

Darfield Plan Change Application

Cardale / Mathias Streets, Darfield  
For Silver Stream Estates Ltd

November 2010

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## Quality Assurance

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## 1.0 Introduction

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This report includes the Plan Change application and Section 32 assessment for land located at the corner of Cardale Street and Mathias Street, Darfield. The application seeks a private plan change to land located on the south eastern fringe of Darfield.

The site currently comprises land that is zoned Business 2 and Living 2A deferred.

An ODP is proposed that results in 45.3ha of Living 1 zone, 54.8ha of Living 2A zoned land, and 13.3ha of Business 2 zoned land within the subject site.

Section 73(1A) of the Resource Management Act 1991 (the Act) gives a territorial authority the right to change its plan. In addition, the First Schedule of the Act makes provision for requests for changes to a District Plan, and Clause 21 provides that *'any person may request a change to a District Plan'*.

This application is a request for a change to the Selwyn District Plan (the Plan) and meets all of the relevant requirements of the Act.

### 1.1 Summary of Applicant and Proposal Details

**Applicant:** Silver Stream Estates Ltd

**Site Address:** Creyke Road, Darfield

**Legal Description:**

Title	Lot Numbers	Area
CB35C/243	Lot 2 DP 59728	4.9690ha
CB35C/242	Lot 1 DP 59728	4.3660ha
CB32A/75	Pt Lot 2 DP 48841	7.6149ha
CB33A/1134	Lot 1 DP 56120	4.4786ha
370020	Lot 2 DP 391851 and Lot 2 DP 56120	7.9436ha
370019	Lot 1 DP 391851	1.0720ha
CB32A/73	Lot 2 DP 53747	58.4730ha
CB37B/678	Lot 1 DP 62768	6.0219ha

CB498/281	Part RS 27973	4.8562ha
CB628/88	Pt Lot 19 Darfield Village Settlement	1.2166ha
CB628/89	Pt Lot 19 Darfield Village Settlement	4.8537ha
CB35C/920	Lot 1 DP60556	1.0959ha
CB416/178	Lot 5 DP7804	1012m <sup>2</sup>
230692	Lot 1 DP356582	2.3049ha
230693	Lot 2 DP356582	1.2031ha
230694	Lot 3 DP356582	1.1581ha
CB19B/986	Lot 1 DP38197	1228m <sup>2</sup>
CB19B/987	Lot 2 DP38197	2825m <sup>2</sup>
CB11A/836	Lot 8 DP29053	2031m <sup>2</sup>
CB11A/837	Lot 9 DP29053	2031m <sup>2</sup>
CB11A/838	Lot 10 DP29053	2031m <sup>2</sup>
CB11A/839	Lot 11 DP29053	2031m <sup>2</sup>
CB11A/840	Lot 12 DP29053	2031m <sup>2</sup>
CB11A/841	Lot 13 DP29053	2031m <sup>2</sup>
CB27B/660	Lot 1 DP47376	1021m <sup>2</sup>
CB27B/661	Lot 2 DP47376	1001m <sup>2</sup>

**Site Area:** 113.4ha

**District Plan Zoning:** Business 2 and Living 2A Deferred

**Proposal:** To alter the zoning of the site in accordance with the proposed Outline Development Plan, resulting in 45.3ha of Living 1 land, 45.8ha of Living 2A zoned land and 13.3ha of Business 2 zoned land on land that totals 113.4ha.

## 2.0 Purpose of the Plan Change

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This is a privately requested plan change to rezone the land at Darfield shown on the location plan attached below:



**Figure 1 – Location Plan**

The site comprises approximately 113.4ha of land located on the south-western boundary of the existing township.

The plan change builds on the existing zoning of the land which is currently Living 2A Deferred and Business 2. At the present, the District Plan requires both a water supply and the inclusion of an Outline Development Plan (ODP) within the Plan in order to remove the deferral.

The purpose of this plan change is to remove the deferral across the area as well as provide for the rezoning of the land to ensure that the most efficient zoning result can be achieved. It is submitted that this plan change provides the necessary ODP, and that the outstanding water supply should be available by such time as a decision is reached.

Should however the provision of a water supply still be outstanding at the time of a decision on this plan change, there remains the opportunity to place a deferral on the zoning of the residential land subject to the provision of a water supply, and to ensure that the deferral can be removed by Council resolution (and not a new plan change) as soon as water supply is confirmed. This plan change therefore assumes that the water supply is available at the time this plan change is granted, however additional rules are also provided, which can be added to the District Plan if it is necessary in such case that the water supply can not yet be confirmed at the time the plan change is decided.



### **3.0 Site and Surrounds**

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The site comprises land owned by the applicant and currently utilised for pasture and crop farming as well as a number of adjoining lifestyle blocks and business land. It is currently predominantly zoned Living 2A Deferred with land located at the north-western corner of the site currently zoned Business 2. The relevant District Planning Map (Map 73) is attached as **Appendix 1**.



**Photo 1 – View of site from Creyke Road**



**Photo 2 – View of site from Creyke Road**



**Photo 3 – View west across site**



**Photo 4 – View of Cardale Street /Mathias Street entrance to the site**



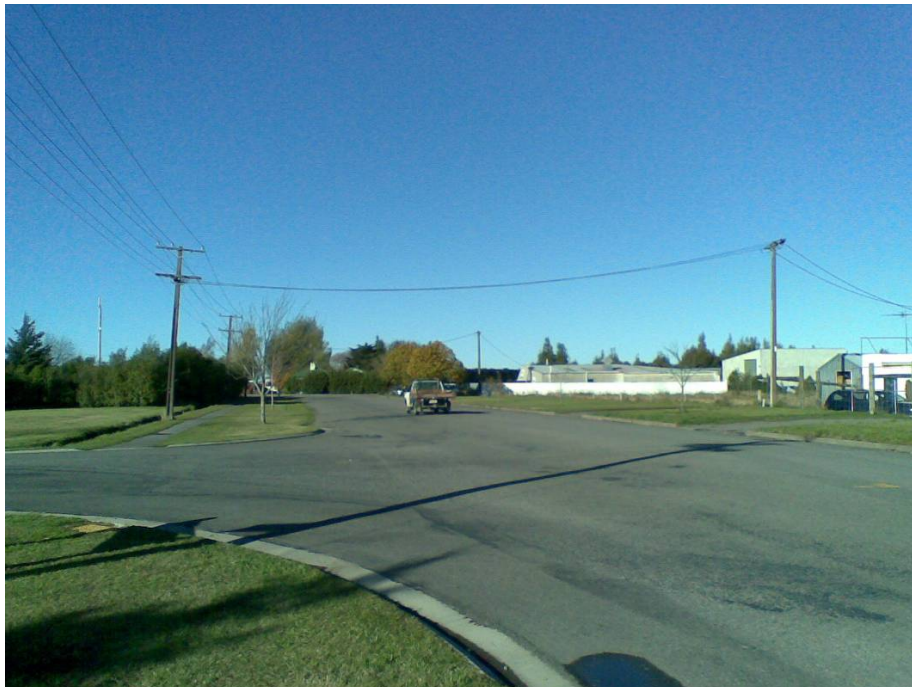
**Photo 5 – Water race that runs through the site**



The underlying soil type is Lismore shallow silt loam 4, which also covers the surrounding areas. The Soil Bureau Bulletin 14, Soils of the Downs and Plains of Canterbury and North Otago, New Zealand describes this soil as:

*“Having a free to very rapid drainage prone to wind erosion. Any cultivation accentuates the stoniness of the topsoil. Crops are likely to suffer from a seasonal moisture deficit at any time.”*

Part of the site is currently utilised for pasture and is currently deer fenced. The remainder of the site contains a range of uses, from commercial activities to dwelling houses. Shelterbelts surround the perimeter of the site except on the northern and north-western boundaries, where the site abuts the township. These shelterbelts help provide the site’s rural character. From the site, the township of Darfield is easily visible to the north and west. The site currently contains some farm sheds as well as a number of dwellings on the allotments directly accessed off Creyke Road and Telegraph Road, and a water race runs though the site along an existing fence line. The site also includes a row of currently business zoned properties that front Cardale Street. These contain a number of businesses. One of these sites currently contains a dwelling and is currently utilised for residential purposes, despite being zoned for business activity. There are no significant trees or other vegetation of significance located on the site apart from a number of existing shelterbelts.



**Photo 6 – Cardale Street**

The site can be accessed from Darfield along Cardale and Mathias Streets as shown in Photo 3; other accesses to the site are off Creyke Road and Telegraph Road.

Subsurface soakage testing has been carried out on the site, and this testing shows an average soakage rate of 2100mm per hour. Surface infiltration rate testing has been carried out on the site. It shows that surface infiltration is between 30 and 52mm per hour, degrading to an ultimate infiltration rate of 2 to 5mm per hour. The results of this testing are contained in the engineering servicing report which is attached as **Appendix 2**.

The site received no visible damage as a result of the September 4 2010 7.1 magnitude earthquake. However, the applicant has commissioned an assessment to be carried out by a Geotechnical engineer to assess the suitability of the site for residential development. This assessment is attached as **Appendix 11** to this application.

### 3.1 Surrounds

Sites adjoining the subject site to the south are large sites mainly used for lifestyle and pastoral farming purposes, while the small sites along Telegraph Road to the west of the subject site are mainly utilised for lifestyle block purposes however these are zoned Living X Deferred.

The subject site is bounded by Creyke Road to the southwest. A row of lifestyle blocks ranging in size from 4ha to 7ha are located to the southwest. Land owned by the Selwyn Plantation Board Ltd bounds the site to the north, along with several other smaller privately owned allotments.

To the north of the subject site, existing Business zoned land contains Frews Transport and an existing dwelling. The closest residential land is located both across Cardale Street from the subject site, and within Pemberton Ave to the west of the subject site.

### 3.2 Darfield Township

The Statistics New Zealand website provides some data relating to Darfield. It indicates that in 2006, 1,485 people usually live within Darfield, and that in 2006 there were 570 occupied dwellings within Darfield.

Darfield has a higher rate of people aged over 65 than in the wider Canterbury area. 20.2% of people in Darfield are aged 65 years and over, compared with 13.9% of the total Canterbury region population.

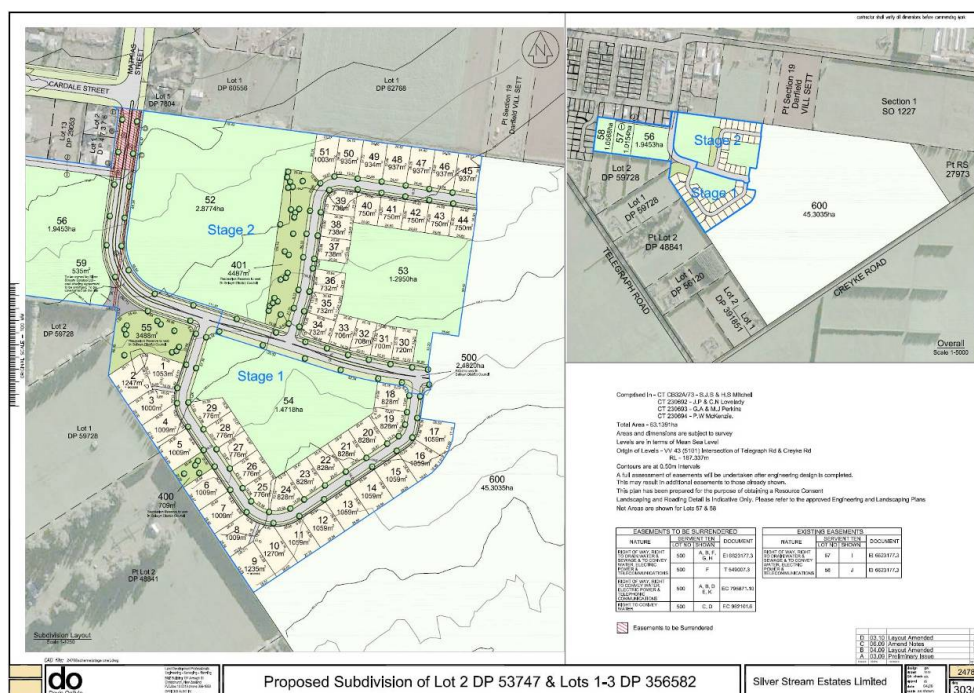
The township of Darfield contains a range of living styles, and includes some new partially filled subdivisions on both the northern and southern edges of the township, as well as several areas of commercial activity. The rural / urban interface is characteristically delineated by solid paling fencing.

The current Selwyn District Planning Map 73 is attached as **Appendix 1**. It shows that the site is predominantly zoned Living 2A Deferred and Business 2.

A detailed description of the current traffic environment surrounding the site is included within the Transport Assessment prepared by the Traffic Design Group (TDG), attached as **Appendix 3**.

### **3.3 Planning History**

The applicant recently sought subdivision and land use consent to subdivide the northwest corner of the part of the subject site into 51 residential allotments and to erect dwellings on each of those allotments. The plan submitted for this application is contained in Figure 2 below.



**Figure 2 – Previous subdivision consent scheme plan**

A covenant was proposed over the remainder of the site, limiting further development until such time as a future plan change was sought. This subdivision and land use consent was recently declined. The Commissioner in this case considered the matter of plan integrity and stated that:

*“Given the difference in opinions between the planning witnesses as to whether these applications can meet the “threshold tests” of s104D of the Act, for the avoidance of doubt I have also considered the question of plan integrity as a matter under s104(l)(c). I accept that viewed entirely on its own and assuming that the potable water supply issue is subsequently resolved; the higher density housing development of this land may well reflect a more efficient use of the land resource than that currently contemplated by the Plan. If that view was accepted as justifying consents in this case, then it would be to say the least “problematical” for the Council to maintain administration of the existing policy and rule provisions of the Plan for such areas as they currently stand. In the absence of any unique or distinguishing characteristics in this particular zone, the integrity of the status of other similarly deferred zones in Darfield and elsewhere in the district would also be severely undermined if the Plan’s stated provisions could be circumvented as proposed here.”*

This decision has been appealed to the Environment Court and is currently awaiting a hearing date.

The rationale for the decision as expressed by the Commissioner indicates that in a resource management sense, the effects of the activity on the physical environment were no more than minor, and do indeed represent a most efficient use of a land resource. However, it is indicated by the Commissioner that the best way forward for the applicant is to submit a private plan change application.

A plan change application allows the Council to consider more fully, what the most efficient use of the land is having regard to the objectives and policies of the plan and the 'sustainable management' purpose of the Act.

Subsequent to the decision being made on the subdivision application, the area subject to the plan change has been widened, in response to Council staff's concerns relating to the location of the existing Business zone. It is considered that the current proposal represents a reorganisation of the zoning on the subject land such that the best long term outcome will occur.



## 4.0 Description of the Proposal

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### 4.1 Reasons for Proposal

This plan change has been prepared for the following reasons:

- In response to the decision to decline Resource Consent 095141/2 to subdivide the site into 51 allotments and a balance lot.
- In order to enhance the economic potential for the land.
- To enable the lifting of the deferral without the need for a further plan change if the water supply is not yet available by the time a decision is made on this plan change proposal.
- To provide a blueprint by which the remainder of the Living 2A deferred land identified as Area 3 in the Darfield Coordination Resource and surrounding land can eventually be developed.
- To create a zoning pattern for the site that reflects the most efficient and appropriate use of the land, and provide for a connected and coordinated development.

#### Description of Proposal

The plan change proposes to lift the deferral upon the subject site, to identify land that is most appropriately zoned Living 1, and to ensure that all effects of the proposal on the environment can be adequately avoided, remedied or mitigated. It also seeks to move the existing Business 2 zoned land from the frontage of Cardale Street to a more appropriate location along State Highway 74. This has the added benefit of allowing for all Business zoned land to be located together, and results in the removal of Business zoned land directly adjoining living zoned land on Cardale Street. This results in a net change in Business zoned land (one land to the south and east of Mathias and Cardale Streets of .9ha. (Existing 14.0ha; Proposed 14.9ha).

The Plan change will allow for 550 Living 1 zoned properties and 45 Living 2 zoned properties.

## Staging

Any development resulting from the plan change will occur in stages. This is inevitable in a large scale development such as is proposed. Staging is usually determined at subdivision consent stage, and is dependent on a number of factors including a landowner's financial ability to develop, the development of servicing for a site, and most importantly is determined by the market.

It is considered that no detailed staging is necessary at Plan Change stage. While this may result in temporary discontinuation of living environments, most importantly the roading network will be established thus providing direct access to the township. The key benefit of an ODP is that it ensures that the final layout of the development is anticipated.

## Outline Development Plan Features

The ODP attached as **Appendix 4** provides the framework for the development of 45.3ha of the site as Living 1, and for the remaining land to be zoned either Living 2A or Business depending.

The ODP provided shows the necessary linkages for the whole of the land that is the subject of this plan change. It shows linkages through to the centre of Darfield via the Mathias/Cardale Street corner, to Creyke Road, and also indicates future connections to Telegraph Road. Further details that explain how the proposed site will connect with the balance of Darfield are included within the Urban Design Assessment.

The following features are included on the ODP and are referenced where necessary by proposed rules within the plan:

- A 5m wide landscaping strip is required along the eastern boundary of the proposed B2 zone, to screen industrial activities.
- A 10m wide landscaping strip is to be planted with trees and shrubs to assist screening of the proposed industrial activities along the State Highway 73 boundary.
- No vehicular accesses are to be permitted along the State Highway 73 frontage except where there are existing accesses. No road link is proposed from the subject site to State Highway 73.

- The existing shelterbelt along Creyke Road is to be retained except for road accesses. If it or any part of it is removed for any reason, note 4 on the ODP requires any fencing to be of an open rural style such as post and rail.
- All landscaping is to be subject to the Landscape Concept Plan which provides a framework for the development of the site. Specific rules within the Plan will ensure that the Concept Plan is adhered to.
- Pedestrian and cycle links are to be established from the site to Pemberton Ave on the western side of the site.
- Provision for future roading links are proposed where considered appropriate to allow for the potential future development of adjoining land.
- The water races that run along the Telegraph Road frontage and through the northern part of the site at the boundary between the proposed Living 1 zone and the proposed Business 2 zone are to be developed into landscaped amenity features at the time of building/activity.
- Prior to the development of land for Living 1 purposes along the boundary with the Cardale Street Business 2 zone a 2.2m high acoustic fence shall be constructed along the southern boundary of 1 – 15 Cardale Street, with a 3m wide landscaping strip immediately to the south of the fence (to visually screen the acoustic fence). A cul-de-sac shall run adjacent to the landscaping strip.
- Prior to the development of land for Living 1 purposes along the boundary with the Cardale Street Business 2 zone A 3m high acoustic fence along the eastern boundary of Darfield Collision Repair and Lovelady Racing Ltd with a 3m wide landscaping strip immediately to the east of the fence (to visually screen the acoustic fence).
- Residential use on any allotment currently zoned B2, on the south side of Cardale Street should not proceed unless it will have industrial use on no more than one boundary.
- A connected roading network is to be formed, ensuring linkages to Telegraph Road, Creyke Road and Cardale Street / Mathias Street.

- The development of the proposed Living 1 zoned land will commence at the Mathias Street/Cardale Street entrance to the plan change land, in order to ensure direct linkages with the centre of the township.

## 4.2 Planning Framework

Under subsection 2 of Section 73 (Preparation and Change of District Plans) of the Resource Management Act 1991 (RMA) and under Schedule 1, Clause 2, any person may request a Territorial Authority to change a District Plan, and the plan may be changed in the manner set out in Schedule 1 of the RMA. Clause 22 of Schedule 1 states that:

- (1) A request made under Clause 21 shall be made to the appropriate local authority in writing and shall explain the purpose of, and reasons for the proposed plan change to a policy statement or plan and contain an evaluation under Section 32 for any objectives, policies, rules or other methods proposed.*
- (2) Where environmental effects are anticipated, the request shall describe those effects, taking into account the provisions of Schedule 4, in such detail as corresponds with the scale and significance of the actual and potential environmental effects anticipated from the implementation of the change, policy statement or plan.*

## 4.3 Urban Design Considerations

Outline development plans (ODPs) are generally considered to be the simplification of the development framework. In this case, a master planning process has been undertaken to identify a solution by which a Living 1 style residential area can be created, with the remainder of the Living 2A zone remaining as Living 2A, whilst ensuring that in the long term, development options for the site and the land surrounding it are not precluded.

The ODP incorporates the whole site subject to this plan change, and is attached as **Appendix 4**. It comprises an area that is largely delineated by the land identified as Area 3 in the Darfield Coordination Resource, and also by existing roading patterns.

An ODP commonly includes various infrastructure networks, particularly roading, to give a clear direction about the structure of future development on the site, and to indicate how development will progress. In this case the ODP also provides an indication of mitigation

measures which respond to the potential for adverse effects from the change in zoning proposed.

The ODP attached identifies the key transport networks, the zoning proposed and mitigation measures such as buffer zones and landscape amenity strips. It is anticipated that as part of the plan change process, the ODP will be incorporated into the Plan, and will represent a blueprint for the development of the area. Any future development of the subject site will be required to occur in general accordance with the ODP, as reflected in the new rules proposed within the Plan, which refer specifically to the ODP.

Context Urban Design has been involved in the design and preparation of the ODP and has prepared an Urban Design assessment of the proposed ODP. This assessment is attached as **Appendix 5**. The key conclusions of this report are summarised in the assessment of effects on the environment.

The ODP is in keeping with the design qualities of the Ministry for the Environment's Urban Design Protocol, and with the principles, objectives, policies and rules of the Plan. It confirms the validity and suitability of the site for Living 1, Living 2A and Business 2, residential, rural-residential and business activities, and provides a workable coordinated concept for the development of a practical and useable residential environment whilst providing mechanisms to mitigate potential adverse effects.

An assessment of effects on the environment likely to result from development under the amended zonings is provided in Section 6 of this application. Similarly, a Section 32 analysis outlining the reasons for seeking the zone change and the alternative methods considered is provided in Section 9.

## 5.0 Proposed Changes to the Selwyn District Plan

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Amendments and additions to the Township Volume District Plan text are shown in **bold and underlined**.

The plan change proposes the area covered by the ODP to be rezoned as follows:

- 45.3ha is to be zoned Living 1.
- 54.8ha is to be zoned Living 2A.
- 13.3ha is to be zoned Business 2.

### 5.1 Issues, Objectives and Policies

The existing objectives and policies are generally appropriate in their current form to the new zoning proposed. Minor changes are proposed as below **(bold and underlined)**:

Make the following changes to Policy B4.3.22

Policy 4.3.22

To provide for mixed densities in the Living X zone, and rural residential development around the township in the Living 2A (Deferred) zone to a minimum average area of 1ha, and in the Living 2A1 zone to a minimum average area of 2ha, subject to the following:

- That all new allotments are able to be serviced with a reticulated potable water supply.
- That outline development plans have been incorporated into the Plan for the coordinated development of **four** ~~five~~ identified areas of land in the Living 2A zone, the Living X zone and part of the Living 2 zone to address roading, reserve, and pedestrian/cycle linkages;
- Where applicable, provision has been made to address any reverse sensitivity issues.

#### Explanations and Reasons

As of April 2004, the Darfield water supply system was at capacity, and pending the development of a new system and the obtaining of the necessary resource consents, further subdivision in the Deferred Living X and 2A zones is unlikely to be possible. The scope for

further development, and the likely rate of re-subdivision in the Living 2A1 zone, is such that it is less affected by this constraint.

The Living X zone provides for a range of allotment sizes as may be nominated by the developer, but not to a lesser area than specified in the Living 1 zone. Development in the Living X zone is also subject to deferral pending the incorporation of Outline Development Plans.

The Living 2A1 zone applies to land already substantially subdivided into lots of between 2 and 4 ha, generally bounded by Clinton, Bangor and Creyke Roads. This degree of fragmentation is such that requiring an outline development plan is unrealistic. However, the zone already has a distinct low density rural residential character and as generally uncoordinated internal roading pattern. Having regard to this, and the expectations of existing residents, the Council does not wish to allow further subdivision below an average area of 2ha without consultation with the resident community. Given the existing subdivision pattern and low density allowed in the zone, deferred status is not considered necessary for the Living 2A1 zone.

For the Living 2A Deferred zone, deferred zoning also applies, to enable the incorporation of outline development plans for each of the **four** ~~five~~ areas labelled **1, 2, 4 and 5** ~~4—5~~ in Appendix 25. The purpose of the outline development plans is to ensure the provision of through roading patterns where necessary; preventing frontage access for properties to state highways and managing the location and number of new access roads; staging of development for provision of services; and cycle/ pedestrian links and reserves; and to address reverse sensitivity issues.

In some cases, the presence of business zones, utilities, arterial roads (noise) or plantations adjacent to future residential developments will necessitate provisions of setbacks or other methods to mitigate reverse sensitivity effects and to avoid operation of existing activities being compromised. With the exception of a large block of land north-east of the Township (bounded by Homebush and Kimberley Roads, (Area 4, Appendix 25), outline development plans will have to be added by variation or plan change. However the Living 2A and 2A1 zonings signal that subject to constraints being addressed, these areas are suitable in principle for low density residential development.

## 5.2 Rules

New rules are proposed below; assuming that a water supply is available for the development area by the time a decision is reached on this plan change application. A further rule is also proposed, should the water supply for the subject land not be confirmed by the time a decision is made.

Insert this rule, in Part C of the Township section of the Selwyn District Plan, should a water supply not yet be available at the time a decision is reached on this plan change:

### **1.4 Deferred Living Zone –Darfield**

#### **1.4.1 Development of the land identified within the Darfield Outline Development Plan within Appendix 37, and zoned Living 1 and Living 2A is to remain deferred until such time as a Council resolution is passed confirming the availability and capacity of a water supply for the site.**

Insert this rule, in Part C of the Township Section of the Selwyn District Plan, should a water supply not yet be available at the time a decision is reached on this plan change.

### **13.3 Deferred Business zone – Darfield**

#### **13.3.1 Development of the Business zoned land identified within Appendix 37 Darfield Outline Development Plan is to remain deferred until such time as a Council resolution is passed confirming the availability and capacity of a water supply for this site.**

Insert the following rule within Part C, 5, Living Zone Rules – Roading

Permitted activities – vehicular accessways

#### **5.2.1.8 Any vehicular access way does not provide access onto Creyke Road from land within the Appendix 37 Darfield Outline Development Plan area unless indicated as an access on the Appendix 37 outline development plan.**

5.2.4 Any activity which does not comply with any of the rules in 5.2.1 **and 5.2.1.8** shall be a non-complying activity.



Amend rule 12.1.3.8 within Part C, 12 Living Zone rules – Subdivision.

**Darfield**

12.1.3.8 No subdivision of land in any of the areas labelled **Areas 1, 2, 4 and 5** 'Areas 1-5' as shown in Appendix 25, shall take place until:

- a) A potable water supply is available which is capable of serving the lots within the subdivision; and
- b) An Outline Development Plan addressing those matters identified in the explanation and reasons to Policy B4.3.22, Darfield Specific Policies has been incorporated into the District Plan for the area as identified in Appendix 25 within which the subdivision is proposed.

**12.1.3.11 Upon the removal of any deferral over the land contained within the Appendix 37 Darfield Outline Development Plan, any subdivision shall be in general accordance with the layout and content of that Outline Development Plan for that area.**

**12.1.3.12 For the subdivision of Living 1 and Living 2A zoned land shown in Appendix 37 Darfield Outline Development Plan, any subdivision plans submitted to the Council shall be accompanied by a landscape plan and planting plan detailing plantings to be undertaken and reserve areas to be established. Landscaping and planting of reserve areas shall be established generally in accordance with the Landscape Concept Plans in Appendix 37.**

**12.1.3.13 Prior to the development of land for Living 1 purposes along the boundary with the Cardale Street Business 2 zone a 2.2m high acoustic fence shall be constructed along the southern boundary of 1 – 15 Cardale Street, with a 3m wide landscaping strip immediately to the south of the fence (to visually screen the acoustic fence). A cul-de-sac shall run adjacent to the landscaping strip.**

**12.1.3.14 Prior to the development of land for Living 1 purposes along the boundary with the Cardale Street Business 2 zone A 3m high acoustic fence along the eastern boundary of Darfield Collision Repair and Lovelady Racing Ltd with a 3m wide landscaping strip immediately to the east of the fence (to visually screen the acoustic fence).**

**12.1.3.15 Residential use on any allotment currently zoned B2, on the south side of Cardale Street should not proceed unless it will have industrial use on no more than one boundary.**

(and renumber subsequent clauses respectively from 12.1.3.11- 12.1.3.40)

Insert rules and make changes within Part C, 16 – Business Zone rules – Buildings.

16.1.1 Except as provided in Rules 16.1.2 to 16.1.5 any principal building shall be a permitted activity if the area between the road boundary and the principal building is:

**16.1.5 Before any principal building is constructed in that part of the Business 2 zone in Darfield located on the Appendix 37 Darfield Outline Development Plan landscape planting shall be carried out on any parcel of land onto which building is proposed, in accordance with the Landscape Concept Plan included in Appendix 37.**

**a) The landscaping planted shall be maintained, and if dead, diseased or damaged, shall be removed and replaced.**

(and renumbered existing clauses 16.1.5 – 16.1.6)

**16.1.7 Any principal building which does not comply with Rule 16.1.2, 16.1.3, 16.1.4 or 16.1.5 shall be a non-complying activity.**

Insert the following rule into Part C, 17 Business Zone Rules – Roading.

**17.2.1.8 Any vehicular accessway for business purposes does not have access onto SH73 from land located within the Appendix 37 Darfield Outline Development Plan.**

17.2.5 Any activity which does not comply with rules 17.2.1.1 or 17.2.1.2 **or 17.2.1.8** shall be a non-complying activity

Insert the following rule into Part C Business zone rules – Activities

**22.14 Business activity within the Business 2 zone within the Appendix 37 Darfield Outline Development Plan.**

**Permitted activities**

**22.14.1 Any business activity undertaken from an allotment in the Business 2 zone at Darfield as depicted on the Appendix 37 Outline Development Plan, provided that prior to any business activity establishing on any individual allotment, the planting shown on the Landscape Concept Plan within Appendix 37 shall be established within that allotment.**

**Non-complying activities**

**22.14.2 Any activity which does not comply with Rule 22.14.1 shall be a non-complying activity.**

Insert the following rule in Part C 24 Business zone rules – subdivision

**Darfield**

**24.1.3.22 Any subdivision of the land zoned Business 2 identified on the Appendix 37 Darfield Outline Development Plan shall be carried out in general accordance with the outline development plan for the land.**

**24.1.3.23 For the subdivision of Business 2 zoned land shown in Appendix 37 Darfield Outline Development Plan, any subdivision plans submitted to the Council shall be accompanied by a landscape plan and planting plan detailing plantings to be undertaken and reserve areas to be established. Landscaping and planting of reserve areas shall be established generally in accordance with the Landscape Concept Plans in Appendix 37.**

Add a new Appendix to the Township Volume of the Plan.

**Appendix 37 Outline Development Plan for Darfield and associated Landscape Concept Plans**

(See Appendix 4)

Amend **Appendix 25**

(See Appendix 13)

Amend planning maps sheets **73, 74 and 77**

(See Appendix 12)

## 6.0 Assessment of Effects

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Clause 22(2) of the First Schedule to the Act requires that where environmental effects are anticipated from the implementation of a plan change, an assessment of these effects shall be provided.

Attached in **Appendix 6** of this report, is a comparative summary table containing a comparison of the key rules that apply to sites in the Living 1 zone, Living 2A zone and Business 2 zones respectively.

An explanation of the actual and potential environmental effects of substituting the objectives, policies and rules of the existing zoning with the proposed zonings, has also been undertaken.

The Council has recognised that the development of the land for low density residential purposes is appropriate, once a water supply is available to the site and an ODP indicating how development of the site should occur is incorporated into the plan.

Changes to the use of the site, in particular the development of the land for residential purposes, will be subject to the rules in the plan, to ensure that future development of the site will occur in a manner consistent with the relevant objectives and policies of the Plan.

The following is an assessment of the relevant potential effects of development associated with the proposed plan change and incorporation of the proposed ODP into the District Plan.

### 6.1 Rural Character

Within rural zones, the plan seeks to retain the rural character of an area. However, in this case, the site is zoned predominantly Living 2A deferred, which allows for a rural residential style development, with an average density of one dwelling per hectare, once an ODP is incorporated in the plan and the issue of a potable water supply is dealt with.

Adjoining sites to the southwest are characterised by small holdings often referred to as 'lifestyle blocks'. These sites are essentially residential life-style options with limited farming activity. In fact, the adjoining lifestyle blocks might in the future also be subdivided, given their location within the Living X and 2A Deferred zones.

The proposal will result in the eventual provision of approximately 401 Living 1 allotments and 43 Living 2A allotments in conjunction with a moved and expanded Business zone. Thus the area closest to the township will be built up into an urban area with the same visual characteristics as the existing township, and will be integrated with the existing township. Further from the centre of the township, approximately 43 allotments will have an average site area of 1ha, resulting in a low density, semi rural character.

Despite the land losing its open rural character, the effects of this on the wider environment will be no more than minor. The land proposed to be zoned Living 1 is adjacent to the Business 2 zone and the Darfield township.

The extent of the proposed Living 1 zone has been carefully considered and reflects the concentric development approach to Darfield. Its southern extent has been chosen to follow an existing property boundary, and from that point the Living 1/Living 2A boundary extends across the subject site in an equidistant manner from the town centre. It is easy to see the logic of the proposed extent of the Living 1 zone when comparing the proposed ODP to the map attached to the Darfield Development Coordination Resource (attached as **Appendix 7**). The Darfield township is easily accessible from the site given its proximity to the intersection of Mathias and Cardale Streets.

Physically, the changes may involve the removal of shelterbelts within the site, and the subsequent erection of dwellings and associated farm buildings. Garden planting and areas of hardstanding and driveways will surround dwellings and outbuildings. In essence, the site will appear as though it is part of the township, although it is noted that from the State Highway, the majority of the site is not actually visible.

An increase in traffic will occur, although the removal of traffic associated with farming will occur. There will be a period of construction effects when any subdivision is granted as part of construction.

Dwellings will be erected at a rate of slightly less than one per hectare in the Living 2A zoned land, and at a rate of approximately seven to nine dwellings per hectare in the Living 1 zone. Exact site sizes will be determined by the market.

Whilst the change will result in the loss of rural land, and its open character, the urban environment which will ultimately be developed if this plan change is granted will follow an urban pattern of higher density closest to the centre of the township, with lower density sites

around the edge of the township. This, in conjunction with the buffer zones created and added to the ODP will ensure that the effects of the development of the site in accordance with the ODP will not have adverse effects on the amenity currently enjoyed by adjoining rural land.

Furthermore, it is anticipated that the most used access will be the Cardale / Mathias entrance and that the other entrances will be secondary. Given this, the effect on rural character in terms of traffic levels along Creyke Road will be minor when compared to the effects anticipated by the current zoning of the land.

As well as the proposed change from Living 2A land to Living 1 land, land is also proposed to become Business 2. This will have a visual impact on the entrance to the township and the interface between rural and business activity, however the landscape buffers proposed are considered to be sufficient to adequately mitigate these effects.

## **6.2 Reverse Sensitivity Effects**

The District Plan identifies the potential for reverse sensitivity effects in situations where increased residential development is proposed adjoining rural, and business land uses.

Potential adverse effects between the proposed L1 residential activities and surrounding rural activities are limited, considering that all the Living 2A land is located between the proposed L1 zone and the surrounding rural land to the south and east of the subject site. Where there is a slight overlap in the zones resulting in Living 1 zoned land abutting the Rural zone, the ODP contains 'Note 4' which seeks a particular fencing style between the two zones. This concept has been successfully used in other recently consented plan changes within the Selwyn District.

A potentially more significant reverse sensitivity effect is possible where the existing Business 2 zone has an interface with the proposed Living 1 zone. The Business 2 zone is a zone which allows a wide range of commercial and industrial activities to establish as a permitted activity. Activities of the type that could establish as of right have the potential to have a detrimental effect on the amenity of the proposed residential neighbours.

For this reason, a suite of mitigating measures are proposed to ensure that the reverse sensitivity effects that are possible by way of the proposed rezoning will be no more than minor.

The mitigation measures proposed are included both on the ODP and within a suite of rules which are designed to ensure that the requirements of the ODP are met as development proceeds. The new rules proposed that relate and mitigate reverse sensitivity issues are included in the previous section of this report.

Given the level and type of additional and site specific buffers and landscaping strips proposed, it is considered that the impact of the rezoning on reverse sensitivity issues will be minor. The measures proposed have also, importantly, taken account of the existing situation. The rules for noise for each zone being considered in this plan change are attached within the comparative table in **Appendix 6**. It is noted that the Living 2A and Living 1 zone noise standards are similar, and as such the impacts of noise from the Rural zone on the Living 1 and 2A zones are no different to the situation that currently exists.

The proposals to mitigate against reverse sensitivity matters draw on the location of the water race in particular, as an obvious location for the zone boundary. The water race will be enhanced, and located adjoining a road through the Business zone, thus resulting in a landscaped area that is at least 20m wide adjoining the roadway, which will result in a significant separation between residential dwellings and the proposed Business zone. It is noted that within the site there are current situations where Business zones immediately adjoining residential properties, with no form of mitigation proposed.

The solution proposed therefore represents a significant improvement on the current situation, which will remain unless this plan change is granted. The setbacks and landscaping proposed ensure that in terms of building bulk and location, buildings erected in the Business 2 zone will have no more than a minor effect on future dwellings in the Living 1 zone. The methodology utilised for ensuring that adequate and appropriate landscaping is provided (i.e. the Landscape Concept Plan) is considered to be a best practice approach. In terms of other potential reverse sensitivity effects, which could include effects such as noise or smell, it is considered that a separation distance of the type proposed, in conjunction with the required landscaping, would ensure that the effects of reverse sensitivity would be slight.

In any case, it is reasonable to expect that future occupiers of dwellings closest to the Business 2 zone, would be aware of the proximity of the site, to the Business zoning, and would therefore anticipate the types of activities that could occur in a Business 2 zone.

The ODP also provides for landscaping along the State Highway frontage and eastern boundary of the Business 2 zone. This is required to be established before any building is



erected on the relevant allotment in the Business 2 zone. A further requirement to either retain the shelterbelt along Creyke Road, or for future fencing and landscaping in accordance with a Landscape Concept Plan is proposed. Providing an increased distance between activities is considered to be an appropriate method for mitigating reverse sensitivity effects.

### **6.3 Positive Effects**

The proposed plan change will have a positive social impact of the Darfield area. It provides additional population to support both existing and future businesses and will allow for the economic well being of the applicant and future owners of the land. The land is located immediately adjoining the township of Darfield, and is strategically located, with access both directly to the centre of the township via Cardale or Mathias Streets, but also to the east, via the link/spine road to Creyke Road shown on the ODP.

The plan change will result in a significantly improved land use pattern for the site. By removing business zoning from the land immediately adjoining Cardale Street, the existing residential dwellings in Pemberton Ave and the businesses will avoid the current reverse sensitivity effects that they have the potential to experience. The provision of additional Business land adjoining the existing Business land on the corner of Matthias Street and SH73 will provide for the expected expansion of the commercial aspect of Darfield, which will experience growth as a result of the construction of the new Fonterra Dairy Factory in Darfield.

### **6.4 Traffic Effects**

The traffic report compiled by TDG (attached as **Appendix 3**) considered the effects that the rezoning would have on the existing road network. Their analysis concludes that the existing road network has sufficient capacity to accommodate the expected traffic volumes and that the development can be safely and efficiently accommodated within the local transportation environment.

It is therefore concluded that the proposed rezoning will have no adverse effect on the traffic environment that cannot be avoided, remedied or mitigated.

### **6.5 Effects of increased Living 1 land area**

This plan change results in the provision of 45.3ha of Living 1 zoned land to be developed on the eastern fringe of Darfield. This has the potential to significantly increase the amount of

subdividable land within Darfield. It is considered that the effects of this will be minor. Land is only developed as the market allows, and the fact that there is existing underdeveloped land that is already zoned for living purposes, should not preclude the opportunity to zone additional land. The legal reasoning for following a market demand approach to development is attached in **Appendix 15**. Of most importance is that the development fits in well with the scale and character of the existing township, and will allow for a long term solution for the growth of the township to be based on sound urban design principles.

## **6.6 Effects of increased Business 2 zoned area**

The proposed plan change allows for the establishment of a Business zone adjoining the existing Frews yard on Mathias Street and the State Highway. Business zoning along Cardale Street will be removed and this land will become Living 1 zoned. Effectively, there is a slight net increase in the amount of business zoned land as a result of this plan change. This slight increase is considered to have minor effects, given it is relative to an increase in the number of dwelling sites available within the township.

The proposed movement of the business zone from its current location to further east from the town centre by 300m does not have an effect on the potential retail distribution effects that could currently occur should the existing business zone be developed in its current position.

The increasing population of Darfield, and the growth of the dairying industry in the area will require an increase in industrial and commercial services for the growing population, and the proposed business zone is considered to be ideally situated for this. The provision of the business zoned land is in an appropriate location and comprises a compact form. The effects of the slight increase in Business 2 zoned land is considered to have only a minor potential effect. Attached in **Appendix 16** is Mr Donnelly's economic report addressing the retail distribution effects on the town centre.

## **6.7 Servicing Strategy**

A servicing strategy for the residential development of the subject land is attached in **Appendix 2**.

This servicing strategy has been prepared in order to provide certainty that the site can be efficiently and effectively serviced for the purposes for which it is proposed to be zoned.

The Living 1 and 2A subdivision standards of the Plan require that each allotment can be provided with connections to water supply, sanitary sewage disposal, electricity and telecommunications supply. The servicing strategy has been formulated in accordance with the appropriate New Zealand Construction Standards and Selwyn District Council standards.

The final engineering design of all services will be confirmed at the time of the Council engineering approval undertaken as part of the subdivision process.

#### **6.7.1 Conclusion with Respect to Servicing**

Given the conclusions reached within the servicing strategy attached as **Appendix 2**, it is clear that the site can be adequately serviced in a way that will be sustainable and in a way that will ensure that adverse effects on the environment will be no more than minor.

At the time of subdivision an arrangement will be determined between the applicant and the Council as to cost-sharing, with all internal costs met by the future developer of the subject site.

There are no servicing issues that would preclude the rezoning of the site to Living 1, Living 2A and Business 2.

#### **6.8 Effects of the Discharge of Contaminants**

Any future use of the site will be required to comply with the Environment Canterbury and Selwyn District Council requirements and bylaws relating to the discharge of contaminants.

#### **6.9 Effects of the Use of Hazardous Substances**

The use of the subject site for residential purposes is unlikely to result in the need for use or storage of hazardous substances. The use of the site for business purposes may involve the use of hazardous substances. In any case, any activity of this nature will be required to comply with the relevant District Plan and Regional Plan rules as well as other statutes relating to the storage and use of hazardous substances.

#### **6.10 Effects on Community Services and Facilities**

Plan changes involving the rezoning of land to a higher residential density have the potential to have an effect on community services and facilities in a township. (Eg Schools, reserves and recreational facilities). The proposed plan change has the potential to have these effects, given that scale of the residential activity that may occur as a result of this plan change.

In terms of access to schools, Darfield currently has a high school and a primary school. The high school currently caters for 745 year 7 – year 13 students. It provides high school education from the following contributing primary schools: Darfield, Glentunnel, Greendale, Hororata, Kirwee, Sheffield, Springfield, West Melton and Windwhistle. Darfield Primary school currently operates 11 classrooms.

Consultation has been undertaken with the Ministry of Education regarding the potential effects of the proposed plan change. It is recognised that significant areas of zoned but undeveloped land already exists in Darfield.

Importantly it must be recognised that the market will always limit the rate and scale of residential growth within the Darfield School catchment. Should development rates increase, it will not increase at such a rate that the Ministry of Education would struggle to have time to react and provide additional facilities.

With regard to the provision of reserves within the plan change area, it is understood from Council staff that the Council's preference is to upgrade existing recreational facilities within the township as opposed to creating new reserve space within the plan change area.

## **6.11 Effects Conclusion**

The proposed plan change has a range of actual and potential effects on the environment. The key environmental effects relate to character and amenity, traffic, and the implications of the rezoning on Darfield.

The ODP proposed by this plan change represents the required framework for the sustainable development of the subject land for Living 1, Living 2A residential purposes and Business 2 purposes.

Given the mitigation measures proposed, included landscaping, increased setbacks where necessary to ensure reverse sensitivity effects will be avoided, and the provision of an ODP that identifies future development linkages, it is considered that the constraints recognised by

existing deferred status of the zoning have been effectively removed (if water supply is available), and that the rezoning proposed will achieve the purpose of the Act.

Based on the assessment of effects above, and having regard to the objectives and policies of the Rural, Business, Living 1, and Living 2A zones, it is considered that the proposed plan change represents the best and most efficient use of the site without creating effects that are any more than minor.

## 7.0 Legal Framework

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The Resource Management Act (1991) (the Act) is the principal legislation for the management of the natural and physical resource of New Zealand. The Act provides a framework within which a privately initiated plan change may be exercised. This includes an evaluation under Section 32 of the Act and the matters set out in Schedule 1 to the Act.

### 7.1 Part II – Resource Management Act Matters

The proposed plan change is subject to the provisions of Part 2 of the Act, which sets out the purpose and principles that guide this legislation.

#### Section 5 – Purpose

The term “sustainable management” is defined in the RMA as meaning:

*“managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety while –*

- a) Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
- b) Safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
- c) Avoiding, remedying, or mitigating any adverse effects of activities on the environment.”*

Section 5 of the Act identifies the purpose of the Act as being the sustainable management of natural and physical resources. The proposed plan change is able to satisfy the purpose of the Act, by providing for residentially zoned land in an appropriate location for such a use, and by moving existing Business land to a more appropriate location. The proposed plan change will promote the integrated development of the land with any environmental effects able to be adequately controlled and mitigated through the use of the ODP and proposed rules.

The proposal to zone 45.3 ha of land to Living 1 and 54.8ha to Living 2A zoned land , as well as establishing a 13.3ha area of Business 2 zoned land that is the subject of this application, meets the enabling purpose of the Act. Further, the Act seeks that the development of land

occurs in a way that ensures that any adverse effects of natural and physical resources can be mitigated whilst safeguarding the life-supporting capacity of air, water, soil and ecosystems.

The servicing strategy for the subject site provides evidence that the site can be adequately serviced whilst ensuring that the effects on the environment will be no more than minor, and that the receiving environment will not be compromised.

## **Section 6 - Matters of National Importance, of the RMA**

*“In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall recognise and provide for the following matters of national importance:*

- a) The preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development:*
- b) The protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development:*
- c) The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna:*
- d) The maintenance and enhancement of public access to and along the coastal marine areas, lakes, and rivers:*
- e) The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga:*
- f) The protection of historic heritage from inappropriate subdivision, use, and development.”*

None of the matters of national importance are particularly relevant to this plan change given the site is located in a highly modified agricultural environment, immediately adjoining the township of Darfield.

## **Section 7 – Other Matters of the RMA**

In achieving the purpose of the Act, all persons exercising functions and powers under it, in relation to managing the use, development and protection of natural and physical resources, shall have particular regard to:

- a) *Kaitiakitanga*
- aa) *the ethic of stewardship*
- b) *the efficient use and development of natural and physical resources*
- c) *the maintenance and enhancement of amenity values*
- d) *Intrinsic values of ecosystems*
- e) *Repealed*
- f) *Maintenance and enhancement of the quality of the environment*
- g) *Any finite characteristics of natural and physical resources*
- h) *The protection of the habitat of trout and salmon*

Subsections b) c) and f) are considered to be relevant to the assessment of the plan change and the following comments are made.

The proposal to zone land closest to the existing township of Darfield to Living 1, with a lower density Living 2A zoning further from the town centre is considered to be an efficient use and development of a natural and physical resource. It has been determined through the assessment of effects that the maintenance and enhancement of amenity values will be assured via this Plan Change, through considered landscape design, the arrangement of dwelling densities proposed, and mitigation measures to avoid reverse sensitivity. Furthermore the plan change provides for the movement of Business zoned land to be located further away from existing residential land use, and promotes the use of mitigation measures where appropriate.

The rezoning of the land, with the mitigation measures proposed will ensure that the amenity values of the site and adjoining sites will be maintained. Although the existing environment will change, the proposal represents, through the ODP, sustainable low density residential development of a very high standard, to be developed in conjunction with a sustainable and appropriate amount of Business 2 zoned land, to be placed adjacent to the existing, actively used business zoned land on Mathias Street.

## **Section 8 - Treaty of Waitangi**

Section 8 of the Act requires the Council to take into account principles of the Treaty of Waitangi. It states:



*In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development and protection of natural and physical resources, shall take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).*

The Resource Management Act does not go so far as to define the principles of the Treaty that should be taken into account, but the Court of Appeal, the Waitangi Tribunal, and statements by Government, define the principles as including:

- Early consultation and acting in good faith;
- The principle of partnership; and
- The need for active protection.

The need for active protection of Taonga is an element that recognises the rangatiranga principles. Consultation with local Iwi is underway. No formal response has yet been received.

## **7.2 Regional Policy Statement**

The Resource Management Act requires that privately initiated plan change requests are to be consistent with any regional policy statement or regional plan. Within the Canterbury Regional Policy Statement (RPS), Chapters 12 and 15 are considered to be particularly relevant to this proposal.

Chapter 12 relates to settlement and the built environment and the relevant Policies 1, 3, and 7 of this Chapter read as follows:

*Policy 1: Promote settlement and transport patterns and built environments that will:*

- a) Result in increasingly effective and efficient use of resources, particularly energy*
- b) Reduce the rate of use of non-renewable energy sources*
- c) Minimise the adverse effects of emissions into the atmosphere resulting from the use of motor vehicles and building heating.*
- d) Incorporate energy efficient approaches to building orientation, form and design.*

The site has already been confirmed as being suitable for a density of slightly less than one dwelling per hectare, by virtue of its deferred Living 2A zoning. The increase in density of 45.3ha of the land closest to the township will enable an effective and efficient use of

resources. Servicing of the subject site for stormwater and wastewater, as well as power, telecommunications, can be effectively and efficiently carried out.

By the time a decision on this plan change is reached, it is anticipated that a water supply will be available for the land. Should a water supply still not be confirmed at this time, a deferral will be placed over the land allowing development at such time that the water supply is available, merely through the lifting of the deferral by way of a Council resolution.

The proposed rezoning will result in increasingly efficient and effective use of resources and the proposal is therefore consistent with Policy 1.

*Policy 3: Encourage settlement patterns that will make efficient use of the regional transport network.*

The subject site is located adjoining the township of Darfield which is located on the route of SH73 between Christchurch and the Southern Alps. Darfield is located within commuting distance to Christchurch, and indeed many people live in Darfield to benefit from its rural character whilst being close enough to the amenities of Christchurch to easily travel there for work or other pursuits.

The site is located adjoining the existing township and benefits from direct linkages with the township. The ODP provided to identify a framework for the long term development of the site shows linkages across the site which will, once established, ensure that the site functions well in terms of the regional transport network. The proposed plan change seeks a modified and improved land use pattern across the site and simplifies the existing Business zone in the vicinity of the plan change, which is currently fragmented, separated by roads and not in an appropriate location for business zoned land given its proximity to Living 1 zones and the lack of sufficient mitigation measures. It is considered that the proposed plan change accords with Chapter 12, Policy 3 of the RPS.

*Policy 7: The development and expansion of rural towns should enable people and communities to provide for their well being, health and safety, and have particular regard to the efficient use and development of natural and physical resources.*

The proposed plan change promotes growth of the township of Darfield within an area adjoining the town, which, by virtue of its Living 2A deferred zoning, has already been identified as an appropriate future growth area. The plan change allows for the development of land previously

identified for growth, and allows for a logical and concentric expansion of the township. The plan change promulgates land use change in the area and arranges activities in a way that ensures they will have minimal effects on their neighbours. The plan change represents a development that provides for a range of living environments for its inhabitants and the linkages created and confirmed through the provisions of the ODP will ensure that the future inhabitants can provide for their wellbeing, health and safety.

The wider Darfield community will be provided with certainty of how development of the land will progress, by way of the rules, ODP and mitigation measures proposed. Furthermore, this development will provide additional population for the township of Darfield, helping to ensure the viability of community services and facilities. It is considered that the proposed private plan change accords with Chapter 12, Policy 7 of the RPS.

Chapter 15 relates to transport, and Policy 1 of this chapter reads as follows:

*Policy 1: Protect Canterbury's existing transport infrastructure and land transport corridors necessary for future strategic transport requirements by avoiding, remedying or mitigating the adverse effects of the use, development or protection of the land and associated natural and physical resources on the transport infrastructure.*

The site subject to this proposed plan change is located near to State Highway 73. The TDG traffic assessment accompanying this plan change application confirms that the plan change will have no detrimental effect on the functioning of either the State Highway or the local traffic environment.

It is considered that the plan change proposal is consistent with the policy direction of the RPS.

## 8.0 Development Coordination Resource – Darfield

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A report entitled the ‘*Darfield Development Coordination Resource*’ was prepared for the Darfield Township Committee and the Selwyn District Council in July 2008.

The purpose of this report is to provide an interim tool for guiding development and other changes in Darfield in advance of a district wide development strategy and a more detailed structure plan for the township. It is noted that this document is non-statutory.

The report identifies the following issues currently affecting Darfield:

- New residential development areas
- Water supply
- Wastewater
- Stormwater
- Water races
- Central Plains Water Scheme
- Parks and reserves
- Trees and planting
- Roding
- Footpaths and cycleways
- Railway line and station
- Commercial areas
- Community facilities
- Industrial areas

The document identifies that much of the land immediately surrounding Darfield is earmarked for development, although notes that much of this land is zoned for lower density development with a minimum average subdivision size of 5000m<sup>2</sup>, 1ha or 2ha. Importantly, the document recognises that such a density is an inefficient use of resources. The document states that:

*‘Such a density is an inefficient use of resources. It withdraws land from agricultural use, requires more infrastructure per household and means that residents need to drive to access local facilities. Anecdotal evidence suggests that this size of section is not popular and there is pressure to resubdivide sections of this size. One of the issues to be considered is whether the*

*road pattern and services should be designed for future intensification or whether resubdivision should be avoided.”*

Some of the land zoned for lower density development is in close proximity to the town centre (i.e. 1km or less) which may be more appropriate to be developed at a higher density. There is also land which is zoned Rural, but which is closer to the town centre than land with a Living zoning.

The current pattern of zoning means that in the long term Darfield would be virtually ringed by lower density subdivisions with little scope for expansion, particularly in the south and west.

The Darfield Development Coordination Resource summarises that an ODP should address the following issues:

- *Pattern of roads, footpaths and cycleways – this should provide for a connected network, with streets gravitating towards the town centre.*
- *Number and location of accesses from existing roads.*
- *Appropriate location and size of reserves.*
- *Interface with adjoining non-residential uses – both industrial and rural.*
- *Staging of development for provision of services.*

Consideration also needs to be given to aligning streets and sections so that they have mountain views, orientating streets and configuring allotments to take advantage of solar gain, designing the layout to create a sense of place, and taking advantage of any natural features.

The Development Coordination Resource makes the following specific comments with respect to the subject land (which it identifies as Area 3):

*This development area is in several ownerships, with the largest landholding having frontage only to Creyke Road. The ODP will need to be prepared for the whole of the development area and be supported by all of the landowners. It will need to incorporate existing residential properties. Consideration should also be given to incorporation of the Selwyn Plantation Board land in the long term.*

This plan change proposes to rezone and provide an ODP for a portion of land slightly larger than the entire Area 3 block. As noted, the whole of Area 3 is in fragmented ownership, although given the size of the site, it is not a large number of landowners. In consideration of

this situation, the ODP provided has been designed so that future development of adjoining land will not be precluded, indeed it will be provided for through the key linkages shown on the ODP. These linkages have been carefully placed to ensure minimal adverse effects on existing dwellings, and are located along property boundaries to facilitate future equitable development. The provision of an ODP over the whole of the Area 3 land is considered to be an appropriate way forward for development of the area, whilst taking into account the ownership constraints of fragmented land.

*Access to Development Area 3 will not be possible directly from State Highway 73. Access is possible from Telegraph Road, although it will require one of the existing lifestyle blocks to be subdivided. A through road will need to be developed to avoid all of the development area being a large cul-de-sac. Therefore access will need to be gained from Creyke Road and/or Cardale Street. Access from Creyke Road should be closed to the eastern corner of the development area. Creyke Road is currently a gravel road and will need to be upgraded. Access from Cardale Street will be through an industrial area and screening and enhancement works will be necessary to create an attractive entrance.*

This plan change provides an ODP that indicates future access to Creyke Road, with proposed roading linking blocks adjoining the State Highway and towards Telegraph Road. The proposed L1 zoned part of the site is to be directly linked to the Cardale and Mathias Street intersection, with the main spine road through the development leading from this intersection and extending straight through to Creyke Road. Given that the existing Business zone on Cardale Street is to be moved, no screening will be required, and an attractive entrance to this new part of Darfield will be established. It is considered that the access links proposed represent an efficient methodology for provision of roading to the site.

*Provision should be made for pedestrian/cycle access through to the new reserve in Pemberton Drive.*

Provision is plan on the ODP for access from the proposed Living 1 zone to Pemberton Drive.

*Attention will need to be paid to the interface between the residential development and the Cardale Street industrial area. Larger lots along the boundary would enable houses to be set back from the industrial area and allow space for planting and screening.*

The difficulty identified by the Development Coordination Resource document, regarding the interface between residential development and the Cardale Street industrial area has been

managed through the proposal to rezone the current industrial land to Living 1, while still providing sufficient business zoned land nearby, adjoining the existing Frews business zoned land, where adverse reverse sensitivity effects can be effectively placed to ensure that reverse sensitivity effects will be no more than minor.

*Variety in section size should be considered, with smaller allotments closer to the town centre and larger ones towards Creyke Road.*

The proposed plan change provides for variation in section size, with Living 1 style development proposed in the northwest of the subject site, with lower density style Living 2A development to be retained across the remainder of the site. This form of development reflects the need to ensure that a tidy and compact urban form is created, whilst enabling the remainder of the land to be utilised for lower density development which is already anticipated by the plan by virtue of its existing L2A zoning. The plan change proposal fully reflects the goals of the Darfield Development Coordination Resource in this instance.

*As houses will not be accessed from SH73, the ODP should include measures to avoid a high fence along the road frontage.*

The subject land does not propose any direct access to SH73, and access to the proposed Business land will be via the access of Mathias Street as indicated on the proposed ODP. Measures within the ODP will ensure that fencing and landscaping is in keeping with the surrounding area and proposed land uses.

*Consideration will need to be given to the treatment of water races. One runs along Telegraph Road and the other runs eastwards from Cardale Street, across the site to Creyke Road.*

The subject land does contain water races both on the Telegraph Road frontage and through the middle of the site. The ODP recognises the importance of this water race by proposing as amenity corridor of at least 10m wide along which the water race will flow. Adjoining this a road is proposed within the Business zone just north of the water race, which will ensure that the water race becomes an open space corridor and will also act as a buffer zone between the proposed Living 1 and Business 2 zones.

The water race running from Cardale Street across the site to Creyke Road is located within the site. Any future development of the site will need to ensure that the water race is not adversely affected in any way. It is considered that the protection of the water race is more appropriately

considered at subdivision stage, as the protection and direction of the water race will depend on future subdivision design.

*Existing trees along the Telegraph Road frontage might be worthy of protection to form an attractive entrance to the area.*

The trees mentioned in the Darfield Coordination Resource are not specifically protected under any plan. Given this land is now to be zoned Living 1, a substantial shelterbelt corridor may not be appropriate. Instead, an amenity corridor along the water race that extends along Telegraph Road is proposed.

*Careful consideration needs to be given to the interface between the Creyke Road edge of development area and the rural land beyond. To avoid conflict between farming and residential activities, it may be preferable for allotments to back onto Creyke Road and not be accessed from it. Existing shelter belt planting could be enhanced to form a visually attractive rural/urban interface and act as a barrier to noise, smells and dirt from rural activities.*

The proposed ODP includes provision for the existing shelterbelt to be retained, and if it or any part of it needs to be removed, it shall be replaced with a consistent rural style fencing and landscaping.