

SELWYN DISTRICT COUNCIL

IN THE MATTER of the Resource Management Act 1991

AND

IN THE MATTER of Private Plan Change 54

Report on submissions relating to Plan Change 54

**Ballymena Holdings Ltd request to rezone 31.3 ha of land at
Pocock Road, Springfield from
Rural (Outer Plains) to Living 2**

To:

From:

Hearing Date:

Hearing Commissioner – D Mountfort

Consultant Planner – J Cleese

11th October 2018

This report analyses the submissions received on Plan Change 54 (PC54) to the Selwyn District Plan ('the Plan') and has been prepared under s42A of the RMA. The purpose of the report is to assist the Hearing Commissioner in evaluating and deciding on submissions made on PC54 and to assist submitters in understanding how their submission affects the planning process. The report includes recommendations to accept or reject points made in submissions and to make amendments to the Plan. These recommendations are the opinions of the Reporting Officer(s) only. The Hearing Commissioner will decide on each submission after hearing and considering all relevant submissions, the Officer's Report(s) and the Council's functions and duties under the RMA.

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1. INTRODUCTION

Qualifications and experience

- 1.1 My full name is Jonathan Guy Clease. I am employed by a planning and resource management consulting firm Planz Consultants Limited as a senior planner and urban designer. I have twenty years experience working as a planner, with this work including policy development, providing s.42a evidence on plan changes, the development of plan changes and associated s.32 assessments, and the preparation and processing of resource consent applications. I have worked in both the private and public sectors, in both the United Kingdom and New Zealand.
- 1.2 I have a B.Sc. in geography, a Master of Regional and Resource Planning, a Master of Urban Design, and am a full member of the New Zealand Planning Institute.

Evidence Scope

- 1.3 I have been asked by Selwyn District Council to assess Plan Change 54, the relief sought by submitters, and to prepare a report making recommendations to the Hearing Commissioner. In this regard it is important to emphasise that the Commissioner is in no way bound by my recommendations and will be forming their own view on the merit of the plan change and the changes sought by submitters having considered all the evidence before them.
- 1.4 In preparing this report I have:
 - (a) Visited the site and wide Springfield township in January 2018;
 - (b) Reviewed the plan change request as notified;
 - (c) Read and assessed all the submissions and further submissions received on the plan change request;
 - (d) Considered the statutory framework and other relevant planning documents, including the Council's Malvern Area Plan 2031; and
 - (e) Relied where necessary on the evidence and peer reviews provided by other experts on this plan change.

2. BACKGROUND

- 2.1 The development of the site for rural residential activities has a lengthy history. A resource consent application to develop the site into 20 rural residential lots (to a different layout and design concept) was considered and declined by the Environment Court in 2007¹. The principle reason for the decision to decline the application turned on the proposal's inconsistency with the outcomes anticipated in the Rural Outer Plains zone objectives and policies. It is important to note that the statutory tests and framework for assessing resource consents is quite different from those applicable to plan change applications.

¹ Decision number C100/2007

- 2.2 A plan change request from the applicant was prepared in 2014, with that process put on hold due to uncertainty regarding water supply capacity in Council's reticulated network (water supply is discussed in more detail below). Council subsequently obtained the appropriate resource consents² from the Canterbury Regional Council ('CRC') to enable sufficient water take from the Kowai River to the north of the township to provide an adequate quantity and quality of potable water supply to the township.
- 2.3 This current application was lodged with Council on 30th October 2017. Since lodgement the application has been reviewed in terms of the adequacy of the information provided regarding landscape, soil contamination, geotechnical hazard risk, transport, servicing, and the application's consistency with statutory plans. A Request for Further Information ('RFI') was issued on 5th February 2018, with the applicant's response received on the 16th March 2018.
- 2.4 Concurrent with the development of this plan change application, the Council has produced an Area Plan for the Malvern area³. The Malvern Area Plan 2031 was adopted by Council in September 2016 following public consultation. The Area Plan sets out a high level framework for managing the anticipated growth of this part of the District and includes specific case studies for each of the Malvern townships, with preferred growth areas identified. The application site is located within one of these preferred growth areas. For ease of reference a copy of the Springfield section (pg 104-111 of the Area Plan) is attached below as **Appendix 5**. The Area Plan is discussed in more detail below.

3. SUBMISSIONS

Submissions received

- 3.1 The application was publicly notified on 2nd May 2018, with the submission period closing on 30th May 2018. A summary of submissions was then produced, with the further submission period closing on the 3rd July 2018. A total of 8 submissions were received (including one late submission), along with further submissions from 4 parties (including 1 late further submission).
- 3.2 Submissions and further submissions are set out in the below table. The matters raised by submitters are considered in detail below.

Table 1. Submissions

Submitter	Support or Oppose	Further Submissions
Mark Harnden	Support, subject to conditions	
Catherine & Les Barnett	Support	
Zoe & Davis Morey	Oppose	Tara & Grant Keogh - Support
		Louise Davies - Support
Phillipa Saunders & Mitchell Limbe	Oppose	Tara & Grant Keogh - Support

² CRC991058 and CRC155932

³ https://www.selwyn.govt.nz/_data/assets/pdf_file/0008/202859/20160905-Malvern-Area-Plan-FINAL.pdf

Nicky Snoyink	Oppose	Caroline Hawkins - Support
		Tara & Grant Keogh - Support
		Louise Davies - Support
Peter & Pamela Aldersey (as trustees of the Ancients Trust)	Oppose	Caroline Hawkins - Support
		Tara & Grant Keogh - Support
		Louise Davies - Support
		Phillipa Saunders & Mitchell Limbe - Support
Dr Bruce Smith	Oppose	
Rodger Radcliffe	Oppose	

- 3.3 A late submission was received from Roger Radcliffe. This submission was received two days late (1st June). The letter was dated 25th May and was sent via the postal service which may have been the cause of its delay in being received by Council.
- 3.4 A further submission made by Tara & Grant Keogh was likewise received two days late (5th July).
- 3.5 Neither of these submissions have unduely delayed the hearing. As such I do not consider any party to have been adversely affected by the late service of these submissions. Accepting the late submissions is consistent with the public participatory approach of the Act, and ensures the Commissioner is able to consider the views of the community in assessing the application. I therefore recommend that the late submission by Roger Radcliffe and the late further submission by Tara & Grant Keogh be accepted by the Commissioner⁴ and subject to the applicant confirming that they agree to the extension⁵.
- 3.6 Of the original 8 submissions, 6 opposed the plan change, 1 supported it, and 1 supported it subject to conditions. The four further submissions were all lodged in support of original submissions that opposed the plan change i.e. the further submissions all seek to reinforce reasons why the plan change should be declined.
- 3.7 The Canterbury Regional Council ('CRC') chose not to lodge a submission on this plan change, but instead has provided written advice to Selwyn District Council, setting out CRC officer views on the plan change. This written advice is attached as **Appendix 4**. It does not constitute a submission, and as such has simply formed part of the background information I have considered in forming my own views and recommendations on the plan change.

4. PROPOSAL AND SITE DESCRIPTION

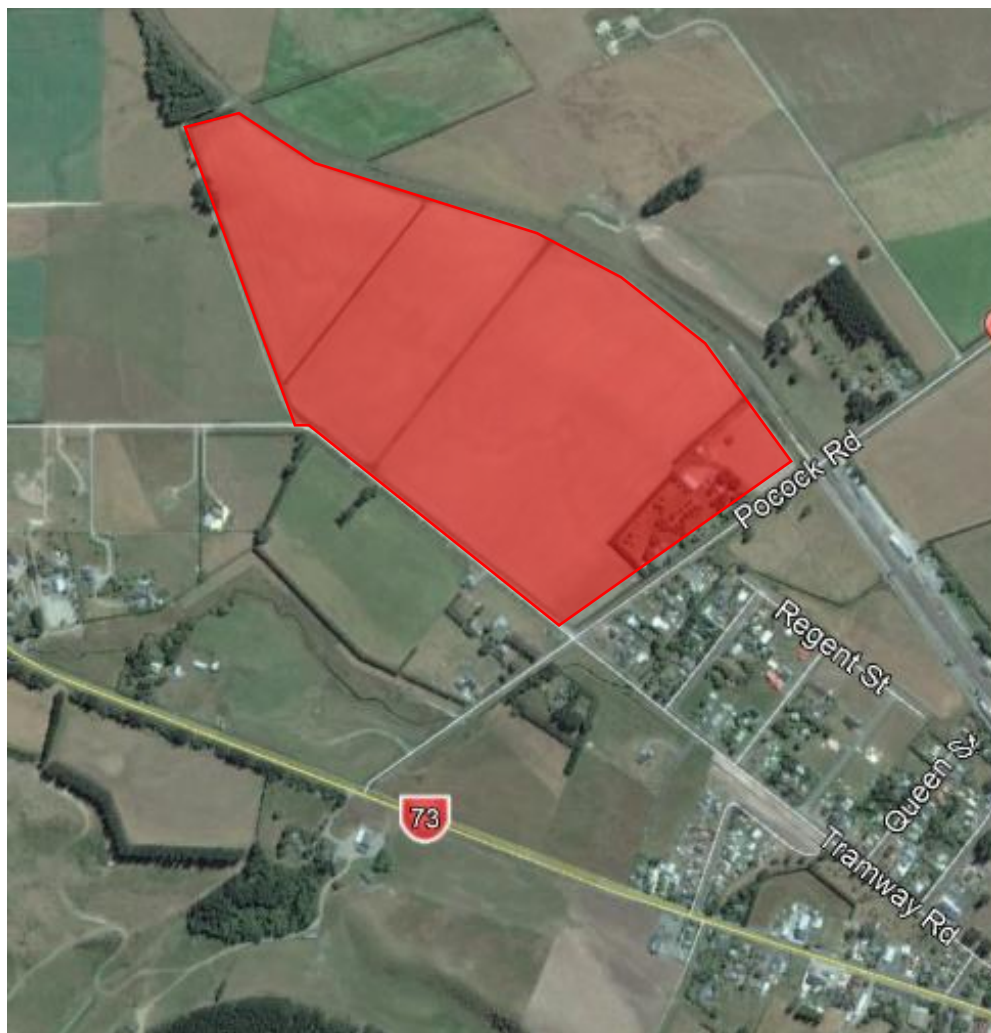
- 4.1 The site is located on the western edge of Springfield Township, with the property bordered by Pocock Road to the east, Annavale Road to the south, rural farmland to the west and north, with the Midland rail corridor to the West Coast running along the site's northern boundary (refer to Figure 1 below).

⁴ pursuant to s.37A(2),

⁵ pursuant to s.37A(4)(b)(ii)

- 4.2 The site has a total area of some 31.3 hectares and is legally described as Lot 1 and Lot 2 DP 400509. The majority of the site is held within Lot 2 (30.3 ha) and is comprised of generally flat pastureland with post and wire stock fencing around the perimeter and dividing the site into several paddocks. Two rows of shelterbelts bisect the middle of the site on a rough north-south alignment. An open irrigation race also bisects the site in parallel with these shelterbelts. There is a cluster of farm utility buildings located in the northeast corner of the site adjacent to Pocock Road with associated amenity and shelter plantings.
- 4.3 Lot 1 (1 ha) contains the only dwelling and associated amenity plantings and accessory buildings. This lot is in the ownership of a third party that the applicant has advised is supportive of the rezoning proposal. It is noted that the owner of this lot has not submitted on the plan change.

Figure 1: Site Location



- 4.4 The application site currently has a Rural Outer Plains zoning, which provides for rural farming activities and requires a minimum site density of 20ha per dwelling. This plan change request seeks to rezone the site to a Living 2 Zone with associated rules that limit the total number of lots (and future dwellings) to 15 new lots, plus the retention of the existing 1 ha lot to give 16 dwellings in total. The lots are to have an average size of 2ha, with no individual lot to be less than 1 ha in area.
- 4.5 The outcomes anticipated in the Rural Outer Plains Zone are that of an extensive working farming environment with low levels of subdivision and development.

4.6 The outcomes anticipated in the Living 2 zone are described as follows⁶:

“As for the Living 1 zone, but with lower building density and development relective of the rural character expected of low density living environments. Whilst generally adjoining existing living zones, in some circumstances, low density Living 2 zones can be located on the edge of townships. Larger sections, more space between dwellings, panoramic views and rural outlook are characteristic of this zone”.

4.7 In essence this assessment seeks to determine which of the two outcomes, as reflected through zoning, better achieves the District Plan's wider objective and policy framework.

4.8 The rule framework being sought by the applicant relies largely on the existing Living 2 Zone provisions, with amendments limited to several site-specific matters. No amendments are sought to the Plan's objectives and policies beyond the inclusion of a site-specific reference in a single policy B4.1.7 regarding site coverage. The application is accompanied by an Outline Development Plan ('ODP') that gives guidance as to the general size and location of lots, associated vehicle access routes and key features such as a proposed 80m setback for dwellings from the boundary with the Midland rail corridor to manage amenity outcomes.

Surrounding Environment

4.9 Beyond the site, the property is surrounded by Rural Outer Plains zoned pastoral farmland on three sides, with the eastern edge of the site opposite a Living 1 zoned suburban area that in turn forms part of Springfield township. The suburban area on the eastern side of Pocock Road is generally comprised of standalone single storey dwellings set within landscaped quarter acre sections. Pocock Road is sealed, while Annavale Road is formed as metal chip, with the formed width of the carriageway reducing west of the dogleg and visually taking the form of a rural driveway or track.

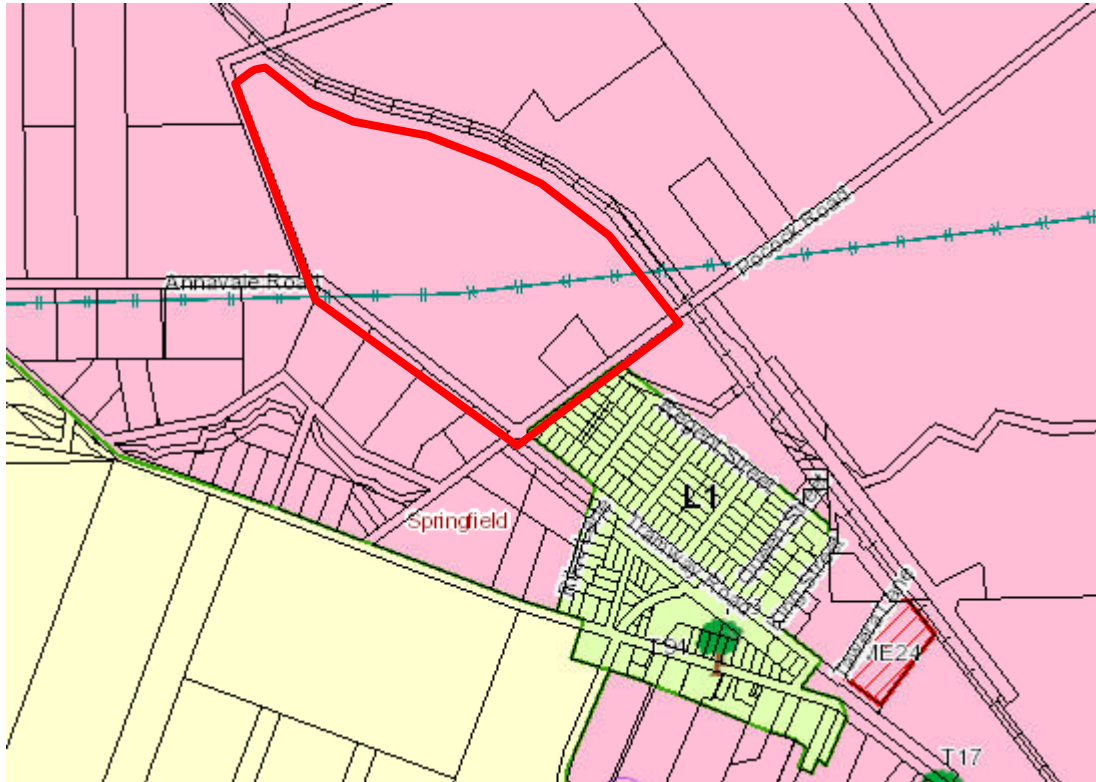
4.10 The rural land to the south of the site and located between Annavale Road and State Highway 73 has a Rural Outer Plains zoning but visually displays more of an Inner Plains rural character insofar as there has historically been more intensive subdivision in this area with a number of dwellings located on lots around 2ha in size. A honey processing facility is established in this area at 94-106 Annavale Rd and is operating under resource consent (RC165220).

4.11 More broadly, Springfield township is typical of smaller rural service towns and includes residential areas, a primary school, a range of community facilities, with shops and trade suppliers concentrated along the State Highway servicing both the local community and passing travellers. The township is surrounded by pastoral farming activities, with views to the foothills and Southern Alps available to the south and west.

Figure 2: Zoning Map⁷

⁶ District Plan Table A4.4 – Description of Township Zones

⁷ The site is shown in red, the Rural Outer Plains zone is pink, and blue dashed line is the route of a 'possible' fault line



5. STATUTORY FRAMEWORK

Statutory principles

- 5.1 The general approach for the consideration of changes to district plans was summarised in the Environment Court's decision in the Long Bay⁸ decision, the relevant components of which are set out in the following paragraphs.
- 5.2 The matters that must be considered in preparing a change to the Plan are set out in s74 of the RMA. Amongst other things, s74 requires the local authority to:
- comply with its functions under s31
 - consider alternatives, benefits and costs under s32
 - ensure the necessary matters are stated in the contents of the district plan under s75
 - have regard to the overall purpose and principles set out in Part 2, including the Matters of National Importance (s6), the Other Matters (s7) that require particular regard to be had in achieving the purpose, and the Treaty of Waitangi (s8)
- 5.3 It is noted that in a general sense, the purpose of the 'Act' is already reflected in the operative District Plan's objectives and policies as they have already been through the above statutory tests and are now unchallenged. PC54 does not seek to amend these objectives and policies.
- 5.4 When preparing a plan or considering a plan change the Council:

⁸ Long Bay – Okura Great Park Society Inc v North Shore City Council A 078/08

- must give effect to the operative Canterbury Regional Policy Statement (s75 (3)(c))
 - shall have regard to any proposed changes to the Canterbury Regional Policy Statement (s74 (2)(a)(i)); and
 - any management plans and strategies prepared under other Acts (s74 (2)(b)(i))
 - must not take into account trade competition (s74(3))
 - must take account of the Mahaanui: Iwi Management Plan 2013 (s74 (2A))
 - shall have regard to the extent to which the plan is consistent with the plans of adjacent territorial authorities (s74 (2)(c))
- 5.5 Consideration of the appropriateness of rezoning the subject land and the associated Plan amendments must therefore give effect to the operative Canterbury Regional Policy Statement ('CRPS'). Regard must also be had to the Malvern Area Plan 2031 (adopted September 2016) which was prepared relatively recently under the Local Government Act.
- 5.6 There are not considered to be any directly relevant provisions in the District Plans of neighbouring territorial authorities that are affected by PC54. Matters of cross-boundary interest are limited to managing the co-ordinated urban growth on the Canterbury Plains through the CRPS.
- 5.7 PC54 does not seek to make any changes to the settled objectives and policies of the District Plan. The Council is therefore required to simply consider whether the proposed changes to the Plan's rules and zoning better achieve the District Plan's objectives, and thereby Part 2, than the operative provisions.
- 5.8 The process for making a plan change request and how this is to be processed is set out in the 1st Schedule of the RMA. PC54 has reached the point where the request has been accepted for notification, and submissions and further submissions have closed. A hearing is now required (Clause 8B), and a decision made, on the plan change and the associated submissions (Clause 10).

6. ASSESSMENT OF ISSUES RAISED BY SUBMITTERS

Submission summary

- 6.1 As set out above, 8 submissions and 4 further submissions were received. The submissions in opposition request that the plan change be declined. This section provides an assessment of the submission points received and a summary of the expert evidence commissioned to inform this report and as included with the original application. For completeness none of the submissions raise matters of trade competition.
- 6.2 The key matters either raised by submitters, or necessary to be considered in ensuring that the Council's statutory functions and responsibilities are fulfilled, are:
- Effects on the township form, character, and amenity of Springfield;
 - Infrastructure servicing (water supply, sewer, and stormwater);
 - Transport safety and efficiency;
 - Land stability and geotechnical risk;
 - Soil contamination risk;
 - Potential adverse reverse sensitivity effects;

- Potential for industrial development;
- Cultural values.

6.3 This assessment incorporates the conclusions of the memorandums commissioned to inform the overall recommendations of this report and to make a determination on the relief sought by submitters.

Township form and character

6.4 The Plan Change's potential effects on visual and landscape values have been assessed in the application. The applicant's assessment identifies that there are no outstanding or notable landscape features on the site that warrant protection or that would preclude rezoning to rural residential densities. This conclusion aligns with my observations of the site which consists simply of flat rural paddocks. The site is not identified in the District Plan as being located within an Outstanding Natural Landscape area or any other landscape overlays or notations.

6.5 Whilst the site itself does not contain any notable natural features, several submitters⁹ have raised concerns about the loss of wider rural views and outlook from the township across the site to the Southern Alps. I agree that the proposed plan change will result in an inherent change in character from the existing overtly rural open landscape to one that contains more urbanised elements including dwellings, garages and accessory buildings, driveways, and amenity planting. With lots an average of 2 ha in size it is also reasonable to anticipate that individual lots will retain rural elements such as small paddocks with the potential for limited livestock grazing.

6.6 The Living 2 rule package that will apply to the site has been designed to maintain a semi-rural character and draws on both the existing Living 2 and Living 3 zone provisions. In summary, this rule package includes the following requirements:

- Any fencing is to be no higher than 1.2m, at least 50% open, and is to be post and rail or post and wire construction (amended rule 4.2.3);
- Site coverage of buildings per lot is to be the less than 500m² (amended rule 4.7.1/ Table C4.1);
- Building height is limited to 8m (operative rule 4.8.1);
- Buildings are proposed to be set back a minimum of 10m from road boundaries and 6m from internal boundaries (new rule 4.9.45);
- Dwelling density is to be low with an average lot size of 2 ha, a minimum lot size of 1 ha, and a maximum of 16 lots in total (amendment to Rule 12.1.3/ Table C12.1).

6.7 The Living 2 rule package means that a high quality visual outcome should result, i.e. that whilst site character will change from rural to rural-residential, the end outcome should still display high levels of amenity. Or to put it another way, the views will change, but those views should still be in keeping with an acceptable level of outlook and amenity anticipated around the edges of a rural township.

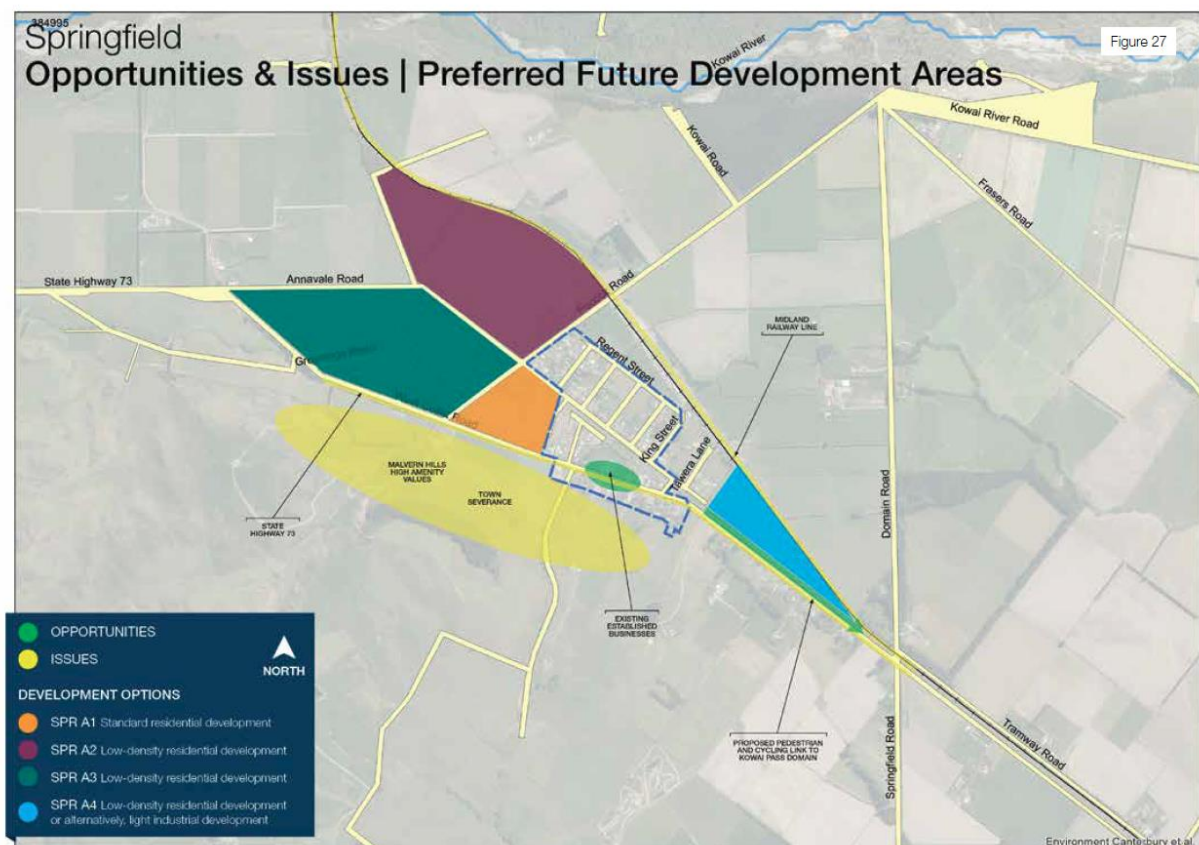
6.8 The notified plan change seeks a 10m setback for dwellings from road boundaries. This is less than the 20m requirement that typically applies to rural residential zones in the District. There is limited discussion in the application as to why a 10m setback is sought. Given the large size of the proposed lots, a 20m setback will not unduly constrain site layout or development options and will assist in maintaining a degree of openness and

⁹ Zoe & David Morey, Peter & Pamela Aldersley, Dr Bruce Smith

rural character in keeping with the broader outcomes anticipated in the low density Living 2 and Living 3 zones and as sought by submitters. It is therefore recommended that the site be subject to a 20m building setback from road boundaries.

- 6.9 The submitter concerns regarding landscape change are linked to wider concerns expressed regarding the shape and identity of Springfield township. Such sentiments are expressed through concerns about urban sprawl, the loss of productive farmland, and the decline in a clear sense of cohesion and village character¹⁰.
- 6.10 The growth of Springfield township has recently been considered through the Malvern Area Plan 2031. This plan examined likely future growth areas for Springfield. It identified that “*State Highway 73 and the Midland Line railway are strong boundaries to contain the urban form of the township to the north and to protect the productive capacity and amenity attributed to the surrounding rural environment*”.
- 6.11 It also identified that “*development south of State Highway 73 should be precluded to avoid undermining the amenity values attributed to the Russell Range (Malvern Hills Zone and Malvern Hills Outstanding Natural Landscapes) and town severance that would give rise to poor connectivity and integration with the wider settlement*”¹¹.

Figure 3. Malvern Area Plan - Springfield



- 6.12 Figure 27 of the Area Plan identifies preferred areas for greenfield growth. These include the subject site as ‘Springfield Area 2, which is shown in maroon in Figure 3 above (see

¹⁰ See submissions of Dr Bruce Smith, Roger Radcliffe, Zoe & David Morey, Peter & Pamela Aldersley, Nicky Snoyink

¹¹ Malvern Area plan 2031, pg 108

Appendix 5 for more detail). Other possible growth areas are shown in teal, orange, and light blue. The general appropriateness of the site as a future urban growth area has therefore been considered at a high level through the Area Plan process and has been identified as being suitable as an area that directly adjoins the existing urban edge and is bounded to the north by the rail corridor and to the south by State Highway 73. The Area Plan provides a useful summary of the advantages and disadvantages of the application site as a growth area as follows:

“A potential future area for low-density Living 2 development is to the west of Pocock Road, north of Annavale Lane as far as the Midland Line railway. The area is currently zoned Rural (Outer Plains).

Advantages

- *This location is within the general area identified as a future growth path in the current District Plan growth of township policies and would provide a variation in section sizes and housing typologies to meet the wider needs of the community.*

Disadvantages

- *Any future development in this location would need to overcome infrastructure servicing capacity issues, including access to potable water and integration into the wider community network.*
- *Potentially adverse reverse sensitivity effects with the Midland Line railway to the north would also need to be addressed.*
- *The area does not present itself as an obvious Living 1 growth path, although a graduated density could be appropriate.*
- *The land is comprised of Class III versatile soils, which are valued for their productive capacity.*

- 6.13 The site is therefore contemplated for low density Living 2 zone outcomes. Potable water supply constraints have been resolved since the Area Plan was adopted and are discussed in more detail below. The plan change includes a requirement for dwellings to be setback at least 80m from the rail corridor to manage amenity and reverse sensitivity outcomes. Lots with an average density of 2ha are sufficiently large to retain some productive potential. In terms of form and location, the site is located in an area where future growth and development is anticipated whilst maintaining appropriate boundaries and a sense of an urban edge to Springfield.
- 6.14 The location of rural residential housing areas is a common feature and urban edge treatment around the majority of the District's townships. In Springfield there is an existing cluster of 2ha lots on the southern side of Annavale Road which provide such an edge treatment.
- 6.15 Living 2 zones (or variants thereof) are listed in the following table. Within the 'Greater Christchurch' part of the District Living 3 zones fulfill a similar function adjacent to Rolleston, Prebbleton, and Lincoln, albeit at 0.5-1ha densities.

Township	Zoning	Average Minimum Allotment Area (as per Table C12.1: Allotment Sizes).
Coalgate	L2	1 ha.
Darfield	Living 2A (Deferred) Living 2A1	1 ha. (if criteria met). 2 ha.
Dunsandel	Living 2	1 ha.
Kirwee	Living 2 Living 2A	1 ha. 1 ha. & 2 ha.
Prebbleton	Living 2A (The Paddocks)	1.5 ha. (minimum allotment size).
Rolleston	Living 2A	1 ha.
West Melton	Living 2A	1 ha. (minimum. allotment size).

6.16 Several submissions¹² have raised concerns regarding the lack of need for the proposed rezoning in terms of accommodating demand, with submitters noting that there are numerous existing vacant sections available within the township.

6.17 I agree that there is no clear need for the land to be rezoned in terms of accommodating urban growth. The Malvern Area Plan anticipates reasonably low levels of population growth for Springfield over the coming 15 years (32 additional households) and identifies that there is existing capacity to accommodate up to 56 households within the township's existing urban zone. The Area Plan concludes that:

“no new areas for residential or business purposes have been identified as being necessary to be proactively zoned by Council in response to projected growth within the Malvern 2031 planning horizon. This is on the basis that there is currently sufficient undeveloped land to accommodate projected population growth and demand, and there are constraints that need to be addressed through the RMA process. Figure 27 shows preferred areas for future greenfield growth that could either accommodate residential development beyond 2031 or more immediately through a private plan change process, including areas where more intensive development may be able to occur and explains the advantages and disadvantages of each respective area”.

6.18 The Plan Change is not therefore necessary in order to accommodate the anticipated growth of the Springfield community. The justification for the application, as set out in the applicant's RFI response, is instead centred more on providing a range of housing typologies to meet differing housing needs and preferences. The majority of the sections available within the township urban area are generally suburban in size. The plan change provides housing choice through offering sections in the 1-2 ha range. This application reflects the process anticipated in the Area Plan whereby there is no need for Council to progress plan changes to meet demand, however private plan changes are contemplated where landowners of sites in the preferred growth areas wish to provide greater housing choice to the market.

6.19 The Area Plan clearly contemplates that the application site will be developed at low densities and specifically refers to Living 2 zone outcomes rather than Living 1. The plan

¹² Zoe & David Morey, Nicky Snoyink, Peter & Pamela Aldersley,

change application is therefore consistent with both the location and type of growth anticipated for Springfield through the Area Plan.

Infrastructure servicing & stormwater management

- 6.20 The application includes an assessment of infrastructure and servicing capacity prepared by Grassroots Planning Limited, dated September 2017. The servicing strategy has been reviewed by Murrumbidgee Council's Water Services Asset Manager, with a memorandum from Mr England attached as **Appendix 1**.
- 6.21 The proposed development is at very low densities, and therefore results in limited demand on water-based network infrastructure. Given the large size of the proposed lots, on-site disposal of stormwater directly to ground is practicable. On-site septic tanks are likewise an acceptable and well-proven solution for large lots. Both stormwater and sewage systems will be subject to site-specific resource consents and/or engineering approvals as part of the subdivision process.
- 6.22 Potable water supply capacity has historically been limited in Springfield and is a concern raised by a number of submitters¹³. Mr England has confirmed that Council now hold the necessary Regional Consents to enable adequate abstraction to meet existing township demand, including the additional demand created by this plan change. Mr England has also confirmed that the plan change site will need to be on a restricted supply of 2 units of water per lot (2,000lt/ day). This limitation is recognised in the proposed plan change provisions through a proposed new rule 4.4.3 *"In the Living 2 Zone at Springfield as shown in Appendix 48, an on-site domestic water supply storage tank be installed in accordance with the requirements of the Selwyn District Council. (Note: this is due to the water supply in this zone being restricted to 2,000 litres per dwelling per day)"*.
- 6.23 Activities that do not supply additional water storage will require a resource consent as a fully discretionary activity. Reference to this requirement is also proposed to be included in the subdivision provisions (amendment to rule 12.1.3.3)
- 6.24 Given the restricted supply, it may be that individual homeowners look to capture roofwater for reuse, thereby further reducing the need for site-specific stormwater systems.
- 6.25 There are therefore no water-based infrastructure network reasons why the plan change cannot be granted.

Transport safety and efficiency

- 6.26 The application included a transport report on the proposed access and road design prepared by Novo Group Ltd and dated June 2013. Comments have also been received from Mr Andrew Mazey (Council Asset Manager, Transportation), with this feedback attached as **Appendix 2**.
- 6.27 The majority of lots will gain access onto Annavale Road, either directly or via two Rights of Way accesses, with two lots able to have direct access onto Pocock Road. There are no transport safety or efficiency issues arising from the location of the proposed access points. Mr Mazey likewise does not raise any concerns with the functioning of the Annavale/ Pocock Road intersection given the low number of vehicle trips likely to be generated by the proposal.
- 6.28 Mr Mazey has identified that the formation of Annavale Road will need to be upgraded to provide a formed and sealed width of 6m in accordance with Table E13.8 in the Township Volume of the District Plan. Sealing Annavale Road is also a matter raised in

¹³ Zoe & David Morey, Nicky Snoyink

the submission of Mark Harnden. The extent and detailed design of road and intersection upgrades are matters that are negotiated through the subdivision consent process.

- 6.29 In summary, the proposal will generate a low number of vehicle movements, has uncomplicated access locations with clear sight lines in both directions, will not adversely affect the safe functioning of the Annavale/ Pocock intersection, and there is sufficient room within the existing road corridor to enable any necessary upgrades of sealing and intersection design to be undertaken as part of the subdivision consent process.

Land stability and geotechnical risk

- 6.30 The application includes the findings of geotechnical investigations undertaken by Eliot Sinclair Ltd, dated 23rd August 2013. Since the 2013 report was prepared, research into fault hazard risk following the Canterbury earthquake sequence resulted in the CRC providing Council with new reports on seismic risk. This more recent research identified a “possible” fault line running through the site (and shown as a blue dashed line in Figure 2 above). The applicant’s geotechnical report was then supplemented by an addendum report dated 12th March 2018 that had a specific focus on the natural hazard risk posed by this possible fault line. The applicant’s geotechnical reports have subsequently been peer reviewed for Council by Mr Ian McCahon of Geotech Consulting Ltd, dated 20th July 2018 (**Appendix 3**). Hazard risk is also a matter of concern identified in the submissions by Nicky Snoyink and Dr Bruce Smith.

- 6.31 In summary, the possible fault line is inferred only and has been found to present a low risk, which combined with the low density of proposed buildings and their less sensitive Building Importance Category, means that the overall risk is insufficient to justify declining the plan change based on Ministry for the Environment guidance. Mr McMahon notes that there may be merit in any future concrete-floored dwellings having their foundations enhanced to TC2 levels, however this is a matter that can be appropriately addressed at later subdivision or Building Consent stages.

- 6.32 The site is not located within a known flood plain and is set back a considerable distance from the Kowai River, which has its bed at a lower level than the site at the base of some significant natural terraces.

- 6.33 The Eliot Sinclair report concluded that:

“In summary, by conservatively adopting the average RI [Return Interval] for Springfield Fault when assessing the risk posed by “possible” fault, we conclude the site is suitable for future residential construction and given significant uncertainty about whether or not reactivation of the fault will occur, the location where surface rupture could occur, we conclude there should be no restrictions in relation to Active Faults that need to apply to the proposed plan change PC54”.

- 6.34 The advice from the Canterbury Regional Council attached as Appendix 4 is that given these findings the proposed approach is consistent with the direction set out within CRPS Policy 11.3.3 regarding the management of earthquake hazards.

- 6.35 For completeness, Mr McCahon reaches the following conclusions:

“The [applicant’s] geotechnical report and letter adequately demonstrate that the site is underlain with competent soils and that there is minimal risk of natural hazards adversely affecting the site to the degree that it should not be developed. The liquefaction hazard is assessed as being low and an equivalent TC1 classification is appropriate. A possible active fault has been identified as potentially passing under the plan change area. Consideration of MfE guidelines

on development indicates that building on the area is acceptable as a permitted activity. We concur with ESPL conclusion that there is no geotechnical reason to prevent the proposed plan change and future low density residential use."

National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health (NES)

- 6.36 The site is not currently listed on the Canterbury Regional Council's Listed Land Use Register that records locations where potentially contaminating activities have occurred in the past¹⁴. The applicant has commissioned a Preliminary Site Investigation ('PSI') from Tasman Environmental Management in 2013. The PSI has likewise not identified any HAIL activities as having occurred on the site. There is an existing workshop and several machinery storage sheds located in the northeast corner of the site, with an above ground fuel tank having historically been located adjacent to these buildings. The PSI has concluded that no HAIL activities that may cause significant soil contamination have been identified and that therefore the application site represents a typical greenfield site and should, from a contamination perspective, be suitable for the intended rural residential use.
- 6.37 As part of their RFI response, the applicant has advised that no hazardous substances have been used or stored on the site in the intervening five year period since the PSI was originally prepared, with the land use over the last five years having comprised simply of pastoral grazing. The potential for localised hydrocarbon contamination around the workshop area is a discrete matter that can be the subject of future subdivision consents if necessary (and as noted in the advice from the Canterbury Regional Council). The operative District Plan subdivision provisions provide appropriate scope to enable Council to assess such matters at the time a subdivision consent application is received. Council subdivision consent approval processes are likewise well-used to considering the robustness of any proposed Remedial Action Plans (should such be necessary) to ensure that soil contamination risk is appropriately managed for the safety of both construction workers and future residents.

Potential reverse sensitivity effects and amenity conflicts

- 6.38 A 'reverse sensitivity' effect can arise whereby an existing, lawfully established, activity experiences new development occurring on adjacent sites and those new occupants have differing amenity expectations that lead to complaints and subsequent restrictions on the existing activity. In a rural-urban edge context such situations could arise where new rural residential neighbours complain about 'normal' farming activities such as the noise generated at harvesting, the smell and noise of grazing livestock, or concerns about the use of agricultural sprays.
- 6.39 The submission received from Phillipa Saunders and Mitchell Limbe raise such concerns¹⁵. The Saunders-Limbés operate a long-established dairy farm to the west of the application site. They are concerned that new rural-residential neighbours may have differing amenity expectations that would lead to complaints and subsequent limitations on how their existing dairy farm is able to be operated.
- 6.40 It is understood that following receipt of submissions the applicant's planning consultant has been liaising with the Saunders-Limbés to explore whether a mutually acceptable

¹⁴ Referred to as Hazardous Activities and Industries List ('HAIL')

¹⁵ Submissions by Peter & Pamela Aldersley and Nicky Snoyink also raise this issue.

solution is able to be found. At the time of writing I am unsure if such resolution has been achieved, with this being a matter that the parties will be able to inform the Commissioner of at the hearing.

- 6.41 As a general observation, a rural-urban interface always occurs at the edge of townships. Urban growth plan changes simply shift the boundary of this interface. Dairy farming operations adjacent to the outer edges of rural townships are a common, if not the predominant, scenario on the Canterbury Plains. There is nothing about the plan change site that would appear to make it more sensitive than typical rural-urban interfaces found throughout the District.
- 6.42 The application site is sufficiently large (20ha+) that one new dwelling could be erected as of right under the existing Rural Outer Plains zoning, with such a dwelling able to be located towards the western end of the application site in close proximity to the Saunders-Limbe boundary. If the Commissioner were particularly concerned about the reverse sensitivity risks, a possible solution is to amend the ODP to show a single 4ha lot at the western end of the plan change site (and therefore a result of no more than one new dwelling near the Saunders-Limbe property), with a compensatory additional lot located towards the Pocock Road end of the site, e.g. dividing the proposed lot on the corner of Annavale and Pocock Roads into two smaller lots. Such a layout would also enable a graduated transition in lot sizes with smaller, 1ha lots located at the township end, transitioning through 2 ha lots in the middle of the site and a 4 ha lot at its western end. A alternative would be to impose a larger dwelling setback from the site's western internal boundary.
- 6.43 If the Commissioner is not minded that such amendments are necessary, then at worst the plan change enables two dwellings to be located at the western end of the site, each on lots approximately 2 ha in size. As noted above, there are a number of small holdings and lifestyle blocks located south of the application site and directly east of the Saunders-Limbe property. The wider context is therefore already one of an extensive dairy farm operating within the constraints (if any) imposed by having a cluster of rural residential neighbours to the east.
- 6.44 The site's location on the edge of Springfield Township also assists in managing reverse sensitivity issues as new proposed intensive farming activities such as piggeries or poultry farms that are likely to create nuisance effects for urban residents are unlikely to want to establish, or be able to obtain the necessary resource consents, for locations in close proximity to the edge of an established township.
- 6.45 There are no established intensive poultry or pig farming operations within 300m of the site that might lead to odour-related conflict with the proposed residential activity. As noted above, the site's northern boundary adjoins the Midland rail line which connects the West Coast with Canterbury. The applicant has consulted with Kiwi Rail on how this interface is managed, with these discussions having resulted in the plan change and ODP including a requirement that new dwellings be set back a minimum of 80m from the boundary with the rail corridor.

Potential for industrial development

- 6.46 A concern raised by submitters¹⁶ is that the future subdivision of the site into smaller lots might lead over time to the area developing an industrial character. The basis for these concerns is the recent establishment of a honey processing facility on the southern side of Annavale Road. This honey facility is located in a Rural Outer Plains zone and had its

¹⁶ Dr Bruce Smith, Peter & Pamela Aldersley, Nicky Snoyink

effects considered through a resource consent process as a rural-based industrial activity.

- 6.47 The District Plan contains a robust regulatory framework regarding the establishment of non-rural activities in the rural zones and non-residential activities in the living zones. The key rules relate to managing the scale of the activity. The Plan limits out of zone activities to employing no more than two full-time equivalent staff who live off-site, and limits activities to no more than 100m² of buildings or storage areas in rural zones and 300m² in living zones¹⁷. Where activities exceed these limits then a fully discretionary resource consent is required in both the rural and living zones, thereby enabling the Council to consider all relevant matters. The Plan also controls matters such as traffic generation, noise, and hours of operation, so as a package the potential effects on amenity are able to be appropriately managed.
- 6.48 The rule packages are similar for rural or living zones and therefore the plan change does not make it easier to undertake industrial activities relative to the existing zone framework. In practice more intensive subdivision for rural residential development makes the establishment of medium-sized industrial activities less likely as the effects at the site boundaries are less easily contained on small 1-2 ha lots compared with extensive Rural Outer Plains zoned landholdings.

Cultural values

- 6.49 There are no wahi tapu or wahi taonga sites of cultural significance identified in either the District Plan or in feedback from local rununga that was obtained as part of the development of the Malvern Area Plan 2031. The local Rununga have not lodged a submission on the application.
- 6.50 In terms of wider cultural concerns regarding the management of water quality, as noted above the water supply will be available through connection to the existing reticulated network, however this supply is to be restricted to ensure efficient water use. If a restricted supply system is needed, then this may encourage the use of roofwater storage tanks for garden irrigation and water-efficient appliances. Concerns relating to stormwater and sewer have been discussed above and in the associated servicing memo prepared by Murray England. Discharges of both will be directly to ground and there are no natural waterways on the site and therefore mixing of waters will not occur.

7. STATUTORY ANALYSIS

Canterbury Regional Policy Statement ('CRPS')

- 7.1 The application site is located outside of the 'Greater Christchurch' part of the Region and therefore Chapter 6 of the CRPS does not apply. Urban growth is instead managed primarily through Chapter 5. The applicant's response to the Request for Further Information includes a comprehensive assessment of the proposal against the relevant objectives and policies of the CRPS. I agree with the applicant's assessment. I also note that the CRC officer advice contained in Appendix 4 has likewise concluded that the plan change is 'generally consistent with' the provisions of Chapter 5.
- 7.2 Chapter 5 in summary recognises the need to provide for the Region's urban growth. Such provision is not however open-ended, rather such growth should only occur in a manner that achieves the following outcomes:

¹⁷ Rural Volume Rules C9.4.1, 9.4.2, 9.5.1, 9.5.2. Township Volume Rules 10.9.1 and 10.9.2

- A consolidated and connected urban form i.e. is adjacent to, and connected with, existing townships and has logical boundaries;
- Provides sufficient housing choice to meet the Region's housing needs;
- Is able to be efficiently serviced;
- Is able to be integrated into the transport network;
- Does not constrain the use or development of Regionally significant infrastructure;
- Maintains and where possible enhances the overall quality of the natural environment, including outstanding natural features and landscapes;
- Avoids conflicts between incompatible activities;
- Avoids locating new development in areas exposed to a high risk of natural hazard

7.3 The proposed plan change achieves these outcomes in that it is located adjacent to the edge of an existing urban area, has clearly defined boundaries, includes rules to mitigate reverse sensitivity effects with the Midland Line rail corridor, is not an area with identified outstanding landscape or other natural values, is not located in an area exposed to an unacceptable risk of natural hazards, is able to be appropriately serviced, and will not adversely affect the functioning of the strategic road network.

Land and Water Regional Plan ('LWRP')

7.4 The purpose of the LWRP is to identify the resource management outcomes for managing land and water in the Canterbury region. The ability of the PC54 site to be efficiently serviced in terms of water, waste water, and stormwater has been discussed above.

7.5 In summary, the PC54 site is able to be provided with a reticulated water supply, albeit as a restricted supply. Stormwater will be disposed of directly to ground, with the free-draining nature of the soils combined with the large lot sizes and a requirement for on-site water storage tanks, meaning that there is no need for a site-wide reticulated stormwater retention and treatment system. Given that there is no reticulated sewer infrastructure available in Springfield, the sites will be serviced by individual septic tanks.

7.6 The detailed design of the stormwater and sewer systems will form part of the subsequent subdivision consent process and will be assessed via any associated resource consents required under the LWRP from the Canterbury Regional Council. Overall it is considered that the proposal can be efficiently and effectively serviced in a manner that maintains water quality and quantity and is consistent with the outcomes sought by the LWRP.

Mahaanui Iwi Management Plan 2013

7.7 Councils must take into account any relevant planning document recognised by an Iwi authority and lodged with the Council (s74 (2A) (a)). The relevant document for the Selwyn District is the Mahaanui Iwi Management Plan 2013. This document sets out the aspirations of local iwi and in particular seeks the maintenance and enhancement of water quantity and quality, the promotion of indigenous biodiversity and mahinga kai species, and the protection of sites with identified waahi tapu or waahi taonga value.

7.8 As set out above, there are no sites of specific cultural significance identified as being present in the application block, either through the District Plan or through the Malvern Area Plan which was prepared in consultation with iwi. Ngai Tahu have not lodged a

submission on the plan change. There are likewise no natural waterways or areas of indigenous vegetation or sources of mahinga kia. Stormwater and sewage will be appropriately managed and disposed of to ground via approved systems. The proposed plan change does not threaten the values set out in the Mahaanui Iwi Management Plan 2013.

Selwyn District Plan

- 7.9 The District Plan is divided into two volumes – Rural and Townships. Rural residential typologies have always fallen into something of a gap between the two volumes in that they are neither wholly rural nor wholly urban.
- 7.10 The PC54 application contains an assessment of the proposal against the objectives and policies of the District Plan of relevance to new rural residential development and urban growth more generally. The application concludes that the proposed plan change is consistent with the District Plan framework. Overall, I agree with the assessment included in the application and likewise consider that PC54 is consistent with District Plan's objectives and policies.
- 7.11 The objectives and policies of the Rural Volume of the Plan aim to maintain a very low density of dwellings, set amongst a productive rural landscape (**Objective B4.1.1-B4.1.3**). In essence the rural objectives and policies support the outcomes anticipated in the status quo zoning of Rural Outer Plains. Given that the PC54 application is for a plan change, rather than a resource consent, the rural objectives and policies are of only limited assistance in determining whether the Rural Outer Plains or proposed Living 2 zoning better meets the Plan's overall objective and policy framework. PC54 promotes a low density Living, rather than Rural, zone to facilitate rural residential development. Given that this typology is at its heart an urban growth issue, I consider that the Plan provisions dealing with urban growth are of most relevance. These provisions are contained primarily within the 'growth of townships' section of the Township Volume of the District Plan.
- 7.12 **Objective B4.1.1** seeks that *"a range of living environments is provided for in townships, while maintaining the overall 'spacious' character of Living zones"*. **Objective B3.4.1** seeks that *"the District's townships are pleasant places to live and work in"*, and **Objective B3.4.2** seeks that *"a variety of activities are provided for in townships, while maintaining the character and amenity values of each zone"*. These objectives are all rather high level, and are supported by similar high level **Policies B3.4.1-B3.4.3**. The proposed Plan Change sits reasonably comfortably against these provisions in that it will assist in providing a diversity and choice of living environments, with the Living 2 rule package delivering a living environment that is spacious and of high amenity.
- 7.13 **Policy B4.1.10** seeks to ensure that an appropriate balance between buildings and open space is achieved to maintain the spacious character of the District. The operative Living 2 rule package, which is adopted by the applicant, has been designed to achieve the outcomes sought by these policies, with the application including a rule amendment to ensure that fencing is low and visually permeable.
- 7.14 The provision of new urban growth areas is guided by **Policy B4.1.3** which aims:
"To allow, where appropriate, the development of low density living environments in locations in and around the edge of townships where they will achieve the following:
- *A compact township shape;*
 - *Consistent with preferred growth options for townships;*

- *Maintains the distinction between rural areas and townships;*
- *Maintains a separation between townships and Christchurch City boundary;*
- *Avoid the coalescence of townships with each other;*
- *Reduce the exposure to reverse sensitivity effects;*
- *Maintain the sustainability of the land, soil and water resource;*
- *Efficient and cost-effective operation and provision of infrastructure"*

7.15 Similar outcomes are sought through **Objective B4.3.2** which requires that:

"new residential or business development adjoins existing townships at compatible urban densities or at a low density around townships to achieve a compact township shape which is consistent with the preferred growth direction for townships and other provisions in the Plan".

Policy B4.3.2 *"requires any land rezoned for new residential or business development to adjoin, along at least one boundary, an existing Living or business zone in a township, except that low density living environments need not adjoin a boundary provided they are located in a manner that achieves a compact township shape".*

Policy B4.3.3 seeks to *"avoid zoning patterns that leave land zoned Rural surrounded on three or more boundaries with land zoned Living or Business".*

Policy B4.3.5 seeks to *"encourage townships to expand in a compact shape where practical".*

Policies B4.3.88 is specific to managing urban growth in Springfield and therefore is of particular relevance. This policy is to:

Encourage any new Living zone to occur to the north side of SH73 and avoid new Living or Business 1 Zones:

- *East of the existing Living 1 zone;*
- *On the south side of SH73; or*
- *North of the Midland Railway Line*

7.16 As identified in the above discussion on the Area Plan, the application site is located in a manner that is consistent with the directions set out in the above policy.

7.17 As set out in the discussion above, I consider that PC54 at a strategic level is consistent with the policy direction concerning the management of urban growth. The proposal is able to be integrated with the existing township and has clearly delineated boundaries. The inclusion of the site in the Malvern Area Plan also confirms that at a strategic level the site is an appropriate location for low density residential development, with the Area Plan directly referencing its potential for Living 2 zone outcomes as a means of providing greater housing choice and diversity. Servicing of PC54 is technically feasible through on-site management of stormwater and sewage and connection to the Council's reticulated water network as a restricted supply. The proposal will not result in any unacceptable effects on the safe and efficient functioning of the road network, noting that upgrades to Annavale Rd are a matter that can be resolved through the subdivision process. The site is not prone to flooding or liquefaction and the risk posed by a possible fault line has been considered by two independent geotechnical experts who have both concluded that the risk is sufficiently low so as to not preclude rezoning for low density residential use. It is therefore considered that the zoning request is consistent with the

District Plan's operative objective and policy framework regarding the growth of townships.

Proposed Amendments to the District Plan

- 7.18 The objectives, policies, and rule package for the Living 2 zones are now settled and operative. As noted above, PC54 does not propose any substantive amendments to the objectives and policies, with the only change being to include a reference to the site in a policy addressing site coverage. The proposed plan change also largely relies on the operative L2 zone rules in terms of achieving appropriate levels of amenity and building scale and location.
- 7.19 The application does propose a number of relatively minor amendments to include reference to the site's Outline Development Plan, lot density and number, and to address site-specific servicing, site coverage, and building setback matters. I agree with the need for the proposed amendments and that their drafting is appropriate. As noted above, further amendments to the rule package and/or the ODP may have been agreed between the applicant and the Saunders-Limbes regarding management of reverse sensitivity effects, with these parties able to advise the Commissioner of any such agreement.
- 7.20 A collated set of proposed District Plan amendments is attached as **Appendix 6**, with a copy of the ODP, as amended by the applicant's RFI response, attached as **Appendix 7**.

8. CONCLUSION

Matters to be considered

- 8.1 S74 of the RMA sets out the matters that must be considered in preparing a change to the Plan. Amongst other things, s74 requires the local authority to:
- comply with its functions under s31
 - consider alternatives, benefits and costs under s32
 - ensure the necessary matters are stated in the contents of the district plan under s75
 - have regard to the overall purpose and principles set out in Part 2, including the Matters of National Importance (s6), the Other Matters (s7) that require particular regard to be had in achieving the purpose, and the Treaty of Waitangi (s8)
- 8.2 It is noted that in a general sense, the purpose of the 'Act' is reflected in the current District Plan objectives and policies as they have already been through the statutory tests and are now unchallenged. The operative provisions can likewise be deemed to be 'giving effect to' the higher order objectives and policies sought in the CRPS. I note in particular that the proposal is consistent with the provisions in the CRPS, these provisions set out a coherent policy framework for managing urban growth, and that there is therefore little need to undertake a specific assessment against Part 2 of Act.

Functions of territorial authorities and matters to be included in a district plan - s31 and s75 assessment

- 8.3 Council's functions under s31 include the following:

“(a) the establishment, implementation and review of objectives, policies and methods to achieve integrated management of the effects of the use, development or protection of land and associated natural and physical resources of the district...”

- 8.4 The assessment and conclusions of this report establish that the PC54 framework incorporates appropriate methods to ensure any future land uses are appropriate and will result in a number of positive social, economic and environmental outcomes.
- 8.5 The matters proposed in PC54 are all matters that fall within the ambit of the content of a district plan under s75.

Consideration of alternatives, benefits and costs - s32 assessment

- 8.6 The Council has a duty under s32 of the RMA to consider alternatives, benefits and costs of the proposed change. The s32 analysis is a process whereby initial investigations, followed by the consideration of submissions at a hearing, all contribute to Council's analysis of the costs and benefits of the amended provisions in its final decision making.
- 8.7 The proposal does not seek to amend any of the operative objectives or policies of the Plan beyond a minor site-specific reference. The s32 consideration therefore turns on the Council being satisfied that PC54 is a more efficient and effective method of achieving the Plan's objectives, and thereby Part 2 of the RMA, than the existing Rural (Outer Plains) Zone and associated rule package as it relates to the specific site in question. On the evidence presented as part of the plan change application and from the findings of the various experts who have reviewed the application and the matters raised by submitters, I am satisfied that proposed Plan Change does better achieve the Plans' objectives than the existing provisions, is consistent with the provisions regarding urban growth management, it does give effect to the CRPS, and it is in accordance with the adopted Malvern Area Plan 2031.
- 8.8 It is therefore recommended that the Plan Change be accepted. It is recommended that all the submissions in opposition be rejected and those in support be accepted.

Appendix 1.

Infrastructure & stormwater – Murray England, Council Water Services Asset Manager



MEMORANDUM

To: Ben Rhodes - Team Leader Strategy and Policy
From: Murray England - Asset Manager Water Services
Date: 26 July 2018
Subject: Ballymena Subdivision, Springfield - Plan Change 54

I have read the Application and the submissions received and provide the following comments.

Potable Water

The proposal for a 'restricted' water supply is appropriate for this plan change.

Connection to the Council's water supply shall be directly off the Pocock Road main. Each individual lot will be limited to 2 Units of water (2000 L/day).

Council's consents CRC991058 and CRC155932 provides adequate abstraction capacity for the existing township demand, and that predicted from the proposed plan change.

The water treatment plant has been recently upgraded. Provision for future upgrades has been provided for in the 2018-28 Long Term Plan budget.

Wastewater

On-site wastewater treatment and disposal is appropriate for the proposed plan change.

The level of treatment and the specific type of disposal will be confirmed through the resource consent process with Environment Canterbury.

Stormwater

Stormwater management as proposed by the application is appropriate.

Further investigations and design will be required through the resource consent and engineering approval process should this plan change be accepted.

Water Race

The presence of the water race within the proposed ODP area is unlikely to be a hindrance to this plan change.

Any piping of the water race will be required to meet Council's engineering standards. Alternatively, if it is proposed to close the water race, the closure will need to adhere to Council's closure procedure including consultation.

Murray England
Asset Manager – Water Services

Appendix 2.

**Transport safety & efficiency – Andrew Mazey, Council
Transportation Asset Manager**

MEMORANDUM

To: Ben Rhodes - Team Leader Strategy and Policy
From: Andrew Mazey - Asset Manager Transportation
Date: 16 July 2018
Subject: Ballymena Subdivision, Springfield - Plan Change 54

I have read the Application and the submissions received and provide the following comments.

16 x L2 type density lots are proposed to be created as an eventual outcome from this plan change. Council has received other enquires over the years to develop this area using access from Pocock Road via an unsealed section of Annavale Road. Council's advice has been consistent in that it would expect that Annavale Road is upgraded to a sealed carriageway to provide the type of Level of Service new residents would expect, and likely complain to Council thereafter if it was not provided.

Pertinent to this is that Council receives through its Annual Plan process regular public submissions requesting existing unsealed roads to be sealed in response to issues with maintenance and the generation of dust. For the 2018 Long Term Plan this was no exception. Council will be considering a future report that looks at how those residents could fund localised seal extensions. Council would not wish to see this situation exacerbated further through a Plan Change such as this that doesn't provide sealed roading access that residents then subsequently take exception to.

The Applicants reference to just providing 100m of seal is perhaps confused with Council forward programmes to provide "seal backs" on unsealed 100 km/hr rural roads where it joins a sealed road. Where warranted it prevents loose metal migrating out onto the intersection, improved maintenance and vehicle approach braking performance. Annavale Road does not have a seal back – which if it did could have been extended further to service the development.

I agree with the Applicants traffic generation assessment noting trips can be between 6-10 trips per day per lot. In my experience this amount of traffic on an unsealed road of this scale of development and a single point of access starts to justify that the road should be sealed for maintenance and dust reasons, especially in close proximity to houses.

In this situation it would be appropriate that the existing unsealed Annavale Road and unnamed portion north be upgraded in accordance with Table E13.8 Township Volume (Local L2 Zone) to 6m wide and approx. 700m long from Pocock Road as a condition to any subsequent subdivision resource consent. After which the Council would then be responsible for its maintenance. The extent of this upgrade is shown below and is to include a turnaround facility at its end. This would include limited street lighting to levels similar to elsewhere in Springfield.

Table E3.18 provides the option for a footpath to be provided for in Local L2 Zone, and Council would be expecting for this to be provided along Annavale Rd to connect to the new footpath installed along Tramway Rd from Pocock Rd to the School, and wider connectivity to the township. Council has an upgrade programme for footpaths in townships across the District to resolve similar situations were these have not been provided previously and therefore wishes to avoid this occurring here.

I see no need to have the unformed road connecting west from the end of Annavale Road through to SH73 be upgraded as residents will use the sealed roading access closest to Springfield.

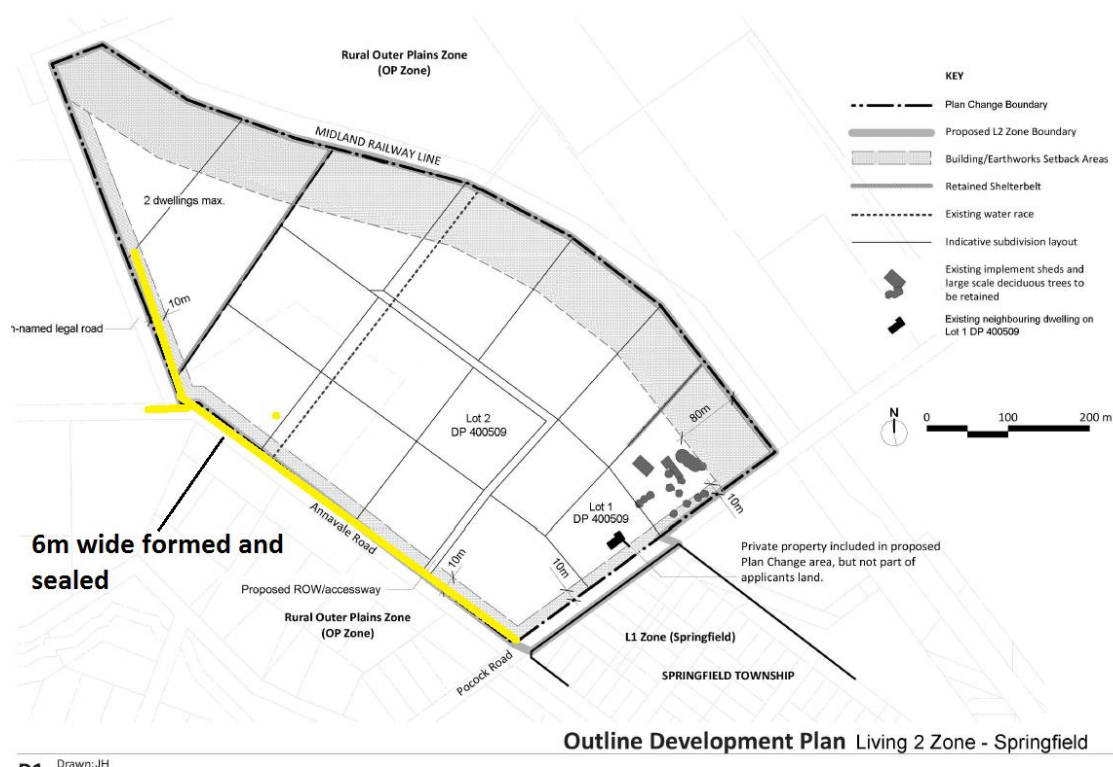
The proposed Right of Way appears to be servicing 8 lots, rather than the maximum of 6 allowed (Table E13.4 Township Volume). If so a legal road to vest would be required and on that basis the same standard for Annavale Road described above should apply, including a turnaround facility.

It is noted a submitters concern on the speed environment for the area. Council undertakes regular speed limit reviews across the district to gather up these types of situations where new subdivision developments occur. It is expected that a reduced speed limit on Annavale Road would be justified and also possibly on Pocock Road. This would be assessed at the time, but may range from 50 km/hr to 80 km/hr in accordance with NZ Transport Agency Guidelines.

The Applicant has provided an assessment on the performance of the SH73/Pocock Road intersection. While this appears satisfactory this intersection is the responsibility of the NZ Transport Agency and their approval should be sought. The intersection of Pocock and Annavale Road is the responsibility of Council and it would be expected to be upgraded to the same standard as the Tramway Road opposite to form a suitable cross roads intersection including kerbing as part of the upgrade of Annavale Road.

Andrew Mazey

Asset Manager Transportation



Appendix 3.

Geotechnical peer review - Ian McCahon, Geotech Consulting Ltd

4415
20 July 2018

Selwyn District Council
PO Box 90
Rolleston

Attention B Rhodes



Dear Sir,

**RE: Private Plan Change – PC 180054
Annanvale & Pocock Roads, Springfield**

Geotechnical Report Peer Review

Introduction

1. Geotech Consulting has been asked to carry out a peer review on the geotechnical reports for the plan change of Lots 1 & 2 DP 400509 to Living 2 Zone (low density residential), to allow for future subdivision into about 16 lots. The plan change is supported by geotechnical reports and we have been forwarded the following:
 - i. Outline Development Plan, 16 March 2018
 - ii. Ballymena Plan Change Request, 30 October 2017, by Planning Solutions Ltd
 - iii. Information sheets on surface soils, Landcare Research, generated 5 June 2013
 - iv. Geotechnical report for Plan Change, Corner of Annanvale & Pocock Roads, Springfield, 23 August 2013, by Eliot Sinclair & Partners Ltd, for Ballymena Holdings Ltd
 - v. Letter titled PC54 – possible fault, 12 March 2018, by Eliot Sinclair & Partners Ltd, for R Logan
2. Report (iv) and letter (v) contain the essence of the geotechnical appraisal, and the other information is more of background interest for the purposes of this review.

Summary of 2013 Geotechnical Report

3. The report outlines the scope of work, the plan change proposal and site description. Section 6 describes relevant available information on the geology, CERA designation of the land, active faulting and hazard mapping. The active fault section 6.4 concludes that 'the site is well outside the minimum 20m fault avoidance zone' but this aspect is the subject of the 2018 ESPL letter and is discussed again below.
4. Section 7 reports on the site testing that was carried out on the property. Fifteen test pits were excavated to between 2.2m and 3.2m depth with adjacent scala penetrometer tests. The number of tests equates to one per lot, given that one lot already has a house on it. All the test pits shoed about 0.2m of silty topsoil over silt (sand in one pit) to between 0.5m and 2.4m depth, where a sandy gravel was found to extend to the bottom of all the tests pits.

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

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

GEOLOGICAL & ENGINEERING SERVICES

5. As previously noted in 6.8 of the report, well logs in the general area all show predominantly gravel soils to at least 15m depth.
6. The scale tests demonstrated firm conditions, although the criteria for “good ground” as defined in NZS3604 was not achieved above 0.8m depth in some tests.
7. The liquefaction assessment (section 8) concludes that “the site is not likely to be at high risk of liquefaction” due to the “presence of highly permeable gravels, cobbles and boulders, and the depth to groundwater.” The water table is reported to be at 2.1 – 2.7m depth in winter conditions, which places it largely below the top of the gravel. The limited depth of the on-site testing is discussed with reference to the MBIE Guidelines for geotechnical assessment of subdivisions, with reasons why the testing is acceptable.
8. The RMA section 106 aspects are discussed in section 9 of the report, with the conclusion that the site is essentially free of section 106 hazards and that from a geotechnical perspective, the site is suitable for the proposed plan change and development for low density housing.

Summary of 2018 letter

9. The 2018 letter is considered by ESPL to be an addendum to the 2013 geotechnical report. It deals solely with the question of active faulting that may impact on the Plan Change.
10. The letter is based on three published reports on active faulting in the Springfield area, plus the 2003 MoE¹ report on planning for development close to active faults (Kerr et al)
11. The Selwyn District Council District Plan shows FA1 “possible” fault passing on an east – west alignment through the plan change area. Figure 1 shows that all but the northern extremity of the land is within 250m of this possible fault. The FA1 possible fault is inferred from seismic reflection data and could be an extension of either the Springfield Fault which has been definitely identified (but only to some 7km southwest of the site and is shown as “likely” to within 4km of the site), or the Kowai Fault, (which again is inferred from about 9km west of the site). There is no surface expression of the fault that has been observed anywhere in the vicinity of the site.
12. ESPL refer to the MoE guidelines and work through the logic of possible return period of rupture of the possible fault, the type and importance level of buildings that would be erected if the plan change and subdivision was to proceed and concludes that building within the fault hazard avoidance area should be a permitted activity.

Discussion

13. We consider that the site testing carried out is sufficient for Plan change and subdivision approval stages of development. The lack of deep drilling on the site is justified by the consistency of the well logs around the site.

¹ Ministry for the Environment, (Kerr et al) July 2003; *Planning for Development of Land close to active faults: A Guideline to assist Resource Management Planners in New Zealand*

14. Although the scala test results do not comply with the definition of “good ground”, charts at the end of the report appendix show that bearing in excess of 300 kPa is achievable for small foundations within 0.2 – 0.4m of the ground surface, and that the soils are able to support typical types of shallow foundation.
15. The basis of the depth to the water table is not given in the report. The water table is not shown on any of the test pit logs or the well logs from Ecan. The Ecan groundwater layer on the Ecan GIS web site shows the plan change area as being just within the area of depth to groundwater greater than 6m. It is likely that the water table is at a depth greater than the 2.1 – 2.7m mentioned by ESPL.
16. We note that of the 15 test pits, 11 showed gravel at less than 1m depth, 3 at between 1.1 and 1.3m and only testpit (TP09) at a considerably greater depth of 2.4m. Thus for the great majority of the site, gravel is likely to be within about a metre of the ground surface, and there seems minimal risk of the water table ever rising into the fine grained near surface soil.
17. Five of the nine Ecan well logs referenced show a fine grained layer of silt or clay (and sand in one) between 0.6m and 1.1m thick and with the top at between 2.0m and 3.8m depth. It was not found in any of the test pits and therefore if it is present under the site, it is at more than 2.5 – 3m depth. It is noted that the closest Ecan well logs to the southeast of the site do not record this layer. The fine grained soils are poorly described and it is not known if they are within the liquefiable range of particle sizes, but if saturated there is potential for this irregular layer to suffer some liquefaction. Should this layer extend under at least part of the site, there remains a 2.5 – 3m minimum thickness of gravel over it. We note that the layer is not thick, probably above the water table and that the site has been shaken to in excess of SLS levels of shaking in 2010 thick without reports of any ground damage. We conclude that it presents a low risk to the site (if it is present) and that the liquefaction hazard assessment by ESPL remains appropriate.
18. The active fault question has been explored by ESPL. We agree with approach and their conclusions from the MoE guidance. The risk presented by the possible active fault under the site does appear to be low and insufficient to justify declining the plan change application if the MoE guidance is followed.
19. The risk to development should the possible fault ever demonstrate its existence by rupturing, is that gross ground distortions can occur. If rupture propagated to the surface than severe damage to any building across the rupture can be expected and is largely unavoidable. However, ground distortion is likely for a wide area around the fault. A timber floor can be re-levelled and adjusted relatively easily, but a standard NZS 3604 slab on grade cannot be. A TC2 enhanced foundation slab would perform much better and it may be worth the Council considering the use of these for concrete floored houses in the plan change area, if approved.

Conclusion

20. The geotechnical report and letter adequately demonstrate that the site is underlain with competent soils and that there is minimal risk of natural hazards adversely affecting the site to the degree that it should not be developed. The liquefaction hazard is assessed as being low and an equivalent TC1 classification is appropriate. A possible active fault has been identified as potentially passing under the plan change area. Consideration of MoE guidelines on development indicates that building on the area is acceptable as a permitted activity.

21. We concur with ESPL conclusion that there is no geotechnical reason to prevent the proposed plan change and future low density residential use.

Yours faithfully

Geotech Consulting Limited

A handwritten signature in dark ink, appearing to read 'I McCahon'.

Ian McCahon

Appendix 4.
Canterbury Regional Council Advice Letter

Authorisation under Delegated Authority to Lodge a Submission on a Proposed Plan Change

By: Team Leader Planning

Local Authority:	Selwyn District Council
File No:	Plan Change 54
Submissions close:	30th May 2018
Applicant:	Ballymena Holdings Ltd
Title/Description:	Private Plan Change request to rezone 31.32ha of Rural Outer Plans land near Springfield to a Residential Living 2 Zone (rural residential type development).

Background:

Plan Change 54 (PC54) seeks to rezone the site from an Outer Plains Rural Zone (minimum 20ha per dwelling) to a Living 2 Zone to accommodate 15 new lots plus the retention of the existing dwelling to give 16 lots in total. The lots are to have an average size of 2ha, with no individual lot to be less than 1ha in area. The rule framework being sought by PC54 relies on the existing Living 2 Zone provisions, with amendments being limited to site-specific matters. No amendments are sought to the District Plan's objective and policies beyond the inclusion of a site-specific reference in a single policy regarding site coverage. The request is accompanied by an Outline Development Plan that gives guidance as to the general size and location of lots, associated vehicle access routes and key features such as a proposed 80m setback for dwellings from the boundary of the Midland Rail Corridor to manage amenity outcomes.

The plan change has been considered in accordance with the Selwyn District Plan, the Canterbury Regional Policy Statement (CRPS), the Mahaanui Iwi Management Plan, and Part 2 of the Resource Management Act.

Internal Consultations:

Contaminated Sites Team (Samantha Webb)
Hazards Team (Nick Griffiths – Flooding)

Discussion:

The purpose of the plan change is to rezone the relevant land in order to enable development. The Plan Change site is bounded by the existing Springfield urban area to the south east and to the south west, and the Midland Railway line to the north east. These physical containment factors collectively will ensure that the contemplated rural-residential form of urban growth will be undertaken in a consolidated manner. The plan change

includes the introduction of an outline development plan which sets out an indicative subdivision layout, setbacks from the adjoining roads, and a setback from the Midland Railway Line. A dwelling density of 1 per 2 hectares is proposed within the subdivision. The site is not located within Greater Christchurch, (Map A of the CRPS) and as such, Chapter 6 – Recovery and Rebuilding of Greater Christchurch of the RCPS is not relevant to the plan change.

In relation to Chapter 5 – Land use and Infrastructure of the CRPS, it is considered that the plan change will be enabling development that is consistent with the definition of 'Rural residential' (within the Wider Region). As such, Policy 5.3.1, is relevant to the plan change. It is considered that the proposed plan change will occur in a form that is attached to existing urban areas and promotes a coordinated pattern of development. It is noted that the plan change site has been identified in the 'Ellesmere and Malvern Area Plans 2031' (Page 107, Figure 27)) as a future area for low-density residential development, and as such it is considered that urban form, transport pattern, and site location are appropriate.

In relation to Policy 5.3.5 of the CRPS, it is noted that the plan change documents include a servicing report which concludes that the proposed plan change area is serviceable for water, stormwater, wastewater, power and telecommunications. As Springfield has no reticulated wastewater system, wastewater disposal will require the installation of individual on-site septic tanks. The report notes that a global consent for the discharge of treated human effluent to land will be sought from Environment Canterbury at subdivision stage, or alternatively individual lot owners may seek their own consents at building consent stage.

Accordingly, it is considered that the proposed plan change is generally consistent with the Objective and Policies within Chapter 5 of the Canterbury Regional Policy Statement.

Technical Assessment:

The Contaminated Sites Team have assessed the Preliminary Site Investigation report. They have raised two concerns with the Preliminary Site Investigation (PSI): the use of Diquat on potatoes and the above ground storage tank. Their comments are as follows:

The consultant has stated that Reglone (containing Diquat) was used as a desiccant on the leaves prior to harvest of the potatoes. Diquat is a very persistent pesticide so I would just like a bit more information about the volume of spray used and the frequency it was sprayed. However, there are no standards to compare the results to if we did ask them to do testing, so I think that if this information is provided we are likely to be satisfied. Also, they have provided some information regarding its adsorption and deactivation in soil which indicates that the risk may be low.

They also mentioned that an above ground fuel storage tank was formerly present next to the workshop but was removed 6 years ago and was being stored behind the former dairy shed at the time of the investigation. They provided a photo of the location near the workshop that the tank was formerly stored but have provided no information about the storage capacity of the tank, what fuel it stored, or the condition that it was in.

In summary, I would just like to see a few more details provided about the use of persistent pesticides and the tank before I am satisfied that there is no risk to human health from the subdivision and change in land use.

It is considered that the issues raised above can be brought to the attention of the Selwyn District Council, for their information with the understanding that any future subdivision will need to be assessed under the NES for Contaminated Soils.

The Hazards Team have also reviewed the application, and provided the following comments:

The Kowai River is situated to the north, however it is bounded by a significant natural terrace in this location and therefore does not pose a flood risk to the property.

We have not monitored the property following local rainfall events, and do not have sufficient information to comment on the potential for surface flooding, or any flood risk from adjoining water races, drains or streams.

The rainfall runoff modelling that SDC are working on should be pretty useful for quantifying any flood risk to this property. Based on the topography of the area and free draining soils, I expect any surface flooding would be limited to natural drainage channels and/or ponding in hollows and behind barriers to flow. It is very unlikely that any parts of the property would meet the definition of 'High Hazard' areas, and any flooding could easily be mitigated by selecting suitable buildings sites within the proposed lots, or possibly with modestly elevated floor levels.

It would be worth ensuring any new dwellings have a suitable floor height above the 200 year ARI flood level, as per the RPS requirements.

It is considered that above comments can be brought to the attention of the Selwyn District Council for their information with the understanding that the future subdivision will assess any potential flooding issues using the site-specific modelling undertaken by the Selwyn District Council.

The Selwyn District Plan identifies that the Springfield Fault crosses the site. It is recorded as a 'possible fault' with surface form 'not expressed'. Geotechnical Report from Eliot Sinclair was provided as part of the plan change documents. The report reviewed the fault information that was publicly available, and a site visit was undertaken to inspect the topography across the site and the surrounding areas to identify any topographical features that may be associated with previous fault movement. The report concludes:

In summary, by conservatively adopting the average RI for Springfield Fault when assessing the risk posed by "possible" fault, we conclude the site is suitable for future residential construction and given the significant uncertainty about whether or not reactivation of the fault will occur, the location where surface rupture could occur, we conclude there should be no restrictions in relation to Active Faults that need to apply to the proposed plan change PC54.

It is considered this the approach is consistent with the direction set out within Policy 11.3.3 - Earthquake hazards.

Conclusion:

PC54 is not significantly altering the policies or rules in the operative Selwyn District Plan. It seeks to rezone the site from Outer Plains Rural Zone (minimum 20ha per dwelling) to a Living 2 Zone. The plan change does not contravene the RPS or any Regional Plans.

Recommendation:

1. *That Environment Canterbury does not lodge a submission on Private Plan Change Request 54, and the above comments are sent to the the Selwyn District Council for their information.*

Recommendation Drafted By:
(Andrew MacLennan)

(Date)
28/05/18

Recommendation Reviewed By:
(Sam Leonard)

28/05/18



Team Leader Planning:
(Carmel Rowlands)

30/05/18



Appendix 5.
Malvern Area Plan 2031 – Springfield Section

Malvern 2031

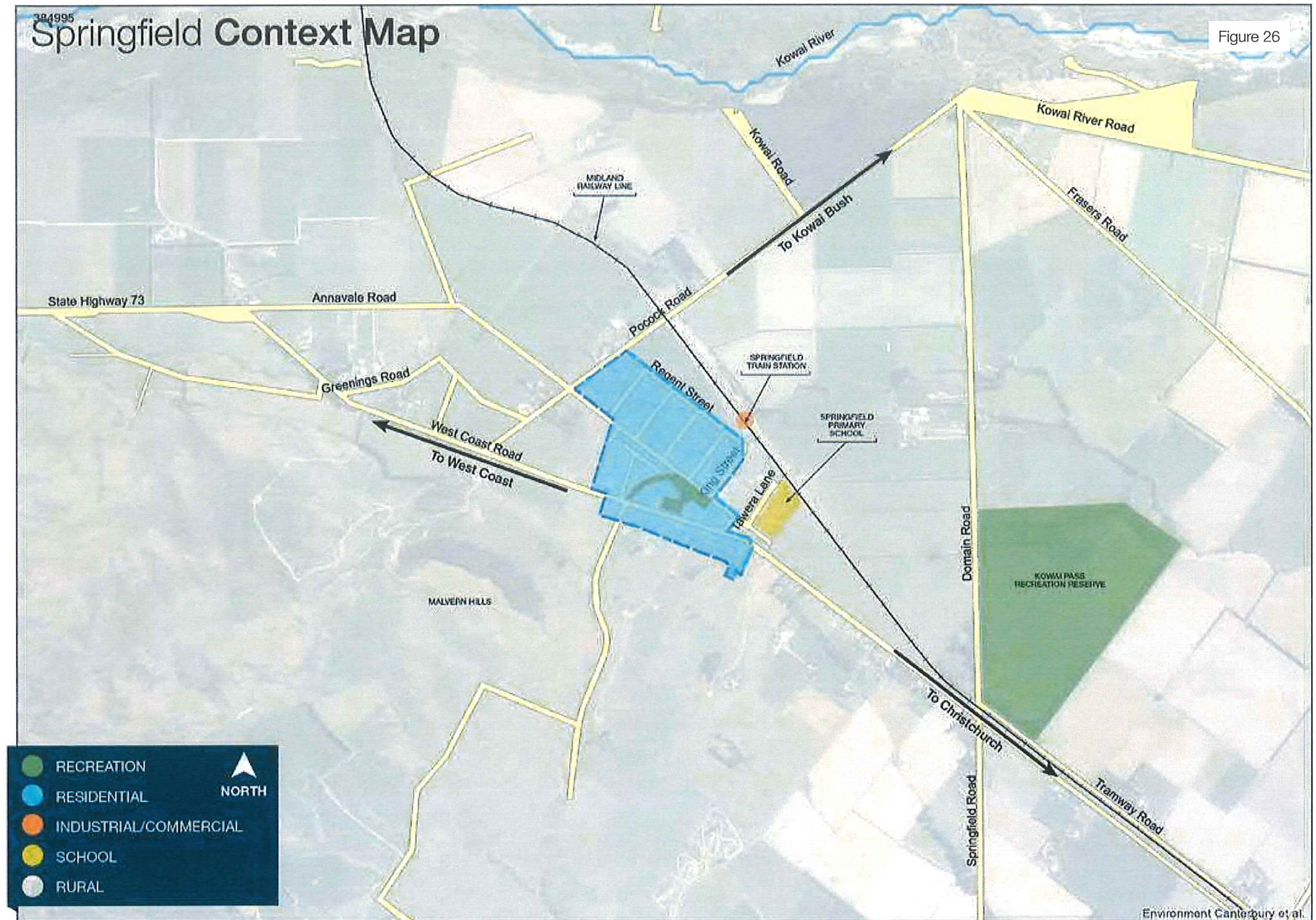
Malvern Area Plan



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Springfield Context Map

Figure 26



Springfield

Introduction

Location

The township of Springfield is located 50 minutes from Christchurch along State Highway 73, at an elevation of 390m above sea level.

Mana whenua

Springfield Township is in close proximity to Kowai Bush which was a Ngāi Tahu pā site still used at the time of the early surveyors and settlers. Mana whenua from the Kowai Bush pā reputedly guided Charles Torlesse in his exploratory trip into the upper Waimakariri Basin and who set out to search for him when he had not returned after several days. Mount Torlesse known as Otarama or Tawera is an important landmark for mana whenua.

European settlement

Springfield was originally known as Kowai Pass, with development beginning in the 1860s. There was an accommodation house established there by 1864, a store by 1865 and a post office opened at the hotel in August 1866. The post office moved to the new railway station in the second half of 1879 when the name of the township was officially changed to Springfield to avoid confusion with Kowhai in North Canterbury. Water from the Kowai River just beyond Springfield was tapped in the 1870s to feed one of Canterbury's early systems of stock water races⁵⁴.

Springfield is the most westerly township on the Central Canterbury Plains and is often referred to as 'the gateway to the Southern Alps', especially as many skiers pass through the township on their way to ski fields in the nearby mountains. The township has had a long association with the Midland Line railway. A reserve area beside the road commemorates Springfield as the birthplace of Rewi Alley, famous for education and social reform work in China in the mid-20th century.

Employment

The total employment for Springfield represents a small component of township based employment in the Malvern area⁵⁵. An expert retail assessment identifies that there was an increase in retail and commercial employment recorded in Springfield⁵⁶. There was also an increase in industrial employment identified for Springfield⁵⁷.

Population

The 2015 population of Springfield was 475 people (169 households), with this population projected to grow to a population of 566 (202 households), in 2031, being an estimated increase of 91 people (32 households)⁵⁸.

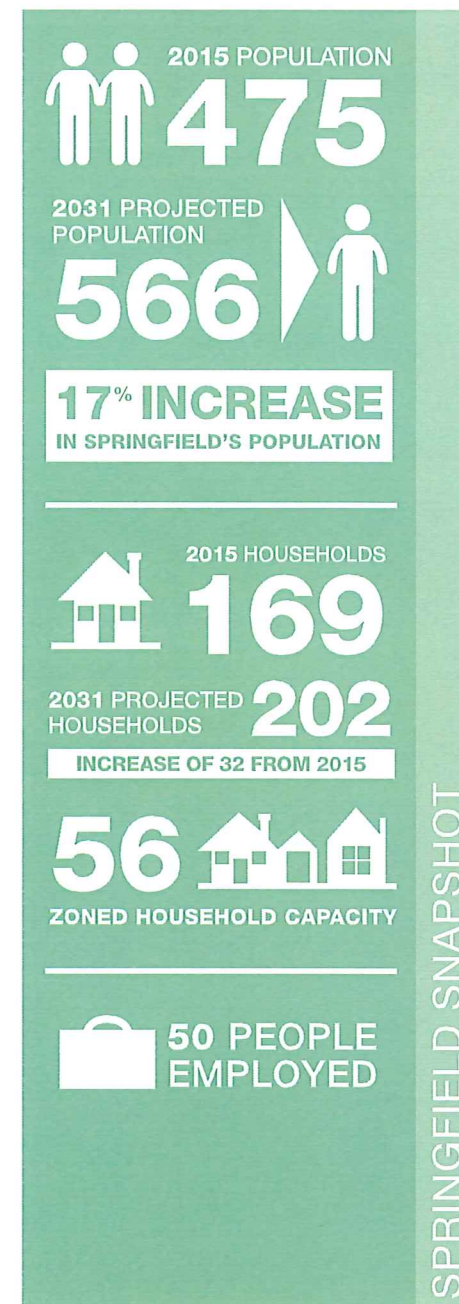
Township network

Selwyn 2031 categorises Springfield as a rural township whose functions is:

*"...based on village characteristics with some services offered to the surrounding rural area."*⁵⁹

District Plan land use zoning

Springfield is subject to a standard density Living 1 land use zoning (see [Figure 26](#)), which have a minimum average allotment size of 800m². This density has been influenced by the requirement to manage wastewater discharges on-site through individual septic tanks.



⁵⁴www.teara.govt.nz ⁵⁵Market Economics: Malvern Area Plan Assessment, August 2015, P13 ⁵⁶Market Economics: Malvern Area Plan Assessment, August 2015, P14
⁵⁷Market Economics: Malvern Area Plan Assessment, August 2015, P15 ⁵⁸Selwyn Growth Model ⁵⁹Selwyn 2031: District Development Strategy, Strategic Direction 1, adopted October 2014, P34



Residential land capacity

There are approximately 134 standard residential sections in Springfield of which 21 have the potential to be further developed for residential purposes. These sections comprise some 9.1 hectares with a potential yield of approximately 56 additional householdes. In addition, there are a number of undeveloped residential sections within Springfield, with approximately 24 vacant lots within existing residential areas identified as being available for immediate residential development.

Overall, there is sufficient available land to accommodate projected population growth and demand in Springfield through to 2031 without proactively zoning additional residential greenfield land.

Business and industrial land capacity

The District Plan does not prescribe any Business 1 or Business 2 land use zonings in Springfield, although there are a number of businesses and community facilities established along the alignment of State Highway 73. An expert retail assessment identifies a shortfall of 1,000 square metres of Business 1 zoned land is identified for the retail and commercial needs of the Springfield⁶⁰ and a further 1,000 square metres shortfall of Business 2 industrial land⁶¹.

An expert retail assessment identifies there is insufficient demand identified to support the active zoning of additional Business 1 or Business 2 land⁶², although there may be scope to recognise existing activities through the District Plan Review process.

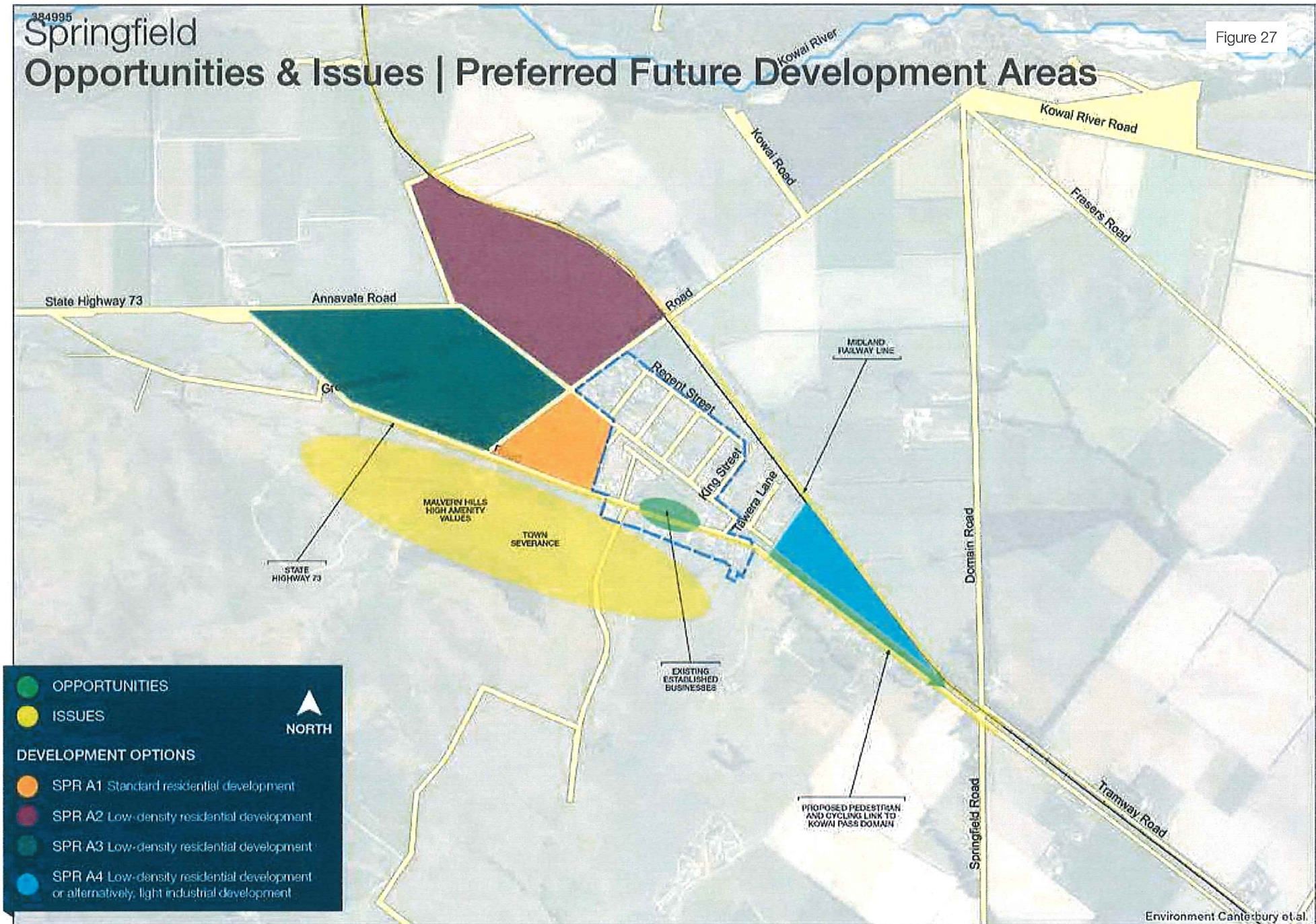
⁶⁰Market Economics: Malvern Area Plan Assessment, August 2015, P19
⁶²Market Economics: Malvern Area Plan Assessment, August 2015, P26

⁶¹Market Economics: Malvern Area Plan Assessment, August 2015, P20

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Springfield Opportunities & Issues | Preferred Future Development Areas

Figure 27



Environment Canterbury et al.

Opportunities and Issues

Development opportunities and issues that have informed the recommendations for the future development of Springfield are summarised in [Figure 27](#) and below.

OPPORTUNITIES

Population, growth capacity and urban form

- There is sufficient zoned and undeveloped land to accommodate the projected population and anticipated growth up to 2031.
- There are several larger lots (3,000 square metres to 5,000 square metres) on the southern side of State Highway 73 currently zoned Living 1 that appear to be underdeveloped and other examples of larger undeveloped lots that have subdivision capacity.

Natural environment and cultural heritage

- Opportunity to promote mana whenua history and values associated with the area as part of township information and development of community facilities and spaces.

Business development

- Current land use configuration of businesses centrally located in the township and along State Highway 73 lends itself to the potential formalisation of a centralised Business 1 zone.
- Existing established businesses and local facilities serve the local needs of the township.

Transport

- The levels of service for transport infrastructure should reflect the status, character and function of the settlement.
- Land has been donated for the establishment of a walkway/cycle track from Rewi Alley to Kowai Pass Domain, with the formation of the walking and cycling link planned and budgeted for in 2015/16 in the 2015-26 LTP.

5 Waters

- The water capacity issue has been resolved with the granting of water take permits from Environment Canterbury, which is now sufficient to service the existing zoned land and some capacity for future growth.
- Mana whenua support the development of Low Impact Urban Design and Development.

Local facilities and community development

- There is an opportunity to recognise and enhance the historic past and local recreational activities through interpretation panels and other community-based initiatives.
- There are opportunities to develop informal recreation opportunities at Kowai Pass Domain to complement the walking and cycling link being provided to the township.

- Spark has identified upgrades to the 4G ultrafast broadband network in Springfield to support social, economic and community wellbeing.

ISSUES

Population, growth capacity and urban form

- There is limited capacity for the township to support more intensive housing typologies such as a Living Z zone, based on the township character, the settlement function in the Selwyn 2031 network and limited range of services.
- State Highway 73 and the Midland Line railway are strong boundaries to contain the urban form of the township to the north and to protect the productive capacity and amenity attributed to the surrounding rural environment.
- Development south of State Highway 73 should be precluded to avoid undermining the amenity values attributed to the Russell Range (Malvern Hills Zone and Malvern Hills Outstanding Natural Landscapes) and township severance that would give rise to poor connectivity and integration with the wider settlement.

Natural environment and cultural heritage

- The land surrounding Springfield is comprised of Class III versatile soils, which are valued for their productive capacity.

Business development

- Relatively limited opportunities are able to be facilitated in Springfield through the Area Plans based on small population base of the township and its status under Selwyn 2031. The tourist based economy may bring additional opportunities, but is contingent on private ventures such as Chrystal valley and the expert retail assessment does not anticipate growth over the 15 year Area Plan timeframe.

Transport

- Environment Canterbury does not provide public transport or a bus service to this town. A recent service review undertaken by Environment Canterbury determined that no significant extension or expansion to their services in the district is expected in the foreseeable future.

5 Waters

- The security of water quality and potential public health are risks related to urban growth. There is provision in the Regional Plans for community supply; however, any new groundwater or surface water takes to provide for growth will require resource consent with Environment Canterbury. The availability of potable water has now been largely resolved following the approval of additional water take, but further work is required to resolve issues completely.

- The need to address poor drinking water quality for people and communities has been identified as important by mana whenua.
- There is potential opportunity to access potable water from the Central Plains Water Scheme to supplement township supply.
- Any additional growth will require an integrated approach to stormwater management, including the development of stormwater management plans to coherently manage current and future growth.
- Environment Canterbury has indicated that higher-density housing typologies cannot reasonably be serviced by on-site systems. The retention of the current 800 square metres minimum

average allotment size will make it challenging for on-site wastewater discharge and does not meet the Environment Canterbury permitted activity requirements for new on-site wastewater management.

- Water restrictions would have to be applied to low-density Living 2 zone densities to sustainably manage water resource.
- Mana whenua identify water quantity and quality issues. The Plains area of the district is classified as Red Zone for water quality and quantity. Township growth and associated demand for water supplies and nutrient loadings from wastewater need to occur within the allocation limits set for the catchment.

Preferred future development areas

Residential

No new areas for residential or business purposes have been identified as being necessary to be proactively zoned by Council in response to projected growth within the Malvern 2031 planning horizon. This is on the basis that there is currently sufficient undeveloped land to accommodate projected population growth and demand, and there are constraints that need to be addressed through the RMA process.

Figure 27 shows preferred areas for future greenfield growth that could either accommodate residential development beyond 2031 or more immediately through a private plan change process, including areas where more intensive development may be able to occur and explains the advantages and disadvantages of each respective area. The map indicates the current township boundary and references some of the opportunities and issues listed below that will influence the substantive assessment of the appropriateness of future growth options.

Springfield area 1 – SPR A1

A potential future area for standard residential Living 1 development is to the east of Riclo Lane, covering the area bounded by Tramway Road, Pocock Road and State Highway 73. The area is currently zoned Rural (Outer Plains).

Advantages

- This area was previously zoned Rural Residential under Paparua District Scheme and intensification would recognise the smaller land holdings, although it is uncertain why this area was not carried forward into the current District Plan as a low density Living 2 zone.
- Intensification would assist in achieving a compact concentric urban form within an area that is generally suitable from an infrastructure servicing perspective.

Disadvantages

- Constraints associated with establishing development in this location include ribbon development and potential adverse reverse sensitivity with State Highway 73.
- The land is comprised of Class III versatile soils, which are valued for their productive capacity.

Springfield area 2 – SPR A2

A potential future area for low-density Living 2 development is to the west of Pocock Road, north of Annvale Lane as far as the Midland Line railway. The area is currently zoned Rural (Outer Plains).

Advantages

- This location is within the general area identified as a future growth path in the current District Plan growth of township policies and would provide a variation in section sizes and housing typologies to meet the wider needs of the community.

Disadvantages

- Any future development in this location would need to overcome infrastructure servicing capacity issues, including access to potable water and integration into the wider community network.
- Potentially adverse reverse sensitivity effects with the Midland Line railway to the north would also need to be addressed
- The area does not present itself as an obvious Living 1 growth path, although a graduated density could be appropriate.
- The land is comprised of Class III versatile soils, which are valued for their productive capacity.

Springfield area 3 – SPR A3

Two clusters of smaller lifestyle land holdings east of Pocock Road and along State Highway 73 could represent a potential future area for low-density Living 2 development. The area is currently zoned Rural (Outer Plains).



Advantages

- The area was previously zoned Rural Residential under the Paparua District Scheme. It is understood there are development rights for these undersized allotments to accommodate dwellings.
- These areas could be suitable for a low-density Living 2 zoning to reflect existing development rights that currently apply to the area, the previous zoning structure and reduced lot sizes that reflect the previous farmlet land use zonings.
- In many respects, the land's productive capacity has been significantly reduced due to the lot sizes. An initial preference would be the block contained by Pocock Road, Greening Road and State Highway 73.

Disadvantages

- This location contributes to ribbon development along State Highway 73 and may hinder an obvious future residential growth path west of Pocock Road.
- There are uncertainties regarding infrastructure servicing.
- The land is comprised of Class III versatile soils, which are valued for their productive capacity.

Springfield area 4 – SPR A4

The least-preferred potential growth option for low-density Living 2 residential development is located east of Tawera Lane, including the triangle block bounded by State Highway 73 and the Midland Line railway and the southern side of State Highway 73 down to George Street. The area is currently zoned Rural (Outer Plains).

An alternative use for this area could be a Business 2 zone to accommodate industrial growth in the Springfield area. The quantum and location of any Business 2 land required in this area, or any other areas in Springfield will need to be considered in more detail through either a privately initiated plan change, or alternatively, through a review of the District Plan Growth of Township policies and method. This is anticipated to be conducted as part of the District Plan Review as noted in Table 1 – Implementation Steps – All Townships of the Malvern Area Plan.

Advantages

- The area is contiguous to the existing township.

Disadvantages

- The primary constraints associated with this growth option are that there is more appropriate land elsewhere.
- Development in this location would give rise to ribbon development and reverse sensitivity associated with State Highway 73 and the Midland Line railway, while also representing a more dispersed settlement pattern that is less efficient from the infrastructure servicing and transportation perspectives.
- Additional issues associated with a dispersed settlement pattern include a reduction in the contrast between the township and the rural environment from an amenity perspective and a further reduction in the productive capacity of rural land.
- The land is comprised of Class III versatile soils, which are valued for their productive capacity.

Conclusion

No new areas for residential or business purposes have been identified as being necessary to be proactively zoned by Council in response to projected population growth within Springfield over the Malvern 2031 planning horizon. This is on the basis that there is currently sufficient zoned but undeveloped residential land available to accommodate projected population growth and demand.

There are also a number of issues that need to be addressed to facilitate additional growth, including:

- settlement character and function, including the need to protect the current amenity attributed to the village and the absence of the necessary community infrastructure or services required to support additional growth or increased household densities, and
- infrastructure constraints relating to on-site treatment and disposal of wastewater.

The retention of the current township boundary through to 2031 is consistent with the principles contained in Chapter 5 of the CRPS, the District Growth Strategy Directions and the Area Plan Principles, which reinforce the need to manage growth in an integrated and consolidated manner, while avoiding the social, economic and environmental impacts associated with dispersed settlement patterns.

This Area Plan does not preclude any additional greenfield land from being considered for zoning through privately-initiated plan change requests under the RMA, but signals that there is sufficient capacity within the township to accommodate growth through to 2031 without the need for the Council to proactively zone additional land through the District Plan Review.

The following implementation steps identify the various processes for considering the appropriateness of where further development within the current township boundary through to 2031 can best be integrated. The implementation steps are the methods for delivering the opportunities and addressing the issues identified in the above assessment, which will collectively deliver better social, economic, cultural and environmental outcomes for the settlement of Springfield, its community and its rural township function to the local area.

Springfield area plan implementation steps

A number of implementation steps for Springfield are provided as a means to realise the opportunities and address the issues by 2031. The implementation steps contain guidance on indicative: (1) timeframes; (2) Council department work streams; (3) costs; (4) agency and Council department that are primarily responsible for implementation, and; (5) possible funding sources.

The various implementation steps have been formulated to deliver sustainable social, economic, cultural and environmental outcomes for each township within the Malvern area in the short, medium and long term. The following timeframes have been established for this area plan:

- Short term 2016 to 2020
- Medium term 2021 to 2025
- Long term 2026 to 2031

In addition to the Springfield township specific implementation steps set out below, there are a number of other implementation steps that apply across all the townships in the Malvern Area Plan. These can be viewed at the beginning of [Section 2](#) of this Area Plan at Table 1.

Estimated costs are shown in the following table as a high-level indication of the scale of funding that may be required to implement various steps. The costs generally relate to physical works, such as street upgrades, open space enhancements or developments of new facilities and do not include the costs to operate, maintain or renew the assets in the future. Possible funding sources for each implementation step are identified.

It is important to note, however, that in many cases no funding has been approved and decisions on whether a project or initiative to deliver the identified implementation step can proceed will still need to be made through the Council's Annual and Long-Term Planning processes. Also set out in the table is who will be advancing the various implementation steps, and the mechanisms by which they will be realised.

Key for indicative costs
\$ = below \$50,000
\$\$ = \$50,000 – 200,000

Appendix 6.

Proposed District Plan Text Changes

Amendment 1.

Amend Townships Volume Policy B4.1.7 as follows:

Policy B4.1.7

Maintain the area of sites covered with buildings in Living 2 Zones, at the lesser of 20%, or 500m², and in the Living 3 Zone at the lesser of 10% or 500m², **and the Living 2 (Springfield) Zone at a maximum of 500m²**, unless any adverse effects on the spacious character of the area will be minor.

Rules: Chapter 4 Living Zone Rules — Buildings (Townships Volume)

Amendment 2.

Amend Township Volume, Chapter 4 Living Zones, Rule 4.2.3: (*Permitted Activities - Buildings and Landscaping*) as follows:

Any Fencing in the Living 3 Zone, ~~and~~ the Living 2A Zone in Darfield as identified in Appendix 47, and **in the Living 2 Zone (Springfield) as identified in Appendix 48,** shall be limited to a maximum height of 1.2m, be at least 50% open, and be post and rail, traditional sheep, deer fencing, solid post and rail or post and wire only;

Except that nothing in the above controls shall preclude:

(i) the use of other fencing types when located within 10m of the side or rear of the principal building. Such fence types shall not project forward of the line of the front of the building.

(ii) fencing required by an Outline Development Plan and/or rule in this Plan as a noise barrier.

Amendment 3.

Insert new Rule 4.4.3 (Permitted Activities - Buildings and Water Supply) as follows:

4.4.3 In the Living 2 Zone at Springfield as shown in Appendix 48, an on-site domestic water supply storage tank be installed in accordance with the requirements of the Selwyn District Council.

Note: this is due to the water supply in this zone being restricted to 2,000 litres per dwelling per day.

Re-number existing Rules 4.4.3 and 4.4.4 accordingly.

Amendment 4.

Amend existing Rule 4.4.3 (to become Rule 4.4.4: *Discretionary Activities — Buildings and Water Supply*) as follows:

4.4.4 Any activity which does not comply with Rules 4.4.2 **and 4.4.3** shall be a discretionary activity.

Amendment 5.

Amend 'Table C4.1 Site Coverage Allowances' (*Permitted Activities — Buildings and Site Coverage*) in existing Rule 4.7.1 by adding the following:

Living 2 Zone Site Coverage
Living 2 (Springfield) 500m² maximum.

Amendment 6.

Insert new Rule 4.9.45 (*Buildings and Building Position*) following the existing Rule 4.9.44 and any other subsequent numbering amendments as follows:

Springfield

3.9.45 Any building in the Living 2 Zone at Springfield shall be set back at least:

i) 20 metres from any road boundary.

ii) 6 metres from any internal property boundary including any accessway / right of way boundary and from the property boundary shared with the Midland Railway Line.

iii) For any dwelling: 80 metres from the property boundary shared with the Midland Railway Line.

Re-number existing Rules 4.9.45 to 4.9.57 accordingly.

Amendment 7.

Amend existing Rule 4.9.55 (to become Rule 4.9.56: Discretionary Activities — Buildings and Building Location) as follows:

4.9.56 Any activity which does not comply with Rule 4.9.3 and Rule 4.9.35 to Rule 4.9.39 and Rule 4.9.42 and Rule 4.9.42(a) and Rule 4.9.43 **and Rule 4.9.45** shall be a discretionary activity.

Amendment 8.

Chapter 12 Subdivision – Amend the existing Rule 12.1.3.3 (*Restricted Discretionary Activities—Subdivision– General Standards and Terms: Water.*) as follows:

12.1.3.3 Any allotment created in: Castle Hill, Doyleston, Lake Coleridge Village, Leeston, Lincoln, Prebbleton, Rolleston, Southbridge, Springston, Tai Tapu, West Melton or is within a Living 3 Zone or **Living 2 Zone (Springfield)** is supplied with reticulated water; and ...

Note: For the Living 2 Zone (Springfield) the water supply is a restricted supply limited to a maximum of 2,000 litres per allotment per day.

Amendment 9.

Insert a new Rule 12.1.3.53 to read as follows:

12.1.3.53 In relation to the Living 2 Zone at Springfield, any subdivision shall be in general accordance with the Outline Development Plan at Appendix 49.

Renumber subsequent rules.

Amendment 10.

Amend Table C12.1 (Allotment Sizes): (12.1.3 Standards and Terms) as follows:

Springfield	Living 1	The size needed for on-site effluent disposal but not less than 800m ² .
	<u>Living 2</u>	<p><u>2ha, and a minimum allotment size of 1 ha. The maximum number of allotments within the area defined by the Outline Development Plan at Appendix 48 shall be 16.</u></p> <p><u>Note: comprises 15 allotments in respect of Lot 2 DP 400509 and the existing Lot 1 DP 400509.</u></p>

Amendment 11.

Add to the Appendices in the Township Volume as Appendix 49 (E49) the Outline Development Plan¹⁸ for the subject land being:

‘Outline Development Plan: Living 2 Zone, Springfield’. (Contained as Appendix 7).

Amendment 12.

Amend Planning Map 052 (Townships Volume) sheets 1 and 2 to change the zoning of the subject land to Living 2.

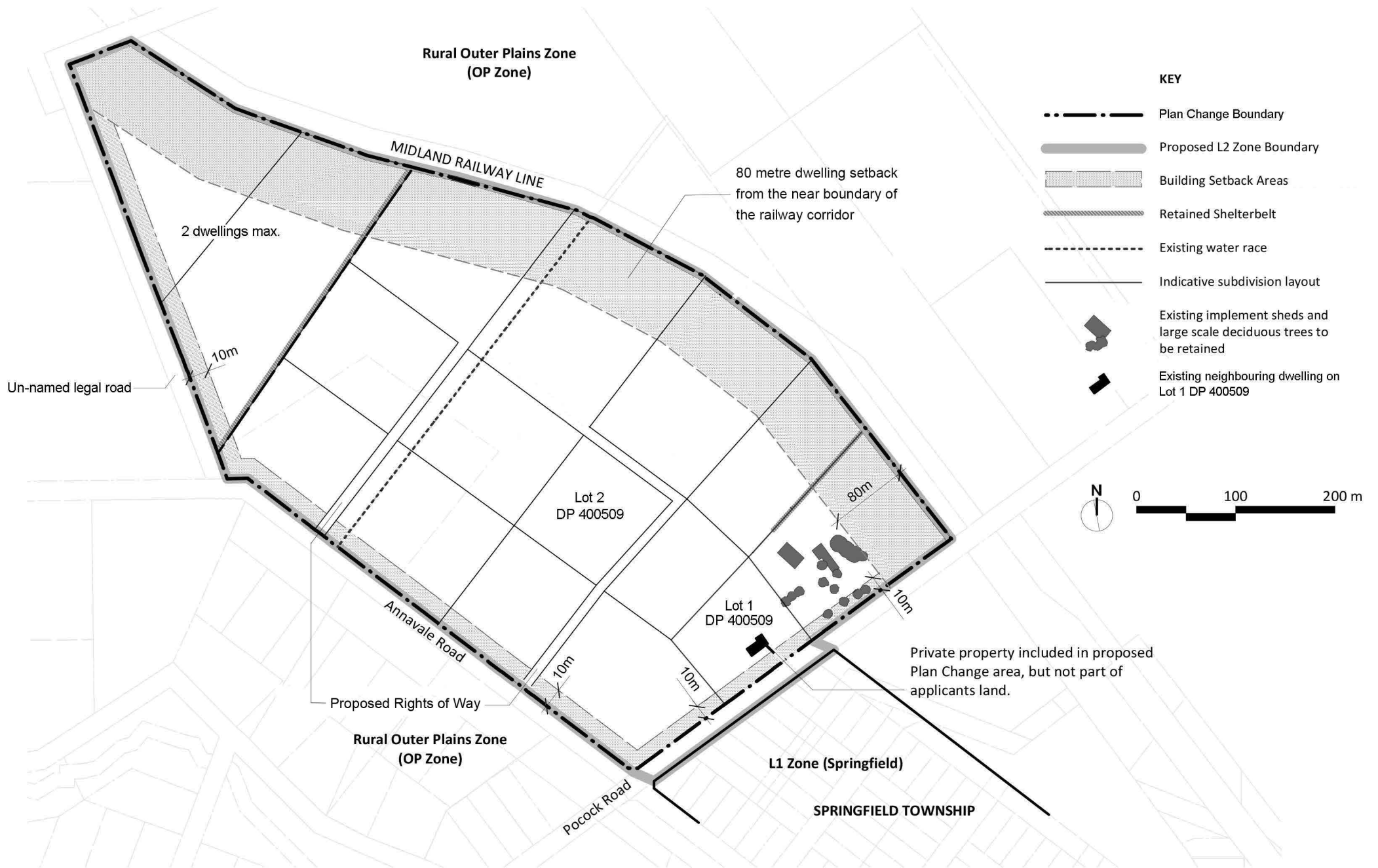
Amendment 13.

Amend Planning Map 026 (Rural Volume) Sheets 1 and 2 to change the zoning of the subject land to Living 2.

¹⁸ Contained in this report as Appendix 7

Appendix 7.

Proposed Outline Development Plan



Outline Development Plan Living 2 Zone - Springfield