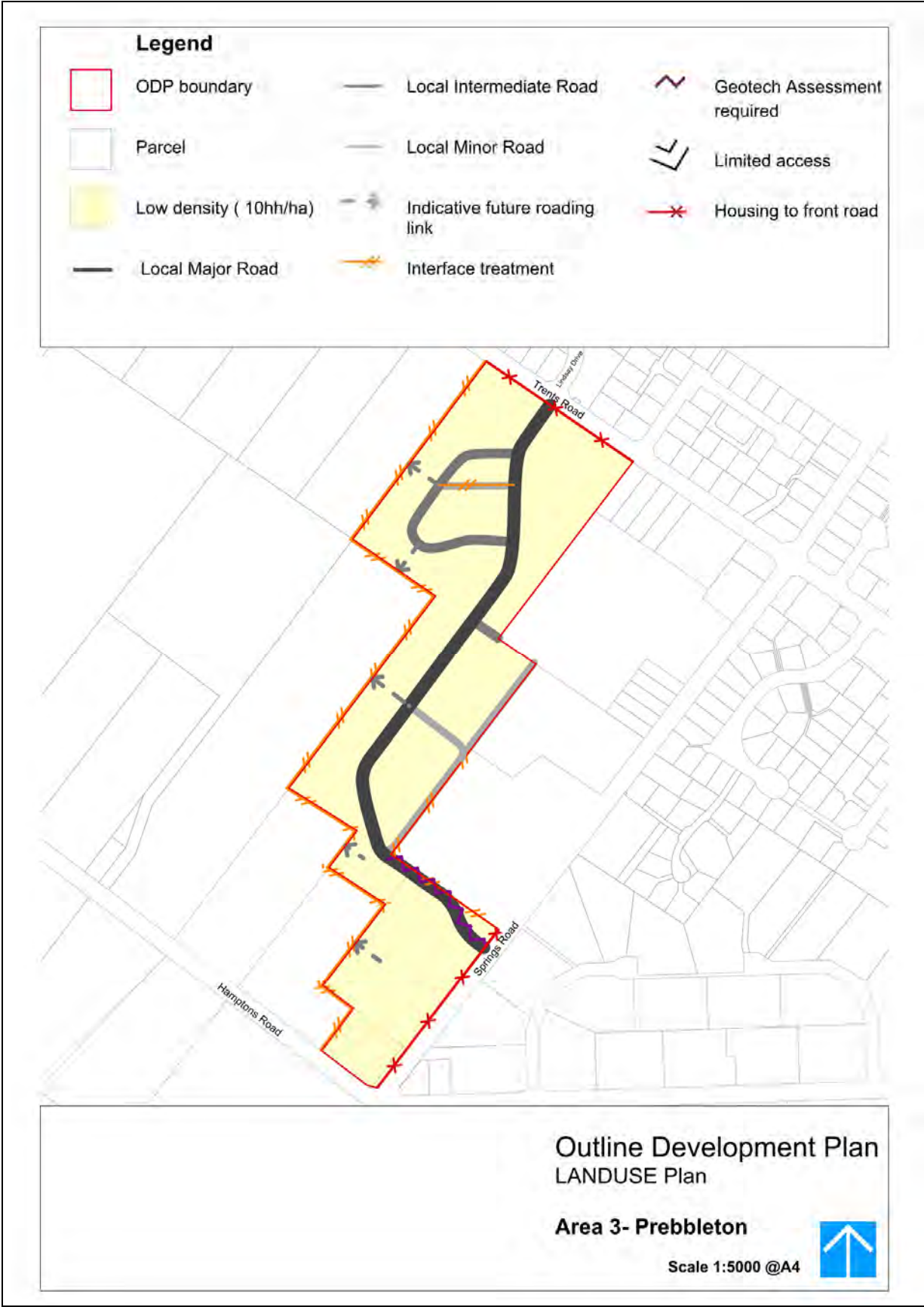
There is sufficient capacity in both the Springs Road and Trent's Road water main and wider network to support the additional water connections required to service the area, with works having to accord with the upgrades identified for the township.

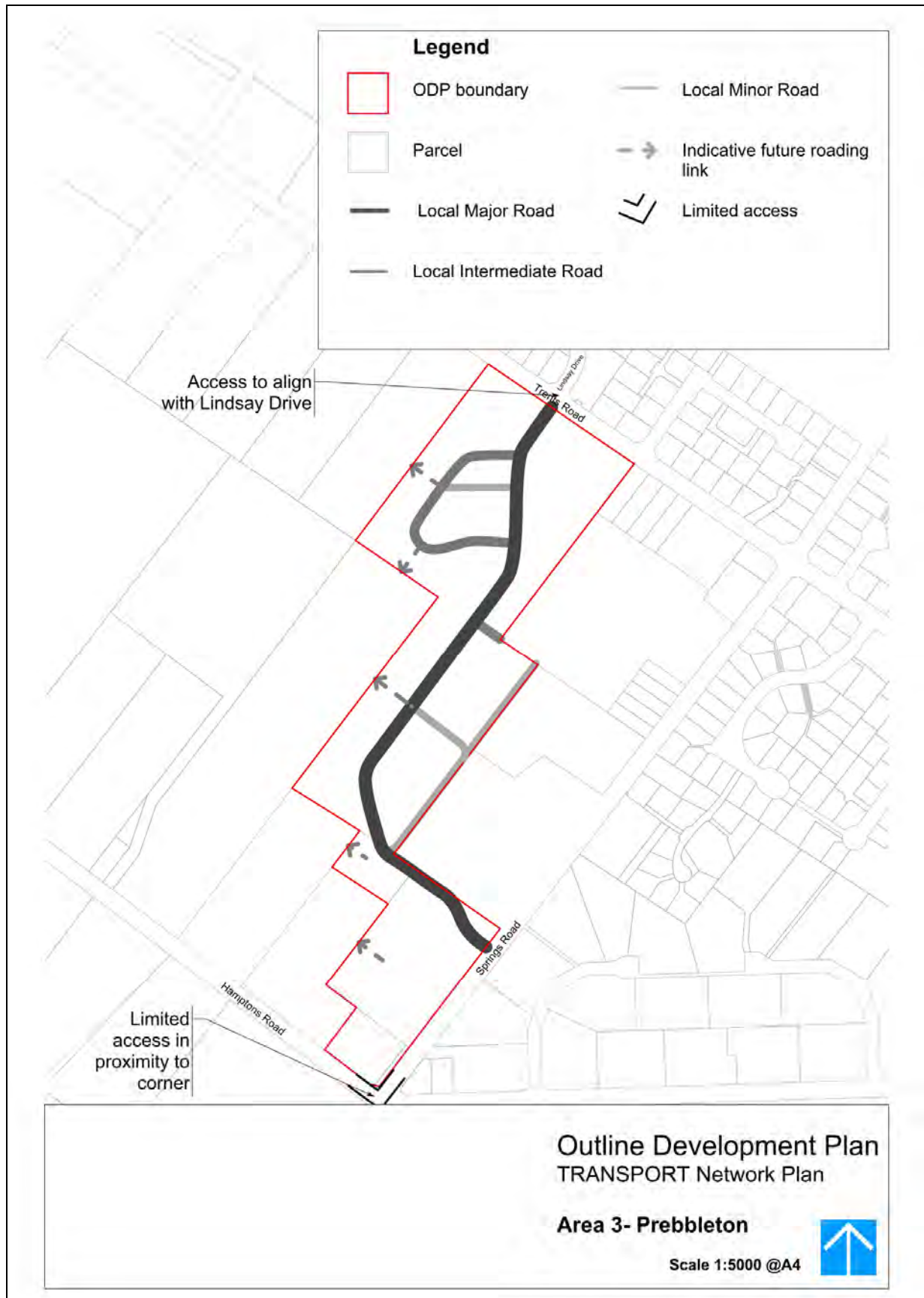
An existing pumping station is located on the corner of Trent's Road and Lindsay Drive. Access to the Springs Road sewer main is restricted. The anticipated wastewater solution is to establish a northern connection to the Trent's Road and Lindsay Drive pumping station.

There are a range of methods available to collect, treat and dispose of stormwater. Options include the discharge of hard surface and roof run-off within residential sections to be disposed on site via soakage pits and for run-off being collected in roadside swales and then discharged to ground via soakage pits within the proposed development area. Stormwater associated with large rainfall events may be directed to the Prebbleton Nature Park and discharged to ground. Account will need to be made for the amenity and ecological values of this reserve and the extent to which this would not be undermined by the intermittent stormwater discharges if the option to discharge into the Prebbleton Nature Park is pursued. The roadside swales referenced on the ODP plan are indicative only. Detailed stormwater solutions are to be determined by the developer in collaboration with Council at subdivision stage and in accordance with Environment Canterbury requirements. Stormwater solutions should integrate into both the road and reserve environments where practicable. The establishment of riparian margins and low impact stormwater management techniques are encouraged where appropriate to establish and enhance ecological corridors, habitats and tangata whenua values attributed to the water resource.















# OUTLINE DEVELOPMENT PLAN AREA 4

## INTRODUCTION

This Outline Development Plan (ODP) is for Area 4, which is zoned Living Z. Area 4 includes 25.5ha of land generally comprising three properties that front onto Tosswill Road. The development block is contained by the Prebbleton Central development to the west (Living X zone), Rural (Inner Plains) zone to the north and east, and the Oakwood Mews development (Living 1A1 zone) to the south.

The ODP provides an overarching urban design framework to guide the future development of the land. The ODP includes Land Use, Movement, Green and Blue Networks and incorporates the wider strategic and community outcomes expressed in the Prebbleton Structure Plan.

## URBAN DESIGN

The design principles that underpin this ODP are in line with the New Zealand Urban Design Protocol and accord with the Selwyn District Council Subdivision Design Guide (September 2009). The following environmental outcomes are to be achieved:

- Development that meets the District Plan policies, realises an overall increase in residential density, applies urban consolidation principles and assists in achieving a compact concentric settlement pattern for Prebbleton.
- Provision for a range of section sizes and housing typologies to respond to the wider needs of the community, whilst achieving the prescribed minimum household densities and minimum average allotment sizes.
- Subdivision layouts that integrate with adjoining neighbourhoods and incorporate existing land uses where appropriate. The wider context of the development area should influence the subdivision layout by protecting and enhancing cultural, ecological, heritage and tangata whenua values and existing built features, such as amenity trees and water races.
- Layouts and urban design treatments that create a distinguishable sense of place, assist in enhancing the wider character and amenity of Prebbleton and deliver safe, vibrant and healthy living environments. Layouts should apply Crime Prevention through Environmental Design (CPTED) design principles.
- Integrated and legible road hierarchy that supports safe and efficient connections and promotes walking and cycling. Road design and landscape treatments should contribute to the overall character of Prebbleton and assist in connecting residential development with open space reserves and other public assets and services within the township, such as the Domain, Primary School, Nature Park and the town centre.
- Sustainable methods to treat and dispose of stormwater that protect groundwater resources from contamination, while integrating with open space and reserves where appropriate.
- Installation of all the necessary infrastructure services within the ODP area, and the cost effective and efficient connection of those services to the wider network.

## LAND USE

The ODP Area shall achieve a minimum net density of 10 households per hectare. Lower density allotments are necessary on the north-eastern boundary of Area 4. This will assist to integrate the site with the adjoining Rural (Inner Plains) zone, to preserve views towards the Port Hills and to increase the separation between future housing and Transpower's 220kV electricity pylons and lines located further to the north-east. Appropriate interface treatments at the boundary between residential and rural activities, and methods to protect these treatments in the long term, shall be established, including appropriate fencing, landscaping and minimum building set backs.

The ODP identifies a Medium Density area situated along the alignment of an open space corridor. The open space corridor provides a high amenity feature that compliments more intensive housing typologies. Its location within the centre of the development area ensures that any effects arising from this form of development on established living environments are internalised to within the development block. The development blocks proximity to the town centre and the establishment of the open space corridor

incorporating a pedestrian and cycling connection promotes ready access to the town centre, Prebbleton Primary School, proposed Domain extension and other services established within the township. Provision must be made for appropriate layouts and housing designs that accord with Council's Medium Density Housing Guide and the District Plan. The ODP requires the open space corridor to form a focal point for residential housing. Permeable fencing (a minimum of 50% transparency along the full length of the fence) and fencing setbacks (5m) are to be formalised to ensure a high quality living environment is established. Road layouts and the size, shape and orientation of these Medium Density sections need to be designed in such a way as to protect the amenity of the open space corridor. CPTED principles should also be applied to promote passive surveillance.

Residential housing established along the boundary with the proposed Domain extension must front this reserve. Appropriate interface treatments must promote passive surveillance, support front yards facing towards the reserve and avoid a streetscape that is comprised of tall fencing or screening that may undermine the amenity afforded by the future reserve. Suitable methods, such as fencing controls and set backs, should be formalised to ensure all future residential development overlooking these reserves benefit from the high amenity and outlook at subdivision stage.

Dwellings must front Tosswill Road to enhance passive surveillance and safety, while creating a high amenity streetscape. Appropriate design layouts should take into consideration the shape, orientation and aspect of sections, with internal roads and access arrangements that support housing that fronts onto Tosswill Road.

## **MOVEMENT NETWORK**

The proposed roading network is focused around the Local Major Road that connects Station Masters Way with Tosswill Road and the open space corridor that connects the proposed domain extension with the town centre.

On-road cycling is provided for within the Local Major Road to support the wider circular walking and cycling network identified within the Prebbleton Structure Plan. Off-road pedestrian and cycling connections are also identified along the full length of the open space corridor to support safe connections between the proposed domain extension and the town centre. It also provides an alternative alignment of the Christchurch to Little River Rail Trail. Dedicated walking and cycling links are also identified between the Local Major Road and the western point of the open space corridor, and between the Local Intermediate Road and Hodgens Road to the north-east. This road alignment supports section layouts that optimise the amenity provided by the open space corridor, while promoting a well integrated development.

The Local Intermediate and Local Minor Road network connects with Conductors Way and Platform Way established within the Prebbleton Central (Living X zone) to the west. The ODP makes specific provision for a Local Minor Road along the alignment of the open space corridor to the north to ensure section layouts facilitate future development that is well integrated into this high amenity feature. A Local Intermediate Road along the south-eastern boundary with the proposed domain extension also aims to support urban design outcomes and preserve the open space amenity associated within this proposed reserve. The same principles apply to the Local Intermediate Road along the south eastern boundary of the proposed Domain extension.

The remaining internal roading layout must be able to respond to the possibility that this area may be developed progressively over time. Road alignments must be arranged in such a way that long term inter-connectivity is achieved once the block is fully developed.

## **GREEN NETWORK**

The ODP requires the establishment of an open space corridor that generally follows the alignment of the existing drain that services the area. The alignment and orientation of this open space corridor has been established to support overland flows for stormwater, secure a green space link that protects easterly views to the Port Hills and accommodate a primary pedestrian and cycling connection that links the town centre with the proposed domain extension.

The open space corridor shall be 20m wide on average along its entire length, although this width is able to vary in places depending upon road layouts, reserve provision and use, stormwater attenuation areas and the alignment of pedestrian and cycle ways.

A 2,200m<sup>2</sup> open space reserve is required to be established along the open space corridor to accommodate the large mature macrocarpa/*Cupressus macrocarpa* tree. This amenity tree is an important land mark and amenity feature that provides a link to Prebbleton's historic past. The tree is contained within the legal boundary of 93 Tosswill Road (Lot 1 and Part Lot 2 DP 5464).

Further investigations shall be undertaken at subdivision to determine the practicalities of retaining the following existing specimen trees within any future layout:

- The row of Alder/*Alnus* trees and hedgerow that extends along a portion of the Tosswill Road frontage of the development block at 55 Tosswill Road (Lot 1 DP 3394 and Lot 2 DP 400006) should be investigated further to confirm that retention is feasible based on road shading, access arrangements and on-going maintenance.

These amenity trees provide a link to the previous use of the land, compliment the streetscape and assist in preserving and enhancing the character of Prebbleton. Options to secure the on-going protection of these specimens if retained include consent notices or private covenants to assure the trees long term retention.

## **BLUE NETWORK**

There is sufficient capacity in the Tosswill Road water main and wider network to support the additional water connections required to service the area, with works having to accord with the upgrades identified for the township.

The anticipated wastewater solution is to establish a western connection to the pumping station within the Prebbleton Central development (Living X zone) to enable access to the sewer gravity main.

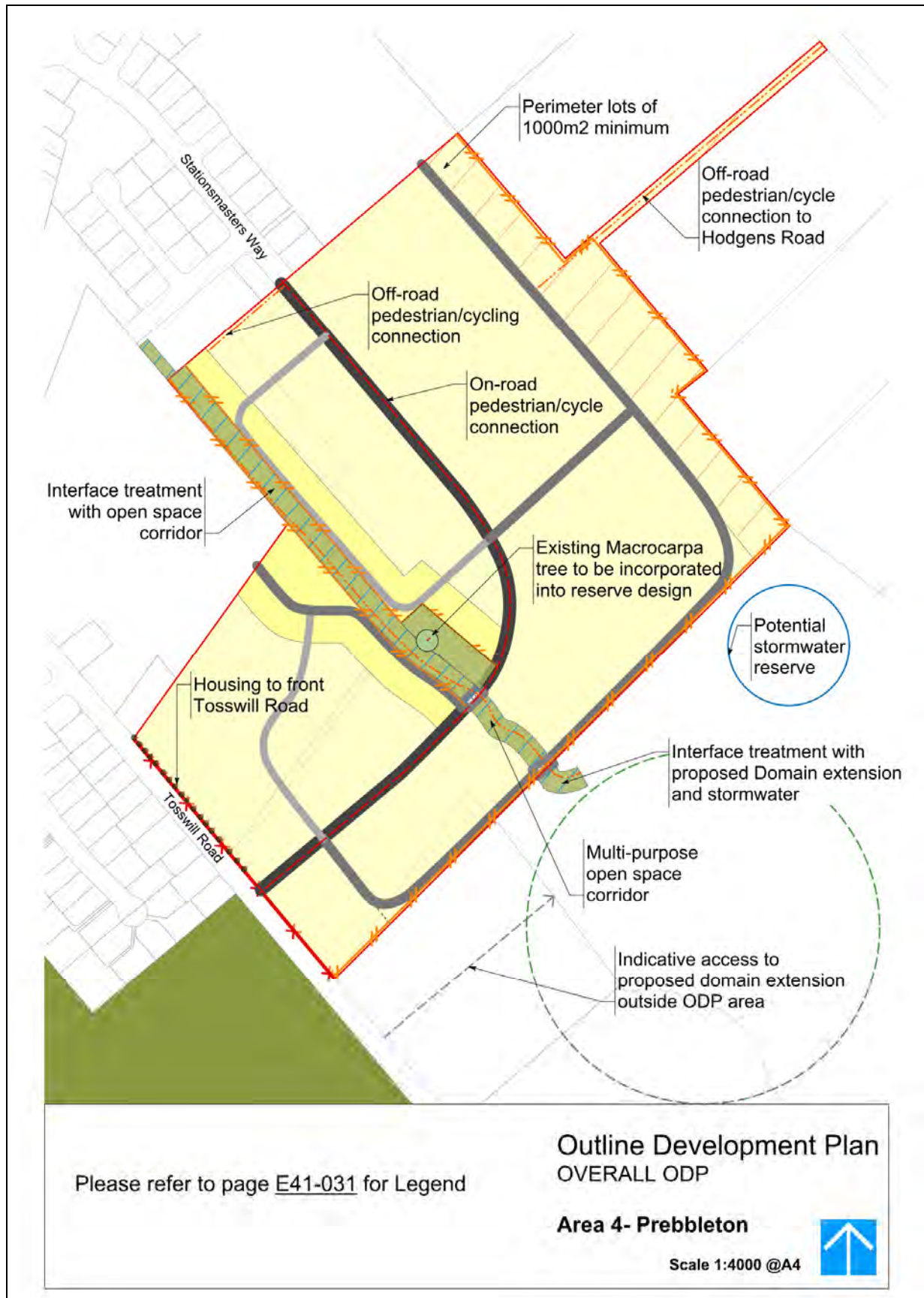
Opportunity exists for a catchment wide approach to manage, treat and dispose of stormwater within an integrated treatment facility to be established to the south-east of the development block. This facility would treat and dispose of stormwater from the areas within the township that are served by the reticulated stormwater network, the Business 1 zone, Prebbleton Central subdivision (Living X zone) and ODP Area 4 to ensure discharges are sufficiently detained within this catchment. An area of 6.4ha north of the proposed Domain extension is anticipated to be required for the stormwater ponds and riparian margins, with overland flow paths being established within the open space corridor.

The overall stormwater solution should integrate with the wider transport and reserve network, including the proposed domain extension, walking and cycling network and open space corridor. Detailed stormwater solutions are to be determined by the developer in collaboration with Council and in accordance with Environment Canterbury requirements. This will involve the development of an integrated stormwater management scheme generally located to the east of the development area and north of the proposed domain extension, with stormwater being directed along the open space corridor. Riparian planting along the existing drain and the formation of wetland environments that support ecological, cultural and tangata whenua values will also be a key component of the overall design. 'Spring reserves' are to be provided where necessary to separate spring water from stormwater flows to protect the tangata whenua values of the spring water.

The existing stormwater facility that services the Prebbleton Central subdivision (Living X zone) and town centre could be decommissioned once the catchment wide stormwater treatment facility is established. If this was to occur, the resulting land may then be integrated into the open space corridor, with the balance being able to be developed to accommodate Medium Density housing.

On-site stormwater management that satisfies all Environment Canterbury requirements will be necessary until such time as the integrated stormwater management scheme is established.





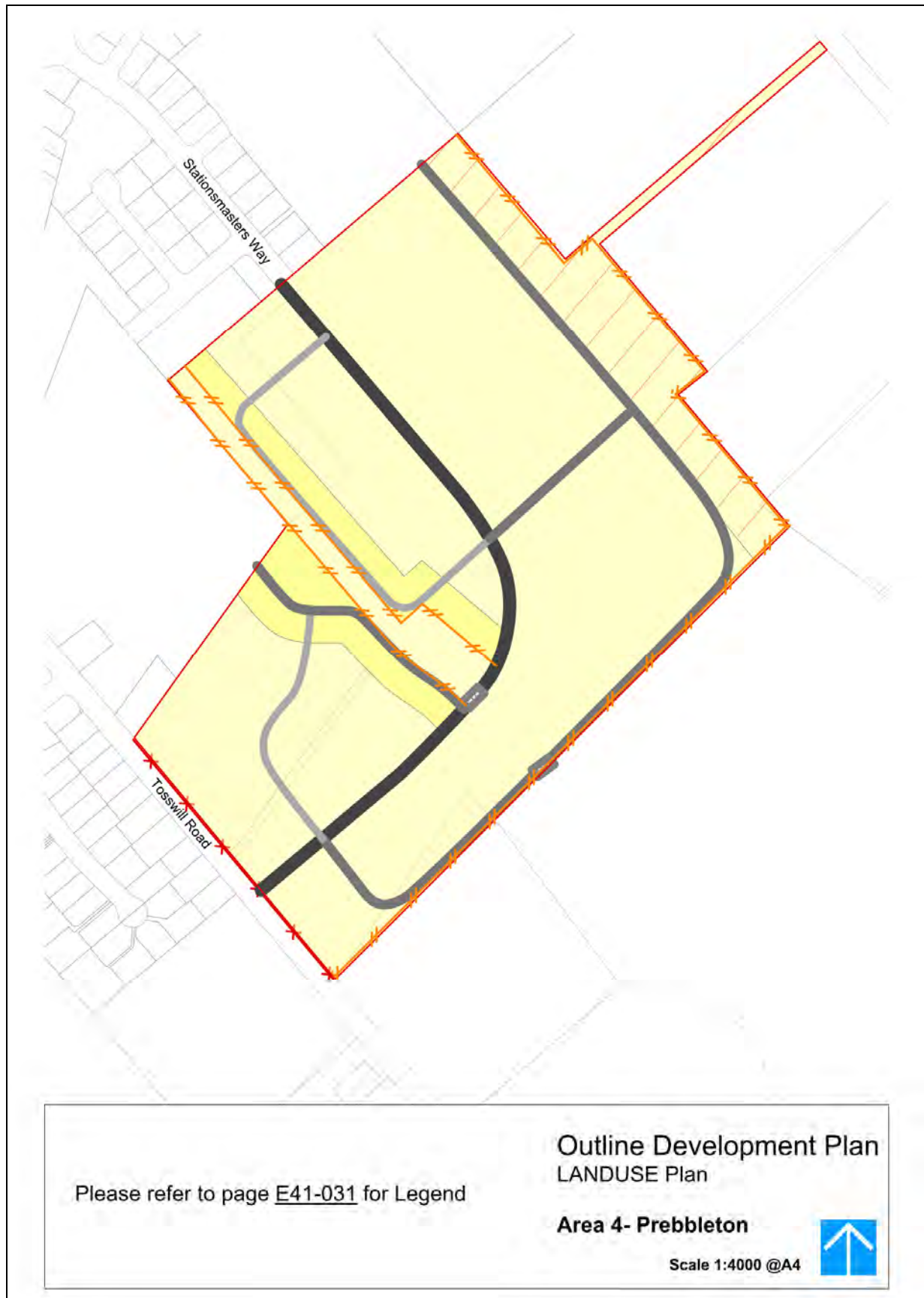
## **LEGEND**

	ODP boundary		Recreation reserve
	Parcel		Open Space corridor& links
	Low Density (10hh/ha)		Existing reserve
	Low Density (1000m2 +)		Potential domain extention
	Local Major Road		Amenity tree (public space)
	Local Intermediate Road		Possible amenity tree (private space)
	Local Minor Road		Indicative Stormwater swale
	Future Roothing connection		Potential Stormwater reserve outside ODP area
	On-road cycle way		Interface treatments
	Off-road cycle way		Housing fronting road

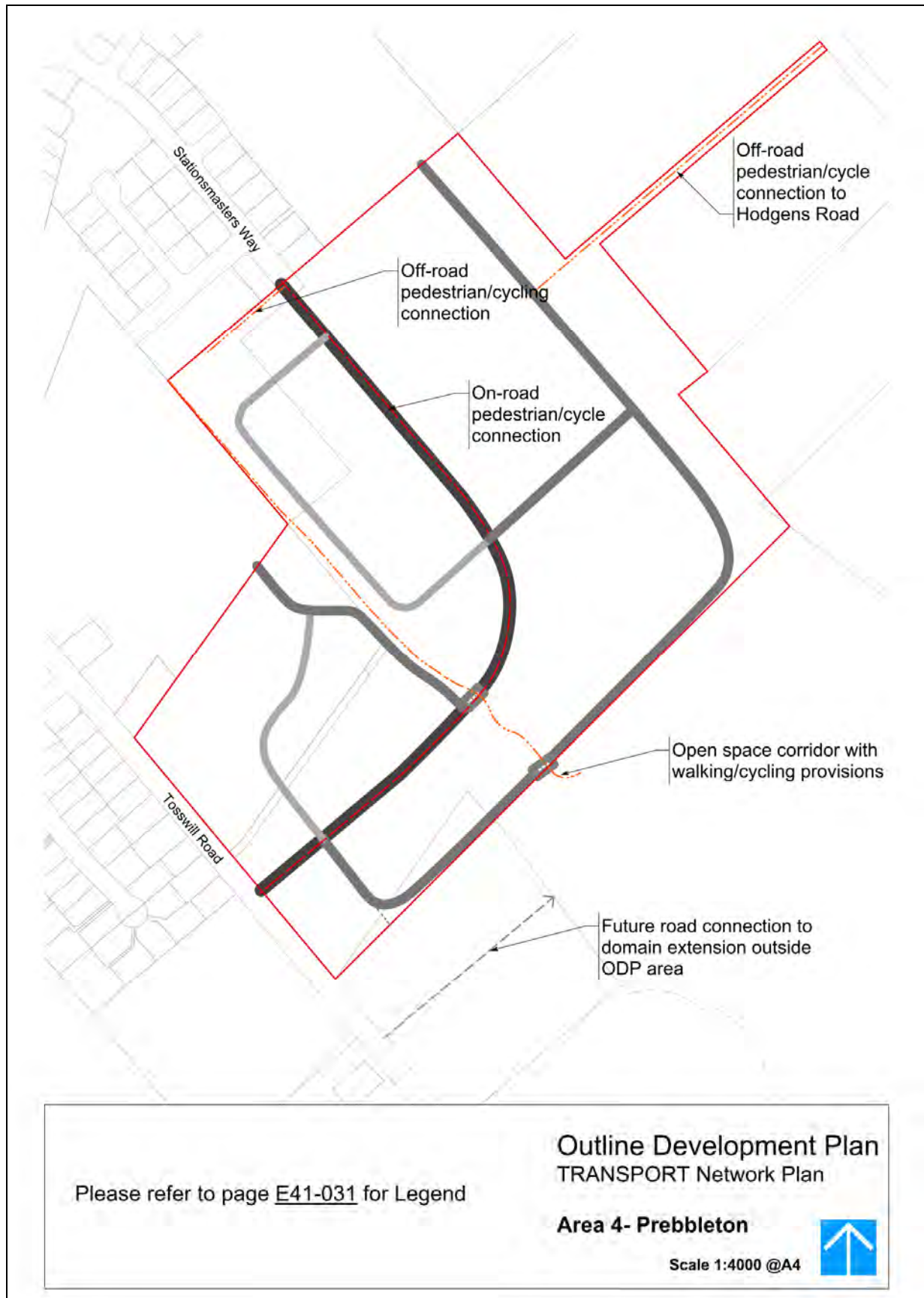
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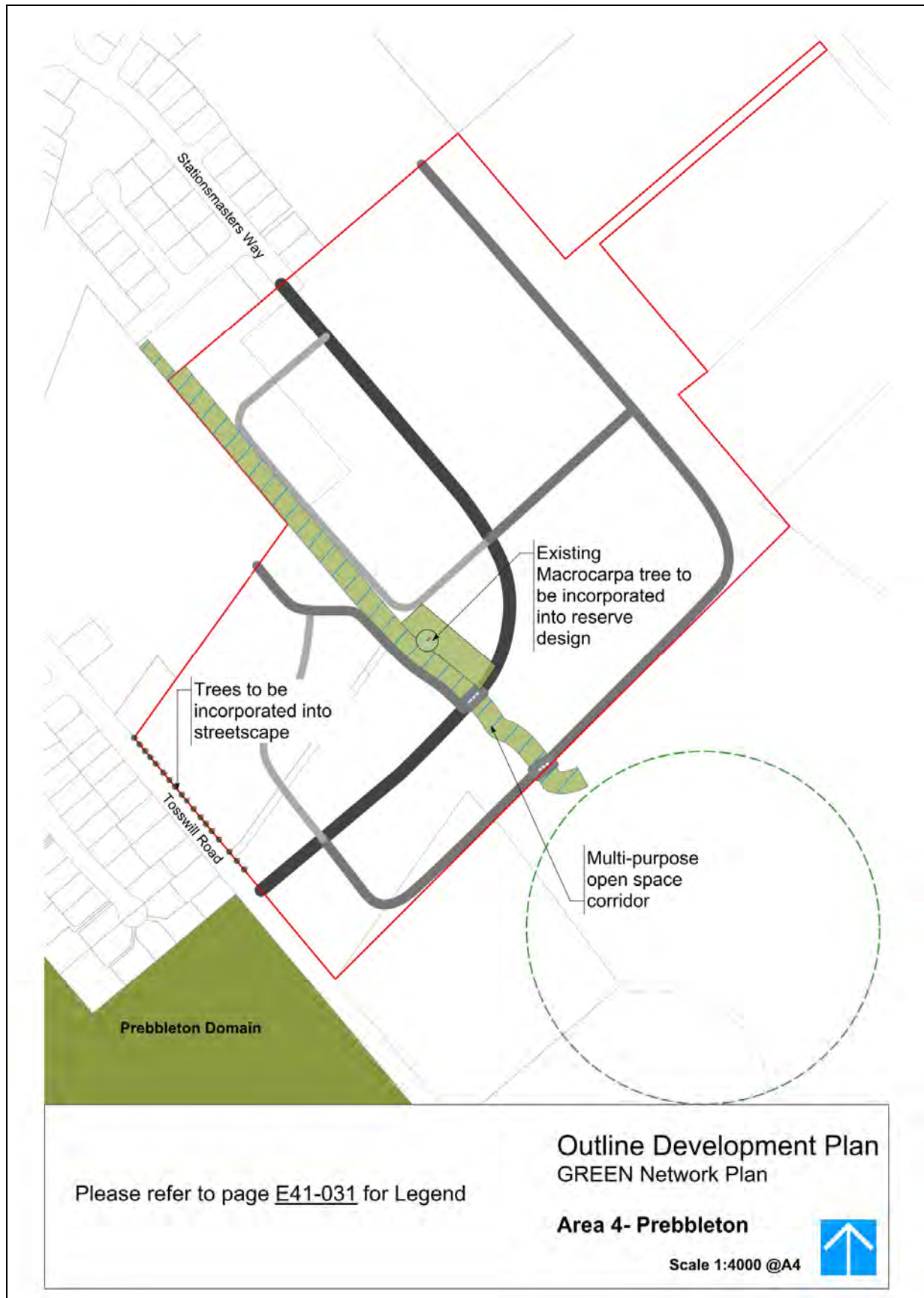
**Outline Development Plan  
LEGEND**

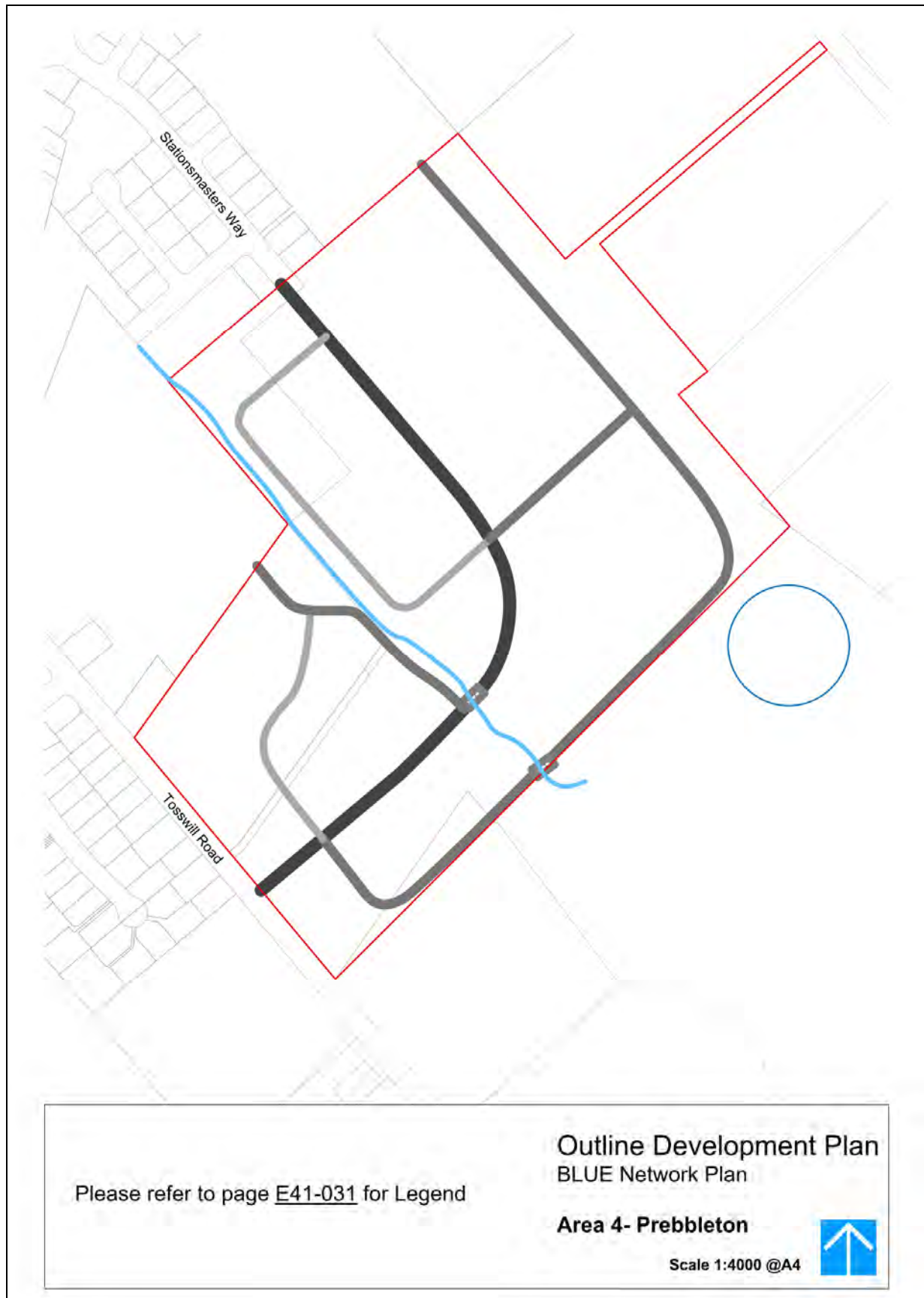
**Area 4- Prebbleton**











# **Attachment 4**

## **Living 1A zone ODP**



# APPENDIX 19

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## **LIVING 1A ZONE OUTLINE DEVELOPMENT PLAN – PREBBLETON**

## **LIVING 1A ZONE OUTLINE DEVELOPMENT PLAN**

### **INTRODUCTION**

This Outline Development Plan (ODP) applies to the undeveloped balance of the Living 1A zone in Prebbleton. The ODP covers 15.02ha of land comprising seven separate properties that either front or have legal access to either Toswill Road or Trices Road. The development block is contained by the Prebbleton Domain to the north-west, Rural (Inner Plains) zone to the north-east and south, and the Stonebridge Way development (being the developed portion of the Living 1A zone) to the west.

The ODP provides an overarching urban design framework to guide the future development of the land. The ODP includes Land Use, Movement, Green and Blue Networks and incorporates the wider strategic and community outcomes expressed in the Prebbleton Structure Plan.

### **URBAN DESIGN**

The design principles that underpin this ODP are in line with the New Zealand Urban Design Protocol and accord with the Selwyn District Council Subdivision Design Guide (September 2009). The following environmental outcomes are to be achieved:

- Development that meets the District Plan policies, realises an overall increase in residential density, applies urban consolidation principles and assists in achieving a compact concentric settlement pattern for Prebbleton.
- Provision for a range of section sizes and housing typologies to respond to the wider needs of the community, whilst achieving the prescribed minimum household densities and minimum average allotment sizes.
- Subdivision layouts that integrate with adjoining neighbourhoods and incorporate existing land uses where appropriate. The wider context of the development area should influence the subdivision layout by protecting and enhancing cultural, ecological, heritage and tangata whenua values and existing built features, such as amenity trees and water races.
- Layouts and urban design treatments that create a distinguishable sense of place, assist in enhancing the wider character and amenity of Prebbleton and deliver safe, vibrant and healthy living environments. Layouts should apply Crime Prevention through Environmental Design (CPTED) design principles.
- Integrated and legible road hierarchy that supports safe and efficient connections and promotes walking and cycling. Road design and landscape treatments should contribute to the overall character of Prebbleton and assist in connecting residential development with open space reserves and other public assets and services within the township, such as the Domain, Primary School, Nature Park and the town centre.
- Sustainable methods to treat and dispose of stormwater that protect groundwater resources from contamination, while integrating with open space and reserves where appropriate.
- Installation of all the necessary infrastructure services within the ODP area, and the cost effective and efficient connection of those services to the wider network.

### **LAND USE**

The ODP Area shall achieve a minimum net density of 8 households per hectare.

Dwellings must front Trices Road and Toswill Road to enhance passive surveillance and safety, while preserving the semi-rural streetscape. Appropriate design layouts should take into consideration the shape, orientation and aspect of sections, with internal roads supporting access that avoids housing from backing onto Trices Road and Toswill Road. An exception is made for the parcels that are affected by the limited access requirements onto Trices Road and Toswill Road, which will need to be access from the internal road network.

The ODP supports three different densities, which respond to the context of the site and support a range of sections sizes, housing typologies and land use activities. Lower density sections should be established along the Toswill Road and Trices Road boundaries to support an appropriate scale of development at the sensitive rural/urban interface. A 10m building setback for dwellings and utilities is necessary along Trices

Road to provide separation and to distinguish the residential neighbourhood from the rural land holdings to the south.

Appropriate interface treatments, and methods to protect these treatments in the long term, need to be established along the Trices Road and Tosswill Road boundaries, which form a gateway to the township and transition from rural to urban. These treatments are to ensure the development integrates with the wider area and addresses any amenity conflicts that may arise at this sensitive residential/rural boundary. Treatments could include appropriate bunding fencing, retention of a portion of the existing macrocarpa hedgerows or landscaping to avoid long lengths of solid fencing or screening.

Residential housing adjacent to Prebbleton Domain must front the reserve. These lots will be accessed off a Local Minor Road. This will promote passive surveillance, support front yards facing towards the Domain and avoid a streetscape that is comprised of tall fencing or screening that may undermine the amenity afforded by the reserve. Suitable methods, such as fencing controls, landscape treatments and set backs, should be formalised to ensure all future residential development that overlooks Prebbleton Domain optimises the high amenity and open space outlook provided by the reserve.

## **MOVEMENT NETWORK**

The overall aim is to create an integrated transport network that incorporates all modes of transport.

A Local Major Road connects Tosswill Road with Trices Road. Provision should be made for walking and cycling within this Local Major Road to support access to Prebbleton Domain and the wider circular pedestrian and cycling network identified in the Prebbleton Structure Plan.

Local Intermediate Roads provide secondary connections to Tosswill Road and Trices Road and support an integrated network to service the south-eastern portion of the development block. There is a limitation on direct access onto Tosswill Road and Trices Road in between the intersection of these roads and the Local Intermediate Roads. This restriction will assist in achieving a safe and transport network, responds to the future upgrades identified for Trices Road and enables a stepped speed reduction as vehicles enter Prebbleton from the south-east. Interface treatments along the portion of Trices Road and Tosswill Road where access is limited will need to be established at subdivision to achieve a high amenity gateway to the township as the land use activities transition from rural to urban. A Local Minor Road supports links to the Prebbleton Domain and adjacent community facilities.

The open space corridor is an important component of the overall movement network within the Township as it provides an off-road walking and cycling connection between the Domain and Trices Road. This corridor secures walking and cycling connections to the existing Domain and the proposed extensions on the opposite side of Tosswill Road, which provides an alternative to the existing alignment of the Christchurch to Little River Rail Trail. Two green link reserves support further connectivity between the Domain and the primary road network within the development block.

The remaining internal roading layout must be able to respond to the possibility that this area may be developed progressively over time. Road alignments must be arranged in such a way that long term inter-connectivity is achieved once the block is fully developed.

## **GREEN NETWORK**

The ODP indicates a 10m wide green space corridor based around the existing water race and walking and cycling network, connecting Prebbleton Domain to Tosswill Road. The future subdivision scheme should utilise this feature as a focal point to optimise the amenity that it provides and the opportunity it presents in achieving a well connected living environment.

A 2,000m<sup>2</sup> reserve is required to accord with the reserve provision calculations and to ensure the development block is served by sufficient and appropriate open space. The location of this reserve is identified as being indicative only pending confirmation at subdivision of the extent and location of any stormwater treatment areas. The future location of the reserve must ensure people living within the development block have access to an open space reserve within a 400m radius of their homes. Two green space links connect the proposed future development with the existing domain and the town centre to facilitate walking and cycling connections.

Further investigations shall be undertaken at subdivision to determine the practicalities of retaining the following existing specimen trees within any future layout:

- Four oak/*Quercus* trees on the frontage of 102 Tosswill Road (Lot 1 DP 71108).
- Various border plantings on the north-western boundary of 104 Tosswill Road (Lot 2 DP 71108) where the section adjoins Prebbleton Domain, which is identified as an appropriate interface treatment between any future development of the property and the high amenity presented by the domain.

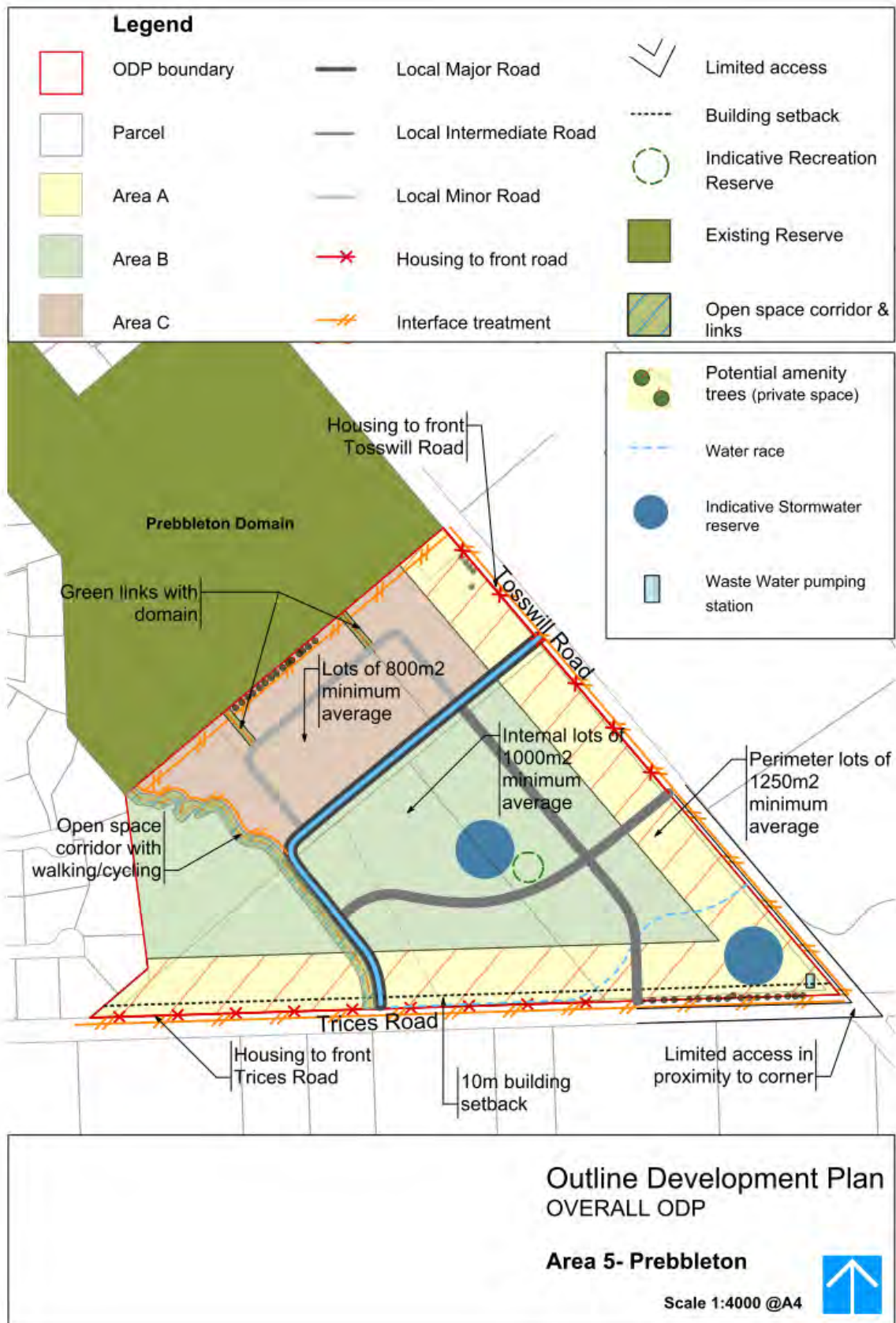
These trees are a link to the historic use of the land, compliment the streetscape and assist in preserving and enhancing the character of Prebbleton. Options to secure the on-going protection of these specimens if retained include consent notices or private covenants to assure the trees longevity.

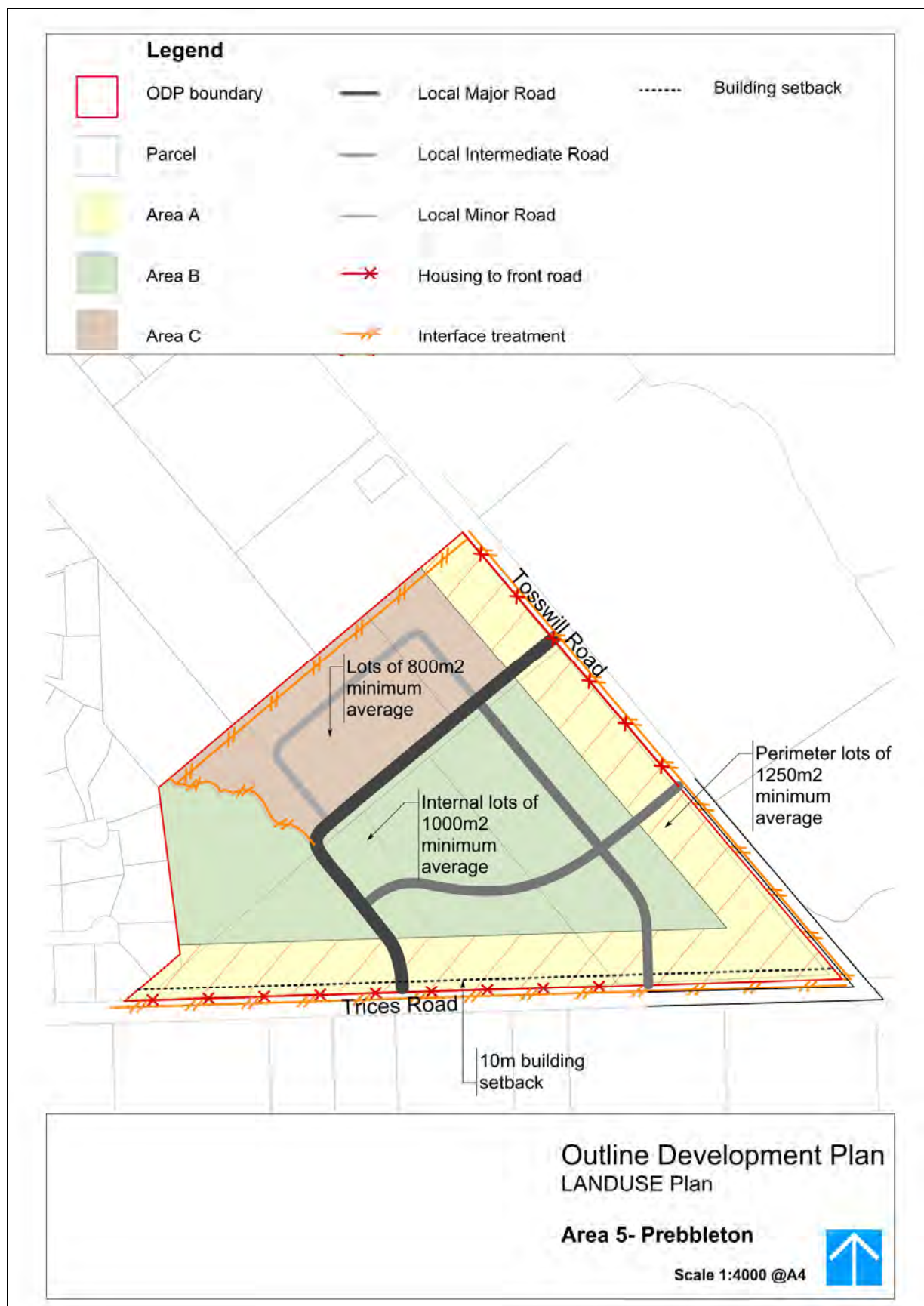
## **BLUE NETWORK**

The current 50mm diameter water main that services the general area is identified to be at full capacity. A new 150mm water main will be required to service the development block. There is sufficient capacity in both the Tosswill Road and Trices Road water main and wider network to support the additional water connections required to service the area, with works having to accord with the upgrades identified for the township.

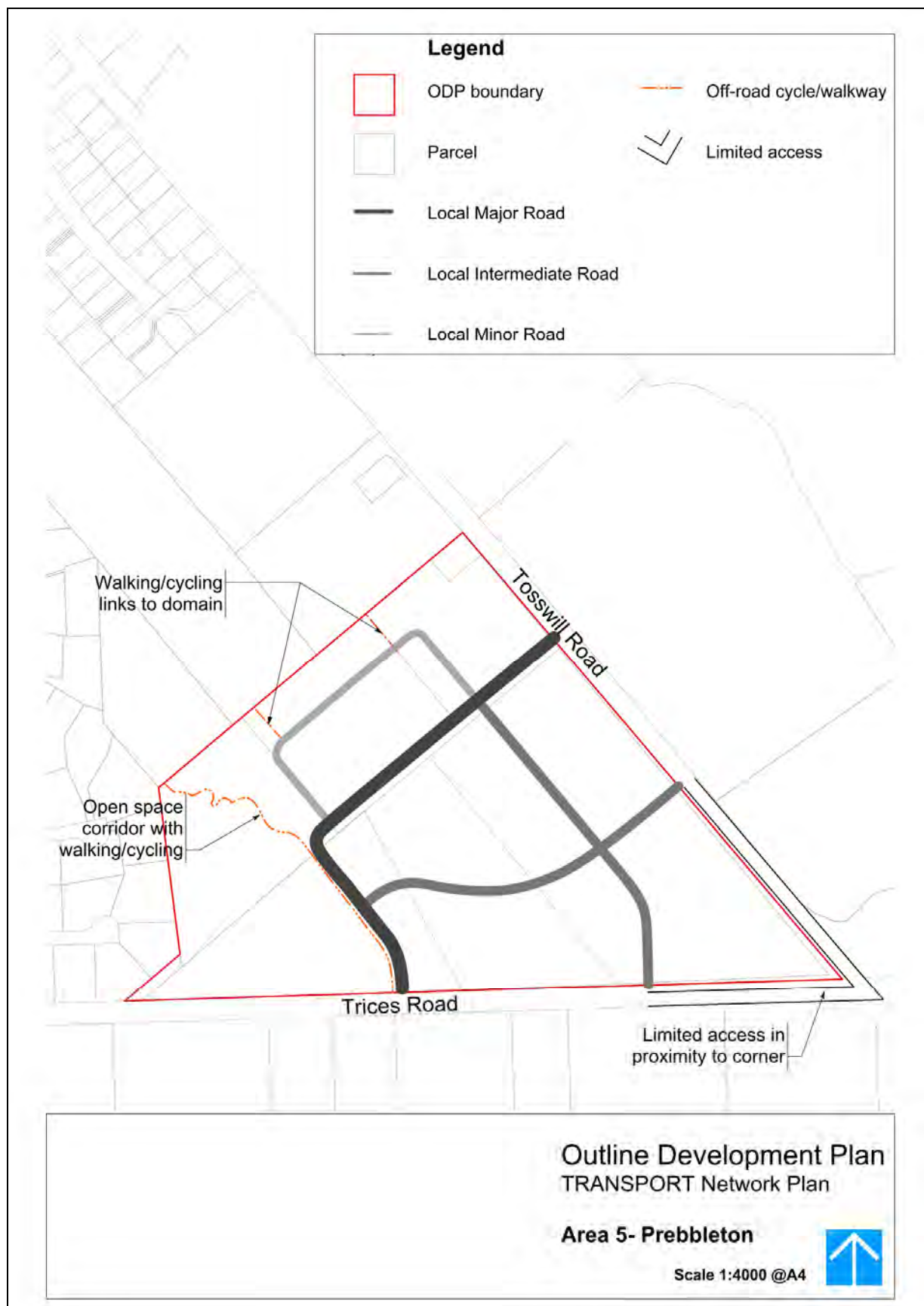
A new pumping station is required to be established at the eastern corner of the development as the Tosswill Road pumping station and sewer main are at full capacity. The developer will need to extend the network to the Springs Road wastewater main.

There are a range of methods available to collect, treat and dispose of stormwater. Options include the discharge of hard surface and roof run-off within residential sections to be disposed on site via soakage pits. Stormwater run-off from the road network is to be directed to basins requiring an estimated area of 1ha. The water race should be developed in an integrated manner that accommodates pedestrian and cycling connections within the site and with Prebbleton Domain. The stormwater reserves referenced on the ODP plan are indicative only. Detailed stormwater solutions are to be determined by the developer in collaboration with Council at subdivision stage and in accordance with Environment Canterbury requirements. Stormwater solutions should integrate into both the road and reserve environments where practicable. The establishment of riparian margins and low impact stormwater management techniques are encouraged where appropriate to establish and enhance ecological corridors, habitats and tangata whenua values attributed to the water resource.

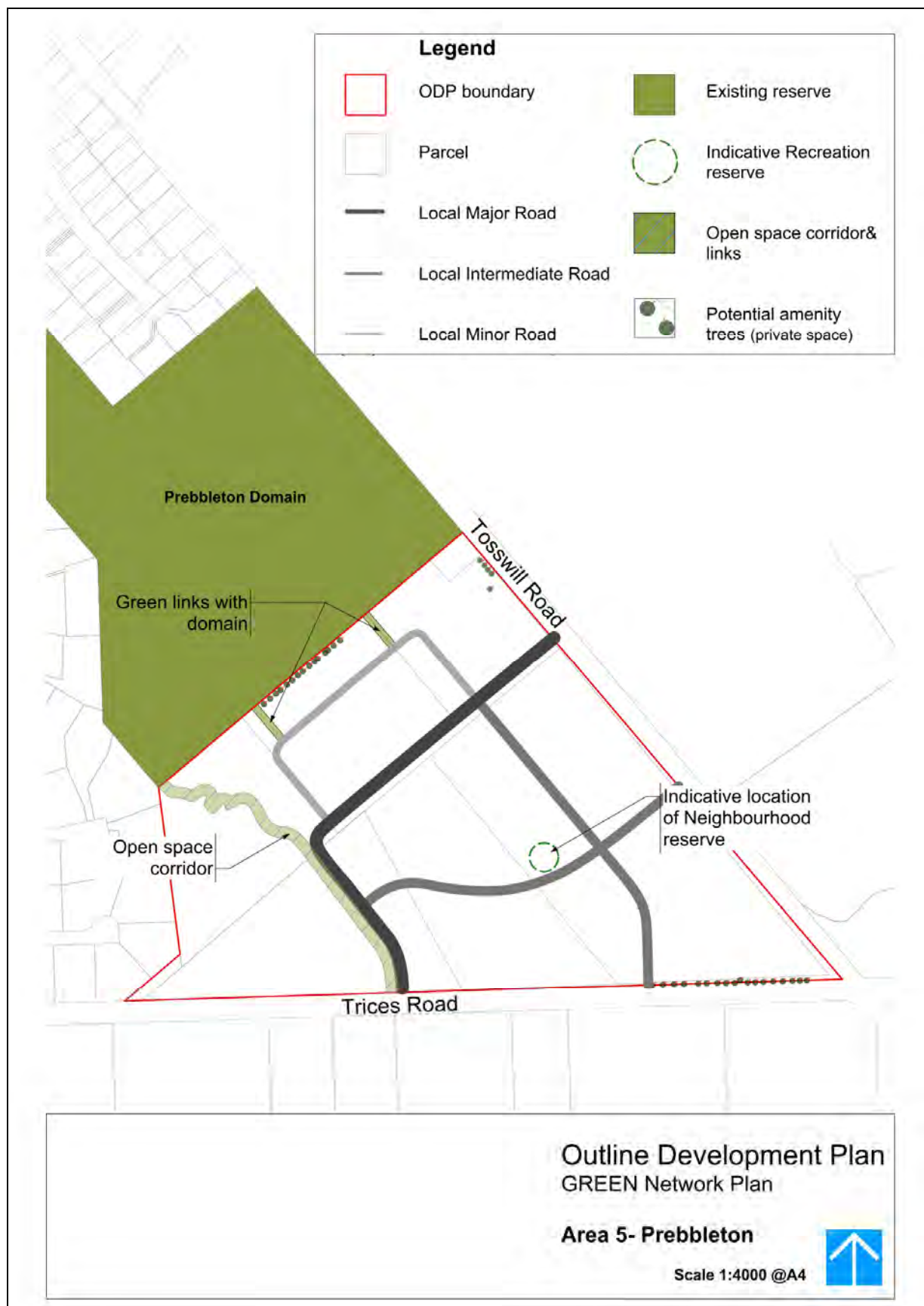


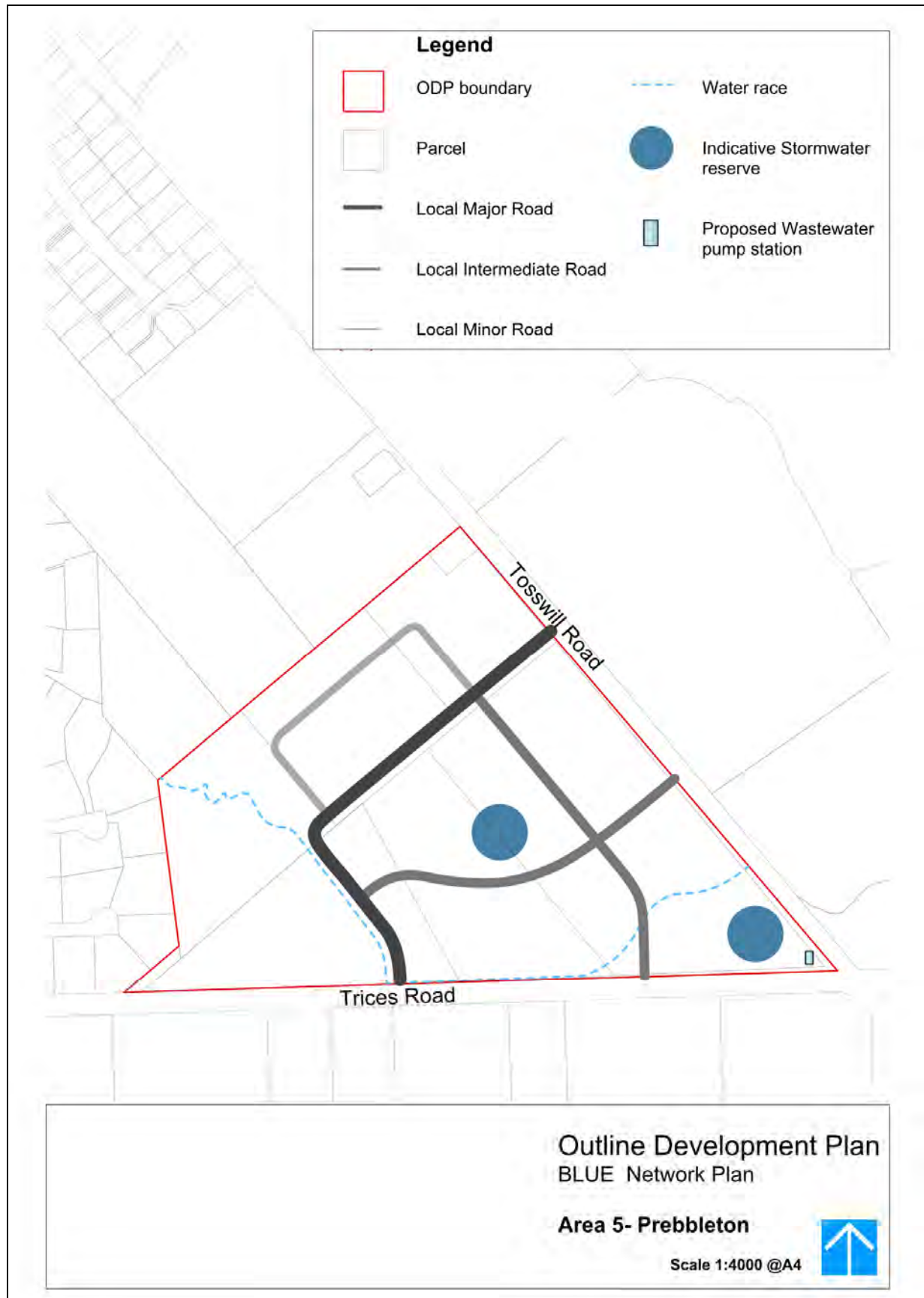






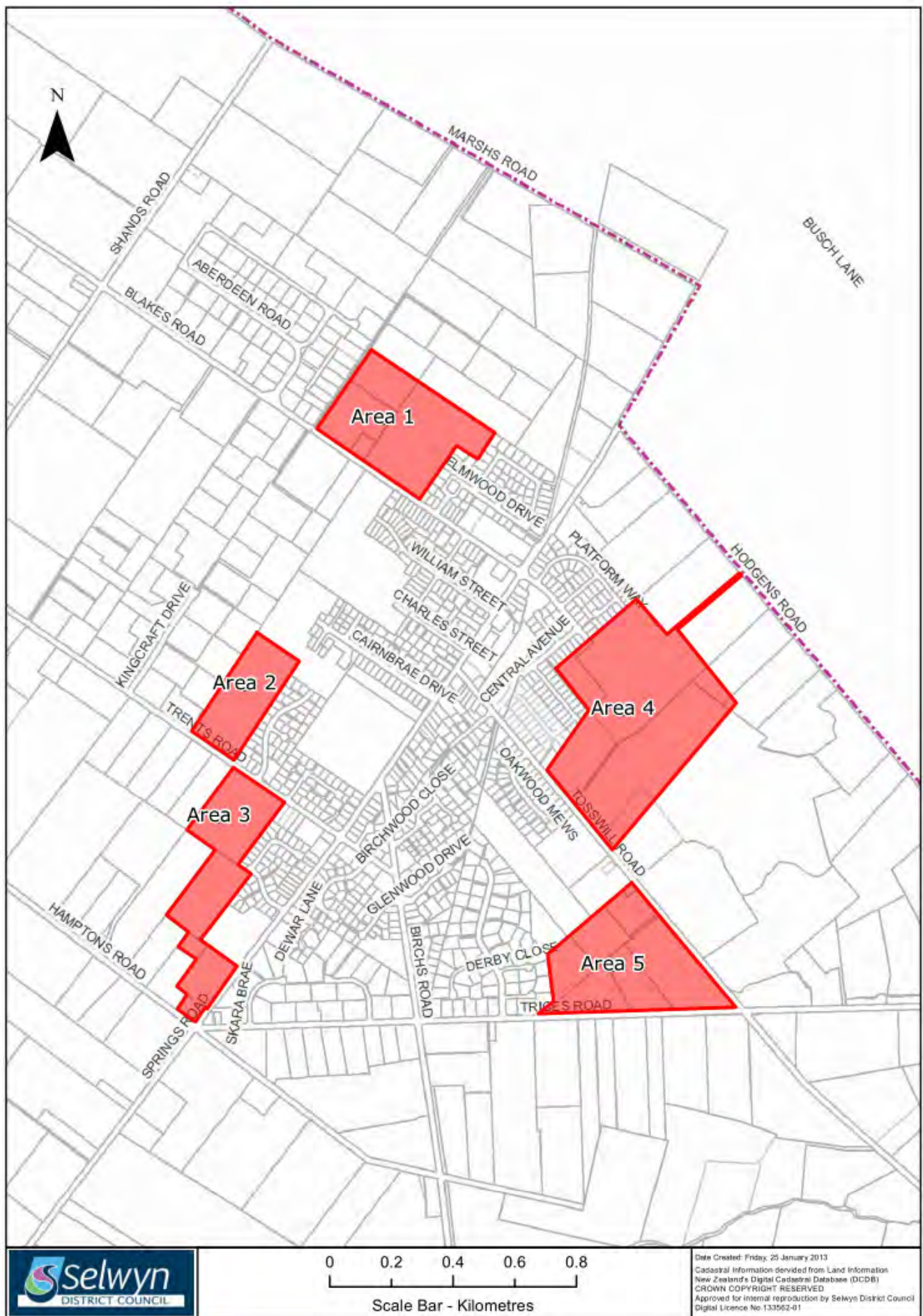






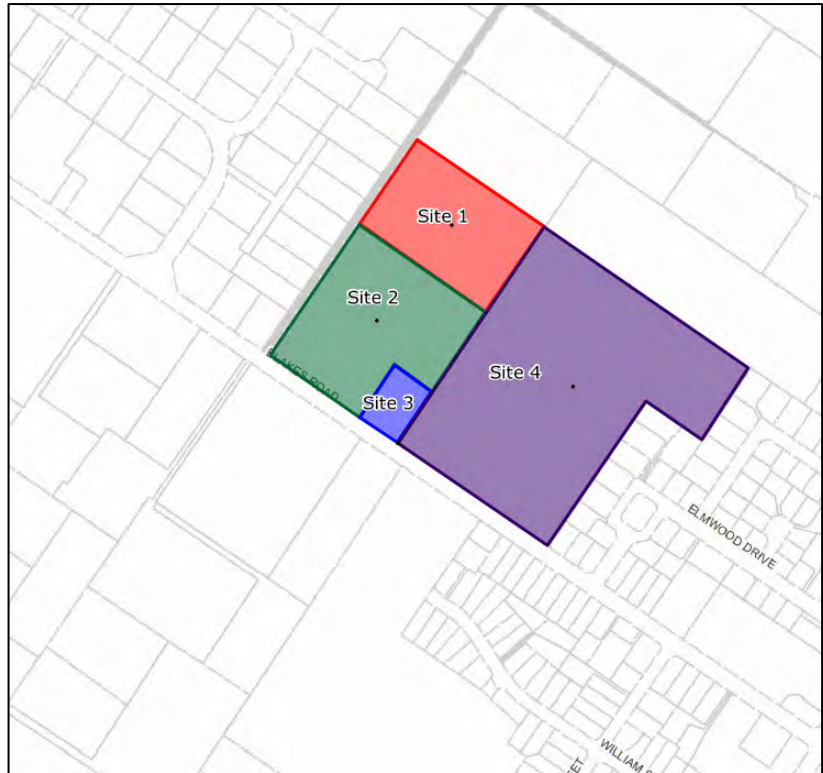
# **Attachment 5**

## **PC 21 Residential Growth Areas**





AREA 1: Blakes Road, being the land generally contained within the Paddocks, Aberdeen and Elmwood Drive subdivisions				
	Address	Zone	Area	Site description
	<b>Site 1: 1/82 Blakes Road</b> Lot 2 DP 71538	Rural Inner Plains (4ha)	2.3ha	The site currently accommodates a single residential dwelling and well established gardens that present high amenity and seclusion. The property is utilised for residential lifestyle purposes, with several utility sheds established on the eastern portion of the property. Access is provided via the RoW serving The Paddocks subdivision. The land to the west (Aberdeen) and north (The Paddocks) accommodates low-density residential development. The property is within residential 'Greenfield' area SP 1 in Change 1 to the CRPS and a preliminary ODP and sub-area assessment are provided within the PSP. The land is contained within the 'Preferred Growth Area' of Appendix 31 of the SDP.
	<b>Site 2: 60 Blakes Road</b> Lot 1 DP 71538	Rural Inner Plains (4ha)	3.1ha	The site currently accommodates a single residential dwelling and gardens. The balance of the site is comprised of fenced paddocks that were previously used to contain horses, with several sheds located in close proximity to the northern boundary. Access is provided to the paddocks via the RoW serving The Paddocks subdivision and the dwelling has formed access onto Blakes Road. The land to the west (Aberdeen) and north (The Paddocks) accommodates low-density residential development. The property is within residential 'Greenfield' area SP 1 in Change 1 to the CRPS and a preliminary ODP and sub-area assessment are provided within the PSP. The land is contained within the 'Preferred Growth Area' of Appendix 31 of the SDP.
	<b>Site 3: 56 Blakes Road</b> Lot 1 DP 58405)	Rural Inner Plains (4ha)	0.4ha	The site is occupied by the Prebbleton Vet Clinic, which incorporates an animal hospital and surgery. The rear of the site contains a fenced yard and covered pens as part of the vet clinic operations. A formed car park occupies the front portion of the site where access is formed from Blakes Road. The property is identified as residential 'Greenfield' area SP 1 in Change 1 to the CRPS. The land is contained within the 'Preferred Growth Area' of Appendix 31 of the SDP.
	<b>Site 4: 36 Blakes Road</b> Lot 2 DP 54834	Living X (800m <sup>2</sup> )	7.5ha	The site accommodates two dwellings with associated out buildings. There are also several large sheds that formed part of the market garden that previously operated from the site. The dwellings are contained within well established grounds and are both accessed from Blakes Road, with an access leg serving the rear dwelling. The balance of the property accommodates a walnut orchard and paddocks. The land to the east (Elmwood Drive) accommodates residential development, with the land to the north (The Paddocks) supporting low-density residential development. The property is subject to an operative ODP contained within Appendix 19 of the SDP and is contained within the 'Preferred Growth Area' of Appendix 31 of the SDP. A preliminary ODP and sub-region assessment are provided within the PSP.
GROSS LAND AREA: 13.3ha				
<b>AREA 1: INFRASTRUCTURE REQUIREMENTS</b> <b>Green network:</b> 3,000m <sup>2</sup> local park. <b>Blue network:</b> Connect to existing water supply on Blakes Road. Requirement to extend and connect to the reticulated wastewater main established in Blakes Road. Stormwater to be collected, treated and discharged to ground via swales. <b>Movement network:</b> Primary east-west and north-south connections that support walking and cycling links, secondary east-west connection.				



**AREA 2: Trents Road, being the land generally bound by the Kingcraft Drive, Cairnbrae Drive and Waratah Park development areas**

Address	Zone	Area	Site description
405 Trents Road Lot 1 DP 55186	Rural Inner Plains (4ha)	6.4ha	Trent's Berry Farm has until recently operated from the property, with sheds having been established for raspberry packing and on-site sales. A single dwelling with well established gardens occupies a central location within the site. Numerous shelter belts are progressively being removed as the berry production has ceased. The land holdings to the east (Waratah Park) and north (Cairnbrae Drive) are currently being developed for residential land uses. The land to the west has been developed to accommodate rural residential densities commensurate with its Kingcraft Drive Existing Development Area zone. The property is identified as a residential 'Greenfield' area SP 4 in Change 1 to the CRPS and a preliminary ODP and sub-area assessment are provided within the PSP.

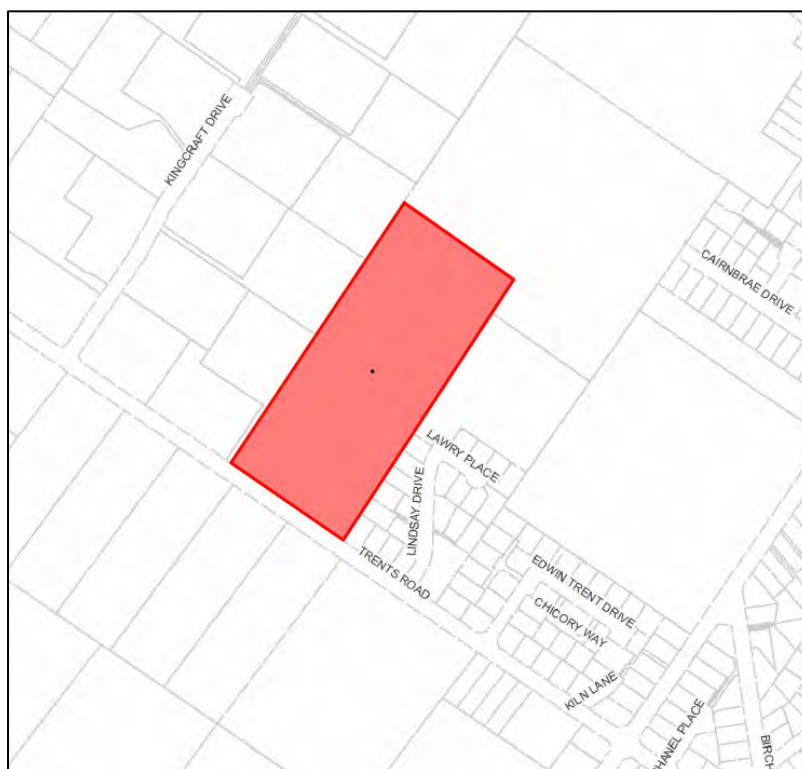
**GROSS LAND AREA: 6.36ha**

**AREA 2: INFRASTRUCTURE REQUIREMENTS**

**Green network:** 2,000m<sup>2</sup> local park located towards the north-eastern end of the development block.

**Blue network:** Connect to existing water supply on Trents Road. No available reticulated wastewater infrastructure adjacent to the site, requires an extension to the pumping station located at the intersection of Trents Road and Lindsay Drive. Stormwater to be treated and disposed of within a 4,400m<sup>2</sup> basin via the road network.

**Movement network:** Primary north-south connection linking the Cairnbrae Drive subdivision with Trents Road to support the wider walking and cycling network.





**AREA 3: Between Trents and Hamptons Roads, being the land that is generally west of the Sterling Park subdivision and Prebbleton Nature Park**

Address	Zone	Area	Site description
<b>Site 1: 432 Trents Road</b> Lot 31 DP 119	Rural Inner Plains (4ha)	5.02ha	The property currently accommodates a single residential dwelling and several utility buildings, with access provided onto Trent's Road. The property is utilised for residential lifestyle purposes, with the land to the rear of the dwelling being used for grazing. The Sterling Park subdivision shares an eastern boundary with the site. The property is within residential 'Greenfield' area SP 3 in Change 1 to the CRPS and a preliminary ODP and sub-area assessment are provided within the PSP. The land is contained within the 'Preferred Growth Area' of Appendix 31 of the SDP.
<b>Site 2: Part of 164 Hamptons Road</b> Part of Lot 2 DP 22330	Rural Inner Plains (4ha)	3.8ha	The site currently accommodates a single residential dwelling that is accessed off Hamptons Road. The northern two thirds of the property are contained within the MUL, with the balance being excluded. The property is utilised for residential lifestyle purposes, with several utility sheds and a horse training track being contained within the proposed development area. The Sterling Park subdivision and Prebbleton Nature Park share an eastern boundary with the site. The property is within residential 'Greenfield' area SP 3 in Change 1 to the CRPS and a preliminary ODP and sub-area assessment are provided within the PSP. The land is contained within the 'Preferred Growth Area' of Appendix 31 of the SDP.
<b>Site 3: Part of 152 Hamptons Road</b> Part of Lot 2 DP 25587	Rural Inner Plains (4ha)	0.46ha	The property contains a single dwelling, with the balance of the section being utilised for grazing. Access is established directly off Hamptons Road. The south-eastern portion of the section is identified for inclusion within the MUL to enable a connection to be established between Sites 2 and 4. The proposed development area adjoins the Prebbleton Nature Park. A preliminary ODP and sub-area assessment are provided within the PSP.
<b>Site 4: 670 Springs Road</b> Lot 1 DP 25587	Rural Inner Plains (4ha)	2.02ha	The land owner resides in a dwelling established on the northern boundary of the property with the Prebbleton Nature Park. A second dilapidated dwelling is located in front of the glass houses, which accommodate a large portion of the site and have been established on the property as part of an export flower growing business. The dwellings are accessed from two separate vehicle crossings onto Springs Road. The property is within residential 'Greenfield' area SP 3 in Change 1 to the CRPS and a preliminary ODP and sub-area assessment are provided within the PSP. The land is contained within the 'Preferred Growth Area' of Appendix 31 of the SDP.
<b>Site 5: 146 Hamptons Road</b> Lot 1 DP 19741	Rural Inner Plains (4ha)	0.42ha	The site currently accommodates a single residential dwelling and well established gardens that present high amenity and seclusion. A fenced paddock occupies the balance of the property where it borders Springs and Hamptons Road. The property is utilised for residential purposes. Access is provided directly off Hamptons Road. The property is within residential 'Greenfield' area SP 3 in Change 1 to the CRPS and a preliminary ODP and sub-area assessment are provided within the PSP. The land is contained within the 'Preferred Growth Area' of Appendix 31 of the SDP.

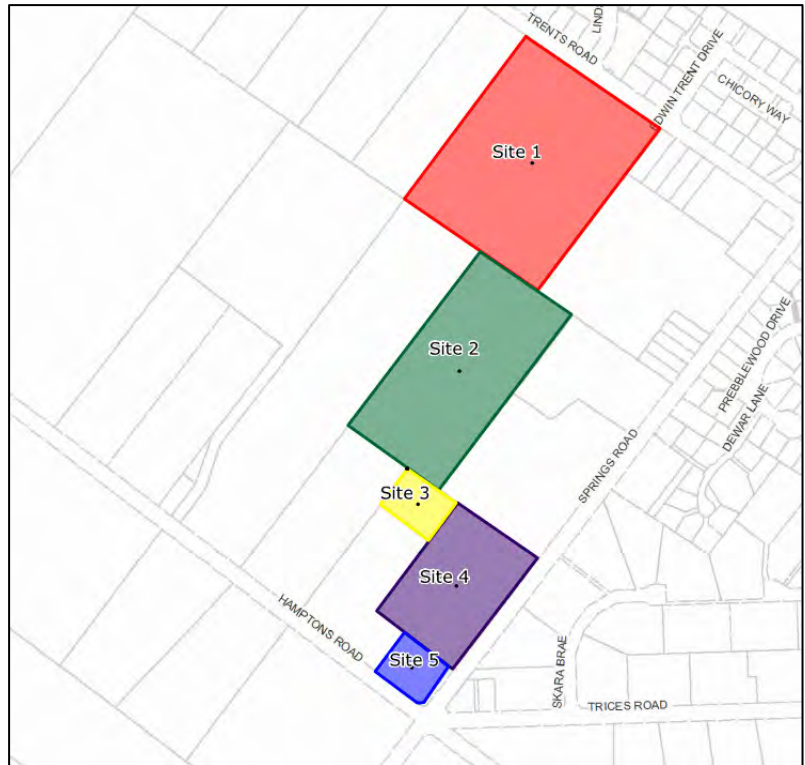
**GROSS LAND AREA: 11.7ha**

**AREA 3: INFRASTRUCTURE REQUIREMENTS**

**Green network:** 3,000m<sup>2</sup> local parks inclusive of green space connections and provision of an open space setback between the east-west secondary road alignment and the Prebbleton Nature Park.

**Blue network:** Connect to the existing water supply established in both the Springs and Trents Roads. Wastewater will be required to extend to the sewer main within Springs Road via gravity main or to the Waratah Park subdivision to the north. Stormwater to be collected, treated and discharged to ground via swales, with large events being directed to the Nature Park and discharged to ground.

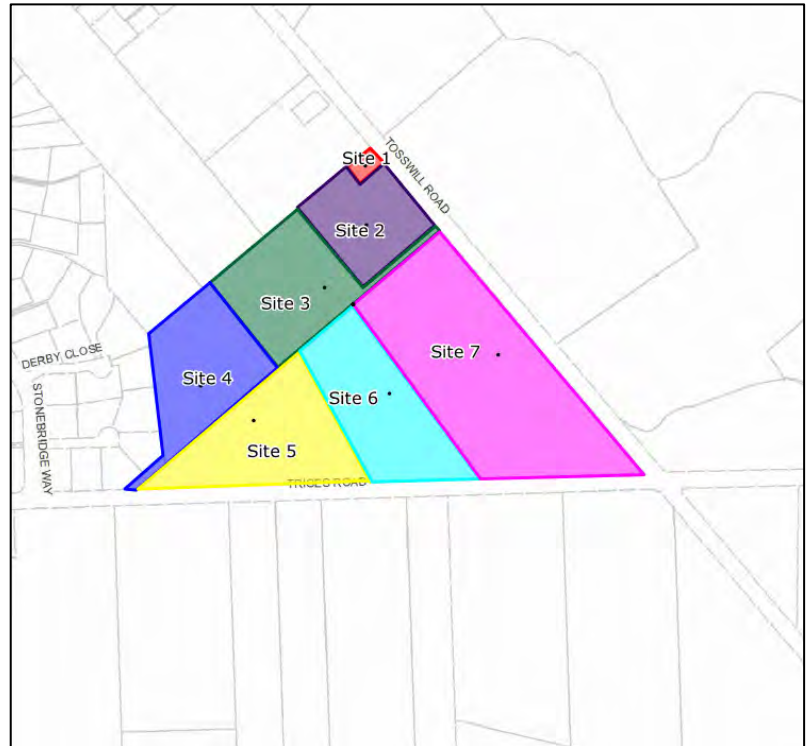
**Movement network:** Primary north-south connection linking the southern entrance from Trents Road to align with the Waratah Park entrance (Lindsay Drive) to the north. Secondary east-west connection with the Sterling Park subdivision to the east and future growth areas to the west. Limited access for entranceways in proximity to the proposed roundabout at the Hamptons, Springs and Trices Road intersection.



AREA 4: Tosswill Road, being the land that is generally east of the Prebbleton Central subdivision				
	Address	Zone	Area	Site description
	<b>Site 1: 55 Tosswill Road</b> Lot 1 DP 3394 & Lot 2 DP 400006	Rural Inner Plains (4ha)	13.9ha	The area is the balance of the now developed Prebbleton Central subdivision. It currently accommodates the stormwater basins that service Prebbleton Central and the business zone area to the west. An access strip has been formalised between the residential sections to facilitate the open space corridor identified in the PSP, which links the proposed domain extension to the town centre. The property is within residential 'Greenfield' area SP 2 in Change 1 to the CRPS and a preliminary ODP and sub-area assessment are provided within the PSP. The land is contained within the 'Preferred Growth Area' of Appendix 31 of the SDP.
	<b>Site 2: Part of 529 Springs Road</b> Part of Lot 506 DP 431283, Lot 513 DP 419277, Lots 115 & 503 DP 403309)	Rural Inner Plains (4ha)	1.4ha	The property accommodates an established dwelling with extensive gardens. The balance of the land is utilised for lifestyle purposes, with large areas having been retained for grazing. The dwelling is accessed directly off Tosswill Road. The Prebbleton Central subdivision is being established on the western boundary of the property. The property is within residential 'Greenfield' area SP 2 in Change 1 to the CRPS and a preliminary ODP and sub-area assessment are provided within the PSP. The land is contained within the 'Preferred Growth Area' of Appendix 31 of the SDP.
	<b>Site 3: Part of 93 Tosswill Road</b> Lot 1 & Part Lot 2 DP 5464	Rural Inner Plains (4ha)	10.2ha	A cottage is established on the property, which is accessed directly from Tosswill Road. The balance of the land is used for cropping, with a large shed located half way along the western boundary. The balance of this block beyond the MUL is proposed to be developed for stormwater management purposes incorporating riparian margins (6.4ha) and a domain extension accommodating additional sport fields (10ha). Land to the north and east is utilised for lifestyle and rural productive uses. The property is within residential 'Greenfield' area SP 2 in Change 1 to the CRPS and a preliminary ODP and sub-area assessment are provided within the PSP. The land is contained within the 'Preferred Growth Area' of Appendix 31 of the SDP.
GROSS LAND AREA: 25.5ha				
<b>AREA 4: INFRASTRUCTURE REQUIREMENTS</b>				
<p><b>Green network:</b> Provision for an open space corridor (average of 20m wide and 7,400m<sup>2</sup> in area) to link the town centre with the proposed Domain extension, incorporating a 2,200m<sup>2</sup> local park and link reserves.</p> <p><b>Blue network:</b> Connect to the existing water supply in either Tosswill Road or the Prebbleton Central subdivision. Wastewater to connect to the mains established within the Prebbleton Central subdivision. Stormwater to be managed on a catchment wide basis utilising a 6.4ha stormwater treatment facility within the rural block to the north-east of the MUL, with capacity to detain stormwater from events of up to 2% for a 60 hour period. Stormwater to be directed to the stormwater treatment facility via the open space corridor.</p> <p><b>Movement network:</b> Primary west-south connection linking the Station Masters Way with Tosswill Road to include pedestrian and cycling links. Secondary east-west connections from Conductors Way and Platform Way. Secondary north-south connections. A Rail Trail connection from the town centre through to the proposed domain extension to be provided within the open space corridor, with additional north-south connections between the open space corridor and the access leg connecting to Hodgen's Road.</p>				



AREA 5: Tosswill and Trices Roads, being the land that is generally south of the domain and east of the Stonebridge subdivision				
Address		Zone	Area	Site description
	<b>Site 1: 98 Tosswill Road</b> Lot 1 DP 24170	Living 1A (2,000m²)	0.10ha	The property contains a dwelling with established gardens, which is utilised for residential purposes. Prebbleton Domain is established on the properties north-western boundary. The property is subject to an operative ODP contained within Appendix 19 of the SDP and is contained within the 'Preferred Growth Area' of Appendix 31 of the SDP.
	<b>Site 2: 102 Tosswill Road</b> Lot 1 DP 71108	Living 1A (2,000m²)	1.04ha	The section accommodates a dwelling and a number of ancillary buildings and sheds. The land is utilised predominantly for lifestyle living purposes, with paddocks supporting some animals. The land is accessed directly off Tosswill Road, with Prebbleton Domain being established on the western boundary. The property is subject to an operative ODP contained within Appendix 19 of the SDP and is contained within the 'Preferred Growth Area' of Appendix 31 of the SDP.
	<b>Site 3: 104 Tosswill Road</b> Lot 2 DP 71108	Living 1A (2,000m²)	2.06ha	The property contains a large residential dwelling with ancillary buildings based around a centralized service area. The balance of the property contains well established gardens and grazing land, which is utilised predominantly for lifestyle living purposes. The land is accessed via an access leg off Tosswill Road. Prebbleton Domain is established on the properties western boundary. The property is subject to an operative ODP contained within Appendix 19 of the SDP and is contained within the 'Preferred Growth Area' of Appendix 31 of the SDP.
	<b>Site 4: 312 Trices Road</b> Lots 3 to 4 DP 71108	Living 1A (2,000m²)	2.02ha	The section accommodates a substantial dwelling with extensive gardens and grounds. Prebbleton Domain is established on the properties western boundary, with a water race dissecting the land in a north-western/ south-eastern alignment. The balance of the land is utilised predominantly for lifestyle living purposes, with the section having access from Hamptons Road via a short access leg. The property is subject to an operative ODP contained within Appendix 19 of the SDP and is contained within the 'Preferred Growth Area' of Appendix 31 of the SDP.
	<b>Site 5: 302 Trices Road</b> Part RS 2424	Living 1A (2,000m²)	2.42ha	The section accommodates a dwelling and a number of ancillary buildings and sheds. The land is utilised predominantly for lifestyle living purposes, with paddocks supporting horses. The land is accessed directly off Hamptons Road. A water race dissects the land in a north-western/ south-eastern alignment. The property is subject to an operative ODP contained within Appendix 19 of the SDP and is contained within the 'Preferred Growth Area' of Appendix 31 of the SDP.
	<b>Site 6: 282 Trices Road</b> Lot 1 DP 5857	Living 1A (2,000m²)	2.30ha	The section accommodates a dwelling and a number of ancillary buildings and sheds. The land is utilised predominantly for lifestyle living purposes, with paddocks being utilised for grazing purposes. The land is accessed directly off Hamptons Road. The property is subject to an operative ODP contained within Appendix 19 of the SDP and is contained within the 'Preferred Growth Area' of Appendix 31 of the SDP.
	<b>Site 7: 150 Tosswill Road</b> Part RS 2424	Living 1A (2,000m²)	5.08ha	The section accommodates a dwelling and a yard containing several large sheds. The land is utilised predominantly for semi-rural purposes, with paddocks being utilised for cropping. The dwelling and service yard are accessed directly off Tosswill Road. A water race runs along the southern boundary of the section prior to it following a north-east/south-west alignment as it dissects the property between Hamptons and Tosswill Roads. The property is subject to an operative ODP contained within Appendix 19 of the SDP and is contained within the 'Preferred Growth Area' of Appendix 31 of the SDP.
GROSS LAND AREA: 15.02ha				
AREA 5: INFRASTRUCTURE REQUIREMENTS				
Green network: Link reserves between the road network and Prebbleton Domain.				
Blue network: Connect to the existing water supply in Tosswill and Trices Roads. A new wastewater pumping station is required on the eastern corner of the development block and a sewer main to be extended to the existing main on either Springs or Tosswill Roads.				
Movement network: Primary north-south connection linking Tosswill Road with Trices Road to include pedestrian and cycling links through the site to Prebbleton Domain. Secondary north-east and south-west connections. Limited access onto Trices Road in proximity to where it intersects with Tosswill Road.				



# **Attachment 6**

## **Consultation summary**



# PC 21 CONSULTATION SUMMARY

Interested party	Date	Forum
<b>B &amp; M Fulton</b> – Area 1 land owners	01.02.2013	Meeting to discuss Draft PC 21
	30.01.2013	Amended ODP to land owners for comment
	21.12.2012	Draft PC 21 circulated for comment
	05.12.2012	Area 1 land owner meeting to discuss preliminary concept and draft ODP preparation
	21.09.2012	Circulation of preliminary urban design concept
	30.08.2012	Urban design walkover to inform the contextual analysis prepared to assist in the collaborative process to develop draft ODP's
	16.08.2012	August land owner project update letter
	26.07.2012	Initial site meeting to outline process and obtain feedback on the site context
	28.05.2012	June land owner project update letter
	31.01.2012	Initial land owner consultation letter
	2009/2010	Interested party to the process to inform the preparation of the Prebbleton Structure Plan
<b>A M<sup>c</sup>Farlane</b> – Area 1 land owner	08.02.2013	Written comments on the draft ODP received from the land owner
	30.01.2013	Amended ODP to land owners for comment
	21.12.2012	Draft PC 21 circulated for comment
	17.10.2012	Area 1 land owner meeting to discuss preliminary concept and draft ODP preparation
	21.09.2012	Circulation of preliminary urban design concept
	28.06.2012	Urban design walkover to inform the contextual analysis prepared to assist in the collaborative process to develop draft ODP's
	16.08.2012	August land owner project update letter
	12.06.2012	Meeting to discuss progress with plan change
	31.05.2012	Meeting to outline PC 21 process and land owner's development aspirations
	28.05.2012	June land owner project update letter
	31.01.2012	Initial land owner consultation letter
<b>M House</b> – Area 1 land owner	30.01.2013	Amended ODP to land owners for comment
	21.12.2012	Draft PC 21 circulated for comment
	18.10.2012	Area 1 land owner meeting to discuss preliminary concept and draft ODP preparation
	21.09.2012	Circulation of preliminary urban design concept
	28.06.2012	Urban design walkover to inform the contextual analysis prepared to assist in the collaborative process to develop draft ODP's
	16.08.2012	August land owner project update letter
	26.07.2012	Initial site meeting to outline process and obtain feedback on the site context

Interested party	Date	Forum
	28.05.2012	June land owner project update letter
	31.01.2012	Initial land owner consultation letter
<b>E Dolan &amp; E Dodd – Area 1 land owners</b>	12.02.2013	Written comments on the draft ODP received from the land owner
	30.01.2013	Amended ODP to land owners for comment
	21.12.2012	Draft PC 21 circulated for comment
	30.10.2012	Area 1 land owner meeting to discuss preliminary concept and draft ODP preparation
	21.09.2012	Circulation of preliminary urban design concept
	07.07.2012	Urban design walkover to inform the contextual analyses prepared to assist in the collaborative process to develop draft ODP's
	16.08.2012	August land owner project update letter
	28.06.2012	Additional site meeting to outline process and obtain feedback on the site context
	21.06.2012	Initial site meeting to outline process and obtain feedback on the site context
	28.05.2012	June land owner project update letter
	31.01.2012	Initial land owner consultation letter
	2009/2010	Interested party and submitter to the process to inform the preparation of the Prebbleton Structure Plan
<b>D &amp; P Williams - Area 2 land owners</b>	12.02.2013	Meeting with land owner's representative to receive feedback on the draft ODP
	30.01.2013	Amended ODP to land owners for comment
	21.12.2012	Draft PC 21 circulated for comment
	08.10.2012	Area 2 land owner meeting to discuss preliminary concept and draft ODP preparation
	21.09.2012	Circulation of preliminary urban design concept
	28.06.2012	Urban design walkover to inform the contextual analysis prepared to assist in the collaborative process to develop draft ODP's
	16.08.2012	August land owner project update letter
	21.06.2012	Initial site meeting
	18.06.2012	Initial site meeting to outline process and obtain feedback on the site context
	28.05.2012	June land owner project update letter
	31.01.2012	Initial land owner consultation letter
	2009/2010	Interested party and submitter to the process to inform the preparation of the Prebbleton Structure Plan
<b>A Quinn – Area 3 Land owner</b>	30.01.2013	Amended ODP to land owners for comment
	21.12.2012	Draft PC 21 circulated for comment
	13.11.2012	Area 3 land owner meeting to discuss preliminary concept and draft ODP preparation
	21.09.2012	Circulation of preliminary urban design concept

Interested party	Date	Forum
	30.08.2012	Property viewed from public areas to inform the contextual analysis prepared to assist in the collaborative process to develop draft ODP's
	16.08.2012	August land owner project update letter
	26.07.2012	Initial site meeting to outline process and obtain feedback on the site context
	28.05.2012	June land owner project update letter
	31.01.2012	Initial land owner consultation letter
	2009/2010	Interested party to the process to inform the preparation of the Prebbleton Structure Plan
<b>F &amp; G Carpenter &amp; D McCone</b> – Area 3 Land owners	12.02.2013	Meeting to discuss draft PC 21
	30.01.2013	Amended ODP to land owners for comment
	21.12.2012	Draft PC 21 circulated for comment
	28.11.2012	Area 3 land owner - confirmed general support for preliminary concept and ODP approach
	21.09.2012	Circulation of preliminary urban design concept
	16.08.2012	August land owner project update letter
	13.07.2012	Urban design walkover to inform the contextual analysis prepared to assist in the collaborative process to develop draft ODP's
	10.07.2012	Initial site meeting to outline process and obtain feedback on the site context
	28.05.2012	June land owner project update letter
	31.01.2012	Initial land owner consultation letter
	2009/2010	Interested party to the process to inform the preparation of the Prebbleton Structure Plan
<b>D Walls</b> – Area 3 Land owner	12.02.2013	Meeting to discuss draft PC 21
	30.01.2013	Amended ODP to land owners for comment
	21.12.2012	Draft PC 21 circulated for comment
	28.11.2012	Area 3 land owner - confirmed via F Carpenter his general support for preliminary concept and ODP approach
	21.09.2012	Circulation of preliminary urban design concept
	16.08.2012	August land owner project update letter
	13.07.2012	Urban design walkover to inform the contextual analysis prepared to assist in the collaborative process to develop draft ODP's
	28.06.2012	Initial site meeting to outline process and obtain feedback on the site context
	28.05.2012	June land owner project update letter
	31.01.2012	Initial land owner consultation letter
	2009/2010	Interested party to the process to inform the preparation of the Prebbleton Structure Plan
<b>F &amp; D Jarvis</b> – Area 3 Land owners	30.01.2013	Amended ODP to land owners for comment
	21.12.2012	Draft PC 21 circulated for comment

Interested party	Date	Forum
	07.11.2012	Area 3 land owner - confirmed general support for preliminary concept and ODP approach
	21.09.2012	Circulation of preliminary urban design concept
	16.08.2012	August land owner project update letter
	13.07.2012	Urban design walkover to inform the contextual analysis prepared to assist in the collaborative process to develop draft ODP's
	21.06.2012	Initial site meeting to outline process and obtain feedback on the site context
	28.05.2012	June land owner project update letter
	31.01.2012	Initial land owner consultation letter
	2009/2010	Interested party to the process to inform the preparation of the Prebbleton Structure Plan
<b>A &amp; C Goddard – Area 3 Land owners</b>	30.01.2013	Amended ODP to land owners for comment
	21.12.2012	Draft PC 21 circulated for comment
	11.12.2012	Area 3 land owner supported delaying the meeting pending draft plan change
	21.09.2012	Circulation of preliminary urban design concept
	30.08.2012	Property viewed from public areas to inform the contextual analysis prepared to assist in the collaborative process to develop draft ODP's
	28.08.2012	Initial site meeting to outline process and obtain feedback on the site context
	16.08.2012	August land owner project update letter
	28.05.2012	June land owner project update letter
	31.01.2012	Initial land owner consultation letter
	2009/2010	Interested party and submitter to the process to inform the preparation of the Prebbleton Structure Plan
<b>G &amp; L Burgess – Area 4 Land owners</b>	30.01.2013	Amended ODP to land owners for comment
	21.12.2012	Draft PC 21 circulated for comment
	19.10.2012	Area 4 land owner meeting to discuss preliminary concept and draft ODP preparation
	21.09.2012	Circulation of preliminary urban design concept
	16.08.2012	August land owner project update letter
	10.07.2012	Urban design walkover to inform the contextual analysis prepared to assist in the collaborative process to develop draft ODP's
	28.06.2012	Initial site meeting to outline process and obtain feedback on the site context
	28.05.2012	June land owner project update letter
	15.03.2012	Telephone discussion outlining PC 21 process
	31.01.2012	Initial land owner consultation letter
	2009/2010	Interested party to the process to inform the preparation of the Prebbleton Structure Plan

Interested party	Date	Forum
<b>G Warren &amp; M McCoy – Area 4 Land owners</b>	30.01.2013	Amended ODP to land owners for comment
	21.12.2012	Draft PC 21 circulated for comment
	26.10.2012	Area 4 land owner meeting to discuss preliminary concept and draft ODP preparation
	21.09.2012	Circulation of preliminary urban design concept
	16.08.2012	August land owner project update letter
	10.07.2012	Urban design walkover to inform the contextual analysis prepared to assist in the collaborative process to develop draft ODP's
	28.06.2012	Initial site meeting to outline process and obtain feedback on the site context
	28.05.2012	June land owner project update letter
	31.01.2012	Initial land owner consultation letter
<b>B Rawstron – Area 4 Land owner</b>	07.02.2013	Telephone conversation to discuss Draft PC 21
	30.01.2013	Amended ODP to land owners for comment
	21.12.2012	Draft PC 21 circulated for comment
	28.11.2012	Area 4 land owner meeting/workshop to formulate the draft ODP
	21.09.2012	Circulation of preliminary urban design concept
	17.08.2012	Initial site meeting to outline process and obtain feedback on the site context
	16.08.2012	August land owner project update letter
	10.07.2012	Property viewed from public areas to inform the contextual analysis prepared to assist in the collaborative process to develop draft ODP's
	28.05.2012	June land owner project update letter
	31.01.2012	Initial land owner consultation letter
<b>G Fowler – Area 5 Land owner</b>	14.02.2013	Meeting to discuss draft PC 21
	30.01.2013	Amended ODP to land owners for comment
	21.12.2012	Draft PC 21 circulated for comment
	27.10.2012	Area 5 land owner meeting to discuss preliminary concept and draft ODP preparation
	21.09.2012	Circulation of preliminary urban design concept
	16.08.2012	August land owner project update letter
	10.07.2012	Urban design walkover to inform the contextual analysis prepared to assist in the collaborative process to develop draft ODP's
	28.06.2012	Initial site meeting to outline process and obtain feedback on the site context
	28.05.2012	June land owner project update letter
	27.02.2012	Meeting to discuss ODP options and PC 21 process
	31.01.2012	Initial land owner consultation letter

Interested party	Date	Forum
	2009/2010	Interested party and submitter to the process to inform the preparation of the Prebbleton Structure Plan
<b>C &amp; J Murphy – Area 5</b> Land owners	30.01.2013	Amended ODP to land owners for comment
	21.12.2012	Draft PC 21 circulated for comment
	27.10.2012	Land owner absent from meeting that included all other Area 5 owners, with no response received to follow up email
	21.09.2012	Circulation of preliminary urban design concept
	04.09.2012	Initial site meeting to outline process and obtain feedback on the site context
	16.08.2012	August land owner project update letter
	28.05.2012	June land owner project update letter
	31.01.2012	Initial land owner consultation letter
	2009/2010	Interested party and submitter to the process to inform the preparation of the Prebbleton Structure Plan
<b>S &amp; M Gilmore – Area 5</b> Land owners	30.01.2013	Amended ODP to land owners for comment
	21.12.2012	Draft PC 21 circulated for comment
	27.10.2012	Area 5 land owner meeting to discuss preliminary concept and draft ODP preparation
	21.09.2012	Circulation of preliminary urban design concept
	16.08.2012	August land owner project update letter
	10.07.2012	Urban design walkover to inform the contextual analysis prepared to assist in the collaborative process to develop draft ODP's
	28.06.2012	Initial site meeting to outline process and obtain feedback on the site context
	19.06.2012	Meeting to discuss land owners development aspirations and process update
	30.05.2012	Meeting to discuss ODP options and PC 21 process
	28.05.2012	June land owner project update letter
	27.02.2012	Meeting to discuss ODP options and PC 21 process
	31.01.2012	Initial land owner consultation letter
	2009/2010	Interested party and submitter to the process to inform the preparation of the Prebbleton Structure Plan
<b>B Pelham &amp; M Porter – Area 5</b> Land owners	30.01.2013	Amended ODP to land owners for comment
	21.12.2012	Draft PC 21 circulated for comment
	27.10.2012	Area 5 land owner meeting to discuss preliminary concept and draft ODP preparation
	21.09.2012	Circulation of preliminary urban design concept
	16.08.2012	August land owner project update letter
	13.07.2012	Urban design walkover to inform the contextual analysis prepared to assist in the collaborative process to develop draft ODP's

Interested party	Date	Forum
	06.06.2012	Initial site meeting to outline process and obtain feedback on the site context
	01.06.2012	Telephone discussion providing a process outline and update
	28.05.2012	June land owner project update letter
	31.01.2012	Initial land owner consultation letter
	2009/2010	Interested party and submitter to the process to inform the preparation of the Prebbleton Structure Plan
<b>R &amp; G Searle</b> – Area 5 Land owners	30.01.2013	Amended ODP to land owners for comment
	21.12.2012	Draft PC 21 circulated for comment
	27.10.2012	Area 5 land owner meeting to discuss preliminary concept and draft ODP preparation
	21.09.2012	Circulation of preliminary urban design concept
	16.08.2012	August land owner project update letter
	13.07.2012	Urban design walkover to inform the contextual analysis prepared to assist in the collaborative process to develop draft ODP's
	28.06.2012	Initial site meeting to outline process and obtain feedback on the site context
	28.05.2012	June land owner project update letter
	20.05.2012	Telephone discussion providing a process outline and update
	31.01.2012	Initial land owner consultation letter
	2009/2010	Interested party and submitter to the process to inform the preparation of the Prebbleton Structure Plan
<b>M &amp; D Gillies &amp; M Warr</b> – Area 5 Land owners	14.02.2013	Meeting to discuss draft PC 21
	30.01.2013	Amended ODP to land owners for comment
	21.12.2012	Draft PC 21 circulated for comment
	27.10.2012	Area 5 land owner meeting to discuss preliminary concept and draft ODP preparation
	21.09.2012	Circulation of preliminary urban design concept
	16.08.2012	August land owner project update letter
	10.07.2012	Urban design walkover to inform the contextual analysis prepared to assist in the collaborative process to develop draft ODP's
	28.06.2012	Initial site meeting to outline process and obtain feedback on the site context
	14.06.2012	Project update
	28.05.2012	June land owner project update letter
	20.05.2012	Telephone discussion providing a process outline and update
	17.05.2012	Project update
	20.04.2012	Project update
	31.01.2012	Initial land owner consultation letter



Interested party	Date	Forum
	2009/2010	Interested party and submitter to the process to inform the preparation of the Prebbleton Structure Plan
<b>D Grice</b> – Area 5 Land owner	07.02.2013	Telephone conversation to discuss Draft PC 21
	30.01.2013	Amended ODP to land owners for comment
	21.12.2012	Draft PC 21 circulated for comment
	27.10.2012	Area 5 land owner meeting to discuss preliminary concept and draft ODP preparation
	21.09.2012	Circulation of preliminary urban design concept
	16.08.2012	August land owner project update letter
	13.07.2012	Urban design walkover to inform the contextual analysis prepared to assist in the collaborative process to develop draft ODP's
	06.06.2012	Initial site meeting to outline process and obtain feedback on the site context
	28.05.2012	June land owner project update letter
	31.01.2012	Initial land owner consultation letter
	2009/2010	Interested party and submitter to the process to inform the preparation of the Prebbleton Structure Plan
<b>Meadow Mushrooms</b> – Interested land owner	30.01.2013	Amended ODP's for comment
	21.12.2012	Draft PC 21 circulated for comment
	02.07.2012	SDC acknowledging Meadow Mushrooms position and identifying that the site would no longer be investigated for rezoning as part of PC 21
	12.06.2012	Meeting to discuss process and confirmation that Meadow Mushrooms no longer wish their land to be considered as part of the PC 21 rezoning process
	16.08.2012	August land owner project update letter
	16.05.2012	Project update
	28.05.2012	June land owner project update letter
	23.03.2012	Initial site meeting to outline process and obtain feedback on the site context
	31.01.2012	Initial land owner consultation letter
	2009/2010	Interested party to the process to inform the preparation of the Prebbleton Structure Plan
<b>M Springer</b> – Interested land owner	30.01.2013	Amended ODP's for comment
	21.12.2012	Draft PC 21 circulated for comment
	03.08.2012	PC 21 process update
	03.06.2012	PC 21 process update
	03.04.2012	Meeting to discuss PC 21 process and status of land owners property
	30.09.2012	Letter outlining the recent planning history of the property and the scope of PC 21
	2009/2010	Interested party and submitter to the process to inform the preparation of the Prebbleton Structure Plan

Interested party	Date	Forum
<b>Environment Canterbury</b> – Statutory authority & UDS Partner	11.02.2013	Pre-application meeting to discuss Integrated Stormwater Catchment Scheme
	01.02.2013	Written comments received on Draft PC 21
	30.01.2013	Amended ODP's for comment
	21.12.2012	Draft PC 21 circulated for comment
	10.07.2012	Meeting to outline progress and proposed framework for PC 21
	2009/2010	Interested party and submitter to the process to inform the preparation of the Prebbleton Structure Plan
<b>Mahaanui Kurataiao</b> – Rununga representatives	31.01.2013	Amended ODP's for comment and meeting to discuss consultation draft
	21.12.2012	Draft PC 21 circulated for comment
	13.12.2012	PC 21 update provided at Iwi Liaison meeting
	25.10.2012	PC 21 update provided at Iwi Liaison meeting
	09.08.2012	PC 21 update provided at Iwi Liaison meeting
	01.06.2012	PC 21 update provided at Iwi Liaison meeting
	12.04.2012	PC 21 update provided at Iwi Liaison meeting
	09.02.2012	PC 21 update provided at Iwi Liaison meeting
	2009/2010	Interested party and submitter to the process to inform the preparation of the Prebbleton Structure Plan

## Land owner consultation letters and project updates – Initial consultation letter



www.selwyn.govt.nz

31 January 2012

<name>  
<address1>  
<address2>

Dear Sir/Madam

### **DRAFT PLAN CHANGE 21 – MANAGEMENT OF RESIDENTIAL GROWTH IN PREBBLETON**

As you may be aware, Selwyn District Council prepared a Structure Plan for Prebbleton in consultation with the community in 2009. The Prebbleton Structure Plan was adopted in February 2010. Council has recently initiated a plan change (PC 21) to insert planning provisions into the District Plan to deliver the strategic outcomes set out in the Structure Plan. This letter is being sent to you as a land owner whose property (either partially or wholly) is being considered for rezoning through the PC 21 process.

#### **Background**

The Structure Plan was prepared to guide development of the village for the next 30 years. It establishes what characteristics of Prebbleton are important and how these can be incorporated into new and existing developments, achieve improved connectivity between the 'Greenfield' development areas and the existing township, the identification of land that may be developed for open space and community purposes and to confirm the location and nature of infrastructure.

#### **Draft Plan Change 21**

Work has commenced on preparing PC 21, which is anticipated to rezone certain properties within the Urban Limit of Prebbleton to facilitate future residential growth and to insert planning provisions to ensure sustainable outcomes are achieved should the land be rezoned and you choose to subdivide your property in the future. PC 21 will be guided by the Structure Plan (including the preliminary Outline Development Plans prepared in consultation with the land owners), the Canterbury Regional Policy Statement and the Greater Christchurch Urban Development Strategy. Consultation will also be undertaken directly with affected land owners as the process advances and prior to any draft being formalised. This work may also include refinements to the preliminary Outline Development Plans included in the Structure Plan.

#### **Anticipated process timeline**

Council has commenced the drafting of a policy framework, which includes an assessment of environmental effects, cost/benefit analysis and schedule of amendments. Consultant geotechnical engineers (Ian McCahon – Geotech Consulting) and contaminated land experts (Jared Pettersson/Wendy Dean – Tonkin & Taylor) have also been engaged to investigate the appropriateness of rezoning the residential 'greenfield' land identified in the Structure Plan. These investigations encompass your property (either wholly or partially) and the consultants may be in touch with you directly to determine the history and status of the land to gauge its appropriateness for rezoning.

A copy of the Prebbleton Structure Plan map and a more detailed plan of the residential 'Greenfield' areas in the immediate vicinity of your property that have been initially proposed for rezoning are attached for your information. I hope to be in a position to discuss the proposed plan change with you in more detail in April, when it is anticipated that the

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geotechnical and contaminated land assessments will have been completed and an initial policy framework more advanced.

If you have any queries then please contact me by telephone on (03) 347 2827 or email [craig.friedel@selwyn.govt.nz](mailto:craig.friedel@selwyn.govt.nz).

Yours faithfully



Craig Friedel  
Policy Planner

## Land owner consultation letters and project updates – June update letter



www.selwyn.govt.nz

31 May 2012

<Name1>  
<Address1>  
<Address2>

Dear Sir/Madam

### **DRAFT PLAN CHANGE 21 – MANAGEMENT OF RESIDENTIAL GROWTH IN PREBBLETON**

Council has been undertaking preliminary investigations over the past six months to inform the preparation of PC 21, which aims to rezone the additional land identified in the Prebbleton Structure Plan to accommodate the projected residential growth anticipated in the coming years. This update has been sent to you as a land owner whose property has, either partially or wholly, formed part of these investigations or is being considered for rezoning through the PC 21 process.

#### **Background**

As identified in my initial letter to you in January of this year, the Structure Plan was prepared to guide development of the village for the next 30 years. PC 21 aims to amend the District Plan to ensure any further growth within the village is undertaken in a comprehensive and strategic manner that assists to deliver on the community outcomes and expectations expressed within the Structure Plan.

#### **Draft Plan Change 21**

The following investigations have been carried out:

- Contaminated land assessments for each development area by engineering firm Tonkin & Taylor;
- Geotechnical and hazard identification firm Geotech Consultants have undertaken on-site investigations and a final report is expected to be completed shortly;
- Advice from Asset Delivery staff on infrastructure servicing availability and constraints, including stormwater, wastewater and water;
- Input from Strategic Assets staff to investigate open space, reserve provision and transportation;
- Urban design expertise and strategic planning advice.

#### **Draft Outline Development Plans**

The above work has assisted to confirm possible development scenarios and to inform the drafting of provisions that may form part of PC 21. It has also informed the preparation of draft Outline Development Plans (ODPs) and related criteria for each development area. ODPs are a template applied to future development areas to ensure its integration with adjoining land uses and co-ordinated with network infrastructure, including transport, wastewater and water services when land owners choose to subdivide. They are also a particularly useful tool where there is multiple land owners covering relatively large tracts of land that may be developed progressively over extended periods of time.

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A copy of the draft ODP criteria that relates to your property is attached for your consideration. This criteria has informed the preparation of a number of preliminary concept plans that are continually evolving in response to on-going investigations and consultation.

The next step in the process is to gauge your thoughts and aspirations in respect to your individual land holdings and to determine whether you support redevelopment proposals in your general area, and if so, how you would like to see this presented within any ODP and related District Plan provisions. It is important that the Council receives your feedback as a potentially affected land owner before any development proposals and related draft provisions are released to the wider public for consultation.

I would appreciate the opportunity to meet with you to discuss the PC 21 process and the draft ODP criteria and related concept plans in more detail. As a result, I will aim to contact you over the next week or so to organise a time and venue that suits.

If you have any queries then please contact me by telephone on (03) 347 2827 or email [craig.friedel@selwyn.govt.nz](mailto:craig.friedel@selwyn.govt.nz).

Yours faithfully



Craig Friedel  
Policy Planner



## Land owner consultation letters and project update – August update letter



16 August 2012

<name>  
<address1>  
<address2>

Dear Sir/Madam

### **DRAFT PLAN CHANGE 21 – MANAGEMENT OF RESIDENTIAL GROWTH IN PREBBLETON – PROJECT UPDATE**

As you will be aware, Council has been undertaking preliminary investigations over the past six months to inform the preparation of PC 21, which aims to rezone the additional land identified in the Prebbleton Structure Plan to accommodate the projected residential growth anticipated in the coming years. This update has been sent to you as a land owner whose property has, either partially or wholly, formed part of these investigations or is being considered for rezoning through the PC 21 process.

I have now met the majority of land owners directly affected by the proposed plan change and the Council's Consultant Urban Designer, Ivor McChesney, has undertaken a comprehensive walkover of most of the development areas. I would like to thank you for your time and the valuable comments we have received from you to date, it has been much appreciated.

Now that Ivor has familiarised himself with each site, the next phase entails the consideration of design approaches which will be used to inform the preparation of Outline Development Plans for each area. We anticipate this material will be prepared over the coming weeks to facilitate more detailed discussions with you in the later half of September.

It is important that the preparation of draft Outline Development Plans are informed by your thoughts and ideas. As a result, I propose to pre-circulate material in mid-September, so that you have sufficient time to familiarise yourself with the information prior to meeting you in person. Some land owners have already identified a preference to meet on an individual basis, while others would prefer to meet as a group. I remain flexible with respect to how these meetings are carried out, but propose that they be informal and focused around facilitating open discussions.

If you have any queries then please contact me by telephone on (03) 347 2827 or email [craig.friedel@selwyn.govt.nz](mailto:craig.friedel@selwyn.govt.nz).

Yours faithfully

A handwritten signature in black ink, appearing to read 'Craig Friedel'.

Craig Friedel  
Strategy and Policy Planner

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## Land owner consultation letters and project update – September preliminary concept letter



21 September 2012

«Name»  
«Address1»  
«Address2»

Dear Sir/Madam

### **DRAFT PC 21 – MANAGEMENT OF RESIDENTIAL GROWTH IN PREBBLETON – OUTLINE DEVELOPMENT PLAN MEETINGS**

The next phase of the plan change exercise involves more detailed discussions with land owners to inform the preparation of Outline Development Plans (ODP's) for each of the development blocks that are being investigated as part of the above process. ODP's assist in ensuring that any future subdivision, should the land owners choose to develop their land, is integrated with the wider township, incorporates high quality urban design and reflects the community outcomes expressed in the Structure Plan.

Council's Consultant Urban Designer, Ivor McChesney, is now familiar with each development block through land owner meetings, site walkovers, desk based analysis, advice provided by Council's Asset Engineers and the direction provided by the Prebbleton Structure Plan. Ivor has prepared a preliminary concept plan as a starting point to preparing an ODP for each development block. A copy of this preliminary plan is attached so that you can familiarise yourself with the issues required to be addressed within the development block in which you own land.

I will contact you to confirm a suitable time to meet to discuss the concept plan and to establish your preferences and ideas in terms of how you see the identified study areas should be developed.

People are likely to have different views on how the study area should look, so the meetings will be helpful in highlighting as many issues, and solutions to them, as possible. It is important that these meetings promote open discussions and that the time available is maximized, with the following tentative agenda being provided to assist:

1. Planning context
2. Site context and landscape form
3. Overview of the draft concept
4. Development opportunities and constraints
5. Outline Development Plan formulation

Ivor and I look forward to meeting with you. If you have any queries in the interim then please feel free to contact me by telephone on (03) 347 2827 or email [craig.friedel@selwyn.govt.nz](mailto:craig.friedel@selwyn.govt.nz).

Yours faithfully

A handwritten signature in black ink, appearing to read 'Craig Friedel'.

Craig Friedel  
Strategy and Policy Planner

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## Land owner consultation and project Update – Consultation draft



21 December 2012

<name1>  
<address1>  
<address2>

Dear Sir/Madam

### CONSULTATION DRAFT PC 21 – MANAGEMENT OF RESIDENTIAL GROWTH IN PREBBLETON

As you are aware, Council has been looking at ways to coordinate the development of additional residential land in Prebbleton, initially through the Structure Plan exercise and more recently through proposed Plan Change 21 (PC 21).

A consultation draft of proposed PC21 has been completed and is attached for your information. This draft contains the various assessments required to consider the costs and benefits of amending the District Plan. This draft also includes the Outline Developments Plans and associated rules proposed to guide the on-going subdivision and development of the identified growth areas within the township.

Unfortunately there was insufficient time during this calendar year to incorporate the amenity tree survey into the ODP's, finalise the draft ODP for Area 5 and for all the necessary peer reviews to take place. Therefore, the attached draft is likely to result in amendments as a result of this work and your feedback. The amended ODP's will be forwarded to you in due course.

Any thoughts or comments you may have on the attached draft would be appreciated so that amendments can be considered before PC 21 enters a more formal process involving submissions and a hearing.

I hope to be in a position to be able to recommend to Council that PC 21 be publicly notified as early as February next year. As a result, I would appreciate any feedback to be received by the **31<sup>st</sup> January 2013** to assist in finalising proposed PC 21 as soon as is practicable.

If you have any queries in the interim or you would like to meet to discuss the consultation draft then please contact me by telephone on (03) 347 2827 or email [craig.friedel@selwyn.govt.nz](mailto:craig.friedel@selwyn.govt.nz) from the 14<sup>th</sup> January 2013.

Thank you for your involvement to date, it has been much appreciated. Have a safe and merry Christmas.

Yours faithfully

A handwritten signature in black ink, appearing to read 'Craig Friedel'.

Craig Friedel  
Strategy and Policy Planner

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## Land owner consultation letter and project update – Amended draft ODP's



30 January 2013

<name>  
<address>  
<address2>

Dear Sir/Madam

### **CONSULTATION DRAFT PC 21 – MANAGEMENT OF RESIDENTIAL GROWTH IN PREBBLETON**

Further to my previous letter and the consultation draft for PC 21, please note that some additional changes have been made to the draft Outline Development Plans (ODP's) in response to ongoing reviews and feedback received from land owners. The following changes have been made:

- All five ODP plans have been amended to ensure consistency with the existing ODP's contained within the Selwyn District Plan, including referencing all infrastructure needs, using common phrases and keeping the detail general.
- The inclusion of the results of the amenity tree assessment, which initially involved site walkovers and land owner discussions and subsequently reviews by Council's Landscape Architect and Arborist.
- Finalising a draft ODP for Area 5.

I would appreciate any further thoughts or comments you may have on these updated ODP's by **Friday 8<sup>th</sup> February 2013**. This feedback does not need to be in writing, with a telephone call or email being sufficient for current purposes.

The next step involves statutory consultation on the latest draft with adjoining Council's, local Iwi and the Ministry for the Environment and a final peer review from Council's Strategic Asset Manager's. Once this is completed it is hoped that PC 21 can then be presented to Council to consider whether it should proceed with the more formal process required under the Resource Management Act.

If you have any queries on the consultation draft or the amendments outlined above, then please contact me by telephone on (03) 347 2827 or email [craig.friedel@selwyn.govt.nz](mailto:craig.friedel@selwyn.govt.nz).

Yours faithfully

A handwritten signature in black ink, appearing to read 'Craig Friedel'.

Craig Friedel  
Strategy and Policy Planner

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