

Request for a Change to the  
Selwyn District Plan (Plan Change 68)

**Urban Holdings Limited, Suburban Estates  
Limited, Cairnbrae Developments Limited**

**Trents Road/Hamptons Road/Shands Road •  
Prebbleton**

October 2020



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## Request To Change the Selwyn District Plan under Clause 21 of the First Schedule of the Resource Management Act 1991

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**TO:** The Selwyn District Council

**Urban Holdings Limited, Suburban Estates Limited, and Cairnbrae Developments Limited request changes to the Selwyn District Plan as detailed below.**

1. **The location** to which this request relates is:

Location: Between Trents Road, Shands Road, Hamptons Road and Sterling Park, Prebbleton

Total Area: 67.5047 hectares

<b>TABLE 1 – Parcels to be rezoned</b>				
	<b>Legal Description</b>	<b>Address</b>	<b>Title</b>	<b>Total Area (ha)</b>
1.	Lot 2 DP 366875	174 Hamptons Road	277693	5.3446
2.	Lot 1 DP 404189	182 Hamptons Road	414491	4.3901
3.	Lot 2 DP 24822	190 Hamptons Road	CB6C/549	2.0234
4.	Lot 1 DP 24822	192 Hamptons Road	CB6C/548	2.0234
5.	Lot 1 DP 25129	200 Hamptons Road	CB7A/114	11.0226
6.	Lot 2 DP25129	232 Hamptons Road	CB22K/60	15.5576
7.	Pt RS 4495	374 Springs Road	CB394/266	2.0234
8.	Lot 2 DP 29158	250 Hamptons Road	CB11A/909	8.0937
9.	Lot 1 DP 70490	703 Shands Road	CB40D/1095	3.3340
10.	Lot 2 DP 42643	340 Trents Road	CB20K/399	2.4820
11.	Pt RS 4495	362 Trents Road	CB394/264	0.8093
12.	Lot 2 DP 70490	713 Shands Road	CB40D/1096	2.3120
13.	Lot 1 DP 29158	735 Shands Road	CB11A/908	8.0886
<b>TOTAL</b>				<b>67.5047</b>

2. **The Proposed Plan Change** undertakes the following:

1. Amend Selwyn District Plan Planning maps by rezoning the land identified in **Table 1 – Parcels to be rezoned** lying between Trents Road, Shands Road, Hamptons Road and Sterling Park subdivision, Prebbleton from Inner Plains to Living Z.
2. Insert new Outline Development Plan, in Appendix 19 of Volume 1 Townships as illustrated in Attachment 1 as “Living Z Zone, West Prebbleton – Outline Development Plan”.

3. Any other consequential amendments including but not limited to renumbering of clauses and District Plan maps as appropriate



**DATED 4 November 2020**

.....  
(Signature of applicant or person authorised to sign on behalf)

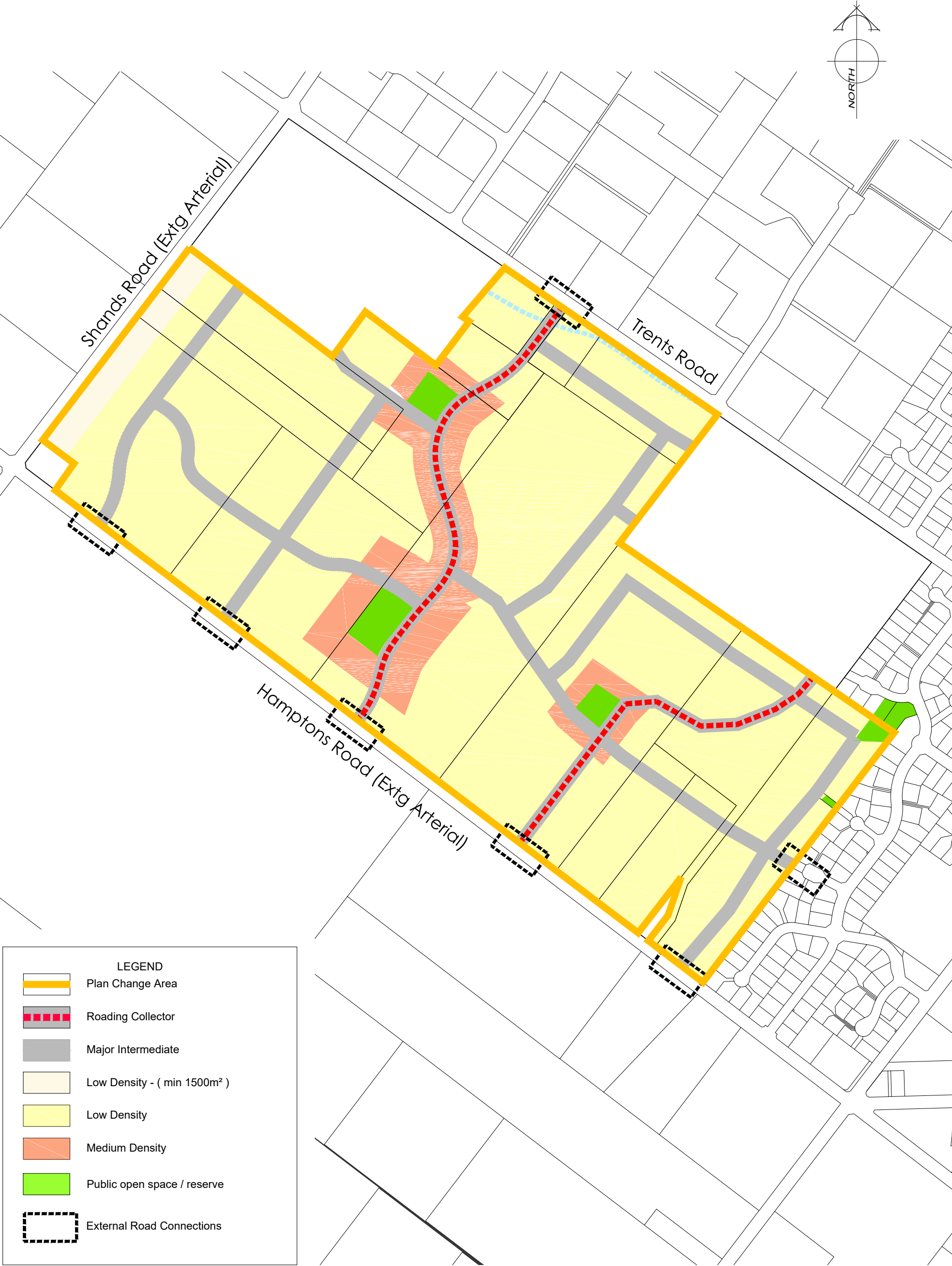
Title and address for service:

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**Attachment 1 –Living Z Zone, West Prebbleton - Outline Development Plan**



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- E Abley Integrated Transportation Assessment
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- G Certificates of Title

	Resource Management Act 1991 <b>Selwyn District Council</b> Selwyn District Plan	Plan Change <b>P68</b>
<b>Private Plan Change Request – Urban Holdings Limited</b>		
<p><i>References:</i></p> <p>Selwyn District Plan</p> <p>Volume 1: Townships</p> <p>Part E – Appendices, Outline Development Plan</p> <p>Planning Maps</p>		

## 1 Introduction

Urban Holdings Limited, Suburban Estates Limited and Cairnbrae Developments Limited request a change to the Selwyn District Plan by rezoning 67.50 hectares of Rural Inner Plains land to Living Z in southwest Prebbleton.

This document forms the Section 32 evaluation of the Plan Change, consisting of an evaluation of the contents of the Proposed Plan Change, and incorporates material from the following documents:

- Davie Lovell-Smith Infrastructure Report – (Appendix A);
- DCM Urban Urban Design Statement (Appendix B)
- ENGEO Geotechnical Assessment –(Appendix C);
- ENGEO Preliminary and Detailed Site Investigations (Appendix D)
- Abley Transportation Assessment – (Appendix E)
- Urban Economics Economic Assessment - (Appendix F)
- Records of title – (Appendix G)

### 1.1 Planning Background

As one of the fastest growing districts in New Zealand, provision for residential development has been an issue in Selwyn District for some time. The extensive rural setting of Selwyn's towns of Prebbleton, Rolleston and Lincoln and their proximity to greater Christchurch urban area has made the eastern extent of the district highly desirable for town-style living. In the face of this pressure, the District has maintained strong policies to avoid development encroaching on versatile soils and to preserve compactness of its townships. The Canterbury earthquakes also added critical pressure on the district to provide land for residents who have been displaced. Demand for housing within the Greater Christchurch area has continued and increased in recent years requiring revisiting of previous and current growth estimates. This reviewing of demand has highlighted the need to provide more land for residential development in the short to medium term (3-10 years) as well as for the longer term.

#### *Post-Earthquake Policy Context*

- 1.1. The planning climate for development was significantly affected by the Canterbury earthquakes. This period saw Plan Change 1 of the CRPS being made operative (Chapter 12A), giving more surety to development. Relevant matters within Proposed Change 1 to the Canterbury Regional Policy Statement included the identification of growth targets for Selwyn District. These targets have been revisited in recent years due both to unanticipated demand and National Policy Statement requirements.



## 2 The Environment

### 2.1 The Application Site

The land to be rezoned contains 13 separate properties (records of title) with a combined site area of 67.5047 hectares. This land occupies approximately two-thirds of the block bounded by Trents Road, Shands Road and Hamptons Road. The block extends from the western edge of the Sterling Park subdivision on Springs Road through to Shands Road. Two blocks of land have not been included because the owners of the individual properties within these blocks have chosen not to be part of this request for rezoning. One of these blocks is on the north-west corner of Shands and Trents Roads and has a combined area of 9.5ha. The second block is series of five identical properties fronting onto Trents Road and adjoining Sterling Park. The combined area of this second block is 10.1ha.

The land to be rezoned has characteristics in common with much of the land around Selwyn's towns with geometric lots often bounded by shelter planting along road and internal boundaries. The area and is occupied by rural lifestyle develop with a single house, accessory buildings and pasture defined by boundary shelterbelts. Many of the smaller properties are 2.0234 ha in area. The largest property is in the centre of the block and has an area of 19.83ha. The site which is the subject of this plan change request is shown in Figure 1 below:

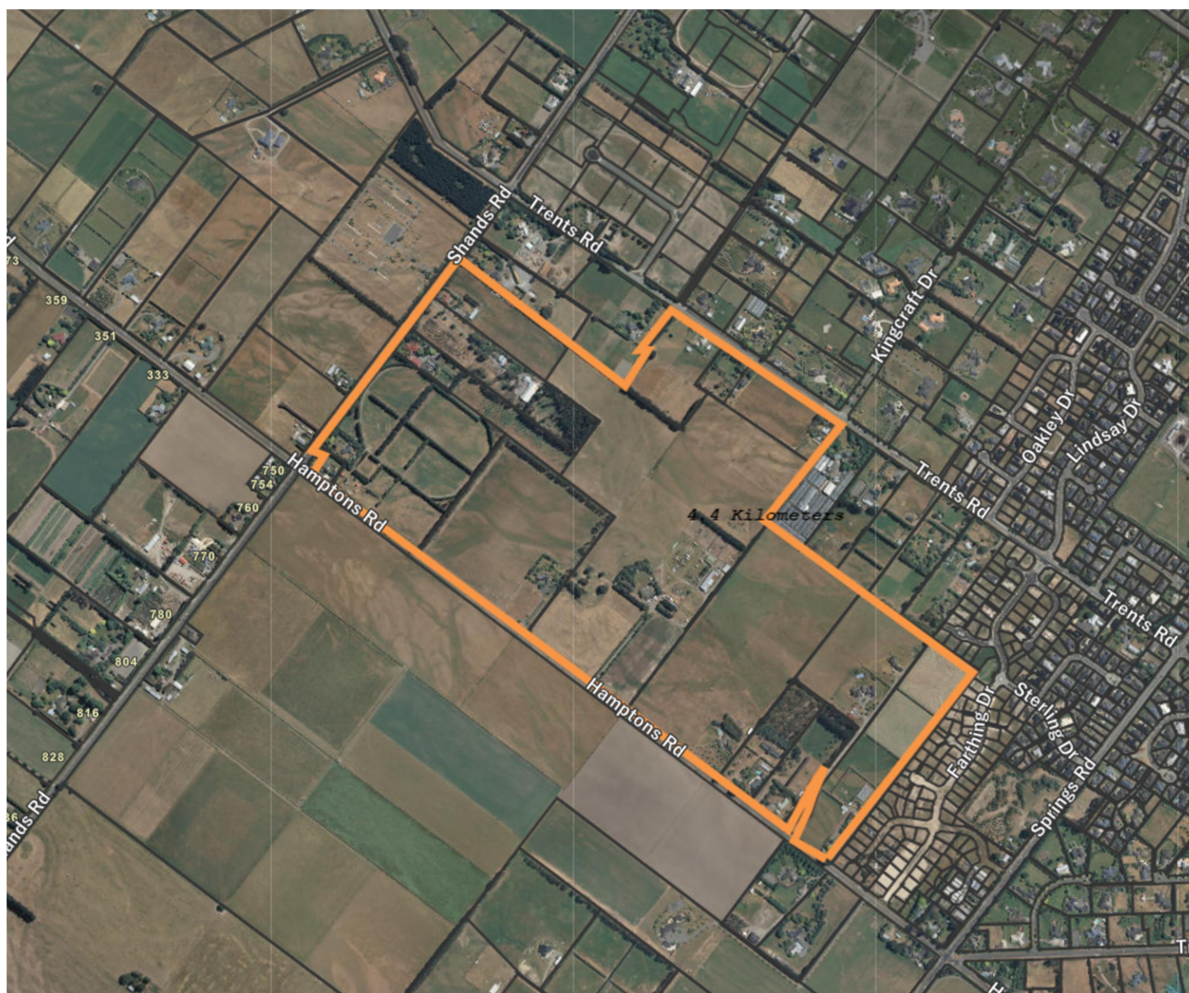


Figure 1 – Canterbury Maps Aerial of Site



## 2.2 The Surrounding Environment

Prebbleton township is located to the east and northeast of the site. The majority of the land opposite the site north of Trents Road is dominated by rural residential style development with many lots having an area ranging between 5000m<sup>2</sup> and 1.2ha. This area contains the Kingcraft Drive “Existing Development Area” (EDA) which has 40 properties all with substantial dwellings and curtilage. Access to the EDA is via Trents Road and Blakes Road but there is no connection through the block.

On the eastern end of the land on the north side of Trents Road is fully developed for residential purposes including the Cairnbrae and Waratah Park subdivisions. These developments extend north through to, and over, Blakes Road. Immediately adjoining the eastern edge of the site is the Sterling Park residential development which has approximately 215 allotments, the majority of which are built on. This development, which has Living Z zoning, is accessed from Hamptons, Springs and Trents Roads and is set around the Prebbleton Nature Park developed from a former quarry. To the south and west across Hamptons and Shands Road are larger farming blocks with scattered houses.

There are two businesses within the block both of which are on land that is not within the rezoning request. On the corner of Trents and Springs Roads is Morgan and Pollard. This company specialises in landscape architecture and construction as well as grounds maintenance and raising and selling ready trees. Further east down Trents Road opposite Kingcraft Drive is a wholesale nursery.

## 3 The Plan Change

### 3.1 Description of the Proposal

It is proposed to rezone approximately 67.5ha hectares of Rural Inner Plains land to Living Z. This provides the opportunity to develop residential allotments at a density of 12 per hectare accessed from Trents Road and Hamptons Road. The eastern portion of the site is anticipated to be developed first due to having to connect to the existing sewer main in this area. The estimated yield for the Plan Change area is 820 lots based on the Living Z density rules and the roading and servicing layout specified in the Outline Development Plan for this land. If the properties which are not within the current plan Change area are included (excluding larger lots fronting Shands Road) the yield is estimate as 1040 lots.

An Outline Development Plan (ODP) has been prepared for inclusion in the District Plan. The ODP provides for:

- Road access from Trents Road and Hamptons Road.
- An internal roading providing access to allotments.
- Major and minor stormwater conveyance swales and treatment
- External road connections

### 3.2 Servicing

Servicing of the development will be by reticulated Council services. Details of the infrastructure requirements for the development are contained in the Infrastructure Report in **Appendix A** and are summarised as follows:

#### **Sewer:**

- All sites will be serviced by gravity sewer. Sewage will be piped to the existing Council Pump Station on Springs Road at the Meadow Mushrooms site and then through to The Pines sewage treatment ponds at Rolleston.
- The estimated number of lots yielded from the plan change sites plus other sites within the block is 1040 creating an overall peak flow of 35.75l/s

- The eastern end of the ODP area is marginally higher than the Pump Station on Springs Road resulting in the need to pump from the area. Alternatively it may be possible to pump directly from the site directly to the pipe from in Hamptons Road that is taking sewage to the Pines Treatment Plant.
- Due to the flat gradient of the site it will be necessary to have at least two pump stations. It is anticipated that these would both be full pump stations rather than having one pump and one lift station.

#### **Water supply:**

- Water supply is not currently available to the Plan Change area. The estimated 1040 lots in the full block is calculated to create an additional peak demand of 0.13l/s and additional demand of 135l/s
- It is expected that the additional demand will be serviced from a new bore near the intersection of Shands and Blakes Road which will be piped via a new trunk main south along Shands Road and then along the frontage of the ODP area in Trents Road.
- To meet the high peak load it is anticipated that a second bore will be required within the proposed development area. The costs of installing the bore could be expected to form the basis of a simple development contribution targeted at this area.

#### **Stormwater:**

- will by a new trunk main from a new bore
- The development will be designed around the retention of existing stormwater flow patterns across the site.
- Primary stormwater from the site will be discharged to ground via soakholes on individual sites. Secondary flow will run through the site via swales along the road and reserve networks and discharged to soak holes within the site.
- Flood waters modelled for 1 in 200 and 1 in 500 year floods indicate a main flow path through the site from Shands Road through to Sterling Park. Water up to a depth of 0.95 m is anticipated in a 1 in 200 year event. These channels will be diverted in to the road network and the flow maintained as part of the proposal.
- Stormwater discharge during construction will comply with Environment Canterbury's Erosion and Sediment Control Guidelines

#### **Power/Telecommunications/Street Lights**

- Power and telecommunications will be provided to all sites to utility company and industry standards
- All cables will placed underground
- Street lights will be provided to the roading and reserves SDC standards

#### **Roading**

- The ODP area will be serviced with a road connection from the existing urban area with connections at two locations into Sterling Park as well as strategic connections points onto Trents and Hamptons Roads. There will not be any direct road connections onto Shands Road other than the existing house entrances.
- Two collector routes will connect Trents Road to Hamptons Road with all other roads designed to normal Council standards. For the most part roads will follow low areas to replicate secondary stormwater flow paths.

#### **Earthworks**

- The ethos of the development is to maintain the natural land form of the site which will result in minor earthworks restricted to road subgrades and adjustments to the overland drainage network.
- Total volume of earthworks is estimated to be between 50,000 and 100,000m<sup>3</sup>
- Existing site levels across the majority of the site will be retained.

### 3.3 Proposed Amendments to the District Plan

The following amendments to the Selwyn District Plan are proposed:

1. Amend Selwyn District Plan Planning Plan by rezoning the land parcels in **Table 1 – Parcels to be rezoned** below lying between Trents Road, Shands Road and Hamptons Road and Sterling Park residential development, Prebbleton from Inner Plains to Living Z.

<b>TABLE 1 – Parcels to be rezoned</b>				
	<b>Legal Description</b>	<b>Address</b>	<b>Title</b>	<b>Total Area (ha)</b>
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13.	Lot 1 DP 29158	735 Shands Road	CB11A/908	8.0886
<b>TOTAL</b>				<b>67.5047</b>

2. Insert new Outline Development Plan, Living Z Zone, West Prebbleton in Appendix 19 of Volume 1 Townships as illustrated in Attachment 1 as “Living Z Zone, West Prebbleton – Outline Development Plan”.
3. Any other consequential amendments including but not limited to renumbering of clauses and District Plan maps as appropriate

No other changes to the Selwyn District Plan are proposed to be inserted into the District Plan however “consequential amendments” are provided for primarily to enable this rezoning to be converted to the new General Residential Zone and associated provisions which are contained in the Proposed Selwyn District Plan.

## 4 Consultation

The applicants have undertaken consultation with Selwyn District Council staff in relation to this proposal to ensure that the area to be rezoned is appropriate located in relation to Prebbleton Township and can be adequately serviced.

The applicants have also undertaken consultation with the neighbouring landowners. Generally the neighbours are either supportive or ambivalent about the plan change.

Mahaanui Kurataiao Ltd has been asked to comment on the proposed plan change. Due to large workloads, this process is ongoing and will be provided to Council once received. Te Whakatau Kaupapa indicates that there are no silent files in the Prebbleton area. In addition there are no waterbodies or remnant vegetation expected to be of significance to tangata whenua.

## 5 Assessment of Environmental Effects of the Proposed Change

The issues, objectives and policies of the Rural and Township Volumes of the Selwyn District Plan sets out a range of matters relating to enabling residential development while addressing potential adverse effects on the environment. These matters are considered below.

### 5.1 Location outside Urban Limits

The site to be rezoned adjoins the Urban Limits set for Prebbleton which is defined as the western boundary of Sterling Park. From both a planning and community perspective the general area is treated and perceived as part of Prebbleton. The Prebbleton Structure Plan and the Planning Maps show the Kingcraft EDA as joined to and part of the township. This is more so now that the intervening area between the EDA and the Springs Road residential area has been in-filled with the Waratah Park development.

As part of the 2014 Rural Residential Strategy the Council developed a series of location criteria for rural residential development. This included factors relevant to the urban form of the various towns in Selwyn District which relate to both residential and rural residential development. The “Preferred urban form” for Prebbleton in Appendix 2 of the Strategy includes the majority of the block bounded by Trents, Shands, Hamptons and Springs Road.

Rural Residential Area 7 sits in the centre of the Trents/Shands/Hamptons/Springs block opposite the Kingcraft EDA. The Rural Residential Strategy assessed this and other potential rural residential development areas in relation to various criteria. It concluded in relation to Area 7:

- *It was outside the Township boundary and while not immediately adjoining a Living zone it was located within 200-300m of the Living zone on the western side of Springs Road and adjoining Kingcraft Drove EDA to the north across Trents Road*
- *Located on the edge of the “Preferred Urban Form” identified in Appendix 2 of the Strategy.*
- *A “future proofed” rural residential design may be considered to protect the future growth path, ensuring that the site can be intensified to urban densities in and integrated and comprehensive manner, if this is required at some future date for further expansion of Prebbleton.*
- *Shands Road provides a definitive boundary to residential and rural residential growth west of Prebbleton*
- *Assist in achieving the long term compact concentric urban form of the Township by supporting growth west of Springs Road as far as Shands Road, rather than ribbon development along Springs Road*

These conclusions apply directly to the current proposed residential rezoning of this block which is in response to the need to further expand Prebbleton to provide for addition housing. In particular the location of this block of land has been assessed as meeting relevant criteria for rural residential and residential growth in Prebbleton. In particular it is within 1.5km of the centre, maintains a concentric urban form and adopts Shands Road as the outer boundary.

The current operative District Plan has been in place since 2013 and inevitably is now not well placed to provide sufficient zoned land to support the most up-to date growth projections and needs. These projections and associated capacity assessments confirm the need for more land within Selwyn’s towns to be zoned for residential and associated community and business purposes. To provide for this growth in Prebbleton in a coordinated way and to create economies of scale and provide for a better range of housing types it is necessary to have larger development block. Inevitably this will involve land that is located outside the current urban limits.

## 5.2 Facilitating Housing Choice and Diverse Living Environments

The creation of additional Living Z zoning over a large block of land will enable forms and densities residential development which will provide a significantly improved choice for housing than is currently available in Prebbleton. This is achieved by having larger areas available for reserves and other amenities which compensate residents for the lack of open areas and visual relief associated with higher density development. The Urban Economics report in **Appendix F** sets out in detail how lacking Prebbleton is in providing for housing at various price points and notes that only 1% of housing is less than \$400,000, that is only 1% are “affordable”. Further only 15% of dwellings are priced below \$600,000 with the vast majority (85%) over \$600,000 in value. Given the proximity of Prebbleton to numerous work and community options and facilities it is appropriate and efficient that the Township is in a position to provide for a wide range of residents. This in turn will facilitate improved viability of local businesses and community facilities.

With regard to supply of allotments for housing, over the past decade Prebbleton has seen strong growth, with around 100 dwellings built and for some years around 200 dwellings. This indicates that the demand for housing is at least 2-3 times that estimated in the Selwyn District Long Term Plan of only 40 dwellings per annum. It is noted in the Urban Economics report that there are only a small number of locations adjacent to the main urban area that have land value less than \$50+ per square meter that would enable new urban developments. This makes it evident that Prebbleton has very little remaining opportunity for new residential growth that is commercially feasible. There are only a small number of locations adjacent to the main urban area that have land values that are low enough to enable urban developments that are feasible. The proposed rezoning is only one of the two feasible locations. Development of this site will create 820 lots over time thus providing for up to 8 years of anticipated demand including a significant component of more affordable housing.

The rezoning of this block of land is therefore considered to provide Prebbleton with a form of development that is currently not available and which will over time become a significant community asset.

## 5.3 Character, Amenity and Visual effects

The land subject to this proposal is currently a mix of rural pastoral use with an associated residential component. Changing this use to residential will significantly alter the character of the site; however that does not necessarily mean that any adverse effects will arise. The interface between the rural and urban areas of Prebbleton between Springs and Shands Road will effectively be extended south to Hamptons Road from Trents Road.

With regard to the existing character of the area trees and hedging are visually prominent, comprising shelter belts on its margins and shelter and amenity trees in and around the houses and farm buildings and adjacent paddocks. Most of the trees are not of significant value as individual specimens but collectively they create an attractive environment of rural shelter and enclosure. The Trents Road frontage is lined with a continuous belt of evergreen trees about 6-8 metres high which have been trimmed into a hedge. The Hamptons Road frontage is also lined with trees which are slightly taller, being in the range of 8-10 metres. These trees are mostly deciduous broadleaves and are not trimmed but have crowns that spread above the road berm creating an attractive, enclosed, leafy rural feel to this section of Hamptons Road. Additional elements in this environment are the water race along the Hamptons Road frontage and on-site natural contours which reinforce the natural character of the area.

Many of these existing character and amenity elements are considered to be consistent with and have the potential to be integrated into the proposed residential development. In addition, over

time new owners will develop on-site plantings which will further reduce the visual impact of the housing within the block.

Due to the size of this block, their being multiple owners, and staging yet to be determined it is considered that any boundary and internal plantings for the block are best determined through subdivision processes and/or private developer agreements with the Council. Accordingly the proposed ODP for the area does not identify specific existing plantings that are to be retained or where new plantings will be required.

The Urban Design Report of DCM Urban contained in **Appendix B** concludes that

- In terms of landscape character and values of the area, subject to the mitigation measures proposed, the proposal will result in an acceptable magnitude of change on the existing rural landscape character and values. The existing character of the Plan Change area is already highly modified with several large structures / buildings visible and a moderate level of compartmentalisation. The partially open character of the site will change to a character which is more compartmentalised into smaller units, but which can be partially mitigated through fencing controls and landscape planting to retain a high level of amenity.
- In terms of visual amenity, the adjacent rural properties will experience a change in the openness of views across the space, noting that many of the adjoining properties and most of the Plan Change area is surrounded by well-established shelter belts and boundary plantings restricting views out and in. Adjoining suburban residential properties, current and future, overlooking the Plan Change area will have a mix of open, partial and screened views of future development. Changes to experience by these residents are considered Very Low given the character of existing views and existing boundary treatment.

#### **5.4 Water Quality**

Rezoning of rural land for residential use has the potential to adversely impact on ground and surface water quality. This potential arises from on-site effluent treatment and disposal or stormwater generated by increases in impervious surface coverage. As set out in the Infrastructure Report in **Appendix A** the development will be fully reticulated for effluent disposal. Connections to Councils sewerage system will be created with pumping either to Springs Road pump station near Meadow Mushroom's or to the Hamptons Road sewer. The design and development of the site will be undertaken ensuring that all allotments developed will be able to dispose of effluent in a manner that will avoid any potential for adverse impacts on groundwater quality.

Stormwater generated within the development will be treated via swales and discharged to ground via soakholes. The details of stormwater treatment and discharge are set out in the Infrastructure Report in **Appendix A**.

The site has the ability to treat and dispose of stormwater within its own boundaries, as well as the ability to access the Prebbleton township water supply and effluent disposal network without substantial expenditure being required by the public to upgrade the networks. No additional significant infrastructure, other than reticulation of services within the development site itself is required. In this regard, the rezoning and subsequent development of this land is largely self-contained.



## **5.5 Neighbouring Activities and Potential Reverse Sensitivity Issues**

Current activities on neighbouring properties within the block are residential, rural, rural lifestyle/residential and landscape and horticultural businesses. Grazing occurs on a number of these properties. Near the centre of the block on Trents Road is Trents Nursery which is wholesale only and which has a concentrated development of greenhouses set back from the road. Further west near Shands Road are Morgan and Pollard landscape contractors who have extensive landscape show areas as well as a nursery for shrubs and the like. Further to the east is a series of recent residential developments including Sterling Park. There is no intensive animal or crop production in the vicinity of the Plan Change area.

The potential for new residents to be affected by nuisance effects such traffic, earthworks, noise, odour generated by existing activities or new development will depend on how the development is staged. The site is very large and requires connecting the sewer in Trents Road. It will not therefore be possible for multiple areas to be developed at once. In general new residents are reasonably tolerant of the effects associated with development earthworks and the building of new houses in the vicinity as these inherently short term effects. Residents of neighbouring residential and rural residential areas could be affected, but again this with the development being staged the impacts are expected to be limited. Many of the existing residents who could be affected will be across Trents Road in larger sections with houses well setback thereby reducing nuisance effects. People living and working on the south side of Hamptons Road or west side of Shands Road are not expected to experience any change in amenity other than visual amenity with the new residential development.

With regard to reverse sensitivity arising for the existing nursery and Morgan and Pollard it is expected that these operations will be taken into account in designing the subdivision layouts in the vicinity potentially creating larger lots near these activities. These larger lots combined with the limited productive activities in the vicinity will either mitigate or avoid any potential adverse effects associated with the commercial use of neighbouring properties, and consequent reverse sensitivity effects.

## **5.6 Natural Features**

There are no natural features within the proposed Plan Change area. The water race along the southern boundary is a relatively natural feature that will not be altered by the proposal except to the extent that a further bridge may need to be established across the race to serve development within the Plan Change area.

Reserve areas and the alignment of roading will follow existing contours to avoid extensive reworking of the site and to provide natural pathway for stormwater. Where possible good specimen trees will be retained to preserve and integrate the look and feel of the area into the final design of the subdivision.

## **5.7 Transportation**

### **Proposed Roding Layout**

The Outline Development Plan provides for roading and pedestrian/cycle access throughout the development by way of two collect spine roads from Trents Road through to Hamptons Road. ADDD All roads created by this development will be vested in Selwyn District Council. It is anticipated that the roads will be 19m wide and will serve as local roads.

The road linkages from the spine road provide for access to the land to the east and west. This access has the potential to serve a number of important purposes. Firstly, it will enable the blocks immediately to the east and west to be developed in the future without having to gain direct

access from Trents and Hamptons Roads thus avoiding creation of numerous intersections on these important through roads between Springs Road and Shands Road. Secondly, it encourages a depth of development from the main spine road through this block. This in turn has the potential to provide for linkage with Sterling Park to the east.

Further possibilities include the development of walking and cycle linkages through to Sterling Park and any developments to the west. These future linkages are considered to have a positive benefit not only for the future residents within the Plan Change area, but also for all existing and future residents of the block.

### **Site Access**

Hamptons Road is classified an arterial route in the District Plan and Trents Road is deemed to be a local road. It is intended that the development will be staged with the first stage involving the northern section of the zone being accessed from Trents Road. The existing dwelling and farm operation on the southern section will retain its access from Hamptons Road. All new allotments will be accessed via the internal spine road.

### **Wider Traffic Environment**

The wider traffic environment comprises roads such as Selwyn, Shands and Springs Road which are important corridors for private and freight traffic travelling between Christchurch, Prebbleton, Lincoln and Rolleston and further afield. These routes are fed from many east-west linkage roads such as Marshs, Blakes, Trents, Birchs, Tosswill and Hamptons Roads. Generally Trents Road, which extends through to State Highway 1 (SH1) at Templeton, is used less for commuter purposes than the others referred to.

This wider traffic environment has changed significantly and will continue to do so in the next 20- or so years both as a result of an increase in population and economic activity in the south western greater Christchurch urban area and with the Christchurch Southern Motorway Stage 2 (CSM2) works by New Zealand Transport Authority (NZTA). CSM2, which is currently being completed, involves the establishment of a motorway from Halswell Junction Road near Springs Road through to the SH1/ Robinsons Road intersection. In addition, SH1 is to be widened and upgraded to a 4 lane expressway from Rolleston to Robinsons Road which also forms part of this project. The following aspects may have relevance to this Plan Change area.

CSM2 has no direct link with Springs Road (Springs Road will pass over CSM2) but rather creates an interchange at Shands Road just south of Marshs Road. This interchange is located approximately 1.6km north of Plan Change site on Shands Road. The interchange provides more direct access to Lincoln in particular by way of Shands Road, thereby reducing the use of Springs Road, through Prebbleton as a through road to Lincoln and beyond. It also enables residents of Prebbleton to make quicker trips to Christchurch. The reduction in the use of Springs Road (i.e. reduction from the baseline level of growth) is intended to improve the amenity and function of the Springs Road as the location of commercial and community activities, making it more user-friendly.

Recent upgrades of the Selwyn and Lincoln-Rolleston Roads, in conjunction with Shands Road have created a new district arterial that connects with the interchange on Shands road to cater for growth, especially from the expanding southern areas of Rolleston. Additional progressive upgrades are taking place on adjoining local roads, including Shands Road, to cater for traffic using the CSM2 interchange. These upgrades include installation of roundabouts at the intersections of:

- Shands and Hamptons
- Shands and Trents
- Springs and Trents

- Springs and Hamptons
- Shands and Blakes

Abley have prepared an Integrated Transportation Assessment relating to the proposed rezoning of West Prebbleton – **refer Appendix E**. This Assessment is a “Wide area transport assessment” to achieve a robust and comprehensive assessment. The following is a summary of the conclusions of this assessment:

**Surrounding Roads** – The District Plan classifies Shands as an Arterial Road. The posted speed along Shands Road ranges from 100km/h to 50km/h with 80km/h within the vicinity of the site. Trents Road is not classified but on the One Network Road Classification (ONRC) is considered to be a Secondary Collector. The posted speed along Shands Road ranges from 80km/h to 50km/h with 70km/h within the vicinity of the site.

Hamptons Road - The District Plan classifies Shands as an Arterial Road. The posted speed limit is 80km/h.

In all cases Abley consider it would be appropriate to review the speed limits on these roads should the plan change be approved.

**Surrounding intersections** – There are four main intersections that connect to the site which are the focus of much of the assessment. These are the:

- Intersection of Hamptons and Springs southeast of the site with priority to Springs Road
- Intersection of Trents and Springs northeast of the site with priority to Springs Road
- Intersection of Shands and Trent northwest of the site with priority to Shands Road
- Intersection of Hamptons and Shands southwest of the site with priority to Shands

**Safety** – The crash history is concentrated on intersections of Shands/Hamptons and Shands/Trents due to the higher volume of traffic on Shands. It is noted that the Council have plans to install a large rural roundabout at the Shads/Hamptons intersection in the four years. Overall the number of crashes on the surrounding roads are low and do not indicate a strong underlying safety issue.

**Cycling and public transport** – Existing facilities for cycling and public transport in the vicinity of the plan change area are limited.

**Future Rooding Works** – It is noted that there are a number of roading upgrades in the vicinity of the site for the period 2019-2018 including:

- Springs/Hamptons Road roundabout
- Shands/Hamptons Road roundabout
- Shands/Trents Roundabout
- Trents and Hamptons road widening
- Springs/Trents roundabout (post 2028)

Based on the design for the Shands/Blakes roundabout Abley have assumed that the Shands/Hampton will also have dual lanes.

**Proposed Plan Change** – The connections to the road network via four access points on Trents, Guilder Drive extension, Guinea Drive and five access points on Hamptons Road will create a development well integrated with the surrounding urban and rural areas.

The proposed “Roading collector” in the ODP (referred to as a Local Major Road in the District Plan) connects the collector road (Trents) and the arterial road (Hamptons) in keeping with the SDC road hierarchy.

**Trip generation** - A peak hour trip rate of 0.9 two-way trips for residential dwelling has been chosen as a conservative figure resulting in 738 additional trips from the 820 new lots.

**Network effects assessment** – Abley undertook four intersection surveys, capacity assessment of the Springs and Shands corridors and modelling of four intersections using SIDRA to assess their performance.

**The capacity assessment** demonstrated that with the addition of 10 years of background traffic growth (at 2.8% per annum) the Shands Road corridor has volume to capacity ratio of 0.68 northbound in the morning peak and 0.77 southbound in the evening peak. These increase to 0.78 and 0.88 respectively with the addition of traffic from the plan change area. This indicates that there is residual link capacity on this corridor. On Springs Road the volume to capacity ratio increases to 0.76 with background growth and 0.84 with development traffic. In conclusion both corridors have sufficient capacity to accommodate full development of the site.

**Intersection assessment** – Three scenarios were also used and modelled to assess impacts on key intersections. The base scenario was based on surveys undertaken in October 2020. The Future Base Scenario is for 2030 and predicts performance of the four intersections with 2.8% traffic growth per annum. The Future Development Scenario (2030) adds the new trips generated by full development of the plan change site. The results of the analysis for the four adjacent intersections show that the additional traffic from the plan change development will perform well within capacity for all intersections, assuming the Shands Road roundabouts that have been planned are installed by Council in the next four years.

**Overall Conclusion of Assessment** – Overall the changes in road and intersection performance in relation to the Plan Change are minimal and the effects are considered acceptable in terms of transport, subject to construction of the two roundabouts on Shands Roads as intended by Council in their 2021-2024 funding cycle.

Abley also undertook a policy assessment and concluded that the proposal was consistent with all the relevant objectives and policies of the Selwyn District Plan.

## 5.8 Natural Hazards

Geotechnical investigations have been prepared by ENGEO for each of the properties within the block (**Appendix C**). These reports advise that there are no mapped faults in the immediate area but that this area could be subject to ground shaking from movement of faults elsewhere. The area is located between the Greendale Fault and the Port Hills Fault, the latter of which has not been mapped because it did not result in any surface rupture. With regard to the liquefaction potential for the site, the ENGEO reports conclude that damaging liquefaction is unlikely consistent with a TC1 zoning.

A geotechnical investigation has been prepared by ENGEO for the Plan Change site (**Appendix C**). The testing undertaken for this investigation complied with the guidelines produced by the Ministry of Business, Innovation and Employment. With regards to the liquefaction potential for the site, the report concludes:

1. *There are no known or mapped in the immediate vicinity of the site however the site may be at risk of ground shaking induced by movement of other faults*
2. *The site is located between two recently discovered fault systems, the Greendale Fault and the Port Hills Fault, the ruptures of which initiated the on-going Canterbury Earthquake Sequence.*

3. *Based on the interpreted geology and design groundwater conditions, the site is considered to have a minor risk of liquefaction from future design earthquake events. The risk of liquefaction-induced ground damage is consistent with a TC1 zoning.*

There are no other known potential natural hazards that could affect the Plan Change site. In particular the site is not likely to be subject to material damage from erosion, falling debris, subsidence, slippage or inundation from any source.

## 5.9 Soil Contamination

Preliminary and Detailed Site Investigations into the potential for soil contamination have been undertaken for the various properties contained within the Plan Change site. These were carried out as required by the Ministry for the Environment's Contaminated Land Management Guidelines No 1: Reporting on Contaminated Sites in New Zealand, 2011. This investigation, which was undertaken by ENGEO, is contained in **Appendix D** to this Plan Change request and considered the following information:

- Review of Selwyn District Council property information provided in a LIM
- Obtaining ECan data from the Listed Land Use Register (LLUR)
- Review of ECan GIS data
- Review of 4 historic aerial photos from circa 1940 to current
- Review of historical ownership history
- Review of local knowledge of site history
- Site visit

The investigations concluded that the various properties have been used for mixed purposes including residential land use, trotting tracks, farming and stockpiles. The likelihood of the majority of this land being impacted from this land use is low. A number of potential areas of concern were highlighted in the desktop review and then further investigated during a site walkover. This walkover identified a number of HAIL activities with possible contamination namely burn pits, old buildings, rubbish piles, a spray dip and storage of agrichemicals. Soil samples were then taken and tested. These tests confirmed that contaminants such as lead, arsenic, copper, zinc and cadmium exceeded guideline criteria for Residential land use on some specific sites.

On the basis of these results ENGEO have recommended a remedial strategy be developed to manage the soil that exceeds the NES for residential land use. This strategy needs to be developed in coordination with final development plans including soil removal volumes and locations. Resource consents are also expected to be required under the NES for these works.

## 5.10 Versatile Soils

The site generally contains Class II versatile soils with the southern quarter of the site Class III soils. Within the last 50 or so years the site has been used for grazing and possibly some cropping. While both of these uses are land based, neither has used the soil for intensive production. Residential development will inevitably involve increased building and hard surface coverage; however there is some potential to retain the use of the soils through productive use of the land for tree growth, grassed areas and land drainage (swales, soakholes etc.) as well as for use with individual properties. It is also noted that the Rural Residential Strategy concluded that although a portion of the area is comprised of Class II versatile soils its location within the "*Preferred Urban Form*" of Prebbleton indicates that this is not a constraint to rural residential development.

### 5.11 Beneficial Effects

The provision of a large scale development that will create a range of lots sizes with commensurate affordability within the Prebbleton area is considered to be very desirable due to the lack of growth options including affordable home options within the town. It also makes more efficient use of the land resource achieving higher densities overall in Prebbleton which is a very desirable locality, with easy access to Christchurch and points further south. This proposal provides an option for people seeking a range of fully-serviced allotments that are located close to the amenities of a town and within commuting distance of Christchurch. The rezoning of land for residential development also fulfils the Selwyn District Councils requirements under the NPS on Urban Development Capacity 2016 and its replacement the NPS Urban Development 2020.

## 6 Policy and Plan Framework

### 6.1 National Policy Framework

- Part 11 of the RMA
- NPS Urban Development
- Draft NPS Highly productive land

#### Part II of the Resource Management Act

Part II of the Resource Management Act defines the purposes and principles of the Act, which are the overarching matters that should be taken into account in preparing policy statements and plans and when considering a resource consent application. In terms of this request for a plan change it is considered that the most relevant sections of Part II are sections 5 and 7. There are no relevant matters of national importance that are relevant to this proposal, and as such no assessment against this section has been made. The relevant sections are as follows:

#### 5 Purpose

- (1) *The purpose of this Act is to promote the sustainable management of natural and physical resources.*
- (2) *In this Act, sustainable management means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety while—*
  - (a) *Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
  - (b) *Safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
  - (c) *Avoiding, remedying, or mitigating any adverse effects of activities on the environment.*

#### 7 Other matters

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

...

(b) *The efficient use and development of natural and physical resources: ...*

(c) *The maintenance and enhancement of amenity values:*

...

(f) *Maintenance and enhancement of the quality of the environment:*

...



The proposed residential zoning proposal provides for the efficient and sustainable use of land resource, in that it is an expansion of the residential development in Prebbleton in a location and at a scale that can provide for a wide range of densities, including provisions of affordably priced residential sections and housing that is not currently available in Prebbleton. This form of density is the basis of affordable housing which is a key priority if communities are to provide for their economic and social wellbeing. The scale of a minimum of 820 houses and potentially 1040 (if all landowners in the block chose to have their land rezoned) enables a significant level of development which meets the criteria in the relevant existing and proposed national, regional and local plans and policy documents. This increase in housing supply within Prebbleton, including the provision for higher density development in the future, will enable the social and economic wellbeing of the community to be maintained and enhanced.

The amenity of the current rural neighbours and future residents has been taken into account in developing the Outline Development Plan for this block which extends between two significant roads in the southern area of Prebbleton. This includes providing future connecting roads and services throughout the rezoned block and with neighbouring blocks. This integration is assured through development being in accordance with the outline development plan for West Prebbleton. This ODP provides for several connections with neighbouring sites which are no part of this rezoning request. These linkages will only be implemented once the neighbouring land is rezoned and ready to be developed for residential purposes.

Achieving the balance required under Part II, has been achieved through a comprehensive approach to the design of the West Prebbleton development which provides for a range of lot sizes including for higher density residential development.

### **National Policy Statement on Urban Development**

The **National Policy Statement on Urban Development (NPS-UD)** came into effect on 20 August 2020, providing direction to decision-makers under the Resource Management Act 1991 in respect of planning for urban environments. The Policy Statement replaces the National Policy Statement on Urban Development Capacity 2016 (NPS-UDC). The NPS-UD recognises at a national level the significance of well-functioning urban environments. In particular the Objectives of the NPS-UD seek the following:

- Urban environments that provide for the social, economic and cultural well-being and for their safety and safety now and in the future
- Planning decisions that improve housing affordability by supporting competitive land and development markets
- Regional policy statements and district plans enabling more people to live in areas of urban environments near centres or areas with employment opportunities,, area well serviced by public transport or a high demand for housing in the area.
- Urban environments develop and change over time in response to diverse and changing need of people, communities and future generations
- Local authority decisions on urban development are integrates with infrastructure planning and strategic over the medium term and long

The main tool to achieve these objectives is a Future Development Strategy (FDS) which has the purposes of achieving well-functioning environments in existing and future urban areas and to provide at least sufficient development capacity over the next 30 years to meet expected demand. As the NPS-UD has only recently been published there is no FDS for the greater Christchurch.

The provision of additional land for housing through rezoning of West Prebbleton achieves the following relevant policies of the NPS-UD:

**Policy 1 – Planning decisions**

The requested rezoning with accompanying outline development plan provides the Selwyn District Council with a mechanism to make a planning decision that provides for a variety of homes with larger lots adjoining Hamptons Road and a mix of detached and attached homes elsewhere. In addition there is easy access to main roads for travel to work, schools, shops etc. as well as open space areas. The size of the plan change area and the shared vision of the landowners support provision of a variety of sites sizes and densities. This in turn provides a much needed choice of housing type in Prebbleton and also achieves a positive outcome from the competitive operation of the housing market.

Economic analysis by Urban Economics (refer report in Appendix F) concludes that demand for housing in Prebbleton over the last decade has been strong and is approximately 2.3 times the estimated Selwyn Long Term Plan of 40 per annum, rather it is calculated to be 100 houses per annum. This level requires an additional 1,000 houses over 10 years. The existing capacity has been largely exhausted in recent years resulting in a decline of house construction from 150-200 per annum to 50 per annum. There is therefore a clear need for additional land in Prebbleton to be available to meet this demand and in particular to provide for a range of lot types and price.

With regard to location the economic analysis concludes that this block that is proposed to be rezoned is one of the few that provides for commercially feasible residential development due to its size and it not being currently used for rural residential purposes. It is then only one of two that do not require leapfrogging an area of lifestyle blocks and so is in an efficient location for new development because it can directly integrate with the existing urban area.

With regard to resilience to the likely current and future effects of climate change the primary manner in which this can be achieved within new urban development is through encouraging reduced greenhouse gas emissions. This plan change request supports reduced greenhouse gas emissions through a consolidated urban form, proximity to community infrastructure and reduced reliance on vehicle travel as detailed below.

***Consolidated Urban Form***

The proposed development area partially lies within the “preferred urban form” area and is within 1.5km of the centre of the Township. It achieves expansion in width rather than extending further south on Springs Road and so has the potential to create a critical mass that might support and extension of public transport services. As noted above the Economic Assessment (in Appendix F) concludes that the proposed block is one of two that do not require leapfrogging an area of lifestyle blocks and so is in an efficient location for new development because it can directly integrate with the existing urban area.

***Proximity to Community Infrastructure***

The proposed development area is not located in close proximity to key community infrastructure such as the Prebbleton Domain, a high school, the primary school, small commercial hub and bus routes. However due to the layout of the Prebbleton and the predominance of rural residential lot development in the Blakes/Springs/Trents/Shands block this is, and will be, the case for almost all new residential areas.

With regard to community infrastructure and employment within Christchurch City, residential development in Prebbleton provides the closest possible location to accessing these services and in fact would be closer than some outer areas of the City’s north, west and east. It is also closer than

other outlying townships such as Kaiapoi, Rangiora West Melton, Rolleston and Lincoln. It therefore meets the requirements of good accessibility.

### ***Reduce Reliance on Vehicle Travel***

At this stage public transport services for Prebbleton residents are relatively limited but this is expected to change over time with more residents and with expectations changing over time regarding reliance on private vehicle travel.

### ***Conclusion***

The aforementioned factors which are inherent to the West Prebbleton area provide opportunities to reduce vehicle use and therefore greenhouse gas emissions.

### **Policy 2 - Sufficient development capacity**

This policy requires local authorities to provide sufficient development capacity to meet expected demand for housing over the short, medium and long term. The proposed rezoning is expected to provide for 820 houses over a period of 2022 through to 2029. The Urban Economics Analysis in **Appendix F** concludes that there is already a shortage of residential capacity and that this shortage will increase in the coming decade within Selwyn and Prebbleton. There is therefore a clear case for more residential land to be zoned to meet the needs of the community and that the required rezoning should occur soon due to allow for the usual consenting and development phases involved in bringing housing to the market. Urban Economics consider that if West Prebbleton is zoned in 2020/2021 the residential component will be easily developed in the coming decade thereby contributing to meeting current and anticipated demand.

### **Policy 8 – Responsiveness to plan changes**

This policy requires local authority decisions to be responsive to plan changes that add significantly to development capacity and contribute to well-functioning urban environments even if the development capacity is not anticipated by current RMA documents or is out-of-sequence for planned land release. Due to the very recent coming into force of the NPS-UD no council has yet defined the criteria for assessing what constitutes “significance” in terms of development capacity. Urban Economics in their report attached in **Appendix F** consider that the relative size and scale of additional development capacity within the local economy may be an important criterion.

Having analysed land use in Prebbleton relating existing lots that could be developed and future scenarios Urban Economics conclude that:

- There is currently “reasonably expected” development capacity for an additional 100 dwellings. With demand averaging 100 dwellings per annum, this is only one year of supply
- Currently the NPS-UD requirements for short, medium and long term are not met in Prebbleton
- The Proposed Development will bring capacity for an additional 820 dwellings to the market. This would increase capacity to 9.2 years which would enable the short-term and medium-term capacity requirements to be met. Under the higher demand scenario of 150 -200 dwellings per year, this would represent 4-5 years capacity.
- In our view the proposal represents considerable significant development. If an area is unable to meet the requirements of Policy 1 the developments that enable this policy to be met should be considered significant. The proposal would result in the provision of considerable housing including affordable housing in the \$400,000 - \$600,000 range and the \$200,000 to \$400,000 price brackets, which is currently undersupplied.

It is also noted that the proposed rezoning will provide for 820 new dwellings to be developed in Prebbleton. This constitutes approximately 32% more dwellings than currently exist in Prebbleton which is significant increase by normal standards.

### **Draft National Policy Statement for Highly Productive Land**

A discussion document on a proposed National Policy Statement on Highly Productive Land was released in August 2019. Its purpose is to:

- Recognise the full range and values and benefits associated with the use of highly productive land for primary production
- Maintain its availability for primary production for future generations and
- Protect highly productive land from inappropriate subdivision, use and development

The NPS is primarily directed at regional policy statements and district plans.

**Proposed Policy 1** of the NPS requires regional councils within 3 years of the NPS coming into effect to identify areas of highly productive land based on specific criteria based primarily on:

- capability and versatility based on the Land Use Capability classification system ,
- suitability of the climate for primary production
- the size and cohesiveness of the area of land to support primary production.

At its most basic level it appears that Land Use Capability Classes 1, 2 and 3 will be included.

The document lists problems that need to be solved including urban expansion onto highly productive land. In relation to this issue the document contains proposed Objective 3 which states:

#### ***Objective 3: Protecting from inappropriate subdivision, use and development***

*To protect highly productive land from inappropriate subdivision, use and development, including by:*

- *avoiding subdivision and land fragmentation that compromises the use of highly productive land for primary production;*
- ***avoiding uncoordinated urban expansion on highly productive land that has not been subject to a strategic planning process; and***
- *avoiding and mitigating reverse sensitivity effects from sensitive and incompatible activities within and adjacent to highly productive land.*

Soils the Trents Road (South) contains both Templeton and Eyre stony and shallow silt loam soils. The Eyre soils in the southern and northern section of the block are well drained soils which have limited ability to retain moisture and are considered to have limitations for food production. The Templeton soils which run through the centre of this block have greater water retention. Their moderately deep sandy and silt loams have greater water holding capacity causing these soils to be classified and valued for their high productivity potential and are highly versatile. However because these soils are limited in their extent they would not provide a basis for other than a very small horticultural enterprise. The Land Use Classification (LUC) does not fully align with the soil types referred to above but rather show the northern section of the block being class 2 soils and the southern third being class 3.

With regard to the proposed Objective 3 above none of the soils would be regarded as highly productive land, both because the majority of the soils have poor water retention and because the area of better soils is quite limited and so would not support viable intensive production. Importantly Objective 3 specifically refers to highly productive soils being protected by avoiding “*uncoordinated urban expansion on highly productive land that has not been subject to a strategic*

**planning process**". This land has been identified in the Selwyn District Council Rural Residential Strategy as being appropriate for rural residential development. In turn the Regional Policy Statement specifies that only land identified in adopted rural residential strategies can be developed for rural residential purposes within Greater Christchurch. It is therefore considered that this rezoning Plan Change which includes Area 7 from the Rural Residential Strategy is partially aligned with the proposed National Policy Statement for highly productive land.

## 6.2 Regional Policy and Plans

- Canterbury Regional Policy Statement
- Iwi Management Plan

### Canterbury Regional Policy Statement

The Selwyn District Plan is required under section 73(4) of the Resource Management Act to give effect to the Canterbury Regional Policy Statement 2013 (CRPS). Any proposed change to the District Plan must also give effect to the CRPS. Section 74(2) of the Act also requires territorial authorities to have regard to any proposed regional policy statement when preparing or changing a district plan.

The CRPS provides guidance on matters relevant to the growth of settlements within the region. Chapter 5 of the CRPS addresses concerns resulting from landuse and infrastructure on a region wide basis, and the objectives and policies of this chapter seek to ensure that development and growth does not have an adverse effect on the environment.

**Chapter 5 CRPS**- The objectives and policies in Chapter 5 of the CRPS 2013 seek to promote urban developments that have regard to the efficient use and development of resources while ensuring that any adverse effects on the environment are avoided, remedied or mitigated. Consolidation and integration with existing infrastructure is promoted, whilst ensuring that regionally significant infrastructure and the strategic transport network are not adversely impacted by any new development.

On this basis the proposed rezoning is considered to implement the requirements of consolidation and integration. The rezoning provides a different housing choice for the community, and will be connecting into existing or proposed Council infrastructure. The rezoning combined with the development requirements such as reticulation of services, ensures that the completed proposal will have minimal effects on the physical environment, as set out in the AEE. The location of the site also ensures that transportation infrastructure, including the proposed Stage 2 of the Christchurch Southern Motorway, is not compromised. It is also located in a position to achieve compact urban form by avoiding exceeding the township south along Springs Road and is 1.4 km from the central Prebbleton. Overall, the proposed rezoning is considered to give effect to the objectives and policies in Chapter 5 and in particular **Objective 5.2.1** Location, design and functions of development and **5.3.7** Strategic land transport network and arterial roads.

### Chapter 6 CRPS

Chapter 6 was included in the Regional Policy Statement in 2013 having been incorporated from the Land Use Recovery Plan developed in response to the Canterbury earthquakes. Specifically it *"provides a resource management framework for the recovery of Greater Christchurch to enable and support earthquake recovery and rebuilding including restoration and enhancement through to 2028"*. A key focus of Chapter 6 was to respond to the anticipated demand for business and residential activities which needed to be replaced or relocated as a result of the earthquakes. To a large extent this recovery has occurred in relation to provision and uptake of identified (and now zoned) land for business and residential activities impacted by the earthquakes. Accordingly, it is

considered that the objectives and policies in Chapter 6 need to be applied and evaluated recognizing that Greater Christchurch has moved on from only responding to the direct impacts of the earthquakes. In particular there is ongoing demand for residential land for housing due to population growth in addition to the demand by first home buyers who are reluctant or unable to buy existing houses in areas impacted by the earthquakes. These factors have resulted in strong demand for lower cost housing outside Christchurch City. On the supply side a number of areas identified for residential development have not become available as anticipated.

In response to a recognised demand for housing beyond that anticipated in the LURP and Chapter 6 of the CRPS, these documents have been revisited. This has also occurred in response to the requirements contained in the National Policy Statement of Urban Development Capacity which has the purpose of recognizing the national significance of:

- Urban environments and the need to enable these to develop and change and
- Providing sufficient development capacity to meet the needs of people and communities and future generations in urban environments

To achieve these purposes all councils that have part, or all, of a medium or high growth urban area within their district or region are required to produce a future development strategy which demonstrates that sufficient, feasible development capacity is available to support future housing and business growth. This includes over the medium (next 10 years) and long term (10 to 30 years) periods.

As mentioned above it is considered that the objectives and policies in Chapter 6 need to be applied and evaluated recognizing that Greater Christchurch has moved on from only responding to the direct impacts of the earthquakes. In particular there is a demand for residential land for housing simply created by natural growth in the population and that provision to meet this demand is going to be achieved by an amendment to Chapter 6 of the CRPS.

**Objective 6.2.1 Recovery framework**

*Recovery, rebuilding and development are enabled within Greater Christchurch through a land use and infrastructure framework that:*

1. *identifies priority areas for urban development within Greater Christchurch;*
2. *identifies Key Activity Centres which provide a focus for high quality, and, where appropriate, mixed-use development that incorporates the principles of good urban design;*
3. *avoids urban development outside of existing urban areas or greenfield priority areas for development, unless expressly provided for in the CRPS;*
4. *protects outstanding natural features and landscapes including those within the Port Hills from inappropriate subdivision, use and development;*
5. *protects and enhances indigenous biodiversity and public space;*
6. *maintains or improves the quantity and quality of water in groundwater aquifers and surface waterbodies, and quality of ambient air;*
7. *maintains the character and amenity of rural areas and settlements;*
8. *protects people from unacceptable risk from natural hazards and the effects of sea-level rise;*
9. *integrates strategic and other infrastructure and services with land use development;*



10. *achieves development that does not adversely affect the efficient operation, use, development, appropriate upgrade, and future planning of strategic infrastructure and freight hubs;*
11. *optimises use of existing infrastructure; and*
12. *provides for development opportunities on Māori Reserves in Greater Christchurch.*

**Policy 6.3.1 Development within the Greater Christchurch area**

1. *In relation to recovery and rebuilding for Greater Christchurch:*
2. *give effect to the urban form identified in Map A, which identifies the location and extent of urban development that will support recovery, rebuilding and planning for future growth and infrastructure delivery;*
3. *give effect to the urban form identified in Map A (page 6-27) by identifying the location and extent of the indicated Key Activity Centres;*
4. *enable development of existing urban areas and greenfield priority areas, including intensification in appropriate locations, where it supports the recovery of Greater Christchurch;*
5. *ensure new urban activities only occur within existing urban areas or identified greenfield priority areas as shown on Map A, unless they are otherwise expressly provided for in the CRPS;*
6. *provide for educational facilities in rural areas in limited circumstances where no other practicable options exist within an urban area;*
7. *provide for a metropolitan recreation facility at 466-482 Yaldhurst Road; and*
8. *avoid development that adversely affects the function and viability of, or public investment in, the Central City and Key Activity Centres.*

**Assessment Objective 6.2.1, 6.2.1.a and Policy 6.3.1:**

**Objective 6.2.1** sets out the form and content of future development and the means of achieving this through the land use and infrastructure framework set out in the CRPS. These means include identification of priority areas for urban development. The objective does not specify what those areas are, leaving that detail to the policies. The area proposed to be rezoned sits outside the urban limits primarily due to the Prebbleton not having been included in past and recent capacity analyses under the CRPS. However all the other matters listed in this objective are either satisfied or not relevant.

Regarding **Objective 6.2.1a** Targets for housing development, the recent work undertaken by the Greater Christchurch Partnership updates this table reflecting both an increase in the number of households for provision which needs to be made and the fact that some of the land currently identified for development is not readily available. Again tis work has been focused on Christchurch City, Rolleston and Rangiora with no detailed assessment of housing needs in Prebbleton.

**Policy 6.3.1** largely mirrors Objective 6.2.1 but adds specific reference to identified greenfield priority areas on Map A. As mentioned those greenfield areas were developed on the basis of the anticipated demand primarily created by the recovery and rebuilding process following the Canterbury earthquakes and with a focus on Christchurch City, Rolleston and Rangiora. The process has largely occurred creating the opportunity to reconsider future needs associated with natural growth in the population and their housing needs throughout Greater Christchurch. Currently the proposed rezoning is not consistent with this policy in regard to Map A.

**Objective 6.2.2 Urban form and settlement pattern**

*The urban form and settlement pattern in Greater Christchurch is managed to provide sufficient land for rebuilding and recovery needs and set a foundation for future growth, with an urban form that achieves consolidation and intensification of urban areas, and avoids unplanned expansion of urban areas, by:*

1. *aiming to achieve the following targets for intensification as a proportion of overall growth through the period of recovery:*
  - a. *35% averaged over the period between 2013 and 2016*
  - b. *45% averaged over the period between 2016 to 2021*
  - c. *55% averaged over the period between 2022 and 2028;*
2. *providing higher density living environments including mixed use developments and a greater range of housing types, particularly in and around the Central City, in and around Key Activity Centres, and larger neighbourhood centres, and in greenfield priority areas and brownfield sites;*
3. *reinforcing the role of the Christchurch central business district within the Greater Christchurch area as identified in the Christchurch Central Recovery Plan;*
4. *providing for the development of greenfield priority areas on the periphery of Christchurch's urban area, and surrounding towns at a rate and in locations that meet anticipated demand and enables the efficient provision and use of network infrastructure;*
5. *encouraging sustainable and self-sufficient growth of the towns of Rangiora, Kaiapoi, Woodend, Lincoln, Rolleston and Prebbleton and consolidation of the existing settlement of West Melton;*
6. *Managing rural residential development outside of existing urban and priority areas; and*
7. *Providing for development opportunities on Māori Reserves.*

**Policy 6.3.1 Development within the Greater Christchurch area**

*In relation to recovery and rebuilding for Greater Christchurch:*

1. *give effect to the urban form identified in Map A, which identifies the location and extent of urban development that will support recovery, rebuilding and planning for future growth and infrastructure delivery;*
2. *give effect to the urban form identified in Map A (page 6-27) by identifying the location and extent of the indicated Key Activity Centres;*
3. *enable development of existing urban areas and greenfield priority areas, including intensification in appropriate locations, where it supports the recovery of Greater Christchurch;*
4. *ensure new urban activities only occur within existing urban areas or identified greenfield priority areas as shown on Map A, unless they are otherwise expressly provided for in the CRPS;*
5. *provide for educational facilities in rural areas in limited circumstances where no other practicable options exist within an urban area;*
6. *provide for a metropolitan recreation facility at 466-482 Yaldhurst Road; and*
7. *avoid development that adversely affects the function and viability of, or public investment in, the Central City and Key Activity Centres.*

**Assessment Objective 6.2.2 and Policy 6.3.1:**

This objective and policy are highly relevant as they set the scene for moving on from the rebuilding and recovery as they seek to achieve an urban form and settlement pattern that not only provides sufficient land for the recovery but also wants this to set a foundation for future growth. To date this has been signalled by identification of Projected Infrastructure Boundary on Map A. This boundary simply reflects the current zoning in Prebbleton and provides no areas for residential

growth. Any provision to cater for natural growth in the residential sector will therefore not conform to this Objective and Policy. The current lack of new areas for development has resulted in recent years in a significant reduction in houses built per annum.

With regard to various relevant criteria listed in Objective 6.2.2 there is sufficient infrastructure capacity to provide for development of West Prebbleton and an outline development area plan have been prepared in accordance with the specified minimum density of 12 household per hectare.

**Objective 6.2.3 Sustainability**

*Recovery and rebuilding is undertaken in Greater Christchurch that:*

1. *provides for quality living environments incorporating good urban design;*
2. *retains identified areas of special amenity and historic heritage value;*
3. *retains values of importance to Tāngata Whenua;*
4. *provides a range of densities and uses; and*
5. *is healthy, environmentally sustainable, functionally efficient, and prosperous*

**Assessment Objective 6.2.3:**

The Assessment of Environmental Effects in the Plan Change Request document addresses the matters of good urban design, densities and uses and the adoption of sustainable infrastructure services. It is assessed that implementation of the requested Plan Change will give effect to this Objective.

**6.2.4 Integration of transport infrastructure and land use**

*Prioritise the planning of transport infrastructure so that it maximises integration with the priority areas and new settlement patterns and facilitates the movement of people and goods and provision of services in Greater Christchurch, while:*

1. *managing network congestion;*
2. *reducing dependency on private motor vehicles;*
3. *reducing emission of contaminants to air and energy use;*
4. *promoting the use of active and public transport modes;*
5. *optimising use of existing capacity within the network; and*
6. *enhancing transport safety.*

**Assessment Policy 6.2.4:**

This policy is not directly relevant to the Plan Change request.

**6.3.2 Development form and urban design**

*Business development, residential development (including rural residential development) and the establishment of public space is to give effect to the principles of good urban design below, and those of the NZ Urban Design Protocol 2005, to the extent appropriate to the context:*

1. *Tūrangaewaewae – the sense of place and belonging – recognition and incorporation of the identity of the place, the context and the core elements that comprise the Through context and site analysis, the following elements should be used to reflect the appropriateness of the development to its location: landmarks and features, historic heritage, the character and quality of the existing built and natural environment, historic and cultural markers and local stories.*

2. *Integration – recognition of the need for well-integrated places, infrastructure, movement routes and networks, spaces, land uses and the natural and built environment. These elements should be overlaid to provide an appropriate form and pattern of use and development.*
3. *Connectivity – the provision of efficient and safe high quality, barrier free, multimodal connections within a development, to surrounding areas, and to local facilities and services, with emphasis at a local level placed on walking, cycling and public transport as more sustainable forms of*
4. *Safety – recognition and incorporation of Crime Prevention Through Environmental Design (CPTED) principles in the layout and design of developments, networks and spaces to ensure safe, comfortable and attractive places.*
5. *Choice and diversity – ensuring developments provide choice and diversity in their layout, built form, land use housing type and density, to adapt to the changing needs and circumstances of the population.*
6. *Environmentally sustainable design – ensuring that the process of design and development minimises water and resource use, restores ecosystems, safeguards mauri and maximises passive solar gain.*
7. *Creativity and innovation – supporting opportunities for exemplar approaches to infrastructure and urban form to lift the benchmark in the development of new urban areas in the Christchurch region.*

### **6.3.3 Development in accordance with outline development plans**

*Development in greenfield priority areas and rural residential development is to occur in accordance with the provisions set out in an outline development plan or other rules for the area. Subdivision must not proceed ahead of the incorporation of an outline development plan in a district plan. Outline development plans and associated rules will:*

1. *Be prepared as:*
  - a. *a single plan for the whole of the priority area; or*
  - b. *where an integrated plan adopted by the territorial authority exists for the whole of the priority area and the outline development plan is consistent with the integrated plan, part of that integrated plan; or*
  - c. *a single plan for the whole of a rural residential area; and*
2. *Be prepared in accordance with the matters set out in [Policy 6.3.2](#);*
3. *To the extent relevant show proposed land uses including:*
  - a. *Principal through roads, connections with surrounding road networks, relevant infrastructure services and areas for possible future development;*
  - b. *Land required for community facilities or schools;*
  - c. *Parks and other land for recreation;*
  - d. *Land to be used for business activities;*
  - e. *The distribution of different residential densities, in accordance with [Policy 6.3.7](#);*
  - f. *Land required for stormwater treatment, retention and drainage paths;*
  - g. *Land reserved or otherwise set aside from development for environmental, historic heritage, or landscape protection or enhancement;*
  - h. *Land reserved or otherwise set aside from development for any other reason, and the reasons for its protection from development;*

- i. *Pedestrian walkways, cycleways and public transport routes both within and adjoining the area to be developed;*
4. *Demonstrate how Policy 6.3.7 will be achieved for residential areas within the area that is the subject of the outline development plan, including any staging;*
5. *Identify significant cultural, natural or historic heritage features and values, and show how they are to be protected and/or enhanced;*
6. *Document the infrastructure required, when it will be required and how it will be funded;*
7. *Set out the staging and co-ordination of subdivision and development between landowners;*
8. *Demonstrate how effective provision is made for a range of transport options including public transport options and integration between transport modes, including pedestrian, cycling, public transport, freight, and private motor vehicles;*
9. *Show how other potential adverse effects on and/or from nearby existing or designated strategic infrastructure (including requirements for designations, or planned infrastructure) will be avoided, remedied or appropriately mitigated;*
10. *Show how other potential adverse effects on the environment, including the protection and enhancement of surface and groundwater quality, are to be avoided, remedied or mitigated;*
11. *Show how the adverse effects associated with natural hazards are to be avoided, remedied or mitigated as appropriate and in accordance with [Chapter 11](#) and any relevant guidelines; and*
12. *Include any other information that is relevant to an understanding of the development and its proposed zoning.*

#### **Assessment Policy 6.3.2 and 6.3.3**

The urban design approach and elements detailed in the outline development plan for West Prebbleton has been assessed in Section 5.3 and Appendix B of the AEE accompanying the Plan Change request. This assessment concludes that areas to be rezoned will be achieve a high level of amenity and efficiency for residents and for the neighbourhood and accordingly it is considered that the Plan Change will give effect to policies 6.3.2 and 6.3.3.

#### **6.3.4 Transport effectiveness**

*Ensure that an efficient and effective transport network that supports business and residential recovery is restored, protected and enhanced so that it maintains and improves movement of people and goods around Greater Christchurch by:*

1. *avoiding development that will overload strategic freight routes;*
2. *providing patterns of development that optimise use of existing network capacity and ensuring that, where possible, new building projects support increased uptake of active and public transport, and provide opportunities for modal choice;*
3. *providing opportunities for travel demand management;*
4. *requiring integrated transport assessment for substantial developments; and*
5. *improving road user safety.*

#### **Assessment of Policy 6.3.4**

The location of these new residential areas is such that they can make use of the current arterial routes to travel beyond Prebbleton. There will also be easy access to Springs Road and associated community and commercial facilities. The location also connects well to routes to the west and south such as Lincoln and Rolleston and routes to the Christchurch Southern Motorway stage 2

with associated overbridges to provide quicker and more efficient routes between Christchurch and Prebbleton. The changes are also anticipated to improve safety by reducing the number of vehicles using roads crossing main routes. While not directly served with public transport, it is expected that improved services will follow population growth of the town. Overall it is considered that the Plan Change is consistent with this policy.

**Policy 6.3.5 Integration of land use and infrastructure**

*Recovery of Greater Christchurch is to be assisted by the integration of land use development with infrastructure by:*

1. *Identifying priority areas for development to enable reliable forward planning for infrastructure development and delivery;*
2. *Ensuring that the nature, timing and sequencing of new development are co-ordinated with the development, funding, implementation and operation of transport and other infrastructure in order to:*
  - a. *optimise the efficient and affordable provision of both the development and the infrastructure;*
  - b. *maintain or enhance the operational effectiveness, viability and safety of existing and planned infrastructure;*
  - c. *protect investment in existing and planned infrastructure; and*
  - d. *ensure new development does not occur until provision for appropriate infrastructure is in place;*
3. *Providing that the efficient and effective functioning of infrastructure, including transport corridors, is maintained, and the ability to maintain and upgrade that infrastructure is retained;*
4. *Only providing for new development that does not affect the efficient operation, use, development, appropriate upgrading and safety of existing strategic infrastructure, including by avoiding noise sensitive activities within the 50dBA Ldn airport noise contour for Christchurch International Airport, unless the activity is within an existing residentially zoned urban area, residential greenfield area identified for Kaiapoi, or residential greenfield priority area identified in Map A (page 6-28); and*
5. *Managing the effects of land use activities on infrastructure, including avoiding activities that have the potential to limit the efficient and effective, provision, operation, maintenance or upgrade of strategic infrastructure and freight hubs.*

**Assessment of Policy 6.3.5**

The factors and outcomes sought in Policy 6.3.5 have formed the basis for identification of growth areas with Greater Christchurch. To date these growth areas have focussed on Rolleston however Prebbleton is also in a position to efficiently utilise existing and planned extensions and upgrades of services including roading upgrades. The servicing of the proposed new areas is addressed in the Plan Change request. It concludes that the proposed areas will make efficient use of existing infrastructure as well as requiring new services to be developed such as sewer pump stations. Water supply can be efficiently connected and stormwater treated and disposed of within the development sites. On this basis it is concluded that the proposal gives effect to this policy.

**6.3.7 Residential location, yield and intensification**

1. *In relation to residential development opportunities in Greater Christchurch:*
2. *Subject to Policy 5.3.4, residential greenfield priority area development shall occur in accordance with Map A. These areas are sufficient for both growth and residential relocation through to 2028.*



3. *Intensification in urban areas of Greater Christchurch is to be focused around the Central City, Key Activity Centres and neighbourhood centres commensurate with their scale and function, core public transport routes, mixed-use areas, and on suitable brownfield land.*
4. *Intensification developments and development in greenfield priority areas shall achieve at least the following residential net densities averaged over the whole of an ODP area (except where subject to an existing operative ODP with specific density provisions):*
5. *10 household units per hectare in greenfield areas in Selwyn and Waimakariri District;*
6. *15 household units per hectare in greenfield areas in Christchurch City;*
7. *Intensification development within Christchurch City to achieve an average of:*
8. *50 household units per hectare for intensification development within the Central City;*
9. *30 household units per hectare for intensification development elsewhere.*
10. *Provision will be made in district plans for comprehensive development across multiple or amalgamated sites.*
11. *Housing affordability is to be addressed by providing sufficient intensification and greenfield priority area land to meet housing demand during the recovery period, enabling brownfield development and providing for a range of lot sizes, densities and appropriate development controls that support more intensive developments such as mixed use developments, apartments, townhouses and terraced housing.*

#### **Assessment of Policy 6.3.7**

Policy 6.3.7 is similar to **Objective 6.2.1** Recovery Framework, **Objective 6.2.2** Urban Form and settlement pattern and **Policy 6.3.1** Development with the Greater Christchurch Area, all of which seek that urban growth occur within identified greenfield priority areas which are specified on Map A in Chapter 6 of the CRPS. As referred to in the assessment of these policies the greenfield areas identified on Map A were developed on the primary basis of anticipated demand created by the recovery and rebuilding process following the Canterbury earthquakes and these focussed on Rolleston within the Selwyn District Council area. The growth analysis was stated to apply through to 2028, however recent analysis of population growth and take-up of land for new housing has shown that the growth requirements were underestimated and land availability overestimated.

As mentioned it is considered that the objectives and policies in the current Chapter 6 need to be applied and evaluated recognizing that housing needs of Greater Christchurch have moved on from responding to the impacts of the earthquakes and from only considering the larger townships of Rolleston and Rangiora. In particular there is a demand for residential land for housing simply created by natural growth in the population, particular the cohort associated with buying their first home. To meet this demand in an efficient manner and to avoid causing the price of new housing to increase beyond normal levels there needs to be provision to meet this demand in other townships such as Prebbleton which has an unsatisfied demand for dwellings. Providing for this demand is going to be achieved by an amendment to Chapter 6 of the CRPS providing for new future development.

With regard to various relevant criteria listed in Policy 6.3.7 there is infrastructure capacity to provide for development of the West Prebbleton site and outline development area plan have been prepared in accordance with the specified minimum density of 12 household per hectare. However due to the large size of the site and topography there will need to be two additional pump stations to be installed. The layout will address housing affordability by providing for a range lot sizes including small lots that enable first home buyers to enter the market.

IN conclusion the proposed rezoning satisfies all the matters in these provisions other than the being in accord with the current version of Map A.

### **Iwi Management Plan**

The Mahaanui Iwi Management Plan (IMP) sets out Ngāi Tahu's objectives, issues and policies for natural resource and environmental management within the area bounded by the Hurunui River in the north and the Ashburton River in the south. Under Section 74(2A) of the Resource Management Act, a territorial authority must take into account any such plan to the extent that it has a bearing on the resource management issues of the district. The IMP is primarily a tool for the Rūnanga in the area it covers; the plan also provides guidance to territorial authorities and others. The IMP sets out the broad issues as well as the specifics for particular areas. These matters are considered below, as they are relevant to this proposed Plan Change. It is noted that the IMP does not identify any specific cultural values associated with this land that might be adversely impacted by its development.

#### *Ranginui*

The relevant matters identified in IMP are discharges to air and the protection of night time darkness. The proposed Plan Change does not contain controls on these matters. The main discharge to air that could occur through this proposal is the establishment of log burners or similar within individual houses. Such discharges are controlled by Environment Canterbury through the Regional Air Plan. Policy B3.4.3(b) within the Selwyn District Plan notes that a lack of street lighting is expected within new Living 3 zones, except at intersections. The design and placement of any such lighting will be agreed with Council at the time of subdivision.

#### *Wai Māori*

Freshwater is of considerable cultural significance to Rūnanga. The main matters of concern relate to water quality and quantity and mixing waters from different waterbodies. The land to be rezoned does not contain any waterways, although a Council water race is located along the Hamptons Road frontage. With the reticulation of effluent disposal from the proposed new dwellings the potential from adverse impacts on groundwater quality are limited. The site will also be connect to a Council water supply, which is more efficient way to service the development than through a separate well or wells. Stormwater generated by the new road will be treated and disposed of through swales, ensuring that no untreated stormwater will reach the water race or groundwater which is at least 7m below ground level. Further, roof stormwater (generally considered clean) will be disposed of straight to ground. All of these aspects of the development combine to ensure that there will be minimum adverse impact on the freshwater quality or quantity within this locality.

#### *Papatūānuku*

The use of land and how it is developed is of importance to Rūnanga. This section identifies matters such as the urban planning, the subdivision and development of land, stormwater, waste management, and discharges to land. The potential effects of the proposal on the environment have been discussed in Section 5 of this Plan Change request. That assessment concludes that there will minimal adverse impacts on the quality of the natural environment as no waste or contamination will be discharged in a manner that will compromise the mauri of surface or groundwater.

#### *Tāne Mahuta*

This section addresses the significance of indigenous biodiversity and mahinga kai to Rūnanga. The application site is not located in a known mahinga kai area. The subject land has been used for farming purposes since 1900s, and contains substantial plantings in and around the site, the

majority of which are exotic in nature. The proposed Plan Change requires the retention in the main of these existing plantings, and the requirement for additional plantings is a mixture of exotic and native to maintain the character of the site and general area.

#### *Ngā tūtohu whenua*

There are no known wāhi tapu, wāhi taonga or mahinga kai sites within the application site or close by.

#### *Te Waihora*

The application site sits with the catchment of Te Waihora. The main matters of concern within this area relate to the management of water and waterways within the Te Waihora catchment, and the subsequent impact that can have on the water quality of Te Waihora and its environment. The proposal does not involve an activity that could adversely impact on the lake and its environmental and cultural values.

#### *Summary*

It is considered that overall the proposal will not have an adverse impact on the cultural values of iwi as set out within IMP.

### **6.3 District Policy and Plans**

- Selwyn District Plan
- Selwyn District Development Strategy 2031
- Prebbleton Structure Plan

#### **Selwyn District Plan Township Section Objectives and Policies**

##### ***Township Section Part B1 Natural Resources***

Objective B1.1.1 and Policy 1.1.3 seek to limit the effects on people from contaminated soils, primarily through avoiding the exposure of people to contaminated soils. Site Investigations have been undertaken, and minor contamination identified which will be remediated at the time of subdivision.

Objective B1.1.2 seeks to ensure that new activities undertaken within the rural area do not create shortages of land or soil resources for other activities. This is implemented through Policy B1.1.8 which directs avoiding the zoning of land which contains versatile soils for other activities, such as new residential development. In considering this objective and policy, it is noted that versatile soils are not defined in the District Plan, however they are defined in the Canterbury Regional Policy Statement 2013 as being soils with a Land Use Capability (LUC) class of 1 or 2. Information obtained from Landcare Research's New Zealand Land Resource Inventory identifies that this site contains both class 2 and 3 soils. With regard to the proposed Objective 1.1.2 above none of the soils would be regarded as highly productive land, both because the majority of the soils have poor water retention and because the area of better soils is quite limited and so would not support viable intensive production. Importantly this objective specifically refers to a shortage of land or soils as being the issue. Given the limited amount of better soil on the site which runs through the centre of the site and the large areas of these soils it is considered that while the proposal is contrary to this objective it is at the lower end of the scale in terms of inconsistency.

Objective B1.2.1 seeks to ensure that the expansion of townships either maintains or enhances the quality of ground or surface water resources within the District, while Objective 1.2.2 is directed towards ensuring activities do not adversely impact on water resources. The policies that implement these objectives provide direction on the provision of water supplies at both an individual lot and township level. They also require the provision of effluent and stormwater

disposal systems that avoid adverse effects on the quality of ground water. The details of the infrastructure to be provided is set out in Section 3.2 of this report and discussed in more detail in the attached Infrastructure Report (Appendix A). This infrastructure will ensure that the development of West Prebbleton occurs in a manner sought by these objectives.

The objectives and policies within parts B1.3 Ecosystems and B1.4 Outstanding Natural and Landscapes are not considered to be relevant to the consideration of this proposal.

### ***Township Section Part B2 Physical Resources***

The objectives and policies within Part B2.1 Transport Networks address the issues of the integration of land use and transport, ensuring a safe and efficient transport network, the provision for the future transport network and managing the effects of activities on the transport network and vice versa. The ODP provides a comprehensive road network scheme that will ensure they are integrated with the surrounding environment. This will be achieved by providing for future connections to existing residential land that is either adjoining or is opposite one of the boundary roads. The Transportation assessment in Appendix E thoroughly assesses traffic impacts and concludes that the safe and efficient transport network will not be comprised by the rezoning. The overall layout will ensure the safety, permeability and accessibility for vehicles, pedestrians and cyclists. These aspects of the proposal are consistent with the outcomes sought by the objectives and policies within Part B2.1 Transport Networks.

The West Prebbleton site will be supplied with a reticulated water and effluent disposal as well connections to the power and telecommunications networks in West Melton. The provision of this infrastructure to the development is consistent with the outcomes sought by the objectives and policies in Part B2.2 Utilities.

Objectives B2.3.1 and B2.3.2 and their associated policies address the provision of community facilities and reserves within townships. The community facility provided for within this plan change area is the reserve and the pedestrian / cycle connection with the residential subdivision and to the east. These networks are being provided in accordance with the ODP prepared for this development. This aspect of proposal is in keeping with the Objective B2.3.1 and B2.3.2 and their associated policies.

Part B2.4 Waste Disposal addresses the matters of solid waste and reducing waste within the townships of the Selwyn District. For residential development such as this, is achieved primarily through the provision of a solid waste collection and disposal service. It is anticipated that as this area is developed, that the Council's collection system will be expanded. With the provision of this service and access to the Pines Resource Recovery Park, the matters address within Part B2.4 are provided for.

### ***Township Section Part B3 People's Health, Safety and Values***

Part B3.1 Natural Hazards address the issues associated with various natural hazards that can occur within the District, including earthquake and flooding. West Prebbleton is not located within an area prone to flooding, and is also not located close to any known fault. This matter has been assessed in Section 5.8, which concluded the development is unlikely to result in an increase in natural hazard risk for future residents or for residents of surrounding land. Given this it is considered that the outcomes sought by the objectives and policies within Part B3.1 Natural Hazards are achieved for this development.

Parts B3.2 Hazardous Substances and B3.3 Culture and Historic Heritage objectives and policies are not considered to be relevant to this proposal.

The objectives B3.4.1 to B3.4.3 of B3.4 Quality of the Environment address the issues associated with ensuring that the townships are pleasant places to work and live and provide for a range of activities to occur. The objectives seek to ensure that the character and amenity of zones is maintained and that reverse sensitivity effects between activities are avoided. West Prebbleton has been designed comprehensively to ensure that a pleasant living environment is provided for future residents. The allotments that will be created will have a size range that will provide choice for new residents and will be sited to take advantage of natural features within the site. With regard to reverse sensitivity, the site adjoins to two commercial activities however it is anticipated that these activities are unlikely to create any amenity issues for residents, both because of the land uses involved and the visual separation that exists with substantial boundary plantings between these operations and the development site.

Objectives B3.4.4 addresses the growth of townships and seeks to achieve a compact form that provides for a range of living environments and housing choices. The size and proposed development of the West Prebbleton site is such that a wide range of sections sizes and prices as detailed by the Economics Assessment in Appendix F. This will provide for sectors of the housing market that is currently not available within Prebbleton. In this regard the development will be consistent with and implements this objective.

Objective B3.4.5 requires that the growth of townships provides a high level of connectivity both within the new developments and with adjoining areas, and enables access to a variety of forms of transport. The ODP provides for multiple connections through to Sterling Park to east and through to Trents and Hamptons Roads. No connections are provided to Shands Road to avoid traffic safety issues with this main arterial. Future subdivision designs will implement the ODP thus satisfying this objective.

The policies of relevance that implement the objectives within B3.4 Quality of Environment are B3.4.1 and B3.4.3. The implementation method sought by these policies to achieve the objectives is through zoning. This is what this requested Plan Change is seeking with its proposed rezoning of the land to Living Z, including the provision of medium density housing.

#### ***Township Section Part B4 Growth of Townships***

Objectives B4.1.1 and B4.1.2 seek a range of living environments, including the provision of medium density areas, that provide a high quality of living and that the new areas are pleasant places to live. The proposal will ensure that West Prebbleton in the future will have a range of living environments not currently available in the Township. The plan change area will continue to be a pleasant place to live and will contribute to the character and amenity of Prebbleton.

The most relevant policy is Policy B4.1.1(a) which provides for a range of allotments sizes within living zones, including the provision of medium density areas within identified areas of the Living Z zone. The provision of a mix of low and medium density allotments achieves this policy. In addition, it is anticipated that the resultant built development within the medium density areas will implement policies B4.1.6 and B4.1.7 in relation to site coverage and will achieve a good level of urban design as sought by Policy B4.1.13. In taking into these matters into consideration, West Prebbleton will be consistent with Objectives B4.1.1 and B4.1.2 and their policies.

The objectives and policies within B4.2 Subdivision of Land address the issues relating to subdivision and ensuring the resulting development is fit for purpose. At this stage only rezoning is being sought by this Plan Change, however the ODP has been designed with the ultimate subdivision in mind and has focussed on creating a high level of amenity to support the density of development being supplied. It is anticipated that on the basis of the ODP that there will be limited rear allotments developed.

Part B4.3 Residential and Business Development contains the primary objectives and policies that enable the growth of townships within the District. Objective B4.3.1 outlines that the type of effects that should be avoided when the expansion of townships occurs. The impact of this proposal on natural and physical resources and the amenity values of the township has been discussed in relation to the objectives and policies within Parts B1 Natural Resources, B2 Physical Resources and B3 Quality of the Environment. The conclusion of that assessment is that the development of West Prebbleton is generally consistent with those objectives and policies, and as such is consistent with Objective B4.3.1.

Objective B4.3.3 requires new residential development within townships in the Greater Christchurch area to be provided within existing zoned land or priority areas identified in the Regional Policy Statement (RPS). Any such development is to be in general accordance with an operative ODP. The West Prebbleton area is not located within an existing zoned area or one that is identified as a priority area in the current CRPS.

Objective B4.3.4 directs that new areas of residential development should support the timely, efficient and integrated provision of infrastructure.

Objective B4.3.5 directs that sufficient land is available to accommodate that anticipated household growth within the District between 2013 and 2028 through both Greenfield growth areas and consolidation within existing townships. The Economic Assessment strongly indicates that there is not sufficient land for anticipated growth of Prebbleton over the next 10 years, which is why rezoning for this is requested.

Policies B4.3.1, B4.3.3, and B4.3.4 manage residential growth through zoning and the use of ODPs to ensure a compact shape in a manner that avoids surrounding rural zoned land with urban development, and encourages the use of existing zoned land. This will be achieved.

Policy B4.3.8 sets out the requirements that must be contained within any Outline Development Plan included in the District Plan. These matters include but are not limited to the identification of roads and connections to surrounding lands, land for schools, parks and similar facilities, the distribution of different residential densities across the ODP area. The ODP proposed as part of the Plan Change has been prepared to comply with the requirements of this policy.

Overall, in considering the objectives and policies of the Township Section of the District Plan, it is considered that the requested rezoning meets the outcomes sought for new residential areas.

#### **Assessment of Selwyn District Plan Rural Section Objectives and Policies**

Given the current Rural zoning of the site, it is considered appropriate that an assessment is made of the relevant rural objectives and policies.

#### ***Rural Section Part B1 Natural Resource, B2 Physical Resources and B3 People's Health, Safety and Values***

The objectives and policies of these two sections of the District Plan similar matters to those contained within the Township section. The conclusions reached in the assessment of the Township objectives and policies that the development of this land is appropriate and is generally consistent with the outcomes sought also applies here. As such it is not considered necessary to repeat that assessment.

The only matter of relevance not considered within Section 4.3.2 above relates to the matter of reverse sensitivity effects, addressed by Objective B3.4.2 and Policies B3.4.20 to B3.4.22. This



objective and its policies seek to ensure that new activities do not give rise to any reverse sensitivity effects. For reverse sensitivity effects to arise, there must be an effect from a permitted activity that would give cause for complaints to occur that could impact on the ability for that permitted activity to operate. Typically, within rural areas this arises from horticultural and viticultural activities, intensive farming (such as poultry and pig farms) and quarrying. Aerial photography and site visits to the surrounding land indicate that the primary use of this area is for the rural living and arable use, primarily the grazing of animals. Arable farming is typically not an activity associated with reverse sensitivity effects. Given this environment it is considered unlikely that any reverse sensitivity effects will arise from the granting of this development.

#### ***Rural Section Part B4 Growth of Rural Area***

The objectives and the policies that implement Rural Section Part B4 seek to ensure that the rural area maintains an overall low residential density that is consistent with the character of the area and avoids adverse effects on the environment including reverse sensitivity. Residential development at the density sought by the requested rezoning to Living Z clearly conflicts with the low residential densities typically found within the Rural Inner Plains Zone but is principally a distinction bought about by the fact that rezoning follows the change to the CRPS Greater Christchurch settlement pattern. Although the rezoning is inconsistent with this aspect of these objectives and policies, it is consistent with the overriding national and regional policy statements relating to providing for future growth of urban areas.

The conclusions reached within the above assessment are that the proposed plan change is generally consistent with the outcomes sought by the relevant objectives and policies relating to natural and physical resources. Similarly, the proposal is unlikely to result any reserve sensitivity effects. As such the development while not consistent with the low density sought for the rural area does support the other outcomes sought by these objectives and policies.

#### **District Development Strategy 2031**

This Strategy was finalised in 2014 and was working with the population estimates and capacity assessments available at this time. This indicated that there was a trend leading to an 80/20 split of total population growth, where 80% of growth throughout the district will occur within identified urban boundaries. Further there was also an 80/20 split of urban population growth, where 80% will occur within the metropolitan Greater Christchurch area, comprising Rolleston, Lincoln, Prebbleton and West Melton township. From this data analysis Selwyn 2031 puts forward three key growth concepts being:

- establishment of a township network, which provides a support framework for managing the scale, character and intensity of urban growth across the whole district;
- establishment of an activity centre network, which provides a support framework for managing the scale and intensity of business areas throughout the district townships;
- encouraging self-sufficiency at a district-wide level.

With regard to urban expansion the Strategy seeks provision of sufficient zoned land to accommodate projected household and business growth to assist earthquake recovery within the Greater Christchurch area.

Overall it is considered that the Proposed Plan Change is consistent with the strategic outcomes sought for residential development by Selwyn District Council.

## Prebbleton Structure Plan

The Prebbleton Structure Plan (PSP) adopted by the Selwyn District Council in 2010. It had the purpose of provide a framework for coordinating development and other changes in Prebbleton in order to achieve a high standard of town planning and urban design. It does not address the possible location of future growth areas and so is not directly relevant to this plan change request.

## 7 Section 32 Assessment

### 7.1 Criteria of Section 32 Assessment

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

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

The evaluation is required to take into account:

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

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

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

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

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

### 7.2 Objectives and Policies of the Selwyn District Plan

As the proposed Plan Change does not seek to alter any objectives or policies of the Selwyn District Plan, the examination under Section 32(3)(a) of whether the objectives of the District Plan are the most appropriate way of achieving the purpose of the Resource Management Act is not required. This is because as the District Plan is operative it is assumed that the objectives are the most appropriate way to achieve the purpose of the Act. Similarly, it is assumed that as no policies are proposed to be altered, that they are the most appropriate means of achieving the objectives of the District Plan. Although an assessment of the appropriateness of the objectives and policies of the Plan is not required, it is worthwhile to consider the proposed Plan Change against the objectives and policies contained within the District Plan. This assessment is contained in Section 5

above and concludes that the proposed rezoning of this site full satisfies the listed matters and outcomes sought.

### 7.3 Assessment of the Benefits and Costs of the Proposed Change

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

- Option 1 – Leave the area zoned Rural
- Option 2 – Rezone the land as Living Z
- Option 3 – Apply for resource consent for proposed subdivision and development

The following is an assessment of these options.

#### ***Benefits and Costs of Option 1 – Leave the area zoned Rural***

Benefits/Advantages	Costs/Disadvantages
<ul style="list-style-type: none"> <li>• Maintains the existing character of the area.</li> <li>• Allows the Council to implement the Canterbury Regional Policy Statement (CRPS) within their own timeframe.</li> </ul>	<ul style="list-style-type: none"> <li>• Does not fulfil the District Plan's objective of an equitable process to rezoning land.</li> <li>• Reduces level of choice for potential purchasers of a range of residential allotments in Prebbleton.</li> <li>• Does not contribute to the cost of existing reticulation of services and roading upgrades.</li> </ul>

#### ***Benefits and Costs of Option 2 - Rezoning the Subject Land as Living Z***

Benefits/Advantages	Costs/Disadvantages
<ul style="list-style-type: none"> <li>• Creates a large number of allotments in a convenient location which will provide for the currently un-met demand for housing in Prebbleton and provides a choice of lot size/housing type not currently available</li> <li>• The area is not dependent on the development of other land to provide access or infrastructure, such as stormwater disposal.</li> <li>• Provides an alternative for prospective purchasers of a range of residential allotments within Selwyn District and elsewhere.</li> <li>• Economic benefit to Council from larger rating base through additional properties being added upon subdivision, and the payment of development contributions for new infrastructure (e.g. Eastern Selwyn Sewerage Scheme).</li> <li>• Provides long-term certainty for both the developer and potential purchasers as to</li> </ul>	<ul style="list-style-type: none"> <li>• Loss of rural land for productive purposes.</li> <li>• Change in character of the area from rural to rural-residential.</li> <li>• Small increase in traffic generated within and around Prebbleton or the Selwyn District Plan objective and policies for provision of rural residential zoning.</li> <li>• Does not implement the Rural Residential Strategy.</li> <li>• Does not implement the Map A elements of the CRPS</li> </ul>

Benefits/Advantages	Costs/Disadvantages
<p>the use of the land.</p> <ul style="list-style-type: none"> <li>• Supports existing Council reticulated services, e.g. sewer system and water supply.</li> </ul>	

***Benefits and Costs of Option 3 – Develop the land by Resource Consent***

Benefits/Advantages	Costs/Disadvantages
<ul style="list-style-type: none"> <li>• Council has the ability to place stricter controls on the development through consent conditions than may be possible through a plan change.</li> <li>• Potential for greater environmental benefit through Council having greater control over development, and being able to require some land for environmental compensation for the use proposed.</li> </ul>	<ul style="list-style-type: none"> <li>• Potential social cost arising from lack of long-term certainty for potential and future purchasers and adjoining neighbours as to the use of the land, as additional consents to alter conditions can be sought.</li> <li>• Potential and future purchasers would need to obtain consent if they were to alter uses, for example home occupation rules from the rural zone would still apply.</li> <li>• Restricted timeframe in which land has to be developed and houses built, leading to potential economic costs for landowner/developer.</li> <li>• Less flexibility in being able to develop the land.</li> <li>• Possibly higher costs to develop land through the placing of tighter controls on the development by way of strict conditions on a consent.</li> <li>• Unwanted precedent in terms of allowing large scale rural-residential activity in the rural zone through consent only.</li> </ul>

The above assessment highlights that the advantages and benefits of rezoning this area of land for residential use (Option 2) outweigh the potential costs and disadvantages. Whilst the costs or disadvantages of the other options clearly indicate that they are not appropriate.

## **7.4 Effectiveness**

In determining the effectiveness of the Plan Change and other options to achieve the objectives, it is considered appropriate to include within “the objectives” the objectives of the relevant broader policy documents. These matters are considered in more detail in Sections 6.1 to 6.3 of this report. These latter objectives are particularly relevant because they set out, at a strategic level, how growth should be provided for within the Selwyn District. On this basis the proposed Plan Change is assessed to be the most effective to achieve the objectives of the National Policy Statement—Urban Development, District Plan, CRPS 2013.. In particular the proposed Plan Change is the only method that can ensure all of the following:

- A residential development of an appropriate and at a scale that can provide for a variety of section and housing types meeting a demand currently not available in Prebbleton
- Development in accordance with an outline development plan
- Integration of development with existing infrastructure
- Specific amenity standards to be achieved in final development.

## 7.5 Efficiency

In determining efficiency, it is necessary to compare the costs and benefits of the three options listed in the tables above. These costs and benefits relate to a variety of matters including environmental, process and land use compatibility. In relation to all these matters Option 2 has a greater number of benefits/advantages as compared to Options 1 and 3, while Option 2 has the same or lesser costs/disadvantages.

### ***Assessment Regarding Information Provided***

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

## 7.6 Overall Assessment

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

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**Appendix A – Davie Lovell-Smith Infrastructure Report**



**Appendix B – DCM: Urban Design Assessment**

**Appendix C –ENGEO, Geotechnical Assessment**

**Appendix D –ENGEO, Preliminary Site Investigation, Soil Contamination**

**Appendix E– Abley, Integrated Transportation Assessment**

**Appendix F – Urban Economics, Economic Assessment**

**Appendix G – Certificates of Title**