

Attachment A – Statutory Requirements of Section 32 of the Act

Before a proposed plan change is publicly notified an evaluation must be carried out by the person making the request. The evaluation, carried out under Section 32 of the Resource Management Act, must examine:

- (a) the extent to which each objective is the most appropriate way to achieve the purpose of the Act; and
- (b) whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives.

The evaluation is required to take into account:

- The benefits and costs of policies, rules, or other methods; and
- The risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods.

The Guidance Note on Section 32 analysis on the Quality Planning website makes the following statement:

Appropriateness - means the suitability of any particular option in achieving the purpose of the RMA. To assist in determining whether the option (whether a policy, rule or other method) is appropriate the **effectiveness** and **efficiency** of the option should be considered:

- **Effectiveness** - means how successful a particular option is in addressing the issues in terms of achieving the desired environmental outcome.
- **Efficiency** - means the measuring by comparison of the benefits to costs (environmental benefits minus environmental costs compared to social and economic costs minus their benefits).

In this case it is the appropriateness of the rezoning of rural land for residential use that needs to be examined.

Objectives of the District Plan

As the Proposed Plan Change does not seek to alter in any objectives or policies of the Selwyn District Plan Volume 1 - Township, the examination under Section 32(3)(a) of whether the objectives of the District Plan are the most appropriate way of achieving the purpose of the Resource Management Act is not required. This is because it is assumed that as the District Plan is operative they have been deemed to be the most appropriate way to achieve the purpose of the Act.

Similarly, it is assumed that as no policies are proposed to be altered, that they are the most appropriate means of achieving the objectives of the District Plan.

Although an assessment of the appropriateness of the objectives and policies of the Plan is not required, it is worthwhile to consider the proposed development (provided for in the proposed plan change), against the existing objectives and policies to ensure consistency. Most of the objectives of the District Plan have relevance when considering a rezoning proposal. The following is an assessment of the proposed change against the objectives contained within the Plan, with a detailed discussion on the specific Lincoln growth policies.

Part B1 – Natural Resources

The ‘Land and Soil’ objectives and policies seek to firstly minimise the adverse effects from contaminated soil and unstable land on people, their activities, ecosystems and land and soil resources. Given the previous use of the site, three investigations into potential soil contamination and possible remediation required were undertaken by Golder Associates in 2007. The initial preliminary report concluded that the site represented a low risk in terms of significant ground contamination. Whilst the investigation identified some sites that were worthy of further investigation, overall the initial report concluded that the site was suitable for residential development. The second investigation in September 2007 examined in greater detail the areas identified in the first report, again it was concluded that the levels identified were below the guidelines levels of residential sites, and notes that there was a small area where traces of lead were found which should be kept as open space. This area coincides with the area around the spring. The third investigation undertaken by Golder Associates in December 2007 examined in more detail the issue surround lead contamination that had been raised. This report concluded that the levels identified below guidelines levels and given the proposed use of the area as open space the site did not represent a human health risk. Copies of the Golder reports are available on request. Following these investigations Environment Canterbury’s Listed Land Use Register now records the site as being the category “Below Guideline Values for Residential and Recreational Parkland land use”.(Appendix F) Given this classification, the site can not be considered contaminated and that as such the proposed rezoning does not represent a risk to future owners or the environment.

The land and soil objectives and policies also seek to ensure that any new residential areas do not create shortages of land for other activities in the future. Liffey Springs has been identified as being an appropriate area for residential growth, in both the Lincoln Structure Plan and the proposed change to the Regional Policy Statement. The identification of growth areas in both of these documents has been undertaken to ensure that township growth is compact and does not adversely impact on productive areas of the region. Given the classification of the site by Environment Canterbury as being ‘Below Guideline Values for Residential and Recreational Parkland land use’ and the identification of the site for growth, the rezoning of Liffey Springs is considered to be consistent with these objectives and policies.

The 'Water' objectives and policies within the District Plan seek to:

- ensure that township growth maintains or enhances the quality of ground and surface water,
- ensure that activities on land do not adversely effect these resources or *waahi tapu* or *waahi taonga*,
- promote the maintenance or enhancement of ecological and habitat values of waterbodies, and
- promote public access to waterways where appropriate.

An report of the potential impact of the stormwater discharge from Liffey Springs into the LII River has been undertaken by Aquatic Ecology Limited.(Attachment E) AEL's report notes that the no rare aquatic fauna were found in their assessment of the LII River, however they did identify the four common fish species within the headwaters of the LII River, being bully, longfin eel, shortfin eel, and upland bully, while invertebrate fauna was dominated by common freshwater crustacean (*Paracalliope fluviatilis*, an amphipod). In relation to the fauna found, the AEL report notes

In summary, there is no evidence that the addition of episodic treated stormwater into the LII headwaters will be detrimental to environmental values. The most sensitive organism present in the mixing zone for which reliable stormwater contaminant test is available is a freshwater amphipod. Examination of available information indicates that the expected concentration for the stormwater discharge will not cause deleterious effects to this sensitive organism.

Given the proposed esplanade reserves and associated riparian plantings that are proposed, the AEL report makes the following comment:

It is intended that this waterway will be subject to a riparian planting program which is likely to directly benefit the invertebrate and fish communities. The importance of riparian planting to the aquatic ecology has been demonstrated on many occasions, including in highly urbanised and pastoral settings (Collier & Scarsbrook 2000; McMurtrie & Taylor 2003; Quinn 2000).

Overall AEL conclude that

the impacts of the treated stormwater discharge on the resident fish fauna is considered to be no more than minor. Indeed the riparian revegetation of the banks associated with the residential development could enhance instream values and maintain bank stability.

The proposed change includes an Outline Development Plan showing reserve and esplanade reserve areas along the banks of the L1 Creek and LII River where they adjoin the site, together with a proposal to provide for the Christchurch-Little River Rail Trail to pass through the development and along the reserves adjacent to the LII, where it can then continue out to Little River. The proposed change also includes landscape concept plans highlighting the planting that is proposed for these reserve areas. The proposed stormwater treatment, reserves, plantings and the Rail Trail all ensure that the proposed rezoning is consistent with these objectives and policies.

When developed the Liffey Springs residential areas will be connected to the Lincoln sewage scheme and to the Lincoln water supply. Infrastructure details are included in the Infrastructure Report in Attachment D. Through connecting to these schemes, combined with the stormwater

treatment and discharge system proposed, the area will be able to be developed without adversely affecting ground or surface water.

The 'Ecosystem' objective and policies seek to ensure that areas of significant vegetation or habitat are protected and that the natural character of wetlands and rivers are protected and enhanced. The area subject to the proposed change does not contain any areas of significant vegetation or habitat. However it is bordered by the L1 Creek and LII River. The proposed change identifies both reserves and esplanade reserves along the margins of these waterways within the Outline Development Plan, and also includes landscape concept plans for the planting of these waterways. The proposed reserves and planting of the waterway margins are likely to generate an environmentally beneficially effects such as the stabilisation of the stream banks, improvements to in-stream values. In this regard, the proposed change is consistent with these objectives and policies.

The objectives and policies concerning Outstanding Natural Features and Landscapes are primarily concerned with the protection of features within specific areas, such as Arthurs Pass, but also with providing a distinction between rural and urban areas within the District. The proposed change does not concern an area identified as an Outstanding Natural Feature or Landscape. However, being on the edge of Lincoln, it provides the opportunity through the reserve areas and plantings proposed to provide a clear distinction between the township and the surrounding rural areas. Again, the Proposed Plan Change is considered to be consistent with these objectives and policies.

Part B2 – Physical Resources

The objectives concerning the District's transport networks seek to ensure that the safe and efficient operation of those networks are not impeded by any adverse effects arising from residential development. They further seek to ensure that any 'reverse sensitivity' effects are avoided. Liffey Springs is located south of Edward Street, which is classified as an arterial road from within the District Plan. As such the rezoning of the site will not impede the safe and efficient operation of the main transport networks through the District, primarily the state highway and rail networks. The Outline Development Plan provides for road linkages to the west and east as desired in the Lincoln Structure Plan and Christchurch Rolleston and Environs Transportation Study.

As part of consultation for the original subdivision application, Environment Canterbury was contacted regarding bus services within Lincoln. They currently do not have plans to change or alter the existing bus route within Lincoln, but they have acknowledged that as the township expands a loop may be able to added to the bus service to improve coverage. (Attachment H) However they noted further that any changes would be dependent on the amount of growth, the location of the growth and the timing. Environment Canterbury has requested that the major roads and intersections within the development are designed such they will be capable of taking buses should a bus route be established within the development. Roading shown on the Outline Development Plan is able to meet these requirements.

Pedestrian linkages are able to provided with neighbouring residential areas and through the road linkage. Further, the proposal includes provision for the Christchurch Little River Rail Trail within the reserve and esplanade reserve along the LII River, as well as a cycleway/pedestrian link along the L1 Creek.

An assessment of the traffic impacts of the proposal has been undertaken by ViaStrada Limited (Attachment B). In relation to the District Plan's objectives and policies on transport, ViaStrada note the following:

- 46 *The proposal supports the relevant Township transport policies and objectives, as follows:*
- 47 *The development is catering for a demand for properties in the areas close to rural townships – thus minimising the need for travel for domestic travel for shopping, recreation, access to schools and some work travel. In this context, the proposal is ensuring that such development is occurring in a way that will minimise the adverse impact of random rural-residential development and see the continued development of an established township. The location of the development abutting the town boundary means that it can form an integral part of the township's road, network. At the same time, the location will support logical expansions to the public transport system utilising the road connections to other urban land to the north-west of the block.*
- 48 *The proposed site layout provides for road traffic and separate offstreet cycle and pedestrian linkages to the adjacent subdivision to the west, as well as providing linkages that can be utilised to support future development. With the completion of other planned developments in the township, these off-road routes will ultimately provide connections to the town centre and to the university that pass through attractive reserve areas clear of arterial traffic routes.*
- 49 *The Plan places a strong emphasis on the ability of the Strategic Roads to carry through traffic. These roads (usually State Highways) are to be protected from the adverse effects of other activities.*
- 50 *Edward Street is an Arterial Road in the District's roading hierarchy. The Plan sees that these roads are managed to balance each of their functions equally. This gives Edward Street the dual role of providing for both through traffic and property access functions. Thus any cumulative traffic effects resulting from this subdivision will be carried on a road that is of an appropriate classification.*
- 51 *The proposed intersection is located in a position that provides ideal visibility. The low level of frontage development will ensure the intersection will function with conventional levels of safety and efficiency.*

Overall, and in taking into consideration the traffic assessment prepared by ViaStrada, the proposed rezoning and associated Outline Development Plan are considered to be consistent with the transport objectives and policies.

The objectives for utilities seek to ensure that new developments are provided with utilities to enable them to carry out their activities, that such utilities are efficiently used, and that the use of these utilities does not create any adverse effects in the environment. A report into the servicing of the area has been undertaken (Attachment D). This report details how the development can be readily serviced within the infrastructure that already exists, or is able to be easily supplemented. This promotes the efficient use of the existing utilities within Lincoln. It should be noted that the payment of contributions towards growth-related expenditure on utilities is undertaken through the Long Term Council Community Plan. The proposed change is therefore considered to be consistent with the utilities objectives and policies. Existing capacity issues within the Lincoln sewage system, necessitate the deferral of development of the area until they are addressed.

The objectives concerning community facilities and reserves seek to ensure that residents have access to a adequate community facilities, and in turn that those facilities do not have an adverse impact on the amenity values of an area. The Lincoln Structure Plan does not identify any new

community facilities for this area. Rather the Structure Plan identifies other areas within the township where the expansion or provision of such facilities was seen to be more desirable. Residents of the new area will be able to access these existing facilities. Extensive area of reserves are to be set aside under the Outline Development Plan. These areas include recreation reserves and large areas of esplanade reserves around the springs and along the banks of L1 Creek and the LII River. The proposed change is considered to be consistent with the objectives and policies for community facilities and reserves.

The District Plan's objectives relating to waste disposal seek to ensure that people's awareness of the environmental effects of waste disposal is increased and that adverse effects on the environment from waste are reduced. Whilst the rezoning of land can not increase awareness of environmental effects of waste disposal, the roads included within the Outline Development Plan have been sized such that recycling trucks will be able to manoeuvre adequately. The development is located such that it will be able to access the waste and recycling collection systems promoted within the District. As far as is possible, the proposed change is consistent with these objectives and policies.

Part B3 – People's Health, Safety and Values

The objectives relating to Natural Hazards seek to ensure that activities do not lead to or intensify the effects to natural hazards, and that the potential for loss of life or damage to property is mitigated. Residential development of a rural area has the potential to exacerbate any downstream flooding as a result of increased stormwater runoff. It is understood that the LII River can enter a flood state downstream of the development site for some rain events. This is most likely due to runoff entering both the LI Creek and LII River, as spring-fed waterways such as the LII River are not known to enter into a flood state without flow from other sources. The stormwater treatment and discharge system that is being proposed for this development is being designed to ensure that post-development stormwater discharge into the LII River will be no greater than the pre-development flows. The stormwater basin has been designed in a manner such that it can be incorporated into the Integrated Catchment Management Plan for the Lincoln area. The capacity of the stormwater basin has been designed to ensure that it can service the 'Zee Straten' block as well. Overall it is considered that the proposed rezoning of this land will not exacerbate any natural hazards within the locality, and as such the rezoning is consistent with these objectives and policies.

The objectives addressing the quality of the environment and amenity values seek to ensure that the District's townships are pleasant places to live and work, that they provide for a variety activities, maintain the character and amenity values of each zone, and reverse sensitivity effects between activities are to be avoided. The proposed change does not seek to alter any of the provisions of the Living 1 and as such the eventual development of this area will be able to maintain the character and amenity that the zone standards seek to provide. The large area of esplanade and recreation reserves required under the Outline Development Plan will ensure a high level of amenity within the development once complete. The proposed rezoning is considered to be consistent with these objectives and policies.

Part B4 – Growth of Township

This section of the District Plan contains general and specific objectives and policies governing the growth of the District's townships. The general objectives seek to provide for a range of living environments within the townships, maintain the overall spaciousness characteristic of those townships, and to ensure that any new residential areas are pleasant and add to the character and amenity of the townships. The supporting policies anticipate maintaining densities similar to those

that exist within the townships and the provision of open space areas to maintain the aesthetic and amenity values and character of the townships. While, the proposed change seeks to rezone land from rural to residential, no alterations are sought to the requirements for the Living 1 zone within Lincoln. The Outline Development Plan to be included in the District Plan clearly identifies the major areas of esplanade and recreation reserves to be provided within the development. These areas will have a high amenity and will ensure that the development maintains and enhances the amenity values and character of Lincoln. As these objectives provide guidance on residential density and development, the Proposed Plan Change is considered to be consistent with these objectives and policies.

The objectives relating to subdivision and their supporting policies provide guidance on the final subdivision of any land rezoned. The proposed change includes an Outline Development Plan that has been based on potential subdivision layout. That layout undertook to ensure that the allotments that could be created were able to serviced appropriately, were of sufficient size to ensure to ensure the amenity of living areas proposed post development, and followed natural boundaries were possible. The resulting development from this proposed change is able to meet these objectives and policies and as such the change is considered to be consistent with the subdivision of land objectives.

The objectives relating to residential development seek to ensure that the expansion of townships does not adversely affect the environment, and in particular natural or physical resources, other activities, amenity values of both township and rural areas and any special values associated with the site. Further they seek to ensure that any expansion of the townships within the District occurs on sites adjoining the existing towns, provide for compatible densities and are rezoned in an equitable process. The proposed change is consistent with each of these objectives.

The supporting Town Form policies to these objectives are concerned with:

- ensuring that new development is undertaken appropriately through rezoning of land;
- the pattern of rezoning does not leave rural land surrounded by land zoned for residential purposes;
- encouraging the use of existing zoned land for development; and
- seeking to ensure that townships are expanded in a compact shape.

The rezoning of Liffey Springs for residential purposes is appropriate. The land has been identified within the Lincoln Structure Plan and Proposed Change 1 to the Regional Policy Statement as being a suitable location for residential growth to occur. The proposed change adjoins existing zoned and development land on Edward Street, and as such assists with maintaining a compact town form. Adjoining rural land is not completely surrounded by residential activity, although it is acknowledged that a parcel of rural land on the northeast boundary will have two adjoining living zone boundaries. It is understood that this land is owned by the Council and that while it also has been identified as being suitable for residential growth, no decision as to its final use has been made by Council, as such it has not been included as part of this proposed Change. It is acknowledged that there is a large area of land already zoned for residential purposes within Lincoln, however this land is in a single ownership and as yet has not been developed. As such there are few options for prospective purchasers of residential sections within Lincoln. The proposed change is consistent with the town form policies.

This section of the Plan also contains specific policies relating to each township, as well as identifying the preferred growth option for each of the District's townships. The preferred growth direction for Lincoln is to the south of Gerald Street and east of Springs Road. The site of the proposed rezoning is within this area. The specific growth policies for Lincoln are:

- B4.3.50 Encourage rezoning of any land for new residential development at Lincoln to be in the area south of Gerald Street and east of Springs Road, if sites are available and appropriate for the proposed activity.*
- B4.3.51 Ensure any land rezoned for new residential development has motor vehicle access from an alternative collector or arterial road other than Gerald Street.*
- B4.3.52 Ensure stormwater disposal from any land rezoned for new residential or business development will not adversely affect water quality in the LI or LII waterbodies; or exacerbate potential flooding from the LI or LII waterbodies "downstream".*
- B4.3.53 Encourage integration between the rezoning of land for new residential development at Lincoln and associated provisions for utilities, community facilities and areas for business development.*
- B4.3.54 Ensure rezoning any land for new residential or business development does not create or exacerbate potential "reverse sensitivity" issues in respect of activities in the Business 3 zone or surrounding Rural zone.*
- B4.3.55 Consider any potential adverse effects of rezoning land for new residential or business development to the north of Lincoln Township on the 'rural-urban' landscape contrast of the area with Christchurch City, as identified in the RPS.*

The discussion below considers the proposed Change in light of the above policies.

The area to be rezoned is located to the south of Gerald Street and east of Springs Road. The site is available for rezoning and is considered to be appropriate for the reasons outlined elsewhere in this analysis. The area has been identified as suitable for residential growth in both the Lincoln Structure Plan and Proposed Change 1 to the Regional Policy Statement. The site of the rezoning is also not to the north of Lincoln, and is therefore not within the areas identified within the Regional Policy Statement as being important for protecting the rural-urban contrast around Christchurch.

Access to the development is gained off Edward Street, which is classified as an arterial road within the District Plan. The development provides for linkages to the east and west. The road to the east will eventually be able to link with an extension of Southfield Drive, thus providing residents of the area with alternative entry and exits points. These linkages provide integration with the rest of the town. An existing walkway exists within the residential area adjoining the site (Lincolndale), and this will be able to be extended into the rezoned land once development occurs, thereby increasing the pedestrian linkages within the town. The Outline Development Plan that is part of the proposed change includes provision for the establishment of the Christchurch-Little River Rail Trail through the reserves and esplanade reserves along the banks of the LII River and enable the Rail Trail to be extended south of the town. This provision will also enhance the pedestrian and cycle routes in and around Lincoln. Whilst no specific areas have been identified for community facilities, outside of the reserve areas, the proposed change does not inhibit their development.

The stormwater treatment and disposal system proposed for the site has been designed in accordance with Low Impact Urban Design principles to ensure that the stormwater is properly treated to limit the impacts on the water quality of the LII River and detained to ensure that the development does not increase the flooding potential downstream. The esplanade and recreation reserves provided along the banks of the L1 Creek and LII River, together with the proposed plantings highlighted in the landscape concept plans are likely to enhance the water quality and ecological values of these sections of the L1 Creek and LII River.

The area being rezoned is not located near the Business 3 zone and as such will have no impact on the use of land within that zone. The majority of the area to be rezoned is to have esplanade or recreation reserves, roads and waterways separating the residential areas from adjoining residential land. The rural land adjacent to the site is primarily used for pasture/grazing purposes, and the nature of these uses is not anticipated to change in the short term. These areas are also areas where future residential growth has been indicated in the Lincoln Structure Plan and Proposed Change 1 to the Regional Policy Statement. As a result any potential reverse sensitivity issues are likely to be minor and, if they do occur, are likely to be of limited duration.

Overall Assessment of Objectives

Overall it is considered that the Proposed Plan Change is consistent with the relevant Plan objectives and policies in relation to the rezoning of land and the growth of Lincoln.

Assessment of Environmental Effects of the Proposed Change

In Part B4 – Growth of the Rural Area of the Selwyn District Plan, Volume 2 – Rural, the effects of residential development are identified as being:

- Effects on groundwater quality;
- Effects on adjoining properties;
- Effects on natural features;
- Traffic effects;
- Increased potential in natural hazards;
- Effects on rural character; and
- Reverse sensitivity effects.

It is considered that the list above identifies the main environmental effects arising from the rezoning of rural land for residential use. These effects are discussed below.

Effects on Groundwater Quality

Groundwater quality can be adversely affected by residential development from two main sources, namely on-site effluent treatment and disposal or stormwater generated by increases in impervious surface coverage. In terms of effluent treatment and disposal, no adverse effects are likely to be generated by the rezoning, as the area will be able to be connected to the Lincoln Sewage Treatment Plant. The Council are currently working on a proposal address capacity issues associated with the disposal of sewage generated by Lincoln, it is understood that the proposal is to pump Lincoln's sewage to the disposal area at Rolleston. The appropriate infrastructure to connect to the plant will be installed when the land is ultimately development. Although there will be an increase in impervious surfaces as a result of the ultimate development of the area being rezoned, a stormwater collection, treatment and disposal system has been proposed as part of a discharge consent application for the area. This proposes to collect and treat all stormwater generated on site and then discharge the treated stormwater into the LII River in a controlled manner. The stormwater discharge application also includes provision for the installation rainwater tanks on each allotment with a minimum capacity of 3m³. These are an imported product to be provided by the developer with covenants requiring their use. This will ensure that groundwater quality is not adversely impacted by the final development.

With the reticulation of sewage and the stormwater treatment and disposal system proposed, it is anticipated that there will be minimal adverse effects on groundwater quality from the development of this land for residential purposes.

Effects on Neighbouring Activities and Potential Reverse Sensitivity Issues

The expansion of residential development can create difficulties for neighbouring activities, with the main issue being complaints about the types of rural activities undertaken and their effects. Examples of such activities are intensive farming operations or horticulture. Such complaints can lead to requests for constraints being placed upon permitted rural activities. Neighbouring rural activities for this proposal are primarily pasture based, which generally do not give rise to 'reverse sensitivity' issues.

The proposed change includes the following measures to help address any issues that may arise from normal rural activities being undertaken on neighbouring properties. These include:

- The location of the development adjacent to the existing residential area of Lincoln.
- The provision of esplanade and open space reserves along the boundaries with the LI Creek and LII River and neighbouring rural land.

These measures are considered to provide sufficient mitigation of potential reverse sensitivity effects that may arise as a result of expanding residential development within the rural area.

Effects on Natural Features

LI Creek and LII River border the site. These waterways are the main waterways within the Lincoln area, and are highly valued by the residents of Lincoln for their amenity and recreational values. The proposed change includes an Outline Development Plan requiring the provision of esplanade and open space reserves along the banks of both the LI Creek and LII River. Landscape concept plans for these areas are also proposed to be included within the District Plan, with a requirement that any subdivision will need to be consistent with both the Outline Development Plan and Landscape Concept Plans.

As previously discussed, the AEL report considered that the enhancement works that are contained within the Landscape Concept Plans will help to stabilise the banks of the waterways and provide habitat for wildlife.(Attachment F) The establishment of large areas of esplanade and recreation reserves around the springs that feed the LII River will enhance these springs in terms of visual appearance and water quality. The esplanade and open space reserve along the full length of the site's boundary with the LI Creek and LII River will ensure that the walkways that already exist on this waterway are expanded considerably. These areas also allow for the Christchurch to Little River Rail Trail to pass through the site along the LII River, as well as provision for a cycleway/pedestrian walkway along the banks of the L1 Creek. The proposals put forward within the proposed change in terms of waterway enhancement as well as the proposed stormwater treatment will enhance what is considered to be significant feature of the Lincoln area and provide a significant benefit to the wider public through improved access, visual amenity and water quality.

Traffic Effects

ViaStrada Limited has undertaken an assessment of the traffic related impacts of the Proposed Plan Change and this is contained within Attachment C. This assessment examines the impact of rezoning this area for residential use on the roading infrastructure and network within Lincoln. Their assessment concludes:

- 63 *The proposed plan change will allow for a subdivision that will create approximately 200 lots in a typical peri-urban layout. This layout provides good linkages to adjacent urban developments for vehicles (including public transport), cyclists and pedestrians.*
- 64 *The conceptual lot layout depicted in the application will ensure that all internal parking and manoeuvre areas of individual properties are able to comply with the Plan's requirements regarding the movement of vehicles, parking and access.*
- 65 *With the recommended relocation of the 50kph/70kph speed change boundary, the new intersection to the site on Edward Street will be fully complying in terms of location, design and sight distances.*

- 66 *The intersection with Edward Street suggested in the concept layout will operate with low delays to arriving and departing traffic even during the busiest times of day. Calculations of the anticipated traffic volumes at the new intersection confirm that over the bulk of the day free-flow traffic conditions will prevail.*
- 67 *The proposed plan change will facilitate a form of subdivision that is unlikely to have any significant effect on the safety or efficiency of traffic on Edward Street or on the wider road network. Likewise, there are not expected to be any discernible traffic-related effects on rural or residential amenity in the vicinity.*

Increased Potential of Natural Hazards

Expanding townships out into the rural area through the rezoning of land, has the potential to exacerbate any downstream flooding as a result of increased stormwater runoff. It is understood that the LII River can enter a flood state downstream of the development site for some rain events. This is most likely due to runoff entering both the LI Creek and LII River, as spring-fed waterways such as the LII River are not known to enter into a flood state without flow from other sources. The ultimate development of the area to be rezoned has the ability to exacerbate such flooding due to increased runoff if a stormwater system is not designed properly and implemented for the area. However, as noted in the Infrastructure Report (Attachment D) the stormwater treatment and discharge system that is being proposed for this area has been designed to ensure that post-development stormwater discharge into the LII River will be no greater than the pre-development flows. The stormwater basin has been designed in a manner such that it can be incorporated into the Integrated Catchment Management Plan for the Lincoln area. It is anticipated that the ultimate development of the area rezoned can be designed and constructed to ensure that there is no increased potential of flooding downstream of the site.

Effects on Character and Visual Amenity

A visual assessment of the proposed rezoning has been undertaken by Robert Watson Landscape Architects Ltd.(Attachment C) in relation to the character of the site and surrounding area and its ability to absorb change, the report notes the following:

Much of the surrounding landscape is rural with shelter belts demarcating open grazed paddocks. This landscape character is gradually changing to smaller lifestyle farm blocks and residential areas as Lincoln Township expands.

The Landscape Qualities the context possesses are low naturalness due to a high level of modification to the original landscape and medium coherence due to land being used primarily for pastoral farming. Land form is essentially flat giving a low visual sensitivity with topographic variation occurring only where streams and rivers appear.

Evaluation of the Landscape Character and Landscape Quality attributes of the landscape context indicate that there is a high Visual Absorption capacity. This is due to the high level of human modification of the original landscape and to the landform providing little visual sensitivity.

After detailing the landscape treatments proposed, especially for the reserve areas, and the impact on surrounding properties, the report concludes:

The proposed rezoning is of land zoned rural and until recently run as an orchard / grazing property. Poplar and other shelter belts enclosed the site and screened it from the surrounding countryside. With the proposed change to residential the visual character will be altered but it is submitted that this will have a minimal impact on the visual amenity of the area.

The combination of the site layout including the streets, ponds, streams and reserves and the planting schemes will enhance the existing and inherent landscape character and this will improve its visual amenity.

The rezoning of land for residential purposes will have an impact on the character and amenity of the surrounding area as rural land is being changes to residential use. However, as detailed in the report by Robert Watson Landscape Architects Ltd, it is considered that the loss of rural character and amenity is offset by the provision of large areas of open space along the LI Creek and LII River and the enhancement works to these waterways anticipated in the landscape concept plans.

Soil Contamination

The northern or front half of the area subject to this rezoning has previously been used as an orchard. It is likely that some chemical sprays were used in the operation of the orchard. As such three investigations have been undertaken by Golder Associates in 2007 (Attachment F). The first initial preliminary investigation concluded that the site represents a low risk in terms of ground contamination, but did identify a site close the springs where further investigation was recommended. This area was investigated further by Golder Associates, who concluded that they do not consider the site be ‘contaminated’ and that the proposed rezoning does not represent a risk to future owners or the environment. This conclusion is based on the proposed use for the area for reserve and the fact that the contamination found elsewhere on the site was below the guidelines levels for residential sites. Environment Canterbury’s Listed Land Use Register now classifies this site as being “Below Guideline Values for Residential and Recreational Parkland land use”.

Beneficial Effects

There are many beneficial effects for the environment that arise from this proposal. These effects are centred on the proposed esplanade and recreation reserves. The establishment of these reserves will enhance the amenity and use of both the L1 Creek and LII River. Increased public access to these waterways will be a result that benefits all residents of Lincoln. The proposed reserves and associated enhancement of these areas will have positive effect on the local ecology of both waterways.

Assessment of the Benefits and Costs of the Proposed Change

In order to determine the effectiveness and efficiency of the proposed rezoning, an assessment of the benefits and costs of the proposed plan change, together with an examination of the risks of acting or not acting based on the information provided is required. In order to determine the relative benefits and costs of the proposed change, options other than the proposal should also be examined. In terms of this proposal the options considered are:

- Option 1 – Leave the area zoned Rural
- Option 2 – Rezone the land solely as Living 1 with no minimum density requirements
- Option 3 – Rezone the land as Living 1 with a minimum density requirement
- Option 4 – Apply for resource consent for proposed subdivision and development

The following is an assessment of these options.

Benefits and Costs of Option 1 – Leave the area zoned rural

Benefits/Advantages	Costs/Disadvantages
<ul style="list-style-type: none"> • Maintains the existing character of the area. • Reduces level of choice for potential purchasers of residential allotments. • Allows the Council to implement the Lincoln Structure Plan and Proposed Change 1 to Regional Policy Statement within their own timeframe. 	<ul style="list-style-type: none"> • Does not fulfil the District Plan's objective of an equitable process to rezoning land. • Does not implement the township growth objectives and policies for Lincoln, • Does not implement the Lincoln Structure Plan • Does not implement Proposed Change 1 to RPS. • Does not provide for access to be provided to the L1 Creek or LII River in this locality. • No guarantee of riparian planting along waterways providing environmental benefit to local aquatic fauna.

Benefits and Costs of Option 2 - Rezoning the Subject Land as Living 1 only with no minimum density requirement

Benefits/Advantages	Costs/Disadvantages
<ul style="list-style-type: none"> • Implements the township growth objectives and policies for Lincoln in an effective and efficient manner. • The area is not dependent on the development of other land to provide access or infrastructure, such as stormwater disposal. • Environmental benefits provided through requiring esplanade and recreation reserves along the L1 Creek and LII River provides enhanced protection along the rural-urban boundary. 	<ul style="list-style-type: none"> • Loss of rural land for productive purposes. • Change in character of the area from rural to residential. • Increased traffic generated within the township. • Does not fully implement the Lincoln Structure Plan in that only low density living would be provided with no provision for an increase in density as sought by the Structure Plan. • Does not implement the proposed RPS Change 1, in that the Living 1 zone has a

Benefits/Advantages	Costs/Disadvantages
<ul style="list-style-type: none"> Provides enhanced access to these waterways for the residents of Lincoln. Ecological benefit through the planting of the banks of the waterways. Provides an alternative for prospective purchasers of residential allotments within Lincoln. Economic benefit to Council from larger rating base through additional properties being added upon subdivision. Provides long-term certainty for both the developer and potential purchasers as to the use of the land. 	<p>limited density and may not achieve the purpose of the proposed change.</p>

Benefits and Costs of Option 3 - Rezoning the Subject Land as Living 1 with a Minimum Density Requirement

Benefits/Advantages	Costs/Disadvantages
<ul style="list-style-type: none"> Implements the township growth objectives and policies for Lincoln in an effective and efficient manner. Implements the Lincoln Structure Plan, for this area by: <ul style="list-style-type: none"> Including a requirement to provide a higher density that traditionally provided throughout the development, thereby providing for a range of allotment sizes ; pedestrian and roading linkages provided with neighbouring land to integrate the development with the rest of the township; integration of stormwater and reserve areas providing large areas of open space for the benefit of residents and the wider Lincoln community The area is not dependent on the development of other land to provide access or infrastructure, such as stormwater disposal. Environmental benefit through enhanced protection along the rural-urban boundary. Enhanced public access to these waterways for the residents of Lincoln. Ecological benefit through planting of reserves along waterways Provides an alternative for prospective 	<ul style="list-style-type: none"> Loss of rural land for productive purposes. Change in character of the area from rural to residential. Potential for increased conflicts along the rural-urban boundary. Increased traffic generated within the township.

Benefits/Advantages	Costs/Disadvantages
<p>purchasers or residential allotments within Lincoln.</p> <ul style="list-style-type: none"> Economic benefit to Council from larger rating base through additional properties being added upon subdivision. 	

Benefits and Costs of Option 4 – Develop the land by Resource Consent

Benefits/Advantages	Costs/Disadvantages
<ul style="list-style-type: none"> Council has the ability to place stricter controls on the development through consent conditions than may be possible through a plan change. Potential for greater environmental benefit through Council having greater control over development, and being able to require some for environmental compensation for the use proposed. 	<ul style="list-style-type: none"> Potential social cost arising from lack of long-term certainty for potential and future purchasers and adjoining neighbours as to the use of the land, as additional consents to alter conditions can be sought. Potential and future purchasers would need to obtain consent if they were to alter uses, for example home occupation rules from the rural zone would still apply. Restricted timeframe in which land has to be developed and houses built, leading to potential economic costs for landowner/developer. Less flexibility in being able to develop the land. Possibly higher costs to develop land through the placing of tighter controls on the development by way of strict conditions on a consent. Unwanted precedent in terms of allowing large scale residential activity in the rural zone. Achieving a variety of densities/allotment sizes as outlined in the Lincoln Structure Plan may not be possible.

The above assessment highlights that the advantages and benefits of rezoning this area of land for a mix of residential use outweigh the potential costs and disadvantages.

Effectiveness

In determining the effectiveness of the plan change and other options to achieve the objectives it is considered appropriate to include within “the objectives” the objectives of the broader policy documents relevant to Lincoln, namely the Lincoln Structure Plan and Proposed Change 1 to the RPS. These latter objectives are particularly relevant because they set out at a strategic level how growth should be provided for within the Selwyn District and in Lincoln in particular. On this basis the proposed plan change is assessed to be the most effective to achieve the objectives of the District Plan, Structure Plan and Plan Change 1. In particular the proposed plan change is the only method that can ensure all of the following:

- Ecological improvements in the riparian and aquatic environment
- Greater reserve areas to provide for public access and recreational activity
- Higher density of development
- Development in accordance with an outline development plan

Efficiency

In determining efficiency it is necessary to compare the costs and benefits of the four options listed in the tables above. These costs and benefits relate to a variety of matters including environmental, process, land use compatibility urban form, and residential density. In relation to all these matters Option 3 has the same or a greater number of benefits/advantages as compared to Options 1, 2 or 4, while Option 3 has the same or lesser costs/disadvantages. The only option, which comes close to Option 3 in regard to effectiveness, is Option 2 involving rezoning all the land to Living 1. Option 2 however does not provide for certainty that a higher residential density within the development area will be achieved, as sought by the Lincoln Structure Plan.

Assessment Regarding Information Provided

There is a large amount of information available about the site and the effects of the proposed rezoning, as such it is considered that there are no risks in acting.

Overall Assessment

Based on the assessment above, the overall conclusion is that the Proposed Plan Change is an appropriate method for achieving the objectives and policies of the District Plan than the existing plan provisions or the alternatives canvassed above. It is also concluded that the environmental, social and economic benefits of the Proposed Plan Change outweigh any of the costs. On this basis, the proposed rezoning is also considered to be an appropriate, efficient and effective means of achieving the purpose of the Resource Management Act.

Canterbury Regional Policy Statement

The Selwyn District Plan is required under section 73(4) of the Resource Management Act to give effect to the Canterbury Regional Policy Statement (RPS). Any proposed change to the District Plan must also give effect to the RPS. Section 74(2) of the Act also requires territorial authorities to have regard to any proposed regional policy statement when preparing or changing a district plan.

The RPS provides guidance on matters relevant to the growth of settlements within the region. Chapter 12 of the RPS addresses concerns resulting from urban development and growth, and the objectives and policies of this chapter seek to ensure that urban development and growth does not have an adverse effect on the environment.

The objectives and policies in Chapter 12 seek to promote urban development and the expansion of rural settlements that have regard to the efficient use of and development of resources while ensuring that any adverse effects on the environment are avoided, remedied or mitigated. Chapter 12 also seeks to protect the rural character of land around the Christchurch urban boundary. The area to be rezoned does not fall within the area required to be kept as open space between the Christchurch City boundary and a line extending from Tai Tapu through to West Melton as referred to in Objective 3.

Environment Canterbury has recently notified Proposed Change 1 to Regional Policy Statement. This change seeks to implement the outcomes of the Greater Christchurch Area Urban Development Strategy and provide strategic guidance on where and how growth is to occur. Hearings have not been held on this proposed change and as such limited weight can be afforded to the change. Nevertheless, the rezoning of the subject land has been examined in light of the relevant objectives and policies of Proposed Change 1.

The objectives of Proposed Change 1 to the RPS seek to ensure urban consolidation within the Greater Christchurch area and for growth to occur in a managed and sustainable form. Growth is to be managed to protect the natural and physical environment, important infrastructure, ground and surface water quality, and the character and amenity of rural areas and settlements. The objectives of Proposed Change 1 are implemented through various policies. The policies relevant to the consideration of this proposed rezoning are discussed below.

Policy 1: Urban Limits

This policy requires that urban activities within the Greater Christchurch area shall only occur within the urban limits delineated within Map 1. The land subject to this Change is within those urban limits.

Policy 4: Existing Towns

This policy provides for Lincoln to expand in accommodate growth that provides for healthy, vibrant living environments, self-sufficiency in employment, commercial community and recreational activities, and efficient economic provision of network infrastructure. The methods for implementation of this policy is for Territorial Authorities to prepare structure plans and other growth strategies as is appropriate. The Selwyn District Council has prepared the Lincoln Structure Plan, which identifies areas where community, commercial and residential activities are to be

established in the manner which overall provides for a healthy vibrant community. The Lincoln Structure Plan essentially gives effect to Policy 4. The Liffey Springs area is identified within the Structure Plan as being appropriate to provide for residential growth, together with other community facilities such as reserves and walkways. The development of this area as outlined in the proposed Outline Development Plan (Liffey Springs) is consistent with the Lincoln Structure Plan and as such is considered to be consistent with the Policy 4.

Policy 7: Development Form and Design

This policy encourages the use of the good urban design when preparing for any urban development. The policy sets out various matters which should be provided within any development. These cover connectivity for varying transportation modes; location within walkable distances to other facilities; effective pedestrian access within and across a development; provision for a range of areas of residential densities; protection of surface and groundwater quality; sufficient and integrated open spaces; protection and enhancement of significant features; visual interest and amenity; good building design and the effective and efficient use of infrastructure.

The Outline Development Plan prepared for Liffey Springs incorporates as many of these factors as is appropriate for a development in this location. This includes provision for connectivity to the other land identified for future urban growth; provision of the Christchurch Little River Rail Trail and other pedestrian and cycle routes through the development and associated reserves; integrated stormwater treatment and disposal with esplanade and recreation reserves; and esplanade reserves and proposed plantings of the L1 Creek and LII banks and associated springs to protect and enhance these significant features within Lincoln. The Liffey Springs area is to be developed to the current Living 1 zone standards, with a requirement to achieve slightly higher density of 10.5 lots/households per hectare.

Subdivision within the township is a restricted discretionary matter giving the Council discretion over a range of matters. This provides the Council the ability to seek alterations to any eventual subdivision layout that does not incorporate good urban design principles such as ensuring allotments are orientated towards the sun and visual interest, internal connectivity and amenity in terms of landscaping within the street frontages. Building design is not specifically controlled by the District Plan, however there is no indication that the Living 1 zone building rules relating to building height, setback from street and internal boundaries, recession plane intrusions, and site coverage are not providing for good design and amenity for residents and neighbours. Matters such as access to natural light and energy efficiency are also part of in the Building Code, and Council's administration of the building consent process implements this part of Policy 7.

The combination therefore of the outline development plan process, the consenting process for subdivision and control over buildings in the District Plan and in the Building Code are considered to encourage and provide for good urban design, form and development.

Policy 8: Outline Development Plans and Changes of Zoning in District Plans

This policy stipulates that the development is to occur in accordance with the Outline Development Plan, and sets out the matters such plans and associated documentation should address. An Outline Development Plan for Liffey Springs has been prepared in accordance with Policy 8 in the absence of Outline Development Plan areas being specified for Lincoln in the Proposed Change to the RPS. The Outline Development Plan is proposed to be included within the District Plan and shows the roading linkages, reserves, esplanade reserves and stormwater treatment areas. These areas provide

connectivity to the township and to within the development, and pedestrian and cycle links are incorporated within them.

Policy 8 also requires a demonstration that the density set out in Policy 11 is able to be met within the area that is subject to the Outline Development Plan. Policy 11 sets a density of 10 lots or households per hectare in the Greenfield areas identified for Selwyn District. A yield of 10 lots per hectare is fairly typical of residential development densities sought and being achieved in new subdivision on the periphery of towns and Christchurch City within the Greater Christchurch subregion. As no specific ODP areas have been identified within Proposed Change 1 to RPS for Lincoln, calculation of the density has been examined on the basis of the Liffey Springs area only.

The areas for development within Liffey Springs are approximately as follows:

Living 1 (deferred)	21.11ha
Recreation reserves	1.25ha
Esplanade reserves	3.48ha
Stormwater management	2.24ha
TOTAL	28.08ha

Excluding the areas to be set aside for esplanade reserves and stormwater management areas (as per the definition of net density in Proposed Change 1), the requested Plan Change requires a density of 10.5 lots/households per hectare to be achieved over the whole Outline Development Plan area. Specifically the following is anticipated to produce 10.5 lots per hectare within the Living 1 zone at Liffey Springs:

Average lot size	658m ²
Roading per lot	240 m ²
Reserve per lot	57m ²
Total area per lot	955m ²

It is noted that the requirement under Policy 11 is for the 10 lot density to be achieved over the whole of an Outline Development Area. In this case, the Proposed Change includes a rule requiring a higher minimum density of 10.5 allotments/households per hectare within the Outline Development Plan area. This will allow for variation in final allotment sizes within the whole development to ensure that the development is undertaken in accordance with good urban design principles.

In conclusion the Proposed Plan Change is considered to be consistent within the existing and objectives and policies of the Regional Policy Statement and Proposed Change to the Regional Policy Statement.

Lincoln Structure Plan (May 2008)

The Lincoln Structure Plan was adopted by Council on 28 May 2008. The document states that its purpose:

Is to outline an urban design vision for the future development of Lincoln township and to provide a strategic framework to guide the development process

Below is a comparison of the Proposed Plan Change against various aspects of the draft Structure Plan.

Structure Plan	Proposed Change
Blue Network <ul style="list-style-type: none"> centralised stormwater treatment ponds and wetland systems. Council adds additional water supply wells as required, and charges through development contributions payable at time of subdivision. 	<ul style="list-style-type: none"> Proposal provides for stormwater treatment to be undertaken within development in an area that can be incorporated into a centralised system Uncertain if development will require a new well to be installed, however can be addressed at time of subdivision.
Green Network <ul style="list-style-type: none"> Provide for protection of rural edges Provision of green linkage along Liffey/L2 Network of neighbourhood parks Open space associated with stormwater management 	<ul style="list-style-type: none"> Proposed rezoning provides for 20m esplanade reserves along the banks of the L1 Creek (Liffey) and LII River. These provide the major boundary areas with the adjoining rural land. Large areas of open space is provided in combination with stormwater management.
Movement Network <ul style="list-style-type: none"> Interconnected local street network, including new roads east-west Pedestrian and cycle links Rail Trail extension 	<ul style="list-style-type: none"> Proposal provides for ability to connect to the land to the east and west of the site that is also identified for growth purposes. Interconnections for pedestrians and cyclists are provided through reserve and road linkages within adjoining land. Proposal provides for the rail trail to be taken along the LII River bank.
Land Use <ul style="list-style-type: none"> Mix of medium and low density housing 	<ul style="list-style-type: none"> A range of allotment sizes is able to be provided through requiring a higher minimum density to be achieved within the Outline Development Plan area.

Consultation Undertaken

Broadfield Estates Limited has undertaken extensive consultation with Council staff in relation to this proposal to ensure that the area rezoned can be adequately serviced, that the roading connections are consistent with Council's intentions for Lincoln, and that the esplanade and recreation reserves provided are in the most appropriate locations.

Broadfield Estates Limited has also undertaken consultation with the local community in the form of discussions with the Lincoln Community Committee and the Lincoln Envirotown Trust. Consultation has also been undertaken with the Department of Conservation, neighbouring landowners and the Low Impact Urban Design and Development team from Landcare Research. The input of all of these parties has assisted with the design of the subdivision as it is currently proposed. Consultation has also been undertaken with Environment Canterbury regarding future public transport options. This round of consultation was undertaken as part of the original subdivision application.

A meeting was held with Maani Stirling, of Taumutu Runanga, regarding the proposal in 2006 to outline the proposal at it stood at that point in time. No feedback was received from that meeting and the documentation that was left.

Additional consultation has taken place as part of the process of preparing this change with Taumutu Runanga, Te Runanga o Ngai Tahu, Environment Canterbury and the Department of Conservation. Initial feedback from these parties highlighted little concern with the Proposed Change.

Overall Conclusion

The Proposed Plan Change is considered to be the most appropriate method to the objectives and policies of the Selwyn District Plan – Township Section, achieve the purpose of the Resource Management Act.

It is the most cost-effective option considered and has an overall beneficial effect for the surrounding environment. The Proposed Plan Change is consistent with the intent of the Lincoln Structure Plan, draft Integrated Catchment Management Plan for Lincoln, Regional Policy Statement and Proposed Change 1 to Policy Statement.