

IN THE MATTER

of the Resource
Management Act 1991

AND

IN THE MATTER

of Gillman Wheelans
Limited Private Plan
Change 3 to the Selwyn
District Plan

SECTION 42A REPORT OF JANE WHYTE

1. My name is Jane Whyte. I am engaged by Selwyn District Council (SDC) to prepare this report. My qualifications and experience are set out in Appendix 1.

INTRODUCTION

2. I have prepared this report on Proposed Private Plan Change 3 (PC 3) in accordance with Section 42A of the Resource Management Act 1991 (RMA). The purpose of my report is to draw to the Commissioner's attention to matters pertinent to his consideration, including evaluating and making recommendations on the submissions received. My evaluation is based on the information presented in the Plan Change Application and the submissions. Additional information is likely to be presented by parties at the hearing. The recommendations are the opinion of the reporting officer. The Hearings Commissioner will decide on each submission after hearing and considering all relevant matters.
3. In addition to this report in Appendix 4 are additional reports which also form part of the Section 42A report from:
 - Andrew Mazey addressing traffic and transportation matters,
 - Hugh Blake-Manson addressing servicing matters and
 - Anne Greenup addressing reserve matters
4. My report is structured as follows:
 - a. Overview of proposed plan change - within this section I provide an overview of PC3, including what is proposed, its status and the process followed.
 - b. Statutory context - within this section I summarise the RMA requirements that affect the determination of PC3.
 - c. Assessment of submissions - within this section I consider the points raised in submissions.
 - d. Final statutory assessment - within this section I evaluate PC3 against the overriding RMA requirements.
 - e. Overall conclusion and recommendation - within this section I set out my overriding conclusion and recommendation.

5. In addition, within the appendices of my report are:
 - a. Appendix 1: Qualifications and experience - within this appendix I set out my qualifications and experience.
 - b. Appendix 2: History to Proposed Private Plan Change 3 – within this appendix I summary the pertinent events leading to PC3.
 - c. Appendix 3: Recommendations on individual submission points - within this appendix I detail my recommendations on each submission point as summarised by SDC.
 - d. Appendix 4: Reports of Andrew Mazey, Hugh Blake-Manson and Anne Greenup.

OVERVIEW OF PROPOSED PLAN CHANGE

Status

6. PC3 is a private plan change to the operative District Plan (Township Section). There is a considerable history to PC3, which the Commissioner may wish to become aware of. For this reason, I set out the history in Appendix 2.

Process

7. By resolution, the SDC accepted PC3 on 27 November 2009. The publicly notified form of PC3 was approved by its Environmental Services Manager in January 2010.
8. PC3, together with the necessary supporting Section 32 report, was publicly notified on 3 February 2010. Eighteen submissions were received. A summary of these submissions was publicly notified. The period of further submissions closed on 3 May 2010, with 3 further submissions being received.

Overview

9. PC3 relates to approximately 85 ha in area and is located in West Melton. It is generally framed by Weedons Ross Road, Halkett Road, State Highway 73 and private land (to the west), lying to the west of Weedons Road. Approximately one third of the site's east boundary adjoins the rear of existing urban development associated with Laird Place.
10. The land fronting State Highway 73 (approximately 22 ha) is owned by Bisphan and Clark (as Trustees, with RW Wilson being the authorised person) this is referred to as (the 'Wilson Block North') with the remaining 62ha owned by Gillman Wheelans Holding Limited.
11. Currently the site has a mixed zoning. The predominant zone is Living 2 Deferred (this applies to the land fronting Halkett Road). A smaller area fronting Weedons Ross Road is zoned Living 1 Deferred. The balance is zoned Living 1 (adjoining the Laird Place development). The typical average allotment sizes (development densities) anticipated by these zones are: Living 2 Deferred, 5000m²; Living 1 Deferred, 800m²; and Living 1, 1000m². The District Plan provides that subdivision of the deferred zoned land is not to take place until there is:
 - a. a reticulated community potable water supply

- b. a reticulated community sewage effluent treatment and disposal system
 - c. an outline development plan has been incorporated into the District Plan (Rule 12.1.3.37).
12. The key attributes of the development which the modified request is seeking to enable are:
- a. Mixed density residential development ranging from allotment densities of 500m² to 3000m² in medium density areas and in the low density areas allotment densities of 3000m² to 5000m². The larger allotments are to be located adjacent to the north, west and south boundaries and adjoining the existing Laird Place development.
 - b. A residential development yield of approximately 240-250 allotments on the Gillman Wheelans land and a further 40 allotments on the Wilson North land. The maximum yield proposed is 292 lots.
 - c. External road connections to Halkett Road, Weedons Ross Road and State Highway 73
 - d. Reserve connection to Laird Place
 - e. Defined internal road pattern and provision for partial off street pedestrian and cycle routes
 - f. Public open space and reserve running west to east through the middle of the site, with further reserve areas being located adjacent to Weedons Ross Road
 - g. A stormwater conveyance and treatment system located internal to the site
 - h. Sewage disposal to be provided by connecting to an existing Council system. At the time the Plan Change was notified the existing system was still in private ownership and so an alternative of laying a new main to connect was also proposed. The previously private system is now under Council Control.
 - i. Community potable water provided from a new bore.
13. In order to achieve the above, PC3 changes the zoning of the land to "West Melton Living Zone" (Living WM). This is a new zone within the District Plan so accordingly the request seeks to amend the District Plan by:
- a. Adding reference to the new zone in a number of locations within the issue, objective, policy and method statements where other living zones are referred to
 - b. Add a new outline development plan
 - c. Add development framework guidelines (movement and green/blue network layer plans)
 - d. Amend various subdivision and development rules
 - e. Amend the planning maps
14. Within the Section 32 report an alternative road and movement network is detailed in the event that the New Zealand Transport Agency does not approve the connection to State Highway 73.

15. Finally, in order to achieve any development of this land, a number of resource consents are necessary from Environment Canterbury. These include:
 - a. A water permit to provide potable water. Gillman Wheelans advised this was granted on 11 December 2009 (CRC080102).
 - b. A stormwater discharge permit. Gillman Wheelans advised that this was granted in October 2009; the conditions were subsequently amended to correct errors, and were subject to appeal by Gillman Wheelans in relation to a number of the specific conditions imposed. This consent is now granted (CRC080320.1).
 - c. Land use consent to install, use and maintain a sewer pipeline. The documentation provided by Gillman Wheelans show that it currently holds land use consent from Environment Canterbury for this activity.

STATUTORY CONTEXT

16. Between PC3 being applied for and publicly notified the RMA was amended by the Resource Management (Simplifying and Streamlining) Amendment Act 2009. Section 161 of this Amendment Act provides that it is not to apply to changes publicly notified before 1 October 2009. Therefore, by implication the appropriate version of the Act to consider is that as amended by the 2009 Amendment Act.
17. The statutory considerations for determining a plan change are well established. In this circumstance these are largely found in sections 31, 32, 74, 75, 76 of the Act. As with all processes under the Resource Management Act Part II is the paramount consideration. In this circumstance, the key statutory considerations are:

(A) General requirements

- 1 A district plan (change) should be designed to *accord with* and assist the territorial authority *to carry out* its functions so as to achieve the purpose of the Act.
- 3 When preparing its district plan (change) the territorial authority shall:
 - (a) *have regard to* any proposed regional policy statement;
 - (b) *give effect to* any operative regional policy statement.
- 3 In relation to regional plans:
 - (a) the district plan (change) must *not be inconsistent with* an operative regional plan for any matter specified in section 30(1) and
 - (b) *must have regard to* any proposed regional plan on any matter of national significance etc.
- 4 When preparing its district plan (change) the territorial authority must also:
 - (a) *have regard to* any relevant management plans and strategies under other Acts, and to any relevant entry in the Historical Places Register and to

various fisheries regulations; and to consistency with plans and proposed plans of adjacent territorial authorities;

- (b) *take into account* any relevant planning document recognized by an iwi authority; and
- (c) not have regard to trade competition.

5 The formal requirement that a district plan (change) must also state its objectives, policies and the rules (if any) and may state other matters.

(B) Policies and methods (including rules) (the s 32 test for policies and rules)

6. The policies are to *implement* the objectives and the rules (if any) are to *implement* the policies.

7. Each proposed policy or method (including each rule) is to be examined *having regard to its efficiency and effectiveness*, as to whether it is the most appropriate method for achieving the objectives of the district plan *taking into account*:

- (a) the benefits and costs of the proposed policies and methods (including rules); and
- (b) 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."

(C) Rules

8. In making a rule the territorial authority must *have regard to* the actual or potential effect of activities on the environment."

18. All these considerations must occur within the context of section 5 of the Act, which in turn is informed by sections 6, 7 and 8. The purpose of the Resource Management Act is to promote the sustainable management of natural and physical resources.

19. When considering a plan change there are a number of accepted principles that must be applied, largely developed in the context of section 32 of the Act. These include that:

- a. there is no presumption in favour of any one zone, rule, policy or objective; and
- b. the solution to be sought is the optimum solution that can be achieved within the scope of the proceedings.

20. There is one matter I wish to specifically draw to the Commissioner's attention. This relates to 'proposed regional policy statements', and particular whether Proposed Change 1 to the Canterbury Regional Policy Statement is to be considered a proposed regional policy statement. Section 43AA of the Act defines the terms 'proposed regional policy statement' and 'change'. It is not clear how these terms interrelate, and whether a 'change' is to be considered a 'proposed regional policy statement'. I proceed as though it is.

21. In the sections below, I set out the key provisions of the three directly relevant statutory documents: the Selwyn District Plan, Operative Canterbury Regional Policy Statement and Proposed Change 1 to the Operative Canterbury Regional Policy Statement. While the

Transitional Canterbury Regional Plan, Proposed Canterbury Natural Resources Regional Plan and Canterbury Regional Plan Transport Strategy 2008-2018 are also technically relevant, in my view there is nothing in these documents which is central to determining PC3.

Selwyn District Plan

22. The Selwyn District Plan was made operative in part on 10 June 2008. I understand that this includes all the provisions relevant to PC3. In this circumstance, it is the Township Volume which is directly relevant, and in particular the physical resources and rules parts.
23. Plan Change 7 which has been publicly notified and submissions have closed does alter a number of policies in the township section of the District Plan. The primary focus of this Change is the introduction of provisions dealing with specific outline development plan areas within Lincoln and Rolleston. It also introduces provisions seeking that within the Greater Christchurch Urban Development Strategy area that growth of townships occurs within the defined Urban Limits in the Regional Policy Statement. The land subject to this change is within the defined Urban Limits for West Melton. The Commissioner will need to be cognisant of the specific wording changes to the objectives and policies introduced through Change 7 to ensure that any changes to provisions are consistent with that change. In my view there are no inconsistencies between PC3 if approved and Plan Change 7.
24. Section 'B4.3 Residential and Business Development' contains objectives, policies and methods relevant to urban growth.
25. The two key objectives are B4.1.1 and B4.1.2. These seek to provide a range of living environments in townships while maintaining the overall spacious character of Living Zones and that new residential area are pleasant places to live and add to the character and amenity values of townships.
26. Policies B4.1.1 to B4.1.4 address general density issues. Overall the primary density outcomes are to provide for choice and flexibility in residential density provided that overall the density still achieves a spacious character. Policy B4.1.4 relates to the Living X zone and seeks to allow choice in residential density providing that it is not more dense than for the Living 1 Zones in that township. PC3 seeks to change the policy by also adding in a reference to the WM Zone as well as the Living X.
27. Policies B4.3.89 to B4.3.93 are directly relevant to West Melton. The subject land is located in the area of West Melton identified as a primary focus for new residential development. As the site of PC3 is already zoned for residential purposes, the locational aspect of these policies can be taken as being met. What becomes relevant is the form and intensity of residential development.
28. Relevantly, Policy B4.3.91 is to avoid using Laird Place as a collector road, and the explanation specifically discusses not using Laird Road to access the site of PC3, preferring Weedons Ross Road.
29. Policy 4.3.92 is to promote new residential areas that maintain the lower residential density. This policy is limited by the phrase 'where practicable'. The policy and explanation identify that

a wide variety of lot sizes in response to market demand have been provided for. However, it is also recognised that West Melton is to provide an alternative low density living environment to that found in Christchurch.

30. Policy 4.3.93 relates to sewage treatment and disposal, essentially seeking that over time West Melton is serviced by an integrated system.

Canterbury Regional Policy Statement

31. Any consideration of the Canterbury Regional Policy Statement is to the document as a whole. I have addressed both the operative portion and Change 1 in separate sections as there is a different statutory test applying to each.

Operative portion

32. The relationship of PC3 to the operative Regional Policy Statement is that it must give effect to the Regional Policy Statement.
33. The key chapter is Chapter 12 Settlement and Built Environment. There are only two potential issues with the proposed rezoning and the Regional Policy Statement. The first is the appropriateness of the location of the rezoning. Given that the land already has a zoning that shows it is suitable for urban development I find no issues or tension with this proposal and the relevant Regional Policy Statement provisions. The second potential issue relates to the appropriateness of any development with respect whether reticulated servicing can be provided. This proposal will have reticulated servicing therefore there are no issues with the Regional Policy Statement in this regard. As I have identified no other issues I have not provided a more detailed assessment.

Proposed Change 1

34. The statutory relationship with Proposed Change 1 is that regard must be had to it.
35. Proposed Change 1 to the Regional Policy Statement addresses land within the Greater Christchurch Urban Development Area. West Melton is within this area and is affected by this Change.
36. Decisions on the Plan Change have been released and appeals have been lodged. Appeals on the provisions affecting West Melton have been lodged. Therefore, the matter of weighting to be given to the Proposed Change is a relevant consideration.
37. The objectives and policies address the management of growth within and beyond the Greater Christchurch area. There are eight objectives which seek to achieve consolidation in existing urban areas, promote an appropriate character, identify areas where growth should occur, and provide for integration of land use, infrastructure and transport.
38. The policies (fourteen of them) provide the basis for achieving the objectives. The most relevant to this proposal are considered below. Policy 1 specifies urban limits and seeks that

urban development only occur within those areas. The subject land is within the Urban Limits for West Melton and therefore its location accords with Policy 1.

39. Policy 2 seeks that an increasing proportion of residential growth be provided through intensification within existing urban areas. Policies 3, 4 and 5 do not apply to West Melton. It is noted that West Melton is not included in Policy 4 which seeks to encourage self sufficiency within towns.
40. Policy 6 provides for the integration of Urban Form and Infrastructure within Urban Limits. The subject land is classified as existing zoned land. Policy 6b seeks general accord with the total number of households and the timing of development specified within the identified areas. For West Melton Table 2 identifies that in the already zoned land it is expected that there will be an increase of 570 households by 2020. This is the first development period identified in Change 1. The notes identify that for zoned land the allocation of households assume development at densities that are in accordance with the existing zoning provisions that apply.
41. Policies 7, 8, 9, 11, 12, 14, 15 apply to all or a combination of areas of Greenfield development areas, Outline Development Plan areas, intensification areas, key activity areas, Rural Residential areas, Special Treatment areas. West Melton is not specified as one of these areas and therefore I consider these are not relevant.
42. Policy 10 addresses reverse sensitivity for strategic infrastructure. The only matter potentially relevant is the State Highway. With appropriate design there will be no adverse reverse sensitivity effects.
43. Policy 13 addresses areas outside the urban limits and is not relevant to this Plan Change. Policy 16 addresses monitoring and is not relevant.

ASSESSMENT OF SUBMISSIONS

44. A total of 18 original submissions and three further submissions were received to the Plan Change. I have grouped the submissions by topic area and address each topic in my report. Recommendations to individual submissions are set out fully in Appendix 3 of this report.
45. For the purposes of assessment the submission points are organised into the following groups:
 - a. Oppose PC3 outright (Assessment Group 1).
 - b. Support PC3 (Assessment Group 2)
 - c. External transport connections (Assessment Group 3)
 - i) To State Highway 73 (Assessment Group 3A)
 - ii) To Halkett Road (Assessment Group 3B)
 - iii) Adjoining land (Assessment Group 3C)
 - d. Design (Assessment Group 4)

- i) Density (Assessment Group 4A)
 - ii) Lighting (Assessment Group 4B)
 - iii) Internal road layout (Assessment Group 4C)
- e. Control of development (Assessment Group 5)
 - i) Servicing (Assessment Group 5A)
 - ii) Outline development plan status (Assessment Group 5B)
- f. Neighbourhood effects – West Melton School (Assessment Group 6)
- g. Archaeological Assessment (Assessment Group 7)

Assessment Group 1: Oppose PC3

46. A number of submissions oppose PC3 in its entirety. The key reasons given in the submissions for the opposition include:
- The rezoning will alter the character to West Melton and will affect the rural outlook currently enjoyed.
 - The Plan Change is not necessary and private plan changes being developer driven should not be encouraged.
 - No subdivision of this land should occur until the Gainsborough subdivision is completed and fully sold.
 - The density proposed is not appropriate for a rural area. The development is akin to an urban environment which is not appropriate in West Melton.
 - The Plan Change does not accord with the relevant statutory documents particularly Change 1 to the Canterbury Regional Policy Statement.

Evaluation

47. Overall, the land subject to the rezoning has already been identified as being appropriate to be developed in a way that any rural outlook enjoyed from beyond the site will be affected. As identified earlier the land currently has a mix of Living 1 and 2 zoning with it being deferred until three matters are addressed. Two matters relate to servicing and the third requires the introduction of an Outline Development Plan. The District Plan already identifies that the use of the land is appropriate to change from the current rural use and on this basis in my view the fact that the outlook will change from adjoining areas is an outcome anticipated by the District Plan and as such this change should not count against this Plan Change.
48. In a similar way, the fact that this is a Private Plan change should also not negatively affect the consideration of the Proposed Plan Change. Regardless of the final zoning and the density of

development (which is addressed later in my report) the District Plan provisions applying to the land necessitates a Plan Change occurring. This is because an ODP must be introduced. The only way this can occur is through a Plan Change. In this case it is by Private Plan Change which is an opportunity provided in the Resource Management Act and should not in my view be a negative consideration in any assessment of the Plan Change.

49. The fact that the Gainsborough subdivision is complete and fully developed is not a relevant consideration as to whether this Plan Change should be approved. The District Plan has identified that this land is suitable for development subject to the three matters of the deferral being addressed. I have found no reference in the District Plan that would indicate that additional development opportunities should not be provided until existing areas are completed. Within Change 1 of the Regional Policy Statement all development identified for West Melton is anticipated to occur in the first development period and this Plan Change is consistent with that.
50. The relevant provisions in the statutory documents, including change 1 have been previously identified. With respect to Change 1 the statutory test is that regard is to be had to it. I consider that this has occurred. In my consideration Policy 6 is of most relevance. There is nothing in Change 1 that creates a priority of which land within West Melton urban limit is preferred over any other. Therefore, I consider the location of the rezoning has had regard to Change 1.
51. Density of the development and the appropriateness of this density with respect to Change 1 are addressed later in this report under Assessment Group 4A.

Recommendation

52. The recommendation is that the submissions opposing PC3 be rejected.

Assessment Group 2: Support PC3

53. A number of submissions support PC3 in its entirety. Other submissions are generally supportive of the change but seek some specific matters be addressed. These specific matters are addressed in the relevant assessment group. The reasons given in the submissions for the support include:
 - The developer has liaised with the community regarding the change.
 - The overall proposal is appropriate.
 - The proposal and the provisions included are appropriate.

Evaluation

54. The primary matter for consideration with this Plan Change is not whether the land is suitable development and inclusion within the West Melton Township. I consider that the District Plan and Change 1 of the Regional Policy Statement already identify that it is. Rather the key matter

is what form and density of development is appropriate for this land. This is addressed under assessment group 4.

55. As a result of other submissions some changes to the provisions to PC3 are recommended. It is for this reason that the recommendations to the submissions supporting the change are to be accepted in part, rather than accept them in their entirety.

Recommendation

56. The recommendation is that these submissions be accepted in part.

Assessment Group 3: External Transport Connections

57. This grouping of submissions addresses transport connections and in particular connections to:

- To State Highway 73 (Assessment Group 3A)
- To Halkett Road (Assessment Group 3B)
- Adjoining land (Assessment Group 3C)

58. There are submissions both supporting and opposing the connection to State Highway 73. As a State Highway the New Zealand Transport Agency is the controlling authority for the State Highway. The New Zealand Transport Agency (NZTA) is a submitter to the application supporting the provision of a new access to the State Highway, while recognising that any access will need to be subject to specific design and approval.

59. NZTA also seeks that the ODP specify that there is no individual property access to the State Highway. Other submitters that support the linkage support it outright or seek that there also be provision made for safe pedestrian crossing of the State Highway, by a various means including a tunnel, bridge, and formal crossing points. Submissions also seek that any access to the State Highway be provided a safe distance from other intersections to ensure safety is provided.

60. Submissions opposing the connection to the State Highway raise concern with the traffic safety implications of having four exits to the State Highway in close proximity. The submissions are also concerned with the increase in traffic and potential conflict with other activities such as the community hall and the play centre. Potential concerns regarding conflict between additional traffic and existing parking areas near the State Highway are also raised.

61. A number of submissions have addressed access to Halkett Road. There are three matters raised being:

- there are too many access points proposed to Halkett Road,
- that there be no property access from Halkett Road
- that Halkett Road be widened and any intersections be appropriately designed.

62. One submission from the New Zealand Transport Agency (NZTA) seeks that the Outline Development Plan show a connection from the 'Wilson Block North' to the adjoining Living 2 Deferred Zone.

Evaluation

63. Specific consideration of the traffic and transport related matters in the application and the submissions has been completed by Andrew Mazey, Asset Manager Transportation for the Selwyn District Council. Mr Mazey's report is attached to this report in Appendix 4. I rely on Mr Mazey's report in undertaking my evaluation.
64. With respect to the connection to SH73 Mr Mazey is supportive of a connection being provided, and has provided reasoning in his report. He recognises that there is a need for some flexibility in the specific location of any access. I consider this flexibility can be provided through notations on the outline development plan which identifies that the connections shown are to be provided, but that there is flexibility in the specific location.
65. With respect to ensuring connection between the site and the southern area of West Melton Mr Mazey considers that the proposal will increase the numbers of people seeking to cross the State Highway and considers that measures to ensure safety should be included. He considers that a tunnel would provide this. He expresses some concern with the applicants' proposal for an 'at grade' crossing due to the speed limit of 80km in this area. Mr Mazey considers that it may be necessary to undertake a specific assessment at the time of development to ensure the optimum arrangement of access, pedestrian and cycle facilities, speed and safety considerations can be addressed. In my view this would be a matter for consideration at the time of subdivision. For this plan change the relevant matter is to ensure that the plan provisions enable such consideration to occur. I consider that the current plan provisions are adequate, but if further certainty is sought then an additional notation could be provided on the ODP or an amendment made to one of the subdivision rules.
66. Mr Mazey also raises concern over the timing of when a connection to the State Highway will occur as the land the access will be provided through is not owned by the applicant. While I can understand the desire of Mr Mazey to have more certainty over the timing I am not aware of any mechanism that would enable greater certainty as to timing to be achieved through a Plan Change. A Plan Change can enable development to occur, it cannot require it to occur. This may be a matter the applicant chooses to address at the hearing.
67. With respect to Halkett Road Mr Mazey considers that the current road formation is sufficient to accommodate any traffic demand associated with the Plan Change. He also identifies no issues with the overall number of road accesses proposed, or with any individual property access being provided other than with corner lots. Mr Mazey does identify some specific matters that will need to be addressed at the time of development including the speed threshold treatment to the west. The current provisions relating to subdivision are sufficient to enable the matters raised by Mr Mazey to be considered.
68. With respect to providing a roading connection to the adjoining land to the east this is not specifically addressed in the report by Mr Mazey, but he and I have discussed this prior to my

report being finalised. This land is not specifically included on the ODP but overall it is considered that a link could appropriately be provided and that this would provide the opportunity to avoid a further connection to State Highway 73. While such a connection as sought may not be a necessity it would provide enhanced opportunity to integration between this and adjacent sites. This may be a matter that parties wish to comment on at the hearing.

Recommendation

69. The recommendation to Assessment Group 3A is that those submissions seeking no connection to State Highway 73 be rejected. Those submissions supporting connection to State Highway 73 be accepted. Those submissions seeking safe access across State Highway 73 be accepted in part – the reason for this is that it is a matter that primarily needs to be addressed at any subsequent subdivision stage, rather than at this plan change. The accept in part is that the provisions ensure that safety and access matters can be considered. It is recommended that a notation be included on the ODP that the specific location of the connection is indicative and subject to detailed design.
70. The recommendation to Assessment Group 3B is that those submissions be rejected.
71. The recommendation to Assessment Group 3C be accepted and a potential link be shown on the ODP.

Assessment Group 4: Design

72. This grouping of submissions addresses specific design consideration including:
 - Density (Assessment Group 4A)
 - Lighting (Assessment Group 4B)
 - Internal road layout (Assessment Group 4C)
73. There are a number of submissions addressing density.
74. Some submissions support the density as proposed, some support the mix of density but seek a maximum number of medium density lots be specified, some seek that the lower density lots be retained near the external areas of the site. Others seek that no medium density lots be provided with the minimum area being 800m². The remaining submissions seek that the density be as outlined in the Proposed Selwyn District Plan.
75. One submission by the plan change applicant has been lodged seeking a new rule be included so that potential effects of street lighting adversely affecting the West Melton observatory are addressed.
76. One submission is concerned that the proposed internal roading layout providing loop roads will provide routes favourable for boy racers.

Evaluation

77. Density and the overall number of new residential lots created are in my view the key evaluation matters for this Plan Change.
78. I firstly address overall density of development. The proposed change does result in the potential for individual smaller lots to be created than reflects the primary pattern of development in West Melton. PC3 will enable lots with a minimum size of 500m² to be created on parts of the site identified for medium density development. Concern has been expressed in some submissions that this will result in a pattern of development that undermines the more spacious character of West Melton.
79. PC3 proposes subdivision and density provisions that differ to other zones within Selwyn District. Many areas in Selwyn District rely on the use of average allotment sizes to control density and create the overall character of development. PC3 uses a combination of minimum lot sizes, maximum lot sizes and control on the overall number of lots that can be created.
80. The Selwyn District Plan seeks to provide for a range of section sizes and therefore by itself having small sections in West Melton does not mean that the overall character will be undermined. The character is influenced by the pattern and density of development occurring on the subject land as a whole. For West Melton the Selwyn District Plan is clear that it provides a lower density living environment than other townships. It is also clear in its intent that the overall outcome sought is a density of development less than Christchurch. To me the key to whether small sections will have a detrimental effect on the character of West Melton is primarily affected by the overall quantum of small sections that could occur and secondly by their location. The character could be undermined if there were a significant number of sections created at the minimum size in clusters with high visibility. However, I consider this is not a likely outcome due to the way the provisions applying to this land are drafted.
81. Dealing with the second matter being the location of any smaller sections. This would occur in the medium density areas included in the Plan Change. The zoning proposed means that larger sections will be focussed on the external interface of the proposed site with the existing development in West Melton. This means that any smaller sections will be in a less obvious location. However, as identified above I consider the overall quantum is more important to overall character than location.
82. The provisions provide for flexibility in the size of individual lots created. However, through the imposition of both minimum and maximum lots sizes combined with an overall maximum number of allotments, development will be controlled in a manner which is comparable if average lots sizes controls were imposed. The development that will result will be consistent to development complying with an average size in the Residential 1 Zone for West Melton. This outcome is consistent to the policies proposed to apply to the WM Living Zone.
83. It achieves this because the specification of both minimums and maximums in lot sizes mean that you cannot develop a large number of 500m² lots and then seek to compensate and increase the overall average through providing a small number of large sections. The specification of maximum section sizes do not enable this to occur. The total number of lots needed to be created of 290 provides an additional control. Effectively to achieve the required

number of lots at less than the maximum specified sizes only a relatively small proportion of sections at the smallest size can be created. In my view when considering all possible development scenarios the specific provisions applying to this Plan Change mean that the overall density that will result will be greater than the average for the Living 1 Zone.

84. This means that flexibility in the size of individual lots is provided, but in a manner that means that overall the development will occur at a density and character that will not adversely affect the existing character of West Melton. Overall, I consider that when implemented the Plan provisions mean that the resulting development will be spacious, will not result in adverse effects on the character of West Melton, and will be a lower density than other townships in Selwyn District and Christchurch City. This is consistent with the objectives and policies in the Selwyn District Plan.
85. I accept that this only works through the combination of the minimum and maximum sizes for each area and the specification of the total number of lots not to be exceeded. If any of these individual provisions are changed then the overall ability of the provisions to achieve the desired outcomes would be compromised. If the Commissioner is uncomfortable that an overall density consistent with West Melton may not be achieved then in addition to the minimum and maximum lot sizes and limitation on the total number of allotments it is possible to include an overall average that must not be compromised. If this were desirable then I consider the average size of the Living 1 Zone would be appropriate. However, my view is that this is not necessary, as the current provisions will achieve this outcome anyway.
86. The next matter relates to the overall number of allotments resulting. This issue is different to, but is related to the density of development. As identified in other sections of this report there are no servicing or transportation constraints that would suggest that the overall number of lots created will result in adverse effects. The subject land is located within the urban limit for West Melton therefore the specific location of the land is not at issue. The potential issue relates the relationship of the number of proposed lots with the specification of the number of new households for West Melton included in Change 1 of the Canterbury Regional Policy Statement.
87. For West Melton Change 1 identifies in Table 2 that there can generally be 570 additional households in West Melton. The term generally is used to determine that they are not absolute fixed numbers as there is a degree of flexibility anticipated. As recognised in paragraph 40 of this report when I described Change 1 the numbers for zoned land are purported to be based on the densities as existing in the District Plan. This change seeks to provide for an increase in density beyond that provided for by the current zoning. The Plan Change application identifies that the difference between the yield that could occur under the current zoning and the proposed zoning to be 100 households. If there is an issue with the overall yield in evaluating this Plan Change then it is the 100 difference that should be considered not the total of 290 lots.
88. The potential issue with the overall yield is whether the additional 100 lots associated with PC3 result in other already zoned land not being able to be developed without breaching the overall 570 households in Change 1. While the notes in PC1 identify that the numbers for already zoned land are based on the current District Plan zoning I have seen no evidence that indicates that the increase in yield of 100 potential households will result in other already zoned land not being able to be developed in accordance with its current zoning. I have considered the current zoned land which is subdivided or not and is still undeveloped in West Melton and consider that

based on the current zoning provisions that the overall development yield there is sufficient capacity within the 570 for the additional 100 lots proposed to be accommodated without negatively affecting the development opportunities anticipated for other land. If this is the case then I do not see any issue with the proposed capacity and see no tension with the relevant statutory documents. This does appear at odds with the note to the table in Change 1.

89. I recognise that the rezoning and change in density may impact on the ability for other zoned land to successfully seek a zoning change for a greater density of development while still achieving the 570 households. However, there are no other rezoning proposals in process. Therefore, this cannot be considered as an adverse effect of the PC3. It is a consequence of household limitations being introduced by Change 1 and as such it must be an anticipated outcome that some parties through early timing will have opportunities that others will not.
90. One submitter has identified that there may be an issues with the overall capacity of development in West Melton that PC3 may affect the potential for other zoned land to develop. This party or the applicant may provide evidence at the hearing which addresses this. If it turns out that there is a potential capacity issue then this is a matter that would require careful consideration about the appropriateness of the proposed maximum lot number of 290. If it is shown that there is a capacity issue with the additional 100 potential households and 570 then some tension between PC3 and Policy 6b may result.
91. If there is tension then it is necessary to consider how much weight should be put on the provisions of Change 1. In my view full weight cannot be given to these provisions as there are a number of appeals to the provisions, including specific provisions relating to West Melton. Given the appeals there can be no real confidence in knowing what the final form of the Plan Change 1 provisions will be. Further, at this time the relevant statutory relationship is that regard must be had to the Proposed Change. I consider this is a lesser relationship that if effect were to be given to it. Finally, the only tension is potentially with one policy. I have found that the proposed Plan Change accords with all of the remaining relevant objectives and policies in both Operative Regional Policy Statement and Proposed Change 1. While Policy 6 is clearly an important policy given the uncertainty of its final form, the lesser statutory relationship with a Change versus an operative document, and the fact that my reading of the Policy is that the numbers are not absolute, even if there were some tension with PC1 Policy 6b overall I would not find that PC3 should have its development capacity reduced. This is due to the timing of this proposal and the relevant weighting I give to Policy 6b.
92. Now I consider assessment groups 4B and 4C again I rely on the report of Mr Mazey on these matters.
93. Mr Mazey supports the street lighting being consistent with managing potential effects on the Bells Road Observatory. The outcome sought can be accommodated in the type of streetlights. This is also supported by the applicant and submitters. I see no reason for not incorporating this change to the rules that would apply.
94. Mr Mazey has also considered internal roading layout matters. He has not raised any concern that the proposed roading layout will promote a problem with boy racers. Rather, the road design will promote efficient and effective movement of traffic through and beyond the site. I do not see that the potential effect identified is sufficient to require a redesign of the roading

layout. When dealing with other internal layout matters Mr Mazey has recommended an extension be provided to the proposed cycling network associated with the primary north south road. This can be accommodated through showing such a connection on the ODP within the Plan Change.

Recommendation

95. The recommendation to Assessment Group 4A is that those submissions seeking the density be changed from that notified be rejected. Submissions supporting the density as notified be accepted.
96. The recommendation to Assessment Group 4B is that those submissions be accepted. A new rule 12.1.4.5A be introduced to address this matter.
97. The recommendation to Assessment Group 4C be rejected.

Assessment Group 5: Control of Development

98. This grouping of submissions addresses specific development control considerations including:
 - Servicing (Assessment Group 5A)
 - Outline Development Plan Status (Assessment Group 5B)
99. When considering servicing the key matters raised in the submission is that there is no evidence that any proposed development can be appropriately serviced for sewer, stormwater and sewerage reticulation. The second matter raised is that the provision of water for the development may adversely impact of existing neighbouring wells. The third matter is that if the Council considers it necessary for existing nearby properties in the next 25 years to connect to reticulated water and sewer then the current developer or the Council should pay any costs.
100. One submission seeks that the ODP be specific and final.

Evaluation

101. Matters relevant to servicing have been addressed by Mr Hugh Blake-Manson – Asset Manager at Selwyn District Council. His report is included in Appendix 4. Overall there are no servicing matters that result in constraints on this land being zoned as proposed. The subdivision provisions that apply to the land are sufficient to address any issues at the time of development.
102. One submission is concerned about potential effects on adjoining wells. The relevant water permits have been obtained from Environment Canterbury. Environment Canterbury is the key consent authority with respect to water permits. As the consent has been granted it must be considered that the water can be managed in a manner that achieves the sustainable management of the water resource. On the basis that the relevant consents have been obtained I can find no reason why the Plan Change should not proceed relating to water management.

103. Some submissions raise concern that there may be pressure for other properties to connect to reticulated servicing and if this occurs then the developers of this and other land should pay the cost of that. I do not consider that this is a consequence of, or can be attributed to, this Change.
104. One submission seeks that the ODP be final and not subject to any change. Overall, the purpose of an ODP is to ensure that the key matters necessary to ensure integrated planning and development can occur. The proposed ODP identifies these matters such as key roading connections, reserve location and blue and green networks. While I understand the certainty that the submitter is seeking in my experience in working with ODP's it is important that there is some flexibility built in. It is for this reason that related rules require development to be "in general accordance" with. As identified previously some specific locational matters may change at the time of subdivision and development, for example the exact roading connection to State Highway 73. The rules need to provide for this degree of flexibility.

Recommendation

105. The recommendation to Assessment Group 5A is that those submissions be rejected
106. The recommendation to Assessment Group 5B is that those submissions be rejected.

Assessment Group 6: Community Effects

107. This grouping addresses specific community considerations in this case relating to the West Melton School. One submission was received seeking that land be made available for the West Melton School. The reasons given are that the school is nearing capacity and will require more land.

Evaluation

108. The provision of land for schools is controlled by the Ministry of Education and the School Board of Trustees. There have been no submissions by these parties identifying any need for additional land. Further, if there was such a need the agencies responsible have separate powers available to them to achieve the purchase of land needed.

Recommendation

109. The recommendation to Assessment Group 6 is that the submission be rejected.

Assessment Group 7: Archaeological Assessment

110. This grouping addresses the submission received from the Historic Places Trust seeking that an archaeology assessment be completed prior to any rezoning of the land occurring.

Evaluation

111. The submission acknowledges that there are no recorded archaeological sites on this application site. The submitter considers that an archaeological assessment must be done as without this assessment the Council cannot understand possible adverse effects on archaeological resources and how they may be avoided and mitigated.
112. In the absence of any evidence of archaeological areas on the subject site my evaluation is that an archaeological assessment is not required. There are three key reasons for this.
113. Firstly, the land is already zoned as being suitable for urban purposes. While the PC3 seeks a different density of development than under the current zoning I do not see that this change in density as justification that an archaeological assessment should be undertaken in absence of any evidence of archaeological sites on the subject land. I am also guided in reaching this view by the fact that the three matters needing to be addressed to remove the deferred zoning do not include archaeological matters.
114. Secondly, the Plan Change itself will not result in any physical works or inappropriate subdivision, use and development. The Plan change will provide the possibility for development to occur. Any actual development will be subject to subdivision consent. If it is considered necessary an archaeological assessment could be undertaken prior to any subdivision approval.
115. Thirdly, there are separate powers already in the Historic Places Act 1993 which mean that no party can affect or destroy an archaeological site without having obtained the appropriate permission from the Historic Places Trust. These powers exist regardless of what rules apply through a District Plan and provide a viable alternative to District Plan rules.

Recommendation

116. The recommendation to Assessment Group 7 is that the submission be rejected.

OTHER RELEVANT MATTERS

117. There are two other matters I wish to draw to the attention of the Commissioner one relates to private property access to Weedons Ross Road and the other relates to the provision of reserves.
118. Mr Mazey in his report has addressed issues associated with access to Weedons Ross Road. The proposed ODP currently shows that there will be no individual property access to Weedons Ross Road. There will be roading access from the PC3 site to Weedons Ross Road. There have been no specific submissions addressing this matter. Mr Mazey notes that there are no capacity and efficiency impediments to providing individual property access to Weedons Ross Road. Providing for individual access would be consistent with the Gainsborough subdivision which has individual property access from the east side of Weedons Ross Road.

119. Mr Mazey identifies that the Council wishes to avoid new residential developments turning its back to existing urban streets and roads. He recognises that some upgrading works would be required to Weedons Ross Road but that providing for some individual property access is a desirable outcome. This is a matter that the applicant may wish to address at the hearing.
120. There is currently no impediment to individual access occurring in the Plan Change provisions, however, as no individual property access to Weedons Ross Road is shown on the ODP it may be unlikely to eventuate. If this is a necessary outcome then the options for achieving it are to insert a rule into the plan change that requires some properties to have individual access off Weedons Ross Road. The alternative would be to attach a notation to the ODP identifying that individual property access from Weedons Ross Road is not precluded. While this would enable access to occur it would not require it.
121. The second matter to address relates to the provision of reserves. There have been discussions between the applicant and the Selwyn District Council regarding the need for, and appropriate provision of, reserves.
122. The specific details relating to the taking of reserves and contributions are a matter for consideration at the time of any subdivision. At the time of this Plan Change it is the strategic consideration of reserves at a principle level that are to be considered. The proposed ODP identifies areas of reserve. These areas have been considered by Anne Greenup the Reserves Asset Manager for Selwyn District Council. Overall there are no issues raised with the general location of the reserves. On this basis I see no issues or impediment to the proposed reserves as shown on the ODP.
123. Specific consideration of the quantum and management of any proposed reserve areas and associated contributions will occur at the time of subdivision. At this time specific agreements are likely between the applicant and the Council as to how much reserve is required for reserve contribution and the level of any other contributions.

FINAL STATUTORY ASSESSMENT

124. Overall I consider that the PC3 does achieve the relevant objectives and policies of the Selwyn District Plan. It does have regard to Change 1 of the Regional Policy Statement. It does give effect to the operative portions of the Regional Policy Statement. It does promote the sustainable management of natural and physical resources.

OVERALL CONCLUSION AND RECOMMENDATION

125. I consider that PC3 should be approved subject as notified with the following modifications to the provisions
- 1) The ODP be amended to include:
 - a) a notation that the location of the proposed access to State Highway 73 is indicative and subject to specific design

- b) a notation that there be no individual property access to State Highway 73
 - c) a link be shown between the Wilson North Block at the land to the East
 - d) extend the cycle facilities along the primary north/south road to provide connection from SH73 to Halkett Road.
- 2) A new rule be introduced to Township Volume – Part C – Chapter 12 – Subdivision – 12.1

Utility Cables

12.1.4.5 Whether any utility cables shall be laid underground.

12.1.4.5A For the Living WM (West Melton) zone, whether street lighting options will assist with mitigating any adverse effects on the operation of West Melton observatory whilst not compromising the safe and efficient operation of the road network.

Other possible changes may include:

- 1) Amending Rule 12.1.3.35 (b) Subdivision to provide that either a pedestrian/cycle underpass beneath State Highway 73 be provided or that an approved pedestrian crossing is designed and approved, prior to titles being issues for more than 30 dwellings in the Living WM Zone.
- 2) Amendment of Part C Living Zone Rules Subdivision Table C12.1 to insert another row into (b) to read that the overall density across the whole Living WM Zone must not exceed the average density in the Living 1 Zone.

APPENDIX 1: QUALIFICATIONS AND EXPERIENCE

1. My name is Jane Whyte. I hold the degrees of Bachelor of Arts and Master of Regional and Resource Planning from Otago University. I am a full member of the New Zealand Planning Institute. I have over eighteen years planning and resource management experience.
2. I am a director of RESPONSEPLANNING Consultants Limited, a three director planning and resource management consultancy I established in 2004 specialising in resource management matters. I began resource management practice in 1992. Between 1992 and 1997, I held the position of planner for Ruapehu District Council being jointly responsible for the preparation of the Ruapehu District Plan and all Plan administration matters. Following this, between 1997 and 2000 I worked as an associate with Gabites Porter Consultants. Finally, between 2000 and 2003 I held various positions for the Banks Peninsula District Council, firstly as a Senior Planner, and then for a period of 18 months as Environmental Services Manager.
3. During my professional planning career I have been involved in the development of numerous district plans, plan changes and private plan changes across New Zealand. This includes the: preparation of district plans, providing section 42A reports, acting as a commissioner to determine submissions, participating in and leading plan appeal negotiations and mediations, and providing expert evidence in front of the Environment Court. Further, I have administered a number proposed and operative district plans. In addition, over the years I have prepared many publicly notified and non-notified resource consent applications.
4. I am engaged by Selwyn District Council (SDC) to prepare this section 42A report. My involvement started prior to the public notification of Proposed Private Plan Change 3. To date I have been involved in a number of discussions with the applicant and SDC officers which led to PC3 as publicly notified.
5. I am familiar with the site and the surrounding area. I have undertaken a site visit.
6. For the sake of completion, I note that have read the Environment Court's Code of Conduct for Expert Witnesses, and agree to comply with it. The issues addressed in this report are within my area of expertise. I have not omitted to consider material facts known to me that might alter or detract from the opinions expressed. Further, within my report I record the opinions of others that I rely upon in order to make my assessment.

APPENDIX 2: HISTORY TO PROPOSED PLAN CHANGE 3

1. In relation to the site of PC3, Gillman Wheelans lodged a privately requested plan change with the Council in June 2008. The purpose of the request was to "*enable comprehensive residential development of undeveloped land currently zoned 'Living 1 Deferred', 'Living 2 Deferred' and 'Living 1''*" located to the north of State Highway 73 (West Coast Road), west of Weedons Ross Road and North of State Highway 73 at West Melton.
2. On 27 August 2008 the Council considered this privately requested plan change and resolved to reject the request as a whole. The Council's decision was primarily on the basis that the District Plan had been operative for less than two years (its operative in part date is 10 June 2008).
3. Gillman Wheelans appealed the Council's decision to the Environment Court. The Court considered a preliminary legal issue on what it may consider when reaching its decision on 27 August 2009 (C065/2009). The decision of the Court is that the appeal by Gillman Wheelans is to be heard *de novo*. The Environment Courts decision on this preliminary legal issue was appealed to the High Court by both Gillman Wheelans and the Council. The High Court proceeding is yet to be completed. Consequently, the Environment Court preliminary decision is not 'safe' and the substantive appeal by Gillman Wheelans was not determined because the request was modified as explained below.
4. Following discussions with Council officers, by letter dated 8 October 2009 Gillman Wheelans provided documentation to modify its plan change request. Gillman Wheelans further met with Council officers to discuss the modified request. In response to these discussions, by letter dated 20 November 2009 it submitted further information and modifications to its 8 October 2009 request. On 25 November 2009, Gillman Wheelans confirmed that this documentation formally modifies the original (2008) private plan change request.
5. On 27 November 2009 the Council resolved:
 1. *That pursuant to Clause 24 of the First Schedule of the Resource Management Act 1991, Council modify Plan Change (PC080003) as set out in the 8 October 2009 Gillman Wheelans Limited letter including the attached documentation and as further amended by the 20 November 2009 Cavell Leitch Law letter including the attachment*
 2. *That the Council accept modified Plan Change (PC080003) request as a whole in accordance with Clause 25(2)(b) of the First Schedule of the Resource Management Act 1991.*
 3. *That the information forming part of the modified plan change request be consolidated into a single amended plan change request documentation to the satisfaction of the Environmental Services Manager prior to notification.*
6. Following these resolutions, there was a further process of finalising the content of PC3. This process was completed in late January 2010, at which time the Environmental Services Manager considered the publicly notified form of PC3 to be to his satisfaction.

APPENDIX 3: RECOMMENDATION ON INDIVIDUAL SUBMISSION POINTS**Further Submissions are in italics**

Submitter	Sub No.	Dec. No.	Request	Summary of decisions sought	Assess. Group	Recommendation
Darci Lynn Westergard	S1	D1	Oppose	Deny the Plan Change request. Have the current Preston Downs subdivision wait until Gainsborough subdivision is completed and completely sold.	1	Reject
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D1</i>		<i>Support</i>	<i>1</i>	<i>Reject</i>
Andrew James Trist	S2	D1	Oppose	Deny the Plan Change request. Have the current Preston Downs subdivision wait until Gainsborough subdivision is completed and completely sold.	1	Reject
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D1</i>		<i>Support</i>	<i>1</i>	<i>Reject</i>
Greg Blair	S3	D1	Support in part	Subject to following amendments:	2	Accept in part
		D2	Amend	Support connection to State Highway 73 as long as it does not interfere with community hall access.	3A	Accept in part, but no change to PC3 is necessary
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D2</i>		<i>Support</i>	<i>3A</i>	<i>Accept in part</i>
<i>Selwyn Central Community Board</i>	<i>S8</i>	<i>D2</i>		<i>Support</i>	<i>3A</i>	<i>Accept in part</i>

Submitter	Sub No.	Dec. No.	Request	Summary of decisions sought	Assess. Group	Recommendation
Greg Blair		D3	Amend	There is safe passage made to cross State Highway for children travelling to and from the community hall i.e. pedestrian over bridge or tunnel.	3A	Accept in Part
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D3</i>		<i>Support</i>	<i>3A</i>	<i>Accept in Part</i>
Greg Blair		D4	Amend	That the design slows traffic or allows for a lower speed limit passing through West Melton.	3A	Reject
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D5</i>		<i>Support</i>	<i>3A</i>	<i>Reject</i>
Greg Blair		D5	Amend	Support the mixed density but with the proviso that the large allotments are kept to external site of the development so as to not unduly change the outlook from the existing properties on the western side of Westview Crescent.	4A	Accept, but no change to PC3 is necessary
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D5</i>		<i>Support</i>	<i>4A</i>	<i>Accept</i>
Greg Blair		D6	Amend	Smaller allotments are to be kept to the central area	4A	Accept in part, but no change to PC3 is necessary
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D6</i>		<i>Support</i>	<i>4A</i>	<i>Accept in part</i>
<i>Selwyn Central Community Board</i>	<i>S8</i>	<i>D6</i>		<i>Support</i>	<i>4A</i>	<i>Accept in part</i>

Submitter	Sub No.	Dec. No.	Request	Summary of decisions sought	Assess. Group	Recommendation
Greg Blair		D7	Amend	Non standard lighting is used to minimize light pollution affecting the West Melton Observatory.	4B	Accept in part
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D7</i>		<i>Support</i>	<i>4B</i>	<i>Accept in part</i>
<i>Selwyn Central Community Board</i>	<i>S8</i>	<i>D7</i>		<i>Support</i>	<i>4B</i>	<i>Accept in part</i>
Greg Blair		D8	Oppose	Four connections to Halkett Road are too many. Request two or less entrances and no access to Halkett Road facing allotments.	3B	Reject
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D8</i>		<i>Support</i>	<i>3B</i>	<i>Reject</i>
<i>Selwyn Central Community Board</i>	<i>S8</i>	<i>D8</i>		<i>Support</i>	<i>3B</i>	<i>Reject</i>
New Zealand Historic Places Trust Pouhere Taonga	S4	D1	Oppose	An archaeological assessment should be undertaken by a professionally qualified archaeologist.	7	Reject
Adam & Caroline Henderson	S5	D1	Oppose	If the Council considers it necessary that existing neighbouring properties connect to the Council sewer and water scheme then the developers or the Council must fund this requirement.	5A	Reject
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D1</i>		<i>Support</i>	<i>5A</i>	<i>Reject</i>

Submitter	Sub No.	Dec. No.	Request	Summary of decisions sought	Assess. Group	Recommendation
Adam & Caroline Henderson		D2	Oppose	Minimum lot size of 500m2 to be changed to 800m2.	4A	Reject
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D2</i>		<i>Support</i>	<i>4A</i>	<i>Reject</i>
Adam & Caroline Henderson		D3	Oppose	There should be a limit on the number of allotments in this zone.	4A	Accept, but no change to PC3 is necessary
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D3</i>		<i>Support</i>	<i>4A</i>	<i>Accept</i>
Adam & Caroline Henderson		D4	Oppose	Developers must fund any subdivision related upgrading of existing neighbouring residents existing wells or water provision if needed within the next 25 years.	5A	Reject
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D4</i>		<i>Support</i>	<i>5A</i>	<i>Reject</i>
Adam & Caroline Henderson		D5	Oppose	Developers provide a land package to West Melton School, fund a tunnel under SH73.	6B/3A	Reject
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D5</i>		<i>Support</i>	<i>6B/3A</i>	<i>Reject</i>
Adam & Caroline Henderson		D6	Oppose	Halkett Road to be altered to meet the LTSA requirement of 7m width and the entry / exit points to the subdivision need to provide ample room and visibility for safety.	3B	Reject
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D6</i>		<i>Support</i>	<i>3B</i>	<i>Reject</i>

Submitter	Sub. No.	Dec No.	Request	Summary of decisions sought	Assess. Group	Recommendation
Adam & Caroline Henderson	S6	D1	Support	Support connection to State Highway 73 taking traffic away from Halkett Road and other intersections.	3A	Accept
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D1</i>		<i>Support</i>	<i>3A</i>	<i>Accept</i>
<i>Selwyn Central Community Board</i>	<i>S8</i>	<i>D1</i>		<i>Support</i>	<i>4A/5A</i>	<i>Accept</i>
Adam & Caroline Henderson		D2	Oppose	Subdivision will provide a loop of roads which will be a good track for boy races.	4C	Reject
		D3	Oppose	The village would then sandwiched between two busy roads creating an increase in traffic noise.	1	Reject
RD Hughes Developments Limited	S7	D1	Oppose	Plan Change should be declined unless it can be modified so as to conform to the existing densities provided for within the District Plan as anticipated by the Urban Development Strategy and Proposed Change 1 to the Canterbury Regional Policy Statement, and appropriate provision is made for any necessary upgrades to network infrastructure servicing West Melton.	4A/5A	Reject
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D1</i>		<i>Support</i>	<i>4A/5A</i>	<i>Reject</i>
<i>Richard Reeves Nisbitt</i>	<i>S15</i>	<i>D1</i>		<i>Support</i>	<i>4A/5A</i>	<i>Reject</i>
<i>Selwyn Central Community Board</i>	<i>S8</i>	<i>D1</i>		<i>Oppose</i>	<i>4A/5A</i>	<i>Accept</i>

Submitter	Sub No.	Dec No.	Request	Summary of decisions sought	Assess. Group	Recommendation
Selwyn Central Community Board	S8	D1	Support in part	Subject to following amendments:	2	Accept in part
		D2	Amend	No vehicular access to/from allotments along Halkett Road and that a new rule or other amendment to the Plan Change to give effect to this.	3B	Reject
Adam and Caroline Henderson	S5	D2		Support	3B	Reject
Selwyn Central Community Board		D3	Amend	The new intersection on SH73 should be located an appropriate distance west of the West Melton Community Centre to allow safe vehicular access & egress to/from the car parks associated with the centre.	3A	Accept, but no change to PC3 is necessary
Adam and Caroline Henderson	S5	D3		Support	3A	Accept
Grant Earl Baker	S9	D1	Oppose	No road connection to State Highway 73.	3A	Reject
Richard Reeves Nisbitt	S15	D1		Support	3A	Reject
Selwyn Central Community Board	S8	D1		Oppose	3A	Accept

Submitter	Sub No.	Dec No.	Request	Summary of decisions sought	Assess. Group	Recommendation
Edmund le Grelle	S10	D1	Oppose	Development will affect quality of life due to urban environment proposed. Development of rural land wasn't anticipated by submitter. Not allow wooden fences along Halkett Road (vegetation / hedges would be suitable. May affect private water supplies.	1	Reject
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D1</i>		<i>Support</i>	<i>1</i>	<i>Reject</i>
NZ Transport Agency	S11	D1	Oppose in part	Subject to the following amendments:	2	Accept in part
		D2	Amend	The Outline Development Plan should be amended to include a reference that any connection to State Highway 73 will require the formal approval of the NZTA.	3A	Accept
<i>Selwyn Central Community Board</i>	<i>S8</i>	<i>D2</i>		<i>Support</i>	<i>3A</i>	<i>Accept</i>
NZ Transport Agency		D3	Amend	The ODP should show a connection to the adjoining Living 2 deferred zone	3C	Accept
		D4	Amend	The ODP should identify that there is no direct property access to the State Highway	3A	Accept

Submitter	Sub No.	Dec No.	Request	Summary of decisions sought	Assess. Group	Recommendation
Margaret Longdale-Hunt & Bruce Russell	S12	D1	Support	Progress forward the Preston Downs development in a timely manner	2	Accept in part
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D1</i>		<i>Oppose</i>	<i>1</i>	<i>Reject</i>
<i>Selwyn Central Community Board</i>	<i>S8</i>	<i>D1</i>		<i>Support</i>	<i>1</i>	<i>Accept in part</i>
Gillman Wheelans Ltd	S13	D1	Support	Subject to the following amendments:	2	Accept in part
		D2	Amend	<p>That a new assessment matter is added to the subdivision section as follows:</p> <p>Township Volume – Part C – Chapter 12 – Subdivision – 12.1</p> <p>Utility Cables 12.1.4.5 Whether any utility cables shall be laid underground.</p> <p>12.1.4.5A For the Living WM (West Melton) zone, whether street lighting options will assist with mitigating any adverse effects on the operation of West Melton observatory whilst not compromising the safe and efficient operation of the road network.</p>	4B	Accept

Submitter	Sub No.	Dec No.	Request	Summary of decisions sought	Assess. Group	Recommendation
<i>Selwyn Central Community Board</i>	<i>S8</i>	<i>D2</i>		<i>Support</i>	<i>4B</i>	<i>Accept</i>
CL & DJ Kerr	S14	D1	Oppose	Oppose urban development of West Melton	1	Reject
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D1</i>		<i>Support</i>	<i>1</i>	<i>Reject</i>
Richard Reeves Nesbitt	S15	D1	Oppose	No road connection to State Highway 73.	3A	Reject
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D1</i>		<i>Oppose</i>	<i>3A</i>	<i>Accept</i>
<i>Richard Reeves Nisbitt</i>	<i>S15</i>	<i>D1</i>		<i>Support</i>	<i>3A</i>	<i>Reject</i>
<i>Selwyn Central Community Board</i>	<i>S8</i>	<i>D1</i>		<i>Oppose</i>	<i>3A</i>	<i>Accept</i>
Natalie Jayne Lombe	S16	D1	Support	Generally support plan change.	2	Accept in part
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D1</i>		<i>Oppose</i>	<i>1</i>	<i>Reject</i>
Natalie Jayne Lombe		D2	Support	Support road link and intersection onto SH73 with sufficient separation between intersection and West Melton Community Centre.	3A	Accept, but no change to PC3 is necessary
<i>Selwyn Central Community Board</i>	<i>S8</i>	<i>D2</i>		<i>Support</i>	<i>3A</i>	<i>Accept</i>

Submitter	Sub No.	Dec No.	Request	Summary of decisions sought	Assess. Group	Recommendation
Natalie Jayne Lombe		D3	Support	Support 500m2 minimum lot size as this allows a range of lots and choice for residents	4A	Accept
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D3</i>		<i>Oppose</i>	<i>4A</i>	<i>Reject</i>
<i>Selwyn Central Community Board</i>	<i>S8</i>	<i>D3</i>		<i>Support</i>	<i>4A</i>	<i>Accept</i>
Natalie Jayne Lombe		D3	Support	Support flexibility in lighting plan to ensure that the night sky's of West Melton and the observatory are protected	4B	Accept
<i>Selwyn Central Community Board</i>	<i>S8</i>	<i>D3</i>		<i>Support</i>	<i>4B</i>	<i>Accept</i>
Natalie Jayne Lombe		D4	Oppose	Multiple access onto Halkett Road - would support two or fewer access points	3B	Reject
<i>Selwyn Central Community Board</i>	<i>S8</i>	<i>D4</i>		<i>Support</i>	<i>3B</i>	<i>Reject</i>
Murray Rollison Greta	S17	D1	Oppose	To arrive at a development design (that may not even need a Plan Change) that fits with current zoning densities while allowing for a proper interface with rural surroundings	4A	Reject
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D1</i>		<i>Support</i>	<i>4A</i>	<i>Reject</i>
Murray Rollison Greta		D2	Oppose	A Council controlled outcome with the biggest possible lot sizes. Town sized lot sizes have no place in rural surroundings	4A	Reject

Submitter	Sub No.	Dec No.	Request	Summary of decisions sought	Assess. Group	Recommendation
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D2</i>		<i>Support</i>	<i>4A</i>	<i>Reject</i>
Murray Rollison Greta		D3	Oppose	A ODP should be specific & final	5B	Reject
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D3</i>		<i>Support</i>	<i>5B</i>	<i>Reject</i>
Rolleston Square Limited	S18	D1	Support	Proposed Plan Change 3 is adopted	2	Accept in part
<i>Adam and Caroline Henderson</i>	<i>S5</i>	<i>D1</i>		<i>Oppose</i>	<i>2</i>	<i>Reject</i>

APPENDIX 4: ADDITIONAL REPORTS FORMING PART OF SECTION 42A REPORT

- ANDREW MAZEY
- HUGH BLAKE-MANSON
- ANNE GREENUP



Section 42A Report

Type: **Transportation Assessment**

Applicant: **Gillman Wheelans Limited**

For: **Preston Downs, West Melton Plan Change**

By: **Andrew Mazey, Asset Manager Transportation**

Date: **8 June 2010**

Introduction

1. My full name is Andrew McDonald Mazey. I am the Asset Manager Transportation at Selwyn District Council ("the Council"). I have 20 years experience with Selwyn District's roading network while being employed by the Council. Over this time, I have held various roading related positions with the Council. I have held the position of Asset Manager Transportation for 4 years, and prior to that Asset Manager Roding for a further 5 years.
2. As an asset manager the main area of responsibility is to provide my expertise and advice to the Council on the medium to long term strategic direction and provision of land transport infrastructure in the District. Part of my role is also to review when required proposed new developments such as plan changes and other activities from a transport perspective. I also review and recommend appropriate transport conditions relating to proposed activities. This is to represent the Council's best interests and responsibilities in the provision of its land transport network in accordance with any established policies, bylaws, legislation, and best practise engineering requirements.
3. I have been asked by the Council to provide expert transportation evidence regarding the transport and traffic effects and issues arising from the current Preston Downs Plan Change ("PC3") lodged with the Council by Gillmans Wheelans Limited ("the Applicant"). PC3 seeks a change to the District Plan to

enable higher density residential development in an area to west of Weedons Ross Road adjacent to the existing West Melton township.

4. The Applicant has produced a Transport Assessment Report ("TAR"). This was prepared by the Traffic Design Group in December 2009. In parts it also reflects my previous input into the development of the roading and transport aspects associated with PC3 as represented by the Applicant.
5. This evidence takes the basis of generally highlighting issues by exception associated with the TAR and those raised by submitters to PC3. Where there are no significant concerns with that proposed by the Applicant then these are not discussed herein.

Proposal

6. The roading and transport network proposed by the Applicant establishes an internal hierarchy of roads and streets consistent the terminology used in Councils recently adopted Design Guide for Residential Subdivision in Urban Living Zones ("The Guide")
7. The localised network proposed in some cases is not supported by some of the current transport provisions in the District Plan, for example road classifications and relevant standards, and intersection spacing's. A proposed Council initiated Plan Change ("PC12") is intended to enact the changes necessary to the District Plan to support the intentions of The Guide and to inform and regulate subsequent plan change and subdivision applications. PC3 is not seen as inconsistent to the outcomes sought from PC12.

For the purposes of my report I will be focusing on the following key issues:

- West Coast Road (SH73) Connection and Severance
- Halkett Road Access
- Weedons Ross Road Access
- Walking and Cycling, and Public Transport Provisions
- Other

8. Previously these, and other aspects, have been discussed with the Applicant and other Agency's such the NZ Transport Agency ("NZTA") and Environment Canterbury ("ECan"). I also have a background in the roading and transport issues associated with West Melton relating to the original township assessment and submission processes involved with the formulation of the current District Plan.

Relevant Documents/Policies

9. The following documents, policies and information are considered relevant to this report:
- Christchurch, Rolleston and Environs Transportation Study (2007)
 - Greater Christchurch Urban Development Strategy and Action Plan (2007)
 - SDC Walking and Cycling Strategy and Action Plan (2009)
 - SDC Greater Christchurch Travel Demand Strategy (2009)
 - Draft SDC Plan Change 7 – Strategic Growth of Townships (2009)
 - Proposed SDC Plan Change 12 – Transport Variations (planned 2010)
 - 2009/19 Selwyn Community Plan (LTCCP)
 - SDC Design Guide for Residential Subdivision in Urban Living Zones (July 2009)

Evaluation

10. This report brings to together a number of the main technical, operational, asset management, and strategic transport issues in some relative context relating to the Application, in particular those relating to the TAR and those raised by submitters.

Issue 1 – West Coast Road (SH73) Connections and Severance.

11. I strongly support the stated intention to create a new southern connection from PC3 to SH73. This is seen as critical to achieve effectively distributed traffic

patterns that avoid the less sustainable use of only local roads such as Weedons Ross Road and Halkett Road. In simple terms this connection will serve the southern area of the development while Halkett Rd will serve the northern area of PC3, as well as providing efficient multi modal transport connections between them.

12. My previous discussions with the NZTA Network and Highway Operations Division promoted this new connection to SH73 as it was seen as critical to mitigating the effects on Councils local roads, as well as the existing SH73 and Weedons Ross Road intersection.
13. It is appreciated submitters concerns about the relationship between the new intersection and access to the Community Hall. It is my opinion that at the time of subdivision consent this will be a matter of design detail to determine the best positioning. In that respect some flexibility to shift the intersection east or west needs to be signalled at this stage.
14. Council is currently investigating strategic land purchase options to the south of SH73 to expand the existing community facilities. Included in this is the intention to facilitate good desire line connectivity across SH73 between the proposed new SH73 intersection to the north and the Community Hall and the sports fields to the south for pedestrians and cyclists.
15. The issue of severance created by SH73 between PC3 and these southern community facilities is an important safety issue for pedestrians and cyclists wishing to gain access to these facilities. In a similar situation a condition of consent was imposed on the Gainsborough Subdivision to the east of Weedons Ross Road to install a pedestrian underpass to cater for their future residential areas to the south of SH73.
16. For PC3 the requirement for such a facility would perhaps be seen as more justified in view of the more immediate need to provide a safe connection to the community facilities. While underpasses (or overpasses) can provide the highest degree of safety to pedestrians and cyclists by separating these users from vehicles on SH73, underpasses themselves can create personal safety and anti social concerns due to their enclosed nature and restricted public

surveillance characteristics. With care and attention they can be designed to mitigate these aspects.

17. The Applicant proposes that an “at grade” crossing be utilised instead. I have some concerns with this suggestion due to the existing 80kph speed limit along this section of SH73, which I believe is possibly too high to support a crossing of this nature. The presence of such a crossing in itself would not likely warrant a reduction in the speed limit on this basis alone. Both the Applicant, and the NZTA as a submitter to PC3, do not adequately address this point, and to that end provide any certainty to what maybe a appropriate solution to this issue.
18. While the management of the State Highway corridor is the responsibility of the NZTA, I recommend that there needs to be a more detailed integrated safety assessment of the corridor along SH73, relating to the interaction of all existing, planned and proposed intersections, at grade or grade separated pedestrian and cycling crossing facilities, and speed limits. It seems inconsistent that one developer is required to provide an underpass while another may not. I believe there should be a rationalisation of these intentions to provide the most efficient and safest solution for all parties in relation to the additional effects created by PC3.
19. **Outcome Sought:** That PC3 includes the requirement to create a new intersection with SH73 west of the Weedons Ross Road intersection to serve PC3, recognising that some flexibility it is required in its positioning to consider the presence and access to the Community Hall and associated community facilities. This will require detailed assessment and design to the approval of the NZTA and Selwyn District Council.
20. Some certainty needs to be provided as to when this will occur based on the staging of PC3, reflecting also that access to SH73 is via land (referred to as the Wilson Block) that is not owned by the Applicant.
21. A detailed corridor assessment is required along SH73 to determine the optimum arrangement of intersection positioning, pedestrian, pedestrian and cycling crossing facilities, and speed and safety measures in an integrated manner for access to West Melton.

Issue 2 – Halkett Road Access

22. Some submitters have suggested that no direct property access to Halkett Road should be provided. I do not agree this is as Halkett Road can accommodate this role as a peri urban road providing an interface between the development areas to the south and the rural areas to the north. The sizes of the lots are larger along Halkett Road, so correspondingly the number and density of vehicle entranceways will be less than a typical urban street. Corner lots that share frontage with a new internal road can have access from those roads in preference to Halkett Road.
23. The presence of the entranceways will likely provide sufficient justification to enable a lower speed limit to be introduced along Halkett Road. This in turn will provide a lower speed environment to the benefit of the proposed new road intersections serving the development area. This can then also encompass the existing Weedons Ross Road intersection and the Gainsborough Subdivision in a more consistent and integrated manner along a longer length of Halkett Road. These need to be supported by the appropriate speed threshold treatments at either end.
24. If direct access was not utilised then these lots would have to revert to using either long and/or shared Right of Ways from the internal roading network. This would be contrary to that suggested in The Guide which seeks to reduce this more undesirable urban form and would compromise the layout of the higher density lots immediately adjoining them to create these access points. In addition preventing access in this way would also give rise to the use of high and continuous fences along Halkett Road that is contrary to The Guide and the adjoining rural amenity.
25. **Outcome Sought:** That direct property access is provided along Halkett Road to the larger density lots proposed along this road frontage, but where available corner lots shall access new internal roads.
26. The Applicant shall provide a speed threshold treatment to the west of PC3 on Halkett Road in a position and configuration to the prior approval of the Council based on the assessed speed management regime determined.

Issue 3 – Weedons Ross Road Access

27. The Applicant is proposing that no direct property access is provided along the west side of Weedons Ross Road from PC3. From a transport perspective there is no impediment from a capacity and efficiency perspective why Weedons Ross Road can not accommodate this function. This is consistent with the view taken with the new Gainsborough subdivision along the east side of Weedons Ross Road. As for Halkett Road, Council wishes to avoid new residential developments turning its back to existing urban streets and roads, or those that can fulfil this opportunity, to enable a more integrated urban and inclusive form to be achieved in accordance with The Guide.
28. On this basis the west side of Weedons Ross Rd would be required to be upgraded by the Applicant to provide kerb and channel, footpath and lighting etc to fulfil this function. The existing speed limit would also be able to be extended north to Halkett Road providing a connected and consistent speed environment between Halkett Road (as sought to be achieved above) and Weedons Ross Road, including the connectivity of infrastructure such as footpaths etc.
29. **Outcome Sought:** That the Applicant shall provide direct property access along Weedons Ross Road and provide the necessary infrastructure such as kerb and channel, footpaths, lighting and associated carriageway works to support this function to create an integrated and cohesive urban street environment from existing infrastructure north to Halkett Road.

Issue 4 – Walking and Cycling, and PT Provisions

30. I generally agree with that proposed by the Applicant in these matters and note the reference to Councils Walking and Cycling Strategy. In this strategy there is the future intention to link Rolleston to West Melton with a cycleway and to then extend this to a pathway planned along side the Waimakiriri River planned by Environment Canterbury as part of a regional park.
31. This will need to cross SH73 and is an important consideration in relation to that raised in Issue 1, and the severance created by SH73. While there is a

district or regional connection requirement, there will also be a local demand as well generated by PC3 that extends from Halkett Road to SH73.

32. Plan 6, Movement Network in the TAR, shows cycling facilities extending along the proposed primary north–south road, from SH73 to the proposed west–east road. As advised to the Applicant previously, it is logical to extend this to Halkett Road so it can serve both the development areas in the northern areas of PC3, but also a wider district connection through PC3 to Halkett Road and beyond.
33. In regards to Public Transport Provisions I note that the Red Bus Company has recently started trialling a daily bus service to Darfield that includes stops at Kirwee and West Melton. The success or otherwise of this service will be reviewed in approximately 2 months as to its continuation. Should a more comprehensive or longer term bus service be provided either independently, or by ECan as part of its Metro Strategy, I envisage a circuit from SH73 using the proposed main north-south primary road, connecting to Weedons Ross Road as a possible township bus route. Carriageway design standards will need to cater for this, and perhaps other main routes in the development area. Further advice on likely future bus routes and requirements will need to be sought from ECan when more detailed design plans are produced.
34. **Outcome Sought:** The Applicant shall extend specific cycling facilities along the primary north-south road to provide a continuous connection from SH73 to Halkett Road that includes recognition of the wider connections to the south of PC3 to existing community facilities, and north as part of future wider district connections. The nature of the cycling facilities within proposed road reserve in PC3 shall have the approval of Council in respect to options for either on or off carriageway facilities.

Issue 5 – Other

Street Lighting:

35. I agree with the principle to extend or confirm controls on the West Melton Lighting Zone (as currently provided for in the District Plan, Rule 9.18) if this is

confirmed warranted (not a transport assessment matter) relating to the Bells Road Observatory. This is in respect to Council being in a position to confirm new street lighting specifications and installation standards relating to this infrastructure in the PC3 area.

Halkett Road Carriageway:

36. Some submitters have raised the issue that Halkett Road should be widened to 7m or more in accordance with LTNZ requirements. Firstly the reference to LTNZ is incorrect as this Agency now exists as NZTA, however this is still not relevant as the correct reference is to Austroads Standards and Guidelines relating to Councils local roads. I am satisfied at this stage that the section of carriageway along Halkett Road does not need specific widening based on its intended peri urban nature and envisaged traffic demands.
37. The new intersections created on Halkett Rd will involve significant localised widening and improvements and this is likely to suffice. When the area is developed and traffic increases, Council can review this based on any specific problems that may manifest themselves, and impose conditions via subdivision consent applications utilising its Development Contribution Policy as detailed in its Selwyn Community Plan (LTCCP).

Weedons Ross Road Classification Status:

38. It is intended through PC12 that Weedons Ross Rd through the township and beyond becomes an arterial road. Currently it is listed as a local road. The establishment of Weedons Ross Road as an arterial is consistent with CRETS and wider district orbital route sought to be established from West Melton to Lincoln. On this basis the upgrading requirements on Weedons Ross Road could likely change as a result of this compared to current District Plan over the course of the developments arising from PC3.

PC3 - Subdivision Staging:

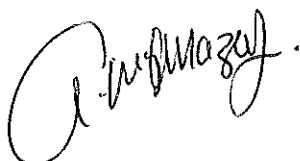
39. In further reference to Issue 1 above, I have no appreciation on how PC3 maybe staged to determine the relative traffic generation and the corresponding works or measures that the Applicant will be undertaking to mitigate these effects as development occurs. This is necessary to ensure

operational management of the surrounding network is provided for, including the incorporation of either developer or Council initiated works. A similar point was also made above in Issue 1 regarding the timing of the new SH73 intersection west of Weedons Ross Road.

Conclusions

40. From a localised roading and transport perspective I see no major impediment to PC3 being approved based on the current Application and the Traffic Assessment Report. This reflects in part the advice and input NZTA and I have provided prior to the Application being lodged. I believe the new intersection onto SH73 west of Weedons Ross Rd, and the connection it provides into the south of the PC3 area, is very important to safely and efficiently manage the increase in traffic generated without sole reliance on Councils local roads and existing state highway intersections. I acknowledge the NZTA's general acceptance of this as the state highway manager.
41. I consider that the issue of severance created by SH73 between PC3 to the north and Council community facilities to the south is another important issue that needs further consideration. A more holistic and integrated approach to the functioning of the SH73 transport corridor associated with West Melton is needed that incorporates existing, planned and proposed connections and access along and across the state highway.
42. The treatment of the local roads such as Halkett Road and Weedons Ross Road relating to access and the corresponding upgrading and speed management issues needs to be confirmed so these situations are treated in a consistent way that is cognisant to the existing township and the Councils Design Guide for Residential Subdivision, and the overall safety and efficiency of the existing and expanded urban network being created.
43. From a strategic view point the Application is contrary to some transport objectives associated with the UDS and supporting Strategies such as the Greater Christchurch Travel Demand Strategy, which generally seeks to minimise the effects of private motor vehicle trips arising from growth utilising good land use planning and the provision of other transport modes.

44. The proposal will generate more commuter based trips to Christchurch, however as PC3 seeks to increase the density of residential zoning in this area from that currently provided in the District Plan, there was already an expectation this would occur to some extent anyway. The incorporation of good (and sought to be improved) pedestrian and cycling linkages through the proposed development will mitigate short local car based trips. Therefore it can be viewed that the higher density zoning sought and the configuration of the proposed development may provide more opportunities for these facilities than the existing lower density zoning could support, as currently allowed for in the District Plan.



Andrew Mazey

Date 10/6/2000.

Asset Manager Transportation

Selwyn District Council

REPORT

TO: District Planner

FOR: Private Plan Change 3

FROM: Asset Manager Utilities

DATE: 14 June 2010

SUBJECT: **Peer Review of Infrastructure Services Assessment Related to an Application for a Private Plan Change 3 (Preston Downs)**

1. RECOMMENDATION

That this report is received

2. PURPOSE

- 2.1 The purpose of this report is to detail a review of an Infrastructure Services as part of the application to Selwyn District Council “The Council” for a Plan Change to the Selwyn District Plan. The plan change application is intended to enable subdivision and development of land West Melton. The legal description of the land is RS 9228, RS 16529 and RS 9227

3. BACKGROUND

- 3.1. The Asset Manager Utilities is responsible for Community water, wastewater, stormwater, land drainage and all stock waterrace systems with in Selwyn District Council.
- 3.2. He has walked over the site previously and identified likely stormwater flow paths.
- 3.3. He has developed a 5Waters Strategy, Sustainability Principles, 5Water Activity Plans and Asset Policy. Each of these cumulatively assists in directing infrastructure quality, location and scale in the district.
- 3.4. He has been involved in the Water Take and Use consents and Stormwater consents applied for on this site.

4. 5WATERS-SUSTAINABILITY OF INTEGRATED PLANNING

- 4.1. Selwyn District Council has adopted a long term integrated forward plan for district water infrastructure which includes West Melton. The water resources planning documents include a set of sustainability principles accepted by Council 2008 and a 5Waters strategy adopted in August 2009.

- 4.2. Further strategic and specific Asset Management planning and funding processes are reported in Councils 5Waters Activity Management Plan, Long Term Community Council Plan and Annual Budgets.
- 4.3. Council Staff are currently preparing policies for potable water demand in loss control and 5Waters Infrastructure renewal prioritisation.
- 4.4. The Council is developing an Engineering Code of Practice. Compliance with that Code will be required.
- 4.5. Council has a base water network model developed and maintained for this area.
- 4.6. Potable water, wastewater and stormwater are considered in the proposal. Land drainage considerations are not discussed given Council does not have a land drainage scheme in this particular area.
- 4.7. Waterraces are located in this site. A public good (Urban) rate has been set to contribute to enhancement of the Urban waterraces.

5. DISTRICT PLAN REQUIREMENTS

- 5.1. The proposed subdivision will be assessed under the Selwyn District Plan at the time of hearing any subdivision consent application. The application however generally satisfies the water-related objectives, policies and methods of the District plan, as outlined below.

WATER OBJECTIVES	PROPOSAL	COMPLIANCE
<p>Objective B1.2.1 Expansion of townships in Selwyn District maintains or enhances the quality of ground or surface water resources.</p>	<p>Reticulated water supply, wastewater and stormwater networks; water supply via secure wells; stormwater treatment by swales and wet ponds; improved riparian conditions; wastewater treatment and disposal via pipeline to upgraded Rolleston system; groundwater collection via new subsoil drains with disposal to surface water.</p>	<p>Yes</p>
<p>Objective B1.2.2 Activities on land and the surface of water in Selwyn District:</p> <ul style="list-style-type: none"> – Do not adversely affect ground or surface water resources; – Do not adversely affect waahi tapu or waahi taonga; – Maintain or enhance the ecological and habitat values of water bodies and their margins; – Maintain or enhance the ecological values of sites on mahinga ki (food gathering); and – Promote public access along rivers and streams, where appropriate. <p>POLICIES AND METHODS</p>	<p>Proposal as described in B 1.2.1 above</p> <ul style="list-style-type: none"> – Minor localised effects on groundwater resources – No known Maori cultural issues – Benefits likely – Status quo or improvement – Would be achieved 	<p>Yes</p> <p>Yes</p> <p>Yes</p> <p>Yes</p> <p>Yes</p>
<p>General Policy B1.2.3 Ensure all activities in townships have appropriate systems for water supply, and effluent and stormwater treatment and disposal to avoid adverse effects on the</p>	<p>Proposal as described in B 1.2.1 above</p> <p>Would be achieved</p>	<p>Yes</p>

WATER OBJECTIVES	PROPOSAL	COMPLIANCE
<p>quality of ground water or surface water bodies.</p> <p>Policy B1.2.2 Ensure land rezoned to a Living or Business zone can be serviced with a water supply and effluent and stormwater disposal without adversely affecting groundwater or surface water bodies.</p>	<p>Surface water (flooding) yet to be demonstrated</p>	<p>Expected, subject to demonstrating sufficient storage and sufficiently low outflow rate to avoid downstream flooding effects.</p>
<p>Water Supplies Policy B1.2.3</p> <p>Require the water supply to any allotment or building in any township to comply with in current New Zealand Drinking Water Standards and to be reticulated in all townships, except for sites in the existing Living 1 Zone at Doyleston</p>	<p>As above</p>	<p>Yes</p>
<p>Policy B1.2.5</p> <p>Require any sewage treatment and disposal to be reticulated in the townships of Castle Hill, Doyleston, Lake Coleridge Village, Leeston, Lincoln, Prebbleton, Rolleston, Southbridge, Springston, Tai Tapu and West Melton.</p>	<p>As above</p>	<p>Yes</p>

6. WATER SUPPLY

- 6.1. Development is expected to include interconnection with the existing network.
- 6.2. Council is aware that it does not have consent to take water at a rate and volume which will meet the predicted needs of this development. The consent granted to Gilliam Wheelans Holdings Limited in December 2009 CRC080102 clearly identifies that it shall be exercised in conjunction with Council well CRC010887
- 6.3. The applicant will be responsible for undertaking and meeting the costs of any works required to provide water within the proposed development, to Councils standards.
- 6.4. Updating Councils water supply network model will be at the applicants expense.

7. WASTEWATER

- 7.1 The applicant will be required to access Councils sewerage rising main to the Rolleston wastewater scheme. Access to this has been made available.
- 7.2 Council has consulted with the West Melton residents. At this point there is limited demand to join in with any infrastructure works that the applicant may undertake.

8. STORMWATER AND GROUNDWATER

- 8.1. The applicant has obtained a Resource Consent to treat and discharge stormwater.
- 8.2. Asset Delivery staff have stated previously that the first two years operation is the responsibility of the applicant.
- 8.3. Stormwater Management shall as a priority take advantage of ground disposal.
- 8.4. A number of specific assessments and analyses will be required to be undertaken at the time of subdivision once a specific scheme layout has been confirmed, should the requests be formalised. These include, but are not limited to the following:
 - a) Possible insect nuisance & hazards
 - b) The ability and costs for Council to monitor systems and observe them. It does not support consents which require property owners to meet certain conditions

- c) Lack of clear benefit/cost analysis, including Life Cycle costs to all contributing rate payers compare to other alternatives.
- d) System effectiveness in major storms when their capacity may have been used before the most intensive rainfall occurs

8.5. I consider that the applicant be asked at the subdivision stage to confirm that the capacity of the proposed stormwater system is sufficient to treat and dispose of stormwater from upstream catchments contributing to this area and the preposed land to be developed itself and that the preposed discharge rate will be constrained to avoid any increase in flooding down stream up to and including the following:

- i. At least fifty year arrows returned interval storm
- ii. Critical duration to include downstream affects as far as the Canterbury Regional Council Land Drainage Catchment
- iii. Utilising intensity/duration data to include full climate change to at least 2090 as provided in Selwyn District Councils 2009 Rainfall rates review.

8.6. The applicant should be asked to provide a development and maintenance plan for Council for review before subdivision consent stage. More information should include how the proposed stormwater ponds or treatment arrears are be laid, planted and managed in the short, medium and long term. Issues to cover include avoiding or mitigating infestation by nuisance or noxious weeds in bird species including ducks and geese. Confirmation of ease and safety of ongoing truck access for maintenance including sediment and excess plant matter removal will be required. Confirmation of design, operation and maintenance of the proposed first flush infiltration system should also be provided.

8.7. The layout of plantings, walkways etc to allow ecological continuity with nearby catchments should also be detailed.

9. SUBMISSIONS

9.1. No submissions have been noted

10. CONCLUSIONS AND RECOMMENDATIONS

10.1. The applicants proposal for water supply, wastewater and stormwater systems is sufficiently developed at the preposed plan change stage to confirm that there are no fundamental reasons relating to the systems for the plan change not to proceed however it its noted

- i. Further information on water supply is to be provided at the time of any subdivision consent application. That information should include:
 - Defining any requirements brought about by the proposal for additional water take together with information on expected capital, operating and monitoring costs. Updating of Councils water supply network model at the applicant expenses is expected to be required.
- 10.2. The proposed stormwater system should be presented noting the issues raised in s8 (above).
- 10.3. A wastewater system is available to meet the proposed demands of this plan change area at present.
- 10.4. The applicant is to provide a development and maintenance plan for Council to review before subdivisions consent stage with respect to stormwater. The information should include how the preposed stormwater ponds are to be laid out planted and managed in the short medium and long term. This used to cover include avoiding or mitigating infestation by nuisance noxious weeds and bird species including ducks and geese. Confirmation of ease and safety of ongoing truck access for maintenance including sediment and excess plant matter removal will be required. Confirmation of design, operation and maintenance of the proposed first flush infiltration system should also be provided.

Reserves:

The plan shows a network of open space, some of which serves a dual purpose as stormwater basins. There has also been an effort to preserve some of the interesting landform on the site, which will give much needed viewpoints from the site to the mountains and towards the Port Hills.

The open space components are well connected to the existing residential area and have a balanced distribution, to serve both existing and potential residents. There is no provision for a range of sportsfields, which are catered for elsewhere in West Melton on the other side of SH73.

The Council recently agreed to purchase, subject to conditions, parcels of land to achieve an extension of the West Melton Domain but the details are still public excluded. The purpose of the purchases is to provide for community facilities for the township, especially to meet sports and recreation demand, as identified in the Community Services Activity Management Plan (2009).

If these purchases are concluded, West Melton will have a more balanced and useful distribution of open space, to meet both active and passive recreation needs.

If these purchases are successful, land for public open space will not be in short supply in West Melton. It is understood between the Council and the applicant that the Council will require a significant cash contribution from the Preston Downs subdivision to help finance these recent purchases. Below is an extract from a letter to the Council, authored by Hamish Wheelans on June 10th 2010.

“I expect the detail will be fleshed out as part of the subsequent subdivision consent discussions. Ultimately we accept even with the additional reserve land we propose to supply as part of the Plan Change request, we will still be required to contribute cash. This will be assessed under the relevant DC Policy subject to the matters raised above.”

The Plan Change open space proposals have therefore been approved in principle, subject to more detailed calculations occurring at each stage of subdivision. The plans are satisfactory in the area and location of open space for the purpose of the Plan Change.

The landscape approach on the open space has been explained to the Council at a concept level and is relevant to the West Melton environment and the character of the site. This concept includes the use and retention of rural features and fencing, with some areas of unmown grass where appropriate. Re-vegetation is also proposed, using species which are able to stand the dry well-drained site conditions, while still reflecting the history of the area from a botanical point of view.

The Council is satisfied that its open space concerns have been addressed in the Plan Change documents and that the proposal is appropriate for the size and density of the proposal.

Anne Greenup