

Selwyn District Plan

Section 42A Report

Private Plan Change 71

**Request by Four Stars Development Limited and Gould
Developments Ltd to rezone approximately 53 hectares of Rural
Inner Plains Zone to Living Z and Living Z Deferred, at Levi, Lincoln
Rolleston Roads and Nobeline Drive, East Rolleston**

17 January 2022

Report prepared by

Liz White

Consultant Planner

1. Introduction

Qualifications and Experience

1. My full name is Elizabeth (Liz) Jane White. I am an independent self-employed planning consultant, based in Christchurch. I hold a Master of Resource and Environmental Planning with First Class Honours from Massey University and a Bachelor of Arts with Honours from Canterbury University. I am a full member of the New Zealand Planning Institute.
2. I have 15 years' planning experience working in both local government and the private sector. My experience includes both regional and district plan development, including the preparation of plan provisions and accompanying s32 evaluation reports, and preparing and presenting s42A reports. I also have experience undertaking policy analysis and preparing submissions for clients on various Resource Management Act 1991 (RMA) documents, and preparing and processing resource consent applications and notices of requirements for territorial authorities. I have been engaged by Selwyn District Council to prepare a s42A Report for Private Plan Change 71 (PC71). I have also assisted, or am assisting the Council in the processing of other private plan change requests to rezone land at Rolleston (PC66, PC73 and PC80) and West Melton (PC67).
3. Although this is a Council hearing, I confirm that I have read the Code of Conduct for Expert Witnesses contained in the Environment Court Practice Note and that I agree to comply with it. I confirm that I have considered all the material facts that I am aware of that might alter or detract from the opinions that I express, and that this evidence is within my area of expertise, except where I state that I am relying on the evidence of another person.

Evidence Scope

4. This report analyses the submissions received on PC71 to the Selwyn District Plan (the Plan) and has been prepared in accordance with s42A of the RMA.
5. The purpose of this report is to assist the Hearing Commissioner in evaluating and deciding on submissions made on PC71 and to assist submitters in understanding how their submission affect the planning process. This report includes recommendations on points made in submissions, and to make amendments to the Plan. For the avoidance of doubt, it should be emphasised that any conclusions reached or recommendations made in this report are not binding on the Hearing Commissioner. It should not be assumed that the Hearing Commissioner will reach the same conclusions or recommendations having considered all the evidence to be brought before them by the applicant and submitters.
6. In preparing this report I have:
 - visited the site and the surrounding area;
 - reviewed the original plan change request and the further information received;
 - read and considered all the submissions received on the plan change request;
 - reviewed the statutory framework and other relevant planning documents; and
 - reviewed, and where necessary relied on, the evidence and peer reviews provided by other experts on this plan change.

7. This report effectively acts as an audit of the detailed information lodged with the plan change request prepared by Aston Consultants Ltd on behalf of Four Stars Development Ltd and Gould Developments Ltd. A full copy of the plan change request, submissions, summary of submissions and other relevant documentation can be found on the Selwyn District Council website at www.selwyn.govt.nz/pc71
8. As such, this report seeks to provide as little repetition as possible and accepts those parts of the application where referred to. If a matter is not specifically dealt with in this report, it can be assumed that there is no dispute with the position set out in the plan change application.

2. Background

3. Proposal and Site Description

Site Description

9. The site to which this Plan Change request relates is in two parts. These are shown below in Figure 1.
10. Part A is a 53.89ha site located at Rolleston and bounded by Levi Road, Lincoln Rolleston Road and Nobeline Drive, which is comprised of 8 land parcels ranging in size from 2.34ha to 28.09ha. It is over this site (Part A) that the Request seeks a change in zoning. The zoning differs, however, between Living Z, and Living Z deferred. The deferred zoning is largely located within and relates to the Christchurch Airport 50dBA Noise Contour (discussed further below).
11. The second site to which the Request applies (Part B) is a 7.1831 ha site located on the corner of Levi Road and Lincoln Rolleston Road. This site is currently zoned Living Z and no change is sought to this zoning; however the Request seeks to amend the Outline Development Plan (ODP) currently applying to this site, as a consequence of the rezoning of Part A.
12. While acknowledging that the scope of the plan change encompasses both parts set out above, this report largely focusses on the area over which the rezoning is sought, being Part A. For ease, reference to “the Site” therefore generally relates to Part A of the site, unless otherwise stated.
13. The Site is flat and is located at the eastern edge of Rolleston Township, approximately 1km from the town centre. The current land use is rural, comprising a horse training facility and a number of rural lifestyle blocks. There are a range of dwellings located on the site, as well as those associated with rural activities. Plantings consist of shelterbelts and amenity garden planting.
14. Part B of the Site, while zoned for residential development, is undeveloped. It is currently subject to a resource consent application (216016) to establish a Pak n Save supermarket on a large portion of the site, which was accepted by the Council for processing on 11/01/22.



Figure 1 – Aerial Photograph of the Site (Source: Taken from Figure 1 of PC71 Application, with Part B and labels added)

15. Part of the Site is affected by the Christchurch International Airport 50 dBA Ldn noise contour (Noise Contour or Contour), as shown in Figure 2 below. The underlying land parcels within the Site which are located within, and to the north of this Contour, are located outside the Greenfield Priority Area – Residential as indicated on Map A Greenfield Priority Areas in Chapter 6 of the Canterbury Regional Policy Statement (CRPS).



Figure 2 – Aerial Photograph of the Site with CIAL noise contour shown (Source: Figure 3 of PC71 Application, with Site boundaries and extent added).

Surrounding Environment

16. As shown in the operative Planning Map below, the areas to the north and west of the Site are zoned Living Z. The area to the west of Part B of the Site, while zoned Living Z is, however, currently developed at a lower density than anticipated by its zoning, comprising larger 'lifestyle' lots. The areas to the east and south of the Site are zoned Rural Inner Plains.

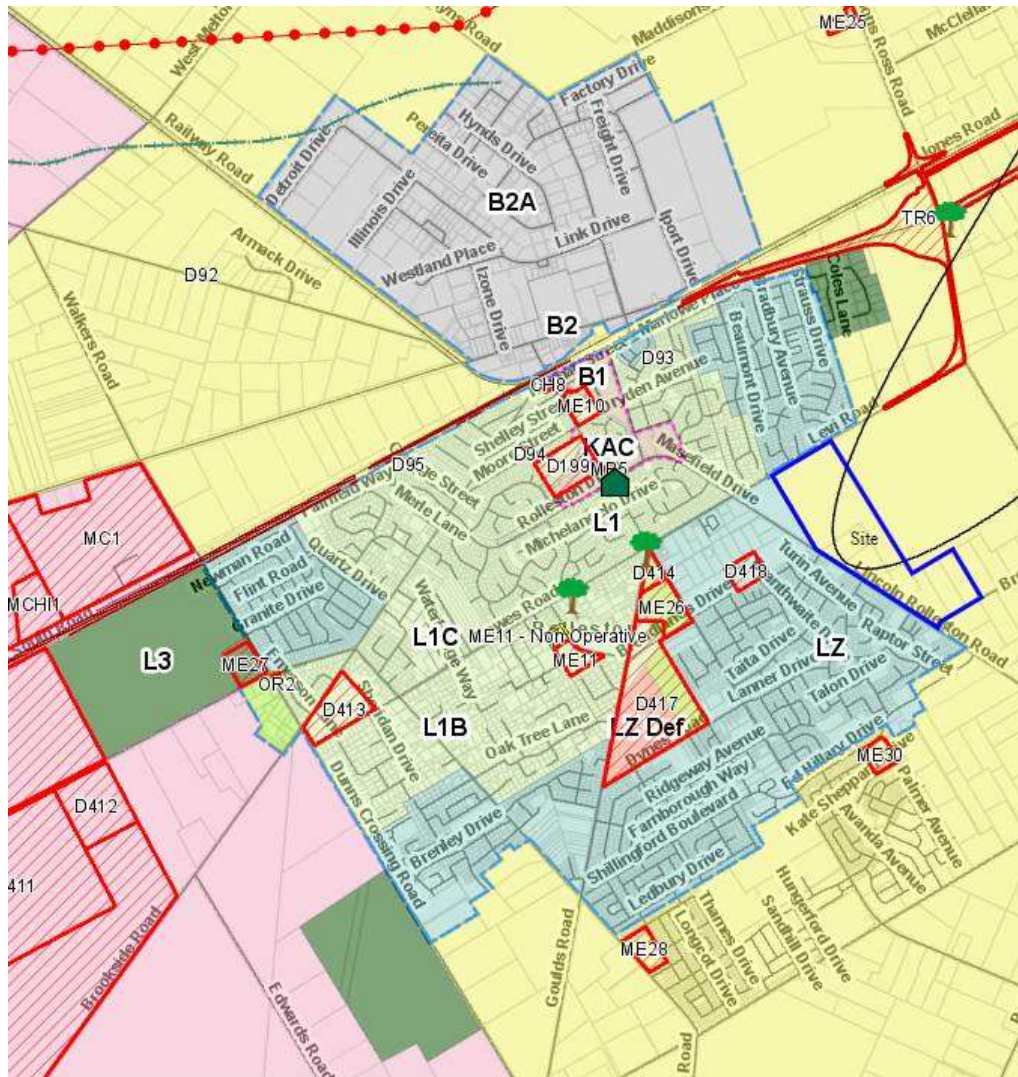


Figure 3 – Current Zoning of Site and Surrounding Area under the Operative District Plan

17. The Site is located at the eastern edge of Rolleston's existing urban boundary. Rolleston Township straddles SH1 and the main trunk railway, with its residential areas and main commercial area located south of SH1/the railway, and its industrial area located to the north of SH1 and the railway line. Rolleston is the largest town in the Selwyn District, and has experienced substantial growth over the last 25 years. Rolleston is located approximately 13km west of Hornby. Rolleston is located within the subregional area identified as Greater Christchurch.

Proposal

18. The Request seeks to rezone the Site from Rural Inner Plains to Living Z and Living Z Deferred Zone. The density under the Living Z zone provides for a range of lot sizes, including Low Density (minimum 550m², average 650m²), Medium Density Small-lot (minimum 400m², maximum average 500m²), and Medium Density Comprehensive (no minimum site size, maximum average of 350m²). Overall, the development will be required to achieve a minimum net density of 12 households per hectare, averaged over the area. In addition to the zone change, the Request

includes the insertion of a new ODP to guide development of Part A of the Site. As a consequence of the development facilitated by the rezoning, the Request also seeks to amend the ODP for Part B of the Site. The ODP changes relate to providing three indicative connections through Part B to Part A, as well as removing the proposed low density (minimum 1000m²) area that currently adjoins the boundary with Part A. Overall, including the deferred area, the plan change is expected to provide for the establishment of around 660 new households. Excluding the deferred area, the plan change would provide around 440 new households.

19. The Living Z deferred area is approximately 17.3ha, and includes all land located within the Noise Contour, as well as some adjoining land at the western edge of the Site, where the underlying title is almost fully affected by the Noise Contour. The Request includes the addition of a rule stating that the deferred status of land currently under the Noise Contour as shown on the proposed ODP shall no longer apply if and when the Noise Contours are revised and become publicly available and no longer apply to this land.
20. Other than the rule noted above, the Request does not otherwise propose to amend any existing Plan provisions applying to the Living Z framework.

4. Procedural Matters

21. The process for making a plan change request and how this is to be processed is set out in the 1st Schedule of the Act.
22. The request was formally received by Selwyn District Council on 12 November 2020. A request for further information was issued on 2 February 2021. Following the provision of requested further information, PC71 was accepted for notification at Council's meeting on 26 May 2021. The request was publicly notified on 30 June 2021, with submissions closing on 29 July 2021. Ten submissions were received, and the summary of submissions was notified on 18 August 2021. Further submissions closed on 1 September 2021, and a total of 3 further submissions were received.
23. PC71 has reached the point where a hearing is now required (Clause 8B of the First Schedule to the RMA). Following the hearing, the Council is required to give a decision on the plan change and the associated submissions (Clause 10 of the First Schedule to the RMA).

5. Statutory Framework

24. Section 73(2) of the RMA allows for any person to request that a change be made to the District Plan, in accordance with the process set out in Part 2 or Part 5 of Schedule 1. Part 5 of Schedule 1 is not relevant to this particular plan change application as it relates to the use of the 'streamlined planning process', which is not proposed in this instance.
25. Clause 21(2) of Part 2 of Schedule 1 requires that the plan change request: explain the purpose of, and reasons for, the proposed change and contain an evaluation report prepared in accordance with section 32 of the RMA; and where environmental effects are anticipated, describe those effects in such detail as corresponds with the scale and significance of the actual or potential environmental effects anticipated from the implementation of the change. The application considered the actual and potential effects of the plan change on the environment,

and where relevant to matters raised in submission, I discuss these further in Section 6 of this report.

26. My understanding of the matters set out in the Part 2 of Schedule 1 are that PC71 requires assessment in terms of whether:
 - a. it is in accordance with the Council's functions (s74(1)(a));
 - b. it is in accordance with Part 2 of the RMA (s74(1)(b));
 - c. it will give effect to any national policy statement or operative regional policy statement (s75(3)(a) and (c));
 - d. the objectives of the proposal (in this case, being the stated purpose of the proposal) are the most appropriate way to achieve the purpose of the RMA (s32(1)(a));
 - e. the provisions in PC71 are the most appropriate way to achieve the objectives of the District Plan and the purpose of the proposal (s32(1)(b)).
27. In addition, assessment of PC71 must also have regard to:
 - a. any proposed regional policy statement, and management plans and strategies prepared under any other Acts (s74(2));
 - b. the extent to which the plan is consistent with the plans of adjacent territorial authorities (s74 (2)(c)); and
 - c. in terms of any proposed rules, the actual or potential effect on the environment of activities including, in particular, any adverse effect.
28. These matters are considered in more detail in the Statutory Analysis section of this report. The following section sets out and discusses the matters raised in submissions, which are then in turn discussed in the Statutory Analysis section as they relate to the statutory requirements.
29. I also note that Selwyn District Council has notified a proposed District Plan (PDP). At the time of writing this report, the hearing on the PDP, which commenced on the 9th of August 2021, is continuing. My understanding of the statutory context is that there is no specific requirement to consider PC71 against the PDP; however, in my view the PDP is useful in understanding the current issues in the District in terms of the Council's obligations under s74(1) of the RMA.

6. Assessment of Issues Raised by Submitters

30. As noted above, a total of 10 submissions were received on PC71, and 3 further submissions. A summary of the submissions is available at:
<https://extranet.selwyn.govt.nz/sites/consultation/PC71/SitePages/Report.aspx#InplviewHash2ed1d7eb-4d84-4bc5-98dd-bddddd31ca561=FolderCTID%3D0x012001>
31. This section provides an assessment of the submission points received and a summary of the information included with the application and the expert evidence commissioned to inform the

overall recommendations of this report and to make a determination on the relief sought by submitters.

32. I consider that the key matters either raised by submitters, or necessary to be considered in ensuring that the Council's statutory functions and responsibilities are fulfilled, are:
- a. Traffic effects
 - b. Servicing
 - c. Effects on community facilities
 - d. Density
 - e. Versatile soils
 - f. Landscape and visual impacts
 - g. Reverse sensitivity
 - h. The form of urban growth
 - i. Geotechnical and contaminated land considerations
 - j. Other matters

Traffic Effects

Submissions

33. Paula (PC71-0001) raises a number of concerns regarding the potential impacts of the Request on transport matters, including that Nobeline Drive is narrow, and queries how the road can be upgraded to safely provide for two way traffic and a footpath, including sufficient width to allow for trucks. She also notes challenges with traffic leaving Nobeline Drive at peak hours, as well as querying how the traffic will affect their current use of the road for riding horses.
34. A. Grant (PC71-002) is concerned about the impact of the Request on traffic safety and access to his property on Levi Road, as a motorist, pedestrian and cyclist, noting that at peak times traffic is *"already backed up from the roundabout with Macefield Drive well beyond the planned exit opposite Ruby Drive."* He also considers that Levi Road is too narrow for the volume and speed of traffic, and that cars cannot be safely parked on the roadside. Similarly, B. Morch (PC71-0011) considers that Levi Road is already dangerously narrow, particularly between Masefield Drive and Goldrush Lane, and does not allow sufficient space for traffic to pass a parked vehicle. The submitter is concerned that the Request will increase the busy-ness of Levi Road and seeks that the Request is amended to require widening of this road, sufficient to allow for vehicles to be parked safely on both sides of the road.

35. Waka Kotahi (PC71-0006) notes that the Urban Development Strategy (UDS),¹ and Our Space² processes have identified preferred locations for housing growth which have fed into the CRPS. These processes also included likely availability of infrastructure to support development, and integration of land use and transport planning to ensure safe and accessible urban areas. It considers it desirable to prioritise developments within the identified 'Projected Infrastructure Boundary', so as to "*promote a sustainable, consolidated centres-based urban growth pattern for the district*", noting that approximately two-thirds of the Site is outside this boundary. It considers that in order to provide a good range of sustainable transport choices for future residents, an increase of road capacity, public and active transport coverage, ongoing operations and maintenance may be required, and states that the developer should consider these matters as part of the design of the development, and undertaken collaboratively with them and the Council.
36. Waka Kotahi (PC71-0006) also notes the importance of providing for multi-modal transport, particularly to facilities within the township that people will be able to travel to by other means than by car, and states that the applicant should further consider opportunities for multi-modal transport through and adjoining the Site, and incorporate these into the plan change to promote both internal connection and connections to the wider network.
37. CCC (PC71-0007) notes that Our Space includes direction for Selwyn District Council to undertake structure planning that includes consideration of development infrastructure and the downstream effects on the Greater Christchurch transport network. It notes that the ITA show that 79% of commute for work trips from the north-east of Rolleston are to Christchurch, but does not analyse the wider road network, on account of the application site not being considered to noticeably alter the commute period flows to and from Christchurch beyond the growth generally anticipated in Rolleston. It submits that as part of the plan change is for development beyond the Projected Infrastructure Boundary, it is not anticipated, and therefore the analysis should be provided.
38. CCC (PC71-0007) also states that the proposal relies on a future public transport network which has not been planned or funded to provide connections, noting that the Site is over 400m from the nearest bus stop at its nearest point and over 2km at its furthest point and submits that this distance could discourage public transport use. It states that the application does not address the difference between accessibility through public or active transport, and car-based connections to employment. It notes that the location of the site does not provide sufficient local employment to meet the needs for the potential residents, and that the travel times to reach major employment hubs such as the Christchurch city centre would take approximately 30 minutes via car and 60-80 minutes via bus. It considers that reference in the Request that it is possible to provide public transport does not address this disparity and promotes the reliance on car-based transport. It considers it unclear how this will achieve a reduction in greenhouse gas emissions, noting that this forms part of the definition of a well-functioning urban environment in the NPS-UD. It considers that an increase in commuter traffic into Christchurch

¹ Greater Christchurch Urban Development Strategy (2007).

<https://greaterchristchurch.org.nz/assets/Documents/greaterchristchurch/UDSAActionPlan2007.pdf>

² Our Space 2018-2048: Greater Christchurch Settlement Pattern Update - Whakahāngai O Te Hōrapa Nohoanga

City will result in more people making trips, resulting in increased emissions, congestion and longer journey times.

39. CCC (PC71-0007) considers that reducing private motor vehicle dependency is important for improving sustainability by reducing emissions and the “*significant adverse effects*” of downstream traffic. It seeks an urban form and development controls to ensure a funded and implemented public transport system is provided to service the site, including connections to Christchurch City, prior to any residential development.
40. Environment Canterbury (PC71-0008) is concerned that while the Site is near existing public transport services, these do not yet attract a significant patronage. It is concerned that without frequent public transport services being in place, development in this location is likely to be dependent on private motor vehicle use. It considers that any proposed or potential upgrades to the transport network should not be taken for granted or relied upon to demonstrate capacity, and in its view further reinforces the need for a strategic planning exercise to be undertaken to consider the most appropriate scale and direction of any growth of the Township.
41. Environment Canterbury (PC71-0008) also raises concerns that the broader transport modelling used in the ITA only relates to the timeframe to 2028, rather than considering longer-term effects to 2048, taking into account the anticipated growth in that period, stating that “*there is no assessment of how effectively the proposed network would operate in this longer time period*”. They also note that the ITA has been completed in isolation of other proposed plan changes and consider that it does not adequately address the wider transport and environmental impacts (e.g. congestion and carbon emissions) arising from trips into Christchurch City. It considers that the above factors lead to the proposal being inconsistent with Objective 6.2.4 and policies 6.3.4 and 6.3.5 in the CRPS relating to the transport network and land use integration.

Analysis

42. Mr Collins, from Flow Transportation Specialists, has been engaged by the Council to undertake a peer review of the ITA provided with the application.³ He concludes that, subject to the adoption of recommendations which he identifies in his report, that any safety and efficiency effects arising from the rezoning on the localised transport network can be appropriately addressed.⁴ A summary of Mr Collins’ recommendations in relation to PC71 are that:
 - a. ODP Area 4 (applying to Part B of the Site) is amended to identify the requirement for a roundabout at the intersection with Lincoln Rolleston Road, (where a new road is proposed in the Request to connect through to Part A of the Site), and that development within ODP Area 5 (applying to Part A of the Site) is staged to align with the implementation of the roundabout and extension of Broadlands Drive over ODP Area 4.
 - b. development of ODP Area 5 should require the formation of a roundabout at the Levi Road/Ruby Drive intersection.

³ Mat Collins, ‘Plan Change 71: Four Stars Development Ltd and Gould Developments Ltd, Transportation Hearing Report’, December 2021.

⁴ Mr Collins, Summary, page iii.

- c. the ODP for Area 5 be amended to clarify that Broadlands Drive shall be constructed in conjunction with the development of any adjoining land to the north, and shall be based on the anticipation of full residential development for the entire ODP.
 - d. additional cycle facilities should be included.
 - e. the ODP for Area 4 be amended to identify in the Movement Network narrative that Primary Roads are expected to be Collector Roads, and that other road typologies are subject to confirmation of compliance with Council's Engineering requirements.
 - f. both the ODPs for Area 4 and Area 5 are amended to: clarify that cycling and walking will be contained within the road corridor rather than within the road carriageway; and to identify the requirement to upgrade frontages with existing roads to urban standard.
43. Mr Collins also provides comments on those transport-related submission points summarised above. In response to the particular submission points noted earlier, Mr Collins:
- a. Agrees with the need to upgrade Nobeline Drive to an urban standard, and recommends that this be required through specific inclusion in the Area 5 ODP.⁵
 - b. Notes that the widening of Levi Road can be addressed at subdivision stage, and that additional controls are available to address potential conflicts with parking on Levi Road, which can be considered at subdivision stage.⁶
 - c. Considers that the Lincoln Rolleston Road/Nobeline Drive intersection will perform adequately as an urbanised priority intersection.⁷
 - d. Has made recommendations to include additional cycle facilities.
44. In terms of the concerns raised by submitters regarding potential effects on the wider transport network as a result of growth outside of the identified infrastructure boundary/future development areas, Mr Collins notes that if PC71 leads to greater residential growth within the District, (beyond what is currently anticipated,) without a corresponding increase in local employment and access to services, additional impact on the Greater Christchurch transport network can be expected as additional residents in Selwyn travel to access services and employment.⁸ While I accept this, I note that this will arise generally, if there is greater growth in Selwyn than currently anticipated; and is not a particular effect arising from the location of this particular plan change.
45. With respect to public transport provision, Mr Collins considers that the funding and implementation of a public transport system is a matter for Rolleston as a whole, rather than a site specific matter relating to this plan change. Further, he considers it would be difficult to require the developer of these sites to fund and implement a public transport system to service

⁵ Mr Collins, section 8.1.

⁶ Mr Collins, section 8.3.

⁷ Mr Collins, section 8.1.

⁸ Mr Collins, section 7.

the site, nor is it likely that such services would be provided by a third party prior to any development occurring.⁹ I agree.

46. For completeness, I note that in addition to providing a peer review of the ITA, Mr Collins has also considered the cumulative transport effects of the seven additional private plan changes currently lodged with the Council relating to Rolleston, to assist the Council's understanding of the potential future effects on the transport network, should all the plan changes be approved. This assessment therefore addresses wider impacts on the network that are not directly attributable to this plan change alone but may result in upgrades being required as a consequence of multiple private plan changes. My understanding is that this provides information to the Council which the Council could use to consider the timing and funding of projects in the Long Term Plan and where appropriate, it could amend the Development Contributions Policy to take into account the proportional effects identified by Mr Collins. I note that as a consequence of this broader review, Mr Collins' report includes both recommendations that relate specifically to PC71, as well as what are effectively recommendations for the Council to consider separately. While noting the broader recommendations, in my view they are not central to the consideration of the appropriateness of this plan change and my assessment is therefore focussed on the recommendations that relate more specifically to PC71.
47. Overall, I consider that from a transport perspective, the potential adverse effects arising from the rezoning can be appropriately managed. In terms of Mr Collins specific recommendations, I note that these relate to both ODP areas 4 & 5 (Parts A & B). While this Request does not seek to alter the zoning in relation to ODP Area 4 (except for removing the current lower-density area currently adjoining the boundary with the Site) I consider that there are some changes necessitated to the Area 4 ODP to ensure integration between both sites, should the Plan Change be accepted. This includes the changes proposed in the Request, to include new roading linkages, as well as the recommendations by Mr Collins that the new connection between Lincoln Rolleston Road and ODP Area 4 (and through to Area 5) be upgraded to a roundabout.
48. I have also given some thought to whether some of the changes recommended by Mr Collins to ODP Area 4 extend beyond those arising from the changes proposed through this Request. These include changes to the Movement Network narrative; and requirements to upgrade frontages. However, given the relationship between these areas – particularly that they share frontages to both Levi Road and Lincoln Rolleston Road, I consider the changes recommended would ensure integration in the development of the area as a whole. As such, I have included these amendments in the recommendations for changes to the plan provisions, should the Plan Change be approved.

Servicing

Submissions

49. Paula (PC71-0001) queries whether the additional housing facilitated by the rezoning will affect their water well. She also queries the impact of the Request on the quality of the internet, noting disappointment that *"Since the houses on Falcoln Landing the internet quality has dropped"*.

⁹ Mr Collins, section 8.6

50. Environment Canterbury (PC71-0008) states that the application may be inconsistent with Policy 6.3.5(2) of the CRPS, which seeks to ensure that the nature, timing and sequencing of new development is co-ordinated with the development, funding, implementation and operation of transport and other infrastructure. It notes that while sufficient capacity is stated as being available in the local networks for wastewater, it understands that the Pines Wastewater Treatment Plan (Pines WWTP) may be at, or close to the capacity allowed under its current operational consents. The submitter considers that to align with CRPS Policy 6.3.5, any new development should not occur until provision for appropriate infrastructure is in place, and that any proposed or potential future upgrades to the Selwyn District Council's reticulated services network should not be relied upon.

Analysis

51. Mr England, the Council's Asset Manager – Water Services, has provided an assessment of the Request in relation to water supply, wastewater and stormwater.¹⁰ He considers that:
- a. There is capacity within the water network to service that part of the Site which is within the Rolleston Structure Plan (RSP) area.¹¹
 - b. To ensure planned growth is able to be serviced, additional water needs to be made available for that part of the Site which is not within the RSP area.¹²
 - c. Conveyance of wastewater to the Pines WWTP is feasible and will be subject to the engineering approval process.¹³
 - d. Expansions to the Pines WWTP are planned and budgeted for, which provide for growth within the district including this Site.¹⁴
 - e. There is a viable means to dispose of stormwater for this plan change area.¹⁵
52. I do not consider that the proposed approach to servicing is inconsistent with Policy 6.3.5(2) of the CRPS. As noted by Mr England the upgrading of the WWTP is planned and budgeted for within the LTP, and will be relied on to service other planned growth within the District.
53. In my view, the funding of any infrastructure upgrades necessitated by the plan change are not an impediment to the rezoning. Upgrades will either need to be undertaken (and funded) by the developer; or where they are necessitated by growth beyond just this Site, there are mechanisms available to the Council to recoup proportional costs from the developer such as through development contributions. This is consistent with the approach taken to growth regardless of the location of the growth.
54. In terms of the quality of the internet, I consider that the provision of telecommunications infrastructure required to service the site is best considered at the time of subdivision.

¹⁰ Murray England, 'Officer Comments of Murray England', 20 December 2021.

¹¹ Mr England, at 4-8 and 13.

¹² Mr England, at 8.

¹³ Mr England, at 25.

¹⁴ Mr England, at 26.

¹⁵ Mr England, at 30.

55. Overall, I therefore consider that the Site is able to be appropriately serviced in relation to wastewater and stormwater to meet the increased demand facilitated by the proposed increase in density. In terms of water supply, I note Mr England's advice that there is only sufficient capacity to supply that portion of the Site within the RSP. Unless the applicant is able to provide an additional water supply for that part of the Site which is not within the RSP area, rezoning of the full site will not be able to be appropriately serviced with a water supply. I consider that this can be addressed by including a new rule that restricts subdivision of the northern part of the Site until a potable water supply is available which is capable of serving any lots within the subdivision that are outside the RSP area (and for completeness, including a related note in the ODP text); provided the applicant is able to demonstrate that such provision is likely to be feasible.

Effects on Community Facilities

Submissions

56. Paula (PC71-0001) states that there is a need to consider the impact of additional housing on the township, noting that in her view, supermarkets and shops do not have enough carparks.
57. A. Grant (PC71-0002) raises concerns about the impacts on their wellbeing resulting from the increase in residents resulting from the plan change and the lack of reasonable sized parks or greenspace in this area compared to other areas.
58. The Ministry of Education (PC71-0010) note that the Request will result in a considerable increase in the population in east Rolleston, which will result in an increase in school age children within the catchment of existing schools in Rolleston. It notes that there has not been any consultation with them regarding this matter and seek that PC71 is only approved if consultation with them occurs and sufficient provision is made to accommodate school age children, such as through including a new school site within the ODP. The Ministry also expresses concerns that if PC71 is approved, it may set a precedent for development occurring outside existing planned areas, which would make planning for school capacity and networks increasingly difficult. It considers that the direction in Policy 8 of the NPS-UD should be balanced against other parts of the NPS-UD that require councils to ensure sufficient additional infrastructure, including schools, are provided.

Analysis

59. Mr Collins considers that parking at sites external to the Site can be managed by land owners and existing Council processes.¹⁶ I agree that potential impacts of additional housing on car parking within the town centre requires broader consideration, and note that the impacts would arise from any additional development; it is not a specific effect that would arise from the rezoning of this particular site.
60. Mr Rykers, the Council's Manager Open Space and Strategy, has provided comments on the Request in terms of green space and reserve provision (refer **Appendix 3**). He outlines that the land adjacent to the Site has been purchased by the Council, for the purposes of developing a district scale park to meet future community, recreation and sport needs. I understand from Mr

¹⁶ Mr Collins, section 8.2.

Rykers' comments that detailed planning for the park has not commenced, as the land has been purchased strategically in advance of it being required. Mr Rykers is supportive of the proposed links provided to the district park land through the Site.

61. In terms of the provision of open space within the Site, Mr Rykers notes that the Request proposes three open spaces, and that these would be consistent with the Council's distribution standard for neighbourhood reserves. He further notes that while there are some existing reserves in proximity to the Site, they are separated by busy roads and therefore supports the provision of sufficient reserves within the Site itself. He considers that the exact location and size of these reserves is best considered at the time of subdivision.
62. Mr Rykers also notes that residents within the Site would have easy access to the proposed district park, and he supports links being provided through the Site to the future District Park. He further notes that the development will generate additional demand for active sports and recreation space, but that the Council has planned to provide sufficient land in this locality to meet projected demand for sports park activities over the next 30 years, including additional demand created by this rezoning.
63. Based on Mr Rykers comments, I consider that the Request will provide adequate open space to service the increase in population, and will improve connectivity to the proposed District Park from existing residential areas.
64. In terms of schools, I agree that there is a need to assess the impact of the rezoning on the capacity of local schools, and identify where it is appropriate to provide for additional capacity within the Site. This is firstly, due to the scale of the Request, which will have a significant impact on school rolls in its own right, and secondly, because as the Ministry notes, their school network planning and investment in Rolleston has not taken into account potential growth associated with this Site. I consider that this is a matter that can be resolved through amendments to the Request, and I recommend that the ODP text is amended as follows:

Open Space, Recreation, and Community Facilities

Council's open space requirements cited in the Long Term Plan and Activity Management Plans should be adhered to during subdivision design.

The ODP does not identify a specific area for new education facilities, but some land may be required within the ODP area for such facilities. This will be determined in conjunction with the Ministry of Education.

A number of mitigation....

65. Overall, I consider that the impact of the rezoning on the provision of open space and the capacity of local schools can be appropriately managed through changes to the Plan, and effects on community facilities more broadly are not sufficient to preclude the rezoning of the Site.

Density

Submissions

66. CCC (PC71-0007) seeks that a minimum density requirement of 15 households per hectare (hh/ha) is applied to the plan change site, to better achieve efficiencies in coordination of land use and infrastructure, support mixed land use activities and multi-modal transport systems and protect the productive rural land resource. It also notes that the Greater Christchurch Partnership (GCP)¹⁷ is currently reviewing densities, and a technical report commissioned has concluded that 15 hh/ha is the ideal minimum level of density in the Greater Christchurch area. In addition to the density increase, CCC also seek that the recommendations of the report, when finalised, are included in the plan change.

Analysis

67. While I accept that the GCP is currently reviewing densities, I note that the CRPS only requires a minimum net density of 10 hh/ha in greenfield areas in the Selwyn District. The Request proposes a minimum net density of 12 hh/ha, and is therefore consistent with the CRPS. I note that is also comparable to the density in other greenfield areas in Rolleston which are subject to an ODP, which generally only require a minimum density of 10 hh/ha, except in one case (Outline Development Plan Area 6) where the minimum is 12 hh/ha.¹⁸
68. Mr Nicholson, an urban designer, has been engaged by the Council to undertake a peer review of the Urban Design Statement and the landscape matters and visual assessment provided by a+urban and forming part of the Request application.¹⁹ As part of his review, he has considered the level of density that he considers is appropriate in this area. While noting that it is finely balanced, he considers that it would be appropriate to increase the density to a minimum of 15 hh/ha in the norther portion of the site, given its proximity to the Township's community and commercial facilities, but retain the proposed 12 hh/ha in the southern part.²⁰ I accept his advice, and should the plan change be approved, recommend that the ODP is amended to reflect the densities as suggested by Mr Nicholson.²¹

Versatile Soils

Submissions

69. Environment Canterbury (PC71-0008) notes that the predominant LUC Class 3 classification of the Site means that that area would likely be identified as highly productive land under the proposed National Policy Statement for Highly Productive Land (pNPS-HPL). It considers that the Request would conflict with Policy B1.1.8 of the District Plan which directs that the rezoning of land for new residential or business development is avoided, if the land is appropriate for other activities and there are other areas adjoining the township that which are appropriate for

¹⁷ A partnership of Christchurch City Council, Environment Canterbury, Selwyn District Council, Waimakariri District Council, Te Rūnanga o Ngāi Tahu, New Zealand Transport Agency, Canterbury District Health Board and the Greater Christchurch Group of the Department of Prime Minister and Cabinet.

¹⁸ Appendix E38 ODP Rolleston.

¹⁹ Hugh Nicholson, 'Plan Change 71 Rolleston – Urban Design and Landscape Review', 22 December 2021.

²⁰ Mr Nicholson, at 5.6 - 5.9.

²¹ Refer Mr Nicholson's Figures 2 & 3.

new residential or business development which do not contain versatile soils; and with proposed policy UG-P9 of the PDP, which seeks to recognise and provide for the finite nature of the versatile soil resource when zoning land to extend township boundaries to establish new urban areas. It seeks to draw attention to the emerging national direction on this matter and the strengthening of measures to protect highly productive land from development.

Analysis

70. The pNPS-HPL was released in 2019 by the Government for public consultation. The Council is required to give effect to an NPS within their District Plan, once it is gazetted. However, as a proposal, it has no legal weighting, and the final form of any NPS is as yet unknown.
71. As shown in Figure 4 below, most of the Site is located on Class 2 soils.²² Under the pNPS-HPL, Class 1, 2 and 3 soils would be considered as highly productive by default until more detailed assessments are undertaken. Under the CRPS, only Class 1 and 2 soils are considered versatile.²³ Therefore under either definition, almost all of the Site would be considered to contain versatile soils. I note that the land to the south of the Site is also within Class 2 soils, and that this land has been identified as potentially suitable for urban growth in future in both the FDAs in the CRPS and the UGO in the PDP. I also note that the pNPS-HPL does not take the position that urban expansion onto highly productive land is to be avoided in all instances; rather my understanding is that it seeks to elevate the consideration that highly productive land is given in the planning process. In particular, this is through specific consideration being required around the costs and benefits associated with impacts on highly productive soils and feasibility of alternatives. Consideration of the feasibility of alternatives will necessarily require consideration of other factors.

²² While the Environment Canterbury submission refers to Class 3, I have assumed this is an error and should refer to Class 2.

²³ As referred to in the 'Principal reasons and explanation' under Policy 5.3.12.

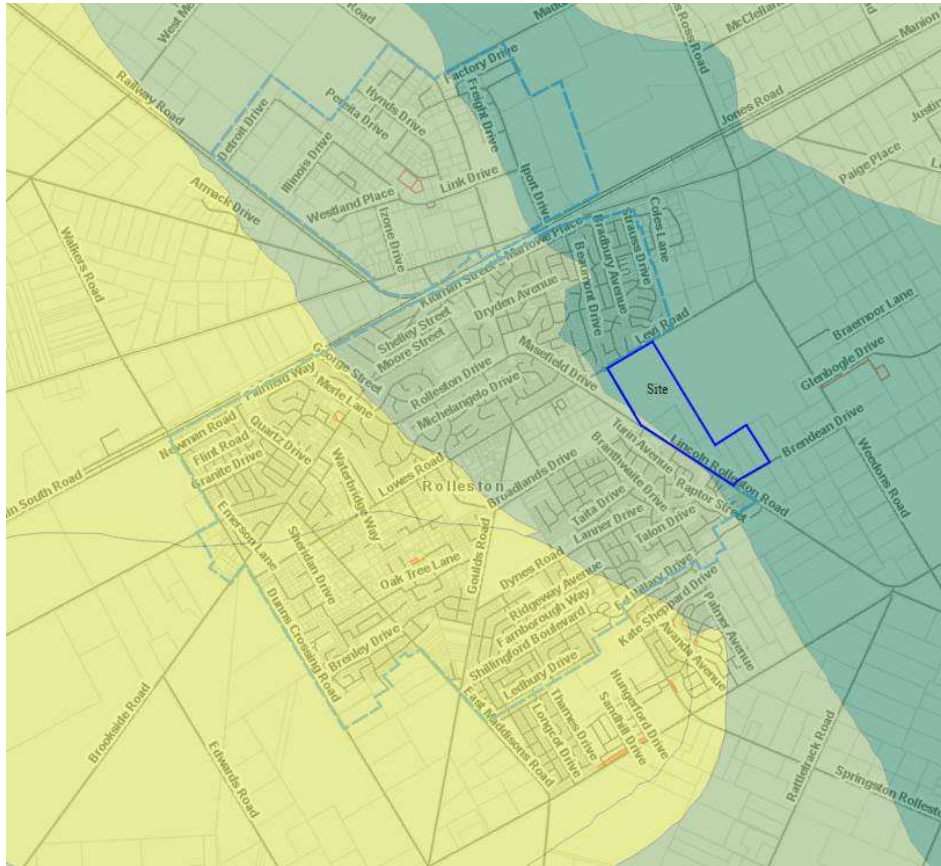


Figure 4: Canterbury Maps, NZLRI LUC Classes 1-3 Land Resource Inventory Layer.

72. I also consider it important to note that Policy B1.1.8 of the District Plan explicitly directs that the rezoning of land for new residential development is avoided, if it is appropriate for other activities and there are other areas adjoining the township that which are appropriate for new residential development which do not contain versatile soils. I note, in relation to the second matter, that land adjoining Rolleston township to the west and south do not contain versatile soils.
73. With respect to the appropriateness of the site for other activities, a strict reading of this policy would be unlikely to find any site that is not appropriate for some other form of activity aside from residential development. However I also note that the explanation to Policy B1.1.8 indicates that the determination of whether the Site is appropriate for other activities is stated as being dependent on factors such as soil types, distance to markets, climate, water resources and activities on surrounding sites. This implies that a key consideration under this Policy is whether there are other factors that diminish the value of the soil being versatile.
74. The assessment undertaken by the applicant states that the while the majority of the Site has versatile soils, these are spread across a number of lots in different ownerships, and as a consequence are therefore fragmented, with the individual parcels not in themselves being a significant resource for highly productive uses.²⁴ I agree that the fragmentation of many of the land parcels influences their use for rural activities that rely on the versatility of the soil. I also

²⁴ Appendix 16 of the Request, page 2.

do not understand the horse training facility to be a rural activity that is dependent on the versatility of the soils, and therefore consider that it could be established on a site that did not comprise versatile soils. These indicate to me that the current uses of these land parcels are not dependent on the versatile soil resource.

75. The application also states that continued farming use of the blocks is compromised by reverse sensitivity issues with surrounding encroaching residential development, and in particular this issue makes the continued operation of the horse training establishment “no longer viable”. While accepting the impact of urban development on the training facility, I do not consider that there is sufficient evidence that the land is otherwise unsuitable for ongoing rural use, which might make more use of the versatility of the soils. Rather, I understand the issue to be more that the significant investment in the horse training facility may mean that “the Site is largely “over-capitalised” for any other rural use”.²⁵ I consider both aspects – loss of productive soils through urbanisation, as well as loss of investment in the training facility of its ongoing use not being viable – are costs that need to be considered and weighed in determining whether the Proposal is appropriate.
76. Overall, I therefore consider that expansion of the residential area onto Class 2 land is a relevant matter to consider in weighing up whether the plan change is the most appropriate way to achieve the objectives of the District Plan; but it is not the sole determining factor and needs to be considered in conjunction with other matters.

Landscape and Visual Impacts

77. No particular submissions raised concerns about landscape or visual impacts arising from the Request. However, I consider that it is relevant in the consideration of the Request. The Request included a ‘Landscape Matters and Visual Assessment.’²⁶ This assessment sets out the existing character of the Site and surrounding areas; and assesses the potential effects on landscape character, and on visual amenity.
78. With respect to effects on landscape character, the assessment concludes that at the eastern and southern interfaces of the Site, the character of the area will shift from open and agriculturally focused to a more concentrated, high amenity residential development.²⁷ It also identifies mitigation measures, such as edged treatments at the interface with adjoining areas, that can be used to retain some open character, viewshafts and selected rural landscape components. The assessment also states that:

*The proposed Plan Change Site will naturally extend the existing residential development at Levi and Lincoln Rolleston Road respectively. The continuation of residential dwellings at a similar density at the edge of a township is part of a natural extension of the urban form of a settlement and can be visually and physically integrated without altering the core landscape values.*²⁸

²⁵ Plan Change Application at para 54.

²⁶ Appendix 4 of the Request.

²⁷ Appendix 4 of the Request, page 13.

²⁸ Appendix 4 of the Request, section 4.4.

79. While noting that the proposed density will be higher than the surrounding area, the assessments states that it will not be distinguishable on the ground.²⁹

80. With respect to effects on visual amenity, the assessment states that:

*The proposal would result in an overall change in character from open and rural to one that is more dense and suburban in nature. The receiving environment is to maintain aspects of openness through the introduction of a green corridor and additional neighbourhood reserves providing connectivity and accessibility throughout the wider site. Management of fencing and bulk and location of the development as per the LZ requirements in the operative plan will also help create a sense of openness throughout the site.*³⁰

81. The assessment also includes a range of mitigation measures. A number of these, such as provisions of reserves and corridors are implemented in the ODP; others are implemented through the Living Z Zone provisions; or can be addressed at the time of subdivision. However, there are a number of matters identified as being able to be incorporated into covenants, by the developer, at the subdivision stage. In my view, this is only one implementation method and consistent with the wording used in ODP Area 4, it would be appropriate to also refer to consent notices and advice notes on LIMs as well.³¹ In my view, this would provide greater control to the Council at the subdivision stage to ensure any necessary mitigation measures are implemented.

82. Mr Hugh Nicholson, in his peer review of the assessment, identifies that impact of changes on landscape character arising from the Request. He considers that the *“the proposed plan change would have a moderate impact on the landscape character reflecting the change from a rural residential and rural landscape with small numbers of houses and large-scale open spaces behind to a residential landscape with a higher number of buildings and a suburban character.”* He considers the visual impacts on surrounding properties to be moderate-low. With respect to the mitigation measures proposed, he regards these as *“positive features of the proposed design”* but states that they do not alter his view on the impact of changes in landscape character or visual impact.³²

83. Overall, I accept that the Request will result in a change in character. This is an inevitable consequence of the expansion of any urban area. I consider that the ODP, in combination with the provisions for the Living Z zone, are appropriate to address the effects of this change, to the extent necessary.

Reverse Sensitivity

Submissions

84. Paula (PC71-0001) raises concerns regarding the potential for residents within the Site to be affected by noise from motorbike riding on their property.

²⁹ Appendix 4 of the Request, section 4.4.

³⁰ Appendix 4 of the Request, section 5.2.

³¹ Refer ‘Density Plan’ section of Outline Development Plan Area 4, contained in E38 ODP Rolleston within Appendices to the Township Volume of the Plan.

³² Mr Nicholson, at 4.5-4.9

85. Christchurch International Airport Limited (CIAL) (PC71-0004) opposes the Request, stating that it is contrary to the Plan and CRPS, particularly in relation to provisions relating to noise sensitive activities within the 50dBA Ldn Air Noise Contour (Noise Contour). It states that the Noise Contour *“is the outer control boundary used for Greater Christchurch and reflects the point at which land use controls are necessary to manage the establishment of noise sensitive activities in proximity to the Airport.”* It considers that this is required to reduce the number of occupants subject to higher noise levels and associated amenity effects resulting from airport noise, as well as avoiding reverse sensitivity effects on the Airport. With respect to the potential remodelling of the noise contours, it submits that any deferred zoning and / or further residential zoning prior to the remodelling being undertaken is inappropriate and would undermine the integrity of the Plan and CRPS, because it would pre-empt the outcomes of the remodelling process and create expectations that residential development of the Site will be enabled in future. It seeks that consideration of the Request be delayed until completion of the remodelling process and incorporation of the new contours into the planning framework.
86. Environment Canterbury (PC71-0008) also note that a third of the Site is located within the Noise Contour, and also identifies provisions in the CRPS relevant to the Noise Contour. While acknowledging the work being undertaken to remodel the contours, it considers that a deferred status for urban development under the existing contours is presumptuous, given the remodelling has not been completed. They consider that this matter is better considered as part of a full review of the CRPS.

Analysis

87. I consider that the concern raised by Paula is a matter that arises from the location of residential activities near rural activities. However, residential zones adjoining rural zones is extremely common. In this case, the plan change alters the current location of the interface between such residential and rural activities. In my view there is nothing particular about either the Site or the surrounding rural uses that either warrants declining the Request on the basis of potential reverse sensitivity arising in relation to existing rural activities, or requires particular mitigation at this Site over and above the general approach to managing activities at the rural/residential interface. I also note that the southern part of the Site, as well as adjoining land to the south, including on the southern side of Nobeline Drive, is identified within the UGO in the PDP, indicating that the adjoining land is also broadly considered suitable for residential development.
88. In terms of the Noise Contour, I agree with the submitters that it is appropriate to consider the contours as they currently are. The purpose of the Noise Contour is to avoid the potential for activities that may be sensitive to the noise associated with the Airport’s operations establishing within those areas with higher levels of noise, and where the establishment of such activities may result in reverse sensitivity. Were reverse sensitivity effects to arise, this in turn could lead to complaints, and ultimately impact on the ongoing operation, use and development of the Airport. The current planning framework, in both the District Plan and the CRPS seeks to generally avoid noise sensitive activities within the 50dBA Ldn airport noise contour.³³
89. In my experience, deferred zonings are used to limit development until such time as specified matters are resolved; but usually such matters are generally expected to be resolved. Examples

³³ For example, Policy 6.3.5(4) of the CRPS.

include where infrastructure upgrades are required to service new development, and while such infrastructure may be planned, it is outside the control of the developer. The deferred status indicates that development is appropriate, but ensures it does not occur prior to the identified upgrade. In my view, the same situation does not arise here, as there is no certainty that the remodelled contours will result in the Site being located outside the Contours. Applying a deferred status to land within the current Noise Contours, in my view, provides a reasonable expectation that the land will be suitable for residential development in the future; but in my view this cannot be determined until the remodelling is completed.

90. Given the above, my view is that use of a deferred zoning on that part of the Site affected by the Noise Contour is not appropriate.

The Form of Urban Growth

91. A number of submitters³⁴ have raised concerns about the form of urban growth, from the perspective of inconsistency with the UDS, CRPS and NPS-UD. As they relate more to the assessment of the Request against relevant statutory documents, they are set out and discussed in section 7 of this report. This section of the Report therefore more specifically considers the potential effects of the Request in terms of the change in the urban form of Rolleston.
92. With respect to the urban form of urban growth identified specifically in the PDP, Environment Canterbury (PC71-0008) notes that the northern part of the Site was also not included within the 'Urban Growth Overlay' (UGO) notified as part of the PDP and is not consistent with the direction in Policy UG-P3 of the PDP to avoid zoning of land for new urban activities or extensions to any township boundaries within the Greater Christchurch area that is outside this Overlay. It submits that the small portion of the site within the FDA and UGO *"is best considered as part of more comprehensive development of the land bounded by Lincoln Rolleston Road, Weedens Road and Nobeline Drive/Brendean Drive."* It also considers that the suitability of the balance of the Site for urban development would be more appropriately considered through a comprehensive review of the settlement pattern and long-term strategic growth planning exercise for Greater Christchurch.

Analysis

93. The PDP includes an 'Urban Growth' chapter, the overview to which outlines that the chapter is intended to assist in meeting demands for housing and business opportunities to support growing community needs. New urban areas have an underlying General Rural zoning, but are identified within an 'Urban Growth Overlay' (UGO). UG-P2 directs that the rezoning of land to establish new urban areas within the UGO is provided for; while UG-P3 directs the avoidance of zoning of land to establish new urban areas/township extensions outside this UGO. My understanding is that the UGO is intended to generally identify areas for future growth, while still requiring that these areas go through more specific rezoning processes before they can be developed for urban purposes. In Rolleston, the parcels of land identified within the UGO are shown (in yellow hatching) in Figure 5 below. The southern part of the Site is within the UGO, but the deferred area, and the northern part of the Site, are not.

³⁴ CCC (PC71-0007), Waka Kotahi (PC71-0006); Environment Canterbury (PC71-0008) and Foodstuffs (PC71-0009).

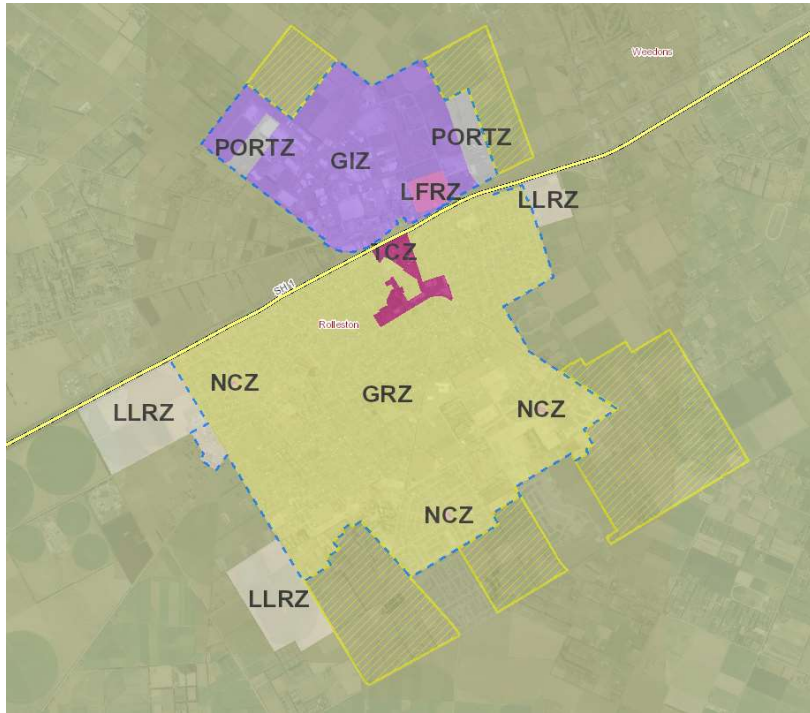


Figure 5 – Proposed Selwyn District Plan

94. As noted earlier, my understanding is that there is no specific requirement to consider PC71 against the PDP. The hearings for the PDP commenced in the second half of 2021, and I understand that an overall recommendation report is expected to be released following the conclusion of the hearings in mid-2022; therefore its provisions are subject to change. However, I consider that the Site's location outside areas anticipated for further urban intensification reinforces that increased density of part of the Site is not currently anticipated in future growth planning of Rolleston. This is discussed further, with respect to the CRPS and NPS-UD, in Section 7 of this report.
95. Mr Nicholson considers that the *"proposed plan change area is an appropriate location for urban growth linking Rolleston with the proposed district-wide reserve to the east, and rezoning a block of rural land which has existing residential land to the north and west."*³⁵ He has, in particular, considered whether, if the noise contour remains, it is still appropriate for the remainder of the Site to be rezoned. He considers that it is, as it would promote a more compact urban form and more efficient use of land and infrastructure, and given the proximity of the Site to the centre of Rolleston and adjacent residential areas.³⁶ As noted in the Application, the Site is located closer to town centre than many other development areas identified in both the operative and proposed District Plan.³⁷
96. With respect to new growth areas being identified through a comprehensive review of the settlement pattern and long-term strategic growth planning exercise for Greater Christchurch, I support this, in principle. However, in this instance, I consider that the Site can be considered on its own merits, as those northern parts of the Site that are outside the areas currently

³⁵ Mr Nicholson, at 2.6.

³⁶ Mr Nicholson, at 2.6 and 5.13.

³⁷ Appendix 3 of the Request, page 9.

identified for growth (i.e. outside the FDA and UGO) are in an isolated location, largely surrounded by existing residential development. Mr Nicholson also generally supports growth being considered as part of a more comprehensive spatial planning exercise, but notes that he considers this particular site to be *“something of an anomaly created by the CIAL 50dBA noise contour.”*³⁸ Similarly, the application states that current urban boundary, which follows title boundaries rather than the Noise Contour *“creates an “artificial gap” in the development pattern between the existing residential neighbourhood to the west and the future district park.”*³⁹

97. Overall, I consider that the rezoning of the Site, including those areas outside identified growth areas, can be considered on its own merits. Based on the advice of Mr Nicholson, I consider that from an urban form perspective, the location of the Site is appropriate for urban growth. However, for the avoidance of doubt, I consider that there are other factors that should be considered in determining the overall suitability of rezoning parts of the Site.

Geotechnical and Contaminated Land Considerations

98. The Request included geotechnical assessment of the appropriateness of the land for residential development,⁴⁰ as well as preliminary site investigations.⁴¹
99. The geotechnical assessment was peer reviewed by Mr Ian McCahon of Geotech Consulting Ltd and that review is attached as **Appendix 4** to this report. It states that Mr McCahon agrees that there is minimal to no liquefaction potential at the site; and agrees with the conclusion that the site is equivalent TC1 Technical Land classification. While noting that the geotechnical reports do not cover the central part of the site, he is satisfied that the existing tests “bracket” this area, and it is reasonable to infer that the untested area will be consistent with the tested areas. While further geotechnical investigations will be required at the subdivision, he considers that the report provided is sufficient for the purpose of a plan change, and that the conditions identified are unlikely to be significantly different when investigated further at the subdivision stage.
100. The PSI has also been reviewed by the contaminated land team at Environment Canterbury. Through the further information process, the matters raised by Environment Canterbury have been addressed, including identification of additional HAIL areas. They note that the PSI recommends that detailed site investigations (DSI) are undertaken and further site inspections are completed to assess identified HAIL activities through the subdivision process. They agree that a further DSI report would be required before earthworks are undertaken on the Site, and note that if the DSI identifies contamination that exceeds the soil contaminant standards for residential use, then a remedial action plan should be prepared, remedial works should be undertaken in accordance with the plan, and a site validation report should be submitted and approved/accepted by the Council confirming that the site is suitable for residential use. They recommend that the DSI reports are provided prior to the issue of subdivision consents, so that the subdivision consent can include conditions around any remedial works and site validation required. I accept this advice and note that the mechanism for managing this is through the

³⁸ Mr Nicholson, at 5.12.

³⁹ Appendix 3 of the Request, page 9.

⁴⁰ Appendices 6 – 8 of the Request.

⁴¹ Appendices 9-10 of the Request.

National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health (NESCS). My understanding of the NESCS is that this applies to any subdivision or change in the use of a piece of land, and therefore would apply to the type of land use change facilitated by the Request. This will include a requirement for a DSI to be undertaken prior to development.

101. On the basis of the technical reports and the conclusion of the peer reviews, I am satisfied that there are no geotechnical or contaminated land matters that preclude the rezoning of the site for residential purposes.

Other Matters

Submissions

102. Paula (PC71-0001) states that when they brought their property, they were advised that the area would not be subdivided for 20 years and queries why this is being brought forward.
103. I. & B. Court (PC71-0005) support PC71 in part but seek clarification of “ODP services and roads” and “deferral of timeframe of Living Z Zone / Living Z Zone (Deferred)”.
104. CCC (PC71-0007) state that the GCP are working on developing a ‘Social and Affordable Housing Action Plan’ and seek that the relevant recommendation of this plan be incorporated into the Request.
105. Foodstuffs (PC71-0009), who are purchasers of the property at 157 Levi Road, intend to develop a supermarket on that site, and consider that PC71 will “*create an unanticipated and significant change in the environment surrounding the Property*”, as well as adversely impacting on the intended use, which are not appropriately addressed. They state that the proposed change to ODP Area 4 are not feasible given their intended use of the property and therefore the ODPs will not be able to be given effect to.

Analysis

106. I accept that due to the current zoning of the Site, neighbouring landowners may have had an expectation that the Site would not be developed for urban purposes for some time. However, the RMA provides a pathway for private plan change requests to be made and for the appropriateness of any request to be considered on its merits. It is therefore within the applicant’s rights to apply for such a change to the District Plan and this is not precluded by the expectations of neighbours.
107. It is not clear what aspect of the ODP services and roads the Courts seek clarification regarding. However, in my opinion, the detail contained in the ODP in terms of servicing and roading is consistent with other ODPs. I consider that the timeframe for the development of the Site cannot be determined at this time. However, this is no different to other vacant or underutilised areas that are zoned for development, as the District Plan can enable development but cannot require it.

108. Given the 'Social and Affordable Housing Action Plan' does not yet exist, I do not consider that it is possible to assess whether it would be appropriate for any of its recommendations to be incorporated into the Request.
109. With regards to the land at 157 Levi Road, I note that a resource consent application was lodged immediately prior to Christmas to establish a supermarket on part of ODP Area 4. It is therefore in the very early stages of processing, and as such a supermarket activity has not been authorised for this Site. I therefore do not agree that the purchasers intended use of the site, which is not authorised under the Plan or through a resource consent, is relevant to the consideration of the appropriateness of the Plan Change, or should influence the transport connections proposed. Mr Collins considers that the proposed amendments to the transport aspects of the Area 4 ODP (including his recommendations) are entirely consistent with what would be expected for an extension of the urban area in terms of ensuring continuity/connectivity of the transport network between adjacent development areas. He further states that this connectivity, particularly for Broadlands Drive as a key east-west corridor, is required regardless of the land use activity that occurs within the Area 4 ODP.⁴² Based on Mr Collins advice, I consider that the proposed transport links are appropriate.

7. Statutory Analysis

Functions of Territorial Authorities

110. The functions of Council as set out in s31 of the RMA include the establishment, implementation and review of objectives, policies and methods to:
- a. achieve integrated management of the effects of the use, development and protection of land and associated natural and physical resources; and
 - b. establish, implement and review plan provisions to ensure that there is sufficient housing development capacity to meet the expected demands of the district; and
 - c. control any actual or potential effects of the use, development or protection of land.
111. The application states that the plan change includes provisions to address these matters and ensure sufficient residential land. I consider that both the current zoning and the proposed zoning sought in the Request accord with the functions of the Council in terms of management of effects. As will be expanded on this section, I consider that the plan change is not necessary to provide sufficient housing development capacity and therefore is not necessary for the Council to meet this aspect of its functions under the RMA (but, for the avoidance of doubt, is not inconsistent with this function).

Part 2 Matters

112. Under s 74(1)(b), any changes to the District Plan must be in accordance with the provisions of Part 2 of the RMA. This sets out the purpose of the RMA (s5), matters of national importance

⁴² Mr Collins, section 8.7.

that must be recognised and provided for (s6) and other matters that particular regard is to be had to (s7).

113. Notwithstanding that the Council has notified a proposed District Plan, I consider that the purpose of the Act is currently reflected in the settled objectives and policies of the District Plan which PC71 does not seek to change. Rather, PC71 seeks to change the Plan's zoning pattern. The appropriateness of the purpose of the plan change in achieving the purpose of the RMA is also a requirement under s32, which is considered below.

Statutory Documents

114. As noted earlier, the District Plan (including as amended by any plan change) must:

- a. give effect to any operative national policy statement (s75 (3)(a)) and any regional policy statement (s75 (3)(c));
- b. have regard to any management plan or strategy prepared under other Acts (s74 (2)(b)(i));
- c. take into account any relevant planning document recognised by an iwi authority and lodged with the territorial authority, to the extent that its content has a bearing on the resource management issues of the district (s75(2A)); and
- d. must not be inconsistent with any regional plan (s75(4)(b)).

The content of these documents as they relate to PC71 is discussed in the application and set out further below.

National Policy Statement on Urban Development 2020 (NPS-UD)

Application

115. The applicant has identified the provisions within the NPS-UD that they consider are relevant to this proposal, and included an assessment against them.⁴³
116. The applicant's assessment is that PC71:
- a. will enable Rolleston to sustain itself as a well-functioning urban environment by consolidating the residential area close to the town centre, and providing residential development close to public transport links and the proposed District Council reserve;
 - b. will provide choices in the Rolleston housing market and in doing so support housing affordability;
 - c. will provide development opportunities to more than one landowner/developer, ensuring a competitive land and housing market;
 - d. applies to a Site that meets all the Objective 3 locational criteria for more land for housing, as it is close to the Rolleston town centre and Izone and Iport business areas which are a

⁴³ Appendix 20 of the Request.

major employment area; Rolleston is well serviced by public transport, and there is an ongoing high demand for housing;

- e. the proposal can be properly serviced and is within the capacity of existing and planned public infrastructure;
- f. the accessibility of the Site and the self-sufficiency of Rolleston reduces the need for private vehicle trips, reducing potential for greenhouse gas emissions;
- g. will provides additional capacity to ensure that there is sufficient development capacity for a town that is growing apace and will continue to do so for the life of the District Plan.

117. The assessment also considers the Request in more detail against Policy 1 of the NPS-UD at a township, district and sub-regional level. The Urban Design assessment⁴⁴ concludes that the Request meets Policy 1 at a township level. This includes the connectivity (including by active transport modes) provided by the proposal, the range of housing types, the provision of reserves, and the treatment of interfaces. The application further states that at a district level, the Request is consistent with direction in the District Plan and UDS to consolidate growth in Rolleston township, in a co-ordinated and integrated manner. More specifically, it is stated that it will:

- 1. Provide a variety of dwellings enabling diversity in the type, price and location of different households in a district with very rapid population growth, including a higher density (12 hh/ha), than the existing LZ facilitating greater provision of housing for smaller households, including retirees and single person households as well as families;*
- 2. Provide good accessibility to the rest of the District being an edge site well serviced by arterial roads and close to the state Highway;*
- 3. Support the competitive operation of the land and housing market creating choice and diversity within the District with competing location urban location options at Lincoln, Prebbleton and West Melton;*
- 4. Support reductions in greenhouse gas emissions at a District level by building onto the increasing self-sufficient primary District urban area in a compact, integrated, accessible manner;*
- 5. Be resilient to the likely current and future effects of climate change reflected in sea-level rise and storm surges, adaptable to heavy rainfall events/frequency, and the potential for building and landscape design to mitigate increased mean temperatures or amplification of heat extremes.*

118. At a sub-regional level, the application states that the development of the Plan Change 71 land reflects the spatial pattern of development contemplated within the Greater Christchurch urban area, as it focuses growth around a key location that has a high degree of transport connectivity to the rest of the Greater Christchurch area, and promotes self-sufficiency of Rolleston. It states that the plan change will contribute to a well-functioning sub-regional urban

⁴⁴ Appendix 3 of the Request.

area by “*adding substance to a fast-growing growth node that satisfies Policy 1 matters relating to housing choice and diversity...*”

119. With respect to Policy 8, the application states that the Request provides significant development capacity because the plan change provides for 660 households, which provides an additional 12% over and above existing zoned supply to the housing supply for Rolleston; and will add 10.7% to the number of dwellings in Rolleston (as at 2018); or 3.2% across the District. Further, it would provide an additional 26% of availability capacity within the District in the short-term.

Submissions

120. With respect to those parts of the NPS-UD that relate to greenhouse gas emissions, Waka Kotahi (PC71-0006) note that New Zealand has a net zero carbon target by 2050; that the transport sector is a significant contributor to greenhouse gas emissions through carbon emissions resulting from vehicle use; and that greenhouse gas emissions are addressed in Objective 8 and Policy 1 of the NPS-UD. The submission also refers to recent transport plans that recognise that multi-modal transport systems, where public transport active or shared modes are the primary choice for travel, provide many benefits in reducing carbon emissions, and identify the need the re-shape towns and cities to reduce reliance on cars. It considers that the Request will “*likely further contribute to the transport associated carbon emissions as there appears to be a reliance on private vehicle use due to the limited job opportunities and local amenities in the Rolleston township, resulting in private vehicle commuter traffic into the city.*” It further notes that the location of the majority of the Site outside the Projected Infrastructure Boundary means that there is limited planning for provision of improved public transport to support future residents. It seeks that specific consideration is given to whether the plan change is consistent with the provisions on the NPS-UD and what improvements could be made to reduce the contribution of carbon emissions from the Site.
121. CCC (PC71-0007) questions the scale at which the significance of development capacity has been considered, noting that the application has considered the increase in development capacity in terms of Rolleston and the Selwyn District only; rather than at the level of Greater Christchurch. It further states that the additional capacity provided by the plan change is in excess of what is needed to meet housing capacity needs in the medium and long term and is concerned that this could delay other growth and urban regeneration areas identified in Our Space.
122. Environment Canterbury (PC71-0008) considers that the significance of the development capacity provided by the plan change should be considered in the context of Greater Christchurch as a whole. As such, it considers that the anticipated yield from the plan change is less significant when considered against the medium term housing target of 32,300 households for the whole of Greater Christchurch. It further notes that significance can also be considered in terms of the extent to which a development may fulfil an identified demand, which in the context of Greater Christchurch includes a trend towards smaller household sizes and affordability constraints. It also notes that a recent report into densities commissioned by the GCP has concluded that on a case-by-case basis 15 hh/ha is both desirable and feasible as the minimum net density in new greenfield areas. It considers that the proposed lot sizes and housing typologies identified in the plan change do not go far enough to align with these identified housing needs and gaps in housing supply and therefore detract from the plan change

adding significantly to development capacity in this regard. It also raises concerns about the prevalence of land covenants in the District as inhibiting affordability, and considers that if these are applied to the plan change site, it would limit the ability for smaller houses to be built on individual lots and undermine the ability to deliver affordable housing options.

123. With respect to the contribution to a well-functioning urban environment, Environment Canterbury (PC71-0008) is concerned that the proposed urban design of the development is predicated on development under the Noise Contour and linking medium density housing to construction of a proposed district park. It submits that neither of these attributes, which it considers are fundamental to contributing to a well-functioning urban environment, are certainties and could result in sub-optimal urban design outcomes if they did not eventuate as envisaged by the applicant.
124. In relation to the NPS-UD provisions relating to being well-connected along transport corridors, Environment Canterbury (PC71-0008) draws attention to the factsheet published by MfE on this. It states that the well-functioning urban environment and well connected along transport corridors criteria within Policy 8 of the NPS-UD together signal the importance of considering the location of a proposed development in relation to other areas and amenities, relative accessibility and transport infrastructure and/or options, when assessing unplanned development proposals such as this proposed plan change. It considers that the potential for greater accessibility and connectedness between Rolleston and Christchurch City is not yet sufficiently advanced to justify a conclusion that the Request is sufficiently well-connected along transport corridors. It also considers that PC71 does not give effect to a number of key objectives and policies in the NPS-UD, including Objective 6(a) and (b); Objective 8(a) and Policy 6.

Analysis

125. I note that Policy 1 sets out what constitutes (as a minimum), a well-functioning urban environment, and requires that planning decisions contribute to such environments. A well-functioning urban environment must meet all of the criteria in the policy. I consider that the Request will enable a variety of homes to meet the needs of different households and will support the competitive operation of land and development markets.
126. In terms of accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport, I share the concerns of some submitters, that the proposal will provide limited accessibility between the proposed housing area *and jobs* (my emphasis) by way of active transport. This is because the location of the site does not provide sufficient local employment to meet the needs for the potential residents and therefore relies on residents travelling for employment. My understanding is that there are not enough employment opportunities within Rolleston itself for the additional households created by the plan change; and the distance to employment opportunities in Christchurch would therefore mean active transport opportunities are not practicable. In terms of active transport connections, I also note that both Mr Collins and Mr Nicholson make recommendations to improve active transport options. As such I accept that these will better ensure active transport accessibility between the Site and *local* jobs and facilities.
127. I therefore also agree with concerns raised by submitters that consequently the proposal may not support reductions in greenhouse gas emissions, because it will introduce additional

households into an area that is dependent on private vehicle movements. However, in my view, the same situation arises currently in relation to existing zoned land or land identified for future development within Rolleston; it is not a particular feature of this Request. Therefore, I do not consider the proposal is contrary to Policy 1 in this regard.

128. In terms of accessibility by public transport, Mr Collins considers that the funding and implementation of a public transport system is a matter for Rolleston as a whole, rather than a site specific matter relating to this plan change.⁴⁵ In addition, my understanding of this is that there is nothing about the Site that means it could not be served by public transport.
129. In considering this matter, I also note that Our Space seeks to direct additional capacity to Rolleston (as well as Rangiora and Kaiapoi) in order to support public transport enhancement opportunities.⁴⁶ The Request would therefore be consistent with this direction in broad terms. Our Space also notes that having a compact urban form increases the ability to contribute to the uptake of public transport opportunities, as well as reduced trip distances that enable active modes of transport.⁴⁷ As noted earlier Mr Nicholson agrees that the Request would contribute to a compact urban form.⁴⁸
130. I also note that Objective 6 seeks that local authority decisions on urban development that affects urban environments are integrated with infrastructure planning and funding decisions; strategic over the medium term and long term; and responsive, particularly in relation to proposals that would supply significant development capacity. In the context of this plan change, I note that because the Request is not currently anticipated, it has not formed part of planning for infrastructure servicing. The evidence of Mr England outlines the planning associated with the Pines WWTP and confirms that the Site can be integrated with this. However, he notes that additional water will need to be supplied for those parts of the Site that sit outside the RSP.
131. There are various directions in Part 3 of the NPS-UD that I consider are also relevant. These include:
 - a. Policy 3.2 which requires that “at least” sufficient development capacity is provided within the district to meet the expected demand for housing, in the short, medium and long terms. This is discussed further below.
 - b. Policy 3.5 which requires that local authorities be satisfied that additional infrastructure to service the development is likely to be available. Based on Mr England’s advice, I consider that this direction is met with respect to wastewater, but confirmation that additional water can be made available for those parts of the Site outside the RSP, will be required, with respect to ensuring adequate water supply.
 - c. Policy 3.8, which provides direction on how local authorities are to consider plan changes that provide significant development capacity that is not otherwise enabled in a plan or is

⁴⁵ Mr Collins, section 8.6.

⁴⁶ Our Space, page 28.

⁴⁷ Our Space, page 23.

⁴⁸ Mr Nicholson, at 5.13.

not in sequence with planned land release. This requires that 'particular regard' is had to the development capacity provided if that capacity:

- i. would contribute to a well-functioning urban environment;
- ii. is well-connected along transport corridors; and
- iii. meets the criteria set in a regional policy statement for determining what is considered to add significantly to development capacity.

132. I note, in relation to the latter matter, that there are as yet no criteria in the CRPS.

133. I acknowledge that the Council accepted PC71 for notification on the basis of the assessment of significance put forward by the applicant, with the submission and hearing process enabling further consideration of the significance of the proposed development capacity. In this regard, I note the concerns of some submitters that consideration of the significance of the capacity should be considered in the broader Greater Christchurch context; rather than only in respect to Rolleston or the District. I note that Policy 3.8(2) of the NPS-UD explicitly requires that particular regard is had to the development capacity provided by the Plan Change. In my view, this allows for the extent of the significance of the capacity to be considered in not only the context of Rolleston, but also the Selwyn District and Greater Christchurch context. In my view, while the capacity provided is less significant in the sub-regional context, I still consider the supply provided by the Request to be significant.

134. If the development capacity is significant, particular regard must be had to this development capacity, if the capacity would also contribute to a well-functioning urban environment; and is well-connected along transport corridors. As noted above I consider that, taking into account Mr Nicholson's and Mr Collin's assessment and recommendations, the proposal can broadly be considered to contribute to a well-functioning urban environment. I also consider, given its location, that the Site is well-connected along transport corridors.

135. On balance, I consider that particular regard must be given to the development capacity provided by the proposal. My understanding of the NPS-UD is that the development capacity does not in itself act as a 'trump card' and automatically require approval of the plan change; rather the significance of the capacity provided need to be weighed up against other matters.

Capacity

136. In considering the NPS-UD, I consider it important to consider the growth planning undertaken by the Council. This is outlined in more detail in the memorandum on 'Growth Planning in Selwyn District'.⁴⁹ This outlines that various strategic documents prepared over the last 15 years have influenced growth in the District, and the identification of areas intended for growth, and contain wider objectives intended for such growth which are considered to be consistent across strategic growth documents and planning. As this has been well-traversed at other plan change hearings, the only point which I wish to emphasise in this instance is that the various growth planning documents seek to provide consolidated and compact settlement patterns which are integrated with infrastructure; and there is a preference for providing capacity in Rolleston.⁵⁰

⁴⁹ Ben Baird, 'Growth Planning in Selwyn District', 19 August 2021.

⁵⁰ Mr Baird, at 69, Our Space, page 28.

Additionally, there are a number of work programmes underway through the GCP,⁵¹ or planned by the Council,⁵² to plan for future growth, including an update of the RSP.

137. I have considered how the above relates to the NPS-UD. I note that the NPS-UD only requires that sufficient capacity is provided; not that more is precluded. The rezoning of that portion of the Site outside the FDA is not required in order to give effect to the minimum requirements of the NPS-UD; nor has it been considered necessary in more localised assessments of capacity and planning for growth. However, in my view that portion of the Site located within the Noise Contours has not been considered for growth because of the application of those Contours and the effects the Contour is seeking to address. The northern portion of the Site – which is not affected by the Contours - while not required to meet the NPS-UD capacity directives, is consistent with the provision of additional capacity in Rolleston, and would therefore also contribute towards achievement of the outcomes sought with respect to Rolleston.

Canterbury Regional Policy Statement (CRPS)

138. Waka Kotahi (PC71-0006) state that if the Request does not align with the intentions of the UDS and provisions of the CRPS, this may necessitate further consideration of the Request and its approval.
139. CCC (PC71-0007), while supportive of the growth in the towns in Selwyn District to support local needs, notes that part of the Site is outside the areas identified for development in the CRPS (and within Our Space). In its view, this results in the plan change not giving effect to the CRPS, and as such it considers it must be declined. It considers that the rationale for why development was directed to particular areas in the CRPS is relevant for determining the appropriateness of the proposal.
140. Environment Canterbury (PC71-0008) notes that the site is not identified as a Greenfield Priority Area for residential development, and is predominantly outside the Projected Infrastructure boundary as shown on Map A within Chapter 6 of the CRPS, meaning that it is inconsistent with Objective 6.2.1 (3) and Policy 6.3.1 (4) of the CRPS. It further notes that a change has been made the CRPS and Map A to identify Future Development Areas (FDAs), to support the outcomes of Our Space; noting that only the southern portion of the Site is within one of the FDAs.
141. Environment Canterbury (PC71-0008) submits that a significant amount of housing development capacity is already enabled by the CRPS; that Our Space sets out a proposed approach to meet any projected shortfall; and that this is reflected in the recent changes made to the CRPS. It states that further development capacity in Rolleston is not required to meet medium housing targets identified in Our Space and expressed in the CRPS, and where capacity assessments underpinning these have been queried, it considers that any potential shortfall in the medium term is best addressed through the process already initiated the GCP. It considers that any reassessment of the desirability of additional growth at Rolleston is best considered as part of a future spatial planning exercise rather than ad-hoc and individual assessments prompted by private plan change request, noting that such a process has been initiated by the GCP.

⁵¹ Mr Baird, at 21.

⁵² Mr Baird, at 35.

142. Foodstuffs (PC71-0009) opposes the Request, as the Site is not anticipated for future urban development in the Rolleston Structure Plan or UDS, nor identified as a FDA.
143. The application contains an assessment of the plan change provisions against the CRPS.⁵³ This includes consideration of Objectives 5.2.1, 6.2.1, 6.2.2, 6.2.3, 6.2.4, 9.2.1, 11.2.1, 12.2.1, 12.2.2, 15.2.1 and 17.2.1 and Policies 5.3.7, 6.3.1, 6.3.2, 6.3.3, 6.3.4, 6.3.5, 6.3.7 and 6.3.12, 15.3.1, 15.3.2, 17.3.1 and 17.3.2. This includes acknowledging that, in terms of Objectives 6.2.1 and 6.2.2, the Request is contrary to those parts of these provisions which directs where urban growth is to be located, noting that Objective 6 and Policy 8 of the NPS-UD addresses this.
144. While not identified in the application, I also consider that Objective 16.2.1 is relevant, which seeks that development is located and designed to enable the efficient use of energy including maintaining an urban form that shortens trip distances. I also broadly agree with the assessment undertaken by the applicant, except where otherwise stated below.
145. Objective 5.2.1 seeks that development is located and designed so that it functions in a way that it achieves consolidated and well-designed growth. Mr Nicholson's view is that the Site is an appropriate location for urban growth and would promote a more compact urban form and more efficient use of land and infrastructure.⁵⁴
146. In the context of this Request, various subclauses of Objective 5.2.1 are also particularly relevant with respect to the Christchurch Airport, which falls within the CRPS definition as 'regionally significant infrastructure'. These include sub-clause 2(f), which seeks that such development is compatible with and will result in the continued safe, efficient and effective use of regionally significant infrastructure. Sub-clause 2(g) also seeks that development avoids adverse effects on significant natural and physical resources including regionally significant infrastructure, and where avoidance is impracticable, remedies or mitigates those effects on those resources and infrastructure. Sub-clause 2(i) also broadly seeks that development is located and designed to avoid conflicts between incompatible activities. Objective 6.2.1 also seeks that recovery, rebuilding and development are enabled within Greater Christchurch through a land use and infrastructure framework that:

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;

147. Policy 6.3.5 also directs that the recovery of Greater Christchurch is to be assisted by the integration of land use development with infrastructure by various methods, including:
 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*

⁵³ Appendix 15.

⁵⁴ Mr Nicholson at 2.6 and 5.13

zoned urban area, residential greenfield area identified for Kaiapoi, or residential greenfield priority area identified in Map A (page 6-28); and

148. In my view, the direction outlined above is particularly relevant to this Plan Change, and requires that the development facilitated by the Request does not affect the continued operation and optimal use of the Airport, and does not result in conflict between the proposed residential use and the Airport. I consider that the Noise Contours are an important method used to implement the direction in the CRPS. I accept that the applicant is not proposing for the contours to be disregarded, in that development would not be provided for within the proposed Living Z deferred area unless and until the Noise Contour is shifted. However, as noted earlier, I consider that there is no certainty that the remodelled contours will result in the Site being located outside the Contours, and applying a deferred status to land within the current Noise Contours implies this will occur and the land will be suitable for residential development in the future. In my view this cannot be determined until the remodelling is completed, and it would therefore be inconsistent with the CRPS to rezone the land within the Noise Contours, even with a 'deferred' status. I therefore consider the Request in its current form does not give effect to Objectives 5.2.1 and 6.2.1 and Policy 6.3.5.
149. With respect to water supply, I note that several provisions within the CRPS are also relevant, including Objective 6.2.1, sub-clauses (9) and (10) which, as set out above, seek that development integrates strategic and other infrastructure and services with land use development, and does not adversely affect the future planning of strategic infrastructure. Policy 6.3.5(2) directs that the nature, timing and sequencing of new development is co-ordinated with development, funding, implementation and operation of infrastructure, for a number of reasons including 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.
150. As noted by Mr England, the Council has undertaken master planning to respond to growth within the District, and this includes planned capacity upgrades for the Rolleston water supply. However, to ensure that growth is both appropriately integrated with the provision of infrastructure, and that all planned growth is able to be serviced, he considers that priority of water allocation needs to be given to those developments within the RSP area.⁵⁵ For those parts of the Site outside the RSP, other consented water would need to be made available to service the demand from the Site. Should this not be feasible, I consider rezoning of the whole Site would be in conflict with the provisions of the CRPS outlined above.

⁵⁵ Mr England, at 4-8 and 13.

151. Objective 6.2.4 seeks to prioritise the planning of transport infrastructure so that it maximises integration with identified priority areas and “new settlement patterns” and facilitates the movement of people and goods and provisions of services in Greater Christchurch, while achieving a number of outcomes. These include reducing dependence on private motor vehicles, reducing emissions and promoting the use of active and public transport nodes. My understanding of this objective, and the related policy direction is that it is aimed towards planning of transport infrastructure, and therefore the lack of current public transport to the Site does not conflict with the policy; rather my understanding is there is nothing about the Site that would impede the ability for transport planning to integrated with this development.
152. Policy 6.3.3 provides direction in relation to outline development plans. I note that this applies to “greenfield priority areas” (GPA), consistent with other direction in the CRPS which anticipates that urban development would only occur in such areas. I consider notwithstanding the site is not within a GPA, the direction is still relevant. It includes direction for the ODP to: include (as relevant) land required for community facilities or schools ((3)(b); 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 (8); and 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 (9). I note that these are all matters that have been considered earlier in this report in relation to traffic effects and connectivity, community facilities and potential reverse sensitivity effects.

Canterbury Land and Water Regional Plan (LWRP)

153. Under s75(4)(b) of the RMA, the District Plan cannot be inconsistent with a regional plan, which in respect to this application includes the LWRP. The application included an assessment against the objectives and policies of the LWRP.⁵⁶ The establishment of activities within the plan change site will either need to meet the permitted activity conditions of these plans or be required to obtain a resource consent. In broad terms I consider that the effects associated with requirements under these regional plans can be considered at the time of detailed development, and note that there is nothing particular about the site or its proximity to other land uses that I would consider would impede the ability to appropriately mitigate effects such that consent could be obtained. I also note that Environment Canterbury, in their submission, did not raise any concerns with the incompatibility of the development of the site for residential purposes with the provisions of the LWRP. Therefore, I consider that the Request is not inconsistent with the LWRP.

Mahaanui Iwi Management Plan (IMP)

154. The Mahaanui Iwi Management Plan (IMP) is a planning document recognised by an iwi authority and lodged with the council, which includes content that relates to the district’s resource management issues. Under s74(2A) of the RMA, the Council, in considering this plan change, must take into account the IMP. The application includes an assessment of the relevant provisions within the IMP⁵⁷ and I agree with the content and conclusions of that assessment.

⁵⁶ Appendix 18.

⁵⁷ Paragraphs 180-186 of the Request.

Rolleston Structure Plan (RSP)

155. The RSP, as a strategy prepared under another act (the Local Government Act), is a relevant matter to have regard to under s74(2)(b)(i)). The RSP was developed as part of delivering the UDS and seeks to provide a strategic framework to manage the rapid growth occurring, and anticipated within Rolleston. Its stated purpose is *“to consider how existing and future development in Rolleston should be integrated in order to ensure that sustainable development occurs and makes best use of natural resources.”*⁵⁸ It then identifies principles for future development, rather than detailed planning for individual growth areas.
156. The Site is located outside the area covered by the RSP. The Urban Design Statement includes identification of 6 development principles from the RSP, which are stated to have guided the planning for the Site’s development. These include: providing a public edge to public open space; creating a continuous network of open space; integrating land use and movement; providing higher density development at nodal points; providing a choice of housing typologies and considering climatic considerations.⁵⁹ In broad terms, I consider the Request is consistent with the development principles from the RSP identified by the applicant.

Consistency with the plans of adjacent territorial authorities

157. Matters of cross-boundary interest are outlined in the District Plan (in Section A1.5 of the Township Volume). Of relevance to PC71, this includes effects on the strategic and arterial road network from people commuting between Selwyn and Christchurch. The methods state that this is identified as an effect of residential growth in the Plan and notes that CCC can submit in proposals to re-zone land for growth. In this instance, CCC have submitted on this plan change and identified concerns regarding cross-boundary effects arising from the proposal.

Consideration of alternatives, benefits and costs

158. Section 32 requires the consideration and evaluation of the extent to which the objectives of the proposal are the most appropriate way to achieve the purpose of the Act (s32(1)(a)); as well as an assessment of whether the provisions in the proposal are the most appropriate way to achieve the objectives (of both the proposal and the existing District Plan objectives), having regard to the efficiency and effectiveness of the provisions and having considered other reasonably practicable options (s32(1)(b)).

Extent to which the Objectives of the Proposal are the Most Appropriate Way to Achieve the Purpose of the Act

159. The application states that retaining Rural Inner Plains is not an efficient use of this block of land located as it is immediately adjoining the urban area of Rolleston, and in a location highly accessible to the town centre by active transport modes as well as car. It also states that *“Continued operation of the high value All Stars horse training establishment on the Purdon/Rasmussen land is becoming extremely difficult and in jeopardy due to serious reverse sensitivity effects as their site has been increasingly surrounded and impacted by adjoining urban activity.”*

⁵⁸ Rolleston Structure Plan, September 2009, page 6.

⁵⁹ Page 4 of Urban Design statement, included as Appendix 3 of the Request.

160. I note that the effects described are not those commonly understood to be reverse sensitivity effects – the issue identified relates to the effects of urban development on the ongoing operation of the horse training establishment; not from the effects of the horse training establishment on urban development. As such I consider the matters raised to be an interface issue, rather than one of reverse sensitivity. In general terms, I consider that these types of effects can arise at any interface between rural and urban areas. As such, I do not consider that it is sufficient on its own to indicate that the residential zoning is more appropriate, as otherwise this rationale could be provided in relation to the rezoning of any rural land currently adjoining a residential zone. In addition, the rezoning will simply shift the location of the interface between the urban/rural areas. However, in this particular instance, I accept that there are effects resulting from urban activities on the particular activity undertaken on the northern part of the Site - being the horse training establishment,⁶⁰ that would not have the same impact as on other rural activities. While in my view this does not establish that the rural zoning is not appropriate, as other rural activities could be undertaken on the Site, I accept that there has been significant investment in the horse training facility that means “*the Site is largely “over-capitalised” for any other rural use*”.⁶¹ I do not consider this to be a determining factor on its own, but rather a matter to weigh up in consideration of the Request.
161. The Request does not involve any new objectives, or any changes to the existing objectives within the District Plan. The assessment required under s32(1)(a) is therefore the extent to which the purpose of the proposal is the most appropriate way to achieve the purpose of the RMA. The stated purpose of the proposal “*to change the zoning of the application site in the Operative District Plan from Rural Inner Plains Zone to Living Z Zone in a controlled and managed way through an Outline Development Plan (Area 5) and by adopting, as far as possible, planning zones and subdivision, activity and development standards of the operative plan.*”⁶² The application further states that the Plan Change will provide for additional housing and residential land choice in Rolleston in the short term, and at a density that will complement the immediately adjoining residential land without compromising its amenity and character; and will provide for urban development that bridges the existing township and the proposed District Park, in a manner that enables efficient use of existing and future infrastructure and current land resources.
162. In terms of the purpose of the RMA, I consider that the proposal will provide additional residential capacity which will assist in enabling people and communities to provide for their well-being, while appropriately addressing the potential adverse effects of the zone change on the environment. The latter is largely achieved through the application of the existing Living Z framework, as well as through the application of the proposed ODP. However, with respect to the area of deferred land, I do not consider its inclusion in the Request to be the most appropriate way of enabling the use and development of this area, taking into account the potential impacts on the Airport, the latter being a regionally significant physical resource.
163. I do not consider that any matter of national importance is relevant to PC71. In terms of other matters set out in s7 of the RMA, I consider that the efficient use and development of natural and physical resources (s7(b)), the maintenance and enhancement of amenity values (s7(c)),

⁶⁰ As described in para 33 of the application.

⁶¹ Application at para 54.

⁶² Paragraph 7 of Appendix 14: Section 32 Evaluation.

and the maintenance and enhancement of the quality of the environment (s7(f)) are relevant to the plan change.

164. I note that matters raised in submissions that relate to amenity values and quality of the environment have been considered in the assessment of issues raised in submissions set out above, and in my view, the purpose of the proposal achieves s7(c) and 7(f) of the RMA. I consider that the location of the site outside areas identified for urban development in the CRPS is relevant to the consideration of whether the proposal results in an efficient use of natural and physical resources (s7(b)). Physical resources include various infrastructure, such as Airport. I am satisfied, based on Mr Collins' advice, that the proposal, subject to the implementation of his recommendations, results in an efficient use of the transport network. I note that the provision of additional water will be required in order to ensure that there is sufficient water available to service not only the Site but also other sites, where the Council has anticipated development. I also consider that it is necessary to be satisfied that this Request will not undermine the efficient use and development of the Airport. For the reasons set out earlier, I do not support the inclusion of Living Z deferred land given its location within the Noise Contours and the expectation the deferred state would create that the Contours are likely to change.
165. In considering the appropriateness of the proposal in achieving the purpose of the RMA, I also consider it necessary to take into account whether the Request gives effect to the NPS-UD and CRPS,⁶³ which have been prepared to give effect to the purpose of the RMA, and in particular, provide direction on how the use, development and protection of natural and physical resources are to be managed to achieve the RMA's purpose. As noted earlier, I consider that the Request in its current form, with respect to the Living Z deferred zoning, does not meet the direction in the CRPS around infrastructure. However, based on the advice of Mr Nicholson, Mr England and Mr Collins, I consider that the proposal is, or can be amended to be otherwise consistent with the direction in the CPRS and NPS-UD.
166. I also consider that the existing direction in the Selwyn District Plan should be considered in assessing the appropriateness of the proposal at achieving the purpose of the RMA, given that the Plan has been prepared to give effect to the purpose of the RMA. I note the application also includes an assessment of the Request against the objectives and policies of the District Plan.⁶⁴ I agree with the applicant's assessment, except as set out below.
167. The assessment identifies that the proposal will not achieve Objective B4.3.3 which seeks that within the Greater Christchurch area, new residential development is contained within existing zoned areas or priority areas identified within the CRPS. The applicant considers that the existing residential zoned and greenfield priority areas at Rolleston are inadequate to meet future demand, and the Site is ideally located and suited to help meet that shortfall, which must be met under the requirements of the new NPS-UD. As noted earlier in relation to the NPS-UD assessment, I do not agree that the plan change is required to meet the minimum requirements for capacity required under the NPS-UD. However, I do consider that Policy 8 of the NPS-UD allows for consideration of the capacity provided by this proposal, despite it being 'unanticipated' under the current planning framework.

⁶³ Excluding those aspects of the CRPS documents that are affected by Policy 8 of the NPS-UD.

⁶⁴ Appendix 16 of the Request.

168. Objective B3.4.3 seeks that reverse sensitivity effects between activities are avoided. In my view, taking into account this, as well as the overarching direction in the CRPS, this applies to the Noise Contours. Consistent with my earlier comments, I accept that the proposed 'deferred' zoning achieves this; but I continue to consider that use of a deferred status is not appropriate when there is no certainty that the criteria for lifting the deferred status will be met.
169. I have also considered Policy B4.3.3 which seeks to avoid zoning patterns that leave land zoned Rural surrounded on three or more boundaries with land zoned Living or Business. The Request in its entirety would align with this, provided that in time the deferral is lifted from the proposed Living Z deferred area. However, as noted earlier, for other reasons I do not support the Living Z deferred zoning. Should that land be excluded, then it would not meet the policy, as it would be surrounded on three or more boundaries by residentially zoned land. However, as noted by Mr Nicholson, in the RSP, the site is a small block of rural land surrounded on three sides by proposed residential land uses, with a proposed district reserve on the fourth side.⁶⁵ This too, would not align with this policy. From an urban form perspective, I consider it more appropriate to rezone the northern land outside the Noise Contour because of its proximity to the centre of Rolleston, and adjacency to other residential areas. While this strictly conflicts with Policy B4.3.3 I consider that this is a consequence of the existing and anticipated zoning of surrounding areas and the impact of the Noise Contour, rather than being a consequence of this request.
170. Overall, I consider that the rezoning of that portion of the Site contained within the Noise Contour, is not the most appropriate way to achieve the purpose of the RMA. Outside the Contour, I consider that the rezoning is the most appropriate way to achieve the purpose of the RMA, subject to other consented water being available to service the demand from the northern portion of the Site. A further assessment of the appropriateness of the provisions in the proposal is set out below.

Whether the Provisions in the Proposal are the Most Appropriate way to Achieve the Objectives

171. The Request contains identification of other reasonably practicable options for achieving the objectives of the application, being: retaining the current Rural zoning; rezoning the whole site (as per the Request); only rezoning that part of the Site located within the RSP, Projected Infrastructure Boundary and FDA; and applying for resource consents for land use and subdivision.
172. In my view there is a tension with these options given that the preferred option – Rezoning the site to Living Z - is in effect the same as the stated purpose of the proposal - to change the zoning of the application site. In my view, if the purpose of the proposal – the rezoning - is considered to be the most appropriate approach, consideration of the provisions should instead be more about what specific provisions should be applied to the Site, for example, whether the Living Z provisions should be applied to the Site without change, and whether the ODP is appropriate or requires amendment.
173. In this regard, taking into account the matters raised by Mr Collins, Mr England and Mr Nicholson, I consider that should the Plan Change be approved various amendments should be made to the proposed ODPs and an additional rule included in the Plan. These are detailed in Section 8 below.

⁶⁵ Mr Nicholson, at 5.12.

8. Proposed Amendments to the District Plan

174. If the Hearing Commissioner is minded to recommend that Plan Change 71 be approved, then I consider that in addition to proposed amendments to the District Plan set out in the application the following amendments should also be included. These amendments are based on my recommendation that the area of land currently located within the Noise Contour is not rezoned, even on a deferred basis. Should the Hearing Commissioner agree to include the deferred zoning, then additional changes – such as reinstatement of ODP text regarding this deferred area - would be required.

Naming of ODP Areas

175. Appendix 1A of the Request⁶⁶ includes reference to deletion of ODPs, identifying the existing ODPs relating to ODP Area A. It also includes the overarching plan of Outline Development Plan Areas located at the start of Appendix E38 ODP Rolleston. I have understood that it is proposed for this overarching plan to be deleted, presumably as it does not include the proposed Site. In my view, it is not appropriate to delete this plan, which has a much broader application. I also note that there is already an ODP Area 5 identified which applies to a different area. Should the Plan Change be approved, I recommend that what the application refers to as the proposed ODP Area 5 is instead titled 'ODP Area 14' which is the next sequential number. As a consequence of this I recommend that the overarching plan at the start of Appendix E38 ODP Rolleston is amended to include identification of the new ODP 14 Area.

New Rules

176. In order to implement:

- a. Mr Collins recommendation that development within the new ODP Area 14 be limited until a roundabout is provided at the Lincoln Rolleston Road/Broadlands Drive extension intersection; and
- b. address Mr England's concerns about the supply of water,

I recommend that the following rule be added to Standards and Terms (12.1.3) in Section C12 LZ Subdivision of the Plan:

12.1.3.52A In the Living Z Zone within ODP Area 14 as shown in Appendix 38:

- (a) no subdivision of land shall take place until a potable water supply is available which is capable of serving any lots within the subdivision that are identified within ODP Area 14 as 'Water Supply Required Area'*
- (b) no more than xxx allotments shall be created prior to the formation of a roundabout at the intersection of Lincoln Rolleston Road and Broadlands Drive, and the extension of Broadlands Drive over ODP Area 4. This shall not include any reserve allotment or utility allotment created.*

⁶⁶ Amended version as at 28 June 2021.

177. With respect to the “xxx” in clause (b) above, this reflects that Mr Collins has intentionally left this as a placeholder, allowing for the Applicant to advise what the specific threshold should be that reflects the maximum number of vehicle movements that ODP Area 14 is able to generate through the Levi Drive/Ruby Road intersection without adversely affecting intersection performance.⁶⁷

Notations on ODP

178. In relation to the matters identified earlier in the report, and in the technical assessments, I recommend that the ODP for Area 14 (Part A of the Site) is amended as follows:
- a. To identify that portion of the Site which is outside the RSP as a ‘Water Supply Required Area’.
 - b. To amend the alignment of roads, pedestrian/cycle paths and location of reserves to generally reflect Figure 2 of Mr Nicholson’s evidence, subject to consideration of these from a transport perspective.⁶⁸
 - c. To identify the ‘Deferred Low Density’ area (i.e. the pale yellow dotted area) as Rural (Inner Plains).

Text of ODP

179. I recommend that the text relating to both ODP Area 4 and new ODP Area 14 is amended as set out in Appendices 1 & 2. My recommended changes from those proposed by the applicant are shown using red text, and the use of underlining and strikethrough. Changes include:
- a. Those recommended by Mr Collins, which include: requiring the formation of a roundabout at the Levi Road/Ruby Drive intersection; requiring the formation of a roundabout at the Broadlands Drive extension intersection with Lincoln Rolleston Road, and the staging development within ODP Area 4 to align with its formation; the upgrade of specified frontages to an urban standard; and minor changes to the Movement Network narrative to align them with other ODPs.
 - b. Those recommended by Mr Nicholson, which in addition to those also identified by Mr Collins, include reference to providing safe crossings for pedestrians and cyclists.
 - c. Amending the sub-titles used within the ODP to align with those used in the other Rolleston ODP areas and editing the text to improve clarity and readability.

9. Conclusions and Recommendation

180. As set out in Section 5, the statutory matters that must be considered in relation to a plan change require the assessment of sections 31, 32, 74 and 75, and regard must be had to the overall purpose and principles set out in Part 2 of the Act.

⁶⁷ Mr Collins, section 5.1.

⁶⁸ This reflects that Mr Collins’ report does not take into account the changes recommended by Mr Nicholson and further amendments may be necessary when balancing urban design and transport considerations.

181. In terms of the proposal's inconsistency with Objective B4.3.3 of the Plan and various provisions within the CRPS that direct the location of growth, I am satisfied that this is overcome by the significance of the development capacity provided by the proposal. While this capacity is less significant in the context of Greater Christchurch, ultimately the Request would provide more capacity in Rolleston Township, and therefore align with strategic planning outcomes that seek to focus growth in Rolleston.
182. In my view, the rezoning as currently proposed is not the most appropriate way to achieve the purpose of the RMA, with respect to inclusion of land outside the RSP, unless additional consented water is made available for those parts of the Site. If such additional water supply is able to be addressed, I consider that inclusion of land currently located within the Noise Contour, even on a deferred basis, is not the most appropriate way to achieve the purpose of the RMA. In my opinion, the Plan Change should only be approved if:
- a. additional water supply is made available for that portion of the Site outside the ODP, and related restrictions reflecting this area included in the Plan provisions; and
 - b. the land shown on the proposed ODP as 'Living Z Deferred' is excluded from the rezoning, with its Rural Inner Plains zoning retained.
183. As noted above, should the rezoning be approved, I also recommend that various amendments are made to the ODPs and additional rules are included in the Plan to better mitigate the effects of the rezoning and better achieve the objectives and policy direction in the Plan.



Liz White

17 January 2022

10. Appendix 1 - Recommended Changes to ODP Text – Area 4

OUTLINE DEVELOPMENT PLAN AREA 4

INTRODUCTION

This Outline Development Plan (ODP) is for Development Area 4. ODP Area 4 comprises approximately 7.2ha and is bound by Levi Road to the north-west and Lincoln Rolleston Road to the south-west. The area is identified by the Land Use Recovery Plan (LURP) as a greenfield priority area.

The ODP embodies a development framework and utilises design concepts that are in accordance with:

- The Land Use Recovery Plan (LURP)
- Policy B4.3.7 and B4.3.77 of the District Plan
- Canterbury Regional Policy Statement
- The Rolleston Structure Plan
- The Greater Christchurch Urban Development Strategy (UDS)
- The Ministry for the Environment's Urban Design Protocol
- 2007 Christchurch, Rolleston and Environs Transportation Study (CRETS)
- 2009 Subdivision Design Guide

~~A single Overall ODP is accompanied by three more specific plans that reference the Density, Movement Network, Green and Blue Networks. A consolidated ODP shows the key features of the development.~~

DENSITY PLAN

The ODP area shall achieve a minimum of 10 household lots per hectare. ODP Area 4 supports a variety of allotment sizes within the Living Z framework to achieve this minimum density requirement. Should this area be developed in stages, confirmation at the time of subdivision of each stage, and an assessment as to how the minimum density of 10hh/ha for the overall ODP can be achieved, will be required.

~~Lower density allotments with a minimum lot size of 1,000m² are necessary on the eastern boundary to integrate the site with the adjoining rural properties that are subject to the Rural (Inner Plains) zone and to achieve a progressive transition between residential and rural densities. Appropriate interface treatments at the boundary between residential and rural activities, and methods to protect these treatments in the long term such as private covenants, consent notices or LIM notes, shall be established. Treatments could include appropriate fencing, landscaping and/or building setbacks.~~

The area's proximity to the town centre of Rolleston, and the associated services and facilities contained within it, supports some Medium Density Housing within the centre of ODP Area 4 and in proximity to the identified Neighbourhood Park

Medium Density areas have been identified in accordance with the design principles of Policy B3.4.3. Minor changes to the boundaries of medium density areas will remain in general

accordance with the ODP provided such changes meet the criteria below and the Medium Density lots created will have a consent notice registered on the title stating that they are subject to the medium density provisions:

- Ability to access future public transport provisions, such as bus routes;
- Access to community and neighbourhood facilities;
- Proximity to Neighbourhood Parks and/ or green spaces;
- North-west orientation, where possible, for outdoor areas and access off southern and south-eastern boundaries is preferred;
- Distribution within blocks to achieve a mix of section sizes and housing typologies;
- To meet the minimum 10hh/ha density requirement and development yield.
- Existing dwellings and buildings will have to be taken into account when investigating subdivision layout and design.

MOVEMENT NETWORK

For the purposes of this ODP, it is anticipated that the built standard for a –Primary Road will be the equivalent to the District Plan standards for a Collector Road ~~or Local-Major Road~~ standards, and a –Secondary Road will be the equivalent to the District Plan standards for a Local-Major or Local-Intermediate Road, subject to confirmation of compliance with Council's Engineering requirements.

The ODP provides for an integrated transport network incorporating a secondary loop road that includes two primary connections to access the development area from Lincoln-Rolleston Road, which have been offset from the primary route required in the adjoining ODP Area 9. The secondary loop road could either be developed to the District Plan standards of a Primary or Secondary Road.

A new primary road link in the form of an extension of Broadlands Drive will cross the southern part of the ODP Area to connect up with ~~the Plan Change 71 site ODP Area 14,~~ providing direct east-west access to the proposed District Park. ~~The intersection of Broadlands Drive with Lincoln Rolleston Road shall be formed as a roundabout.~~

~~No new p~~Primary connections into the development block from Levi Road have been ~~restricted shown~~ to reflect Levi Road's arterial function, to minimise the number of new intersections and connection points and to maintain appropriate spacing between intersections. The secondary route focuses on providing ample access throughout the site to deliver a residential streetscape.

The remaining internal roading layout must be able to respond to the possibility that this area may be developed progressively over time. Road alignments must be arranged in such a way that long term inter-connectivity is achieved once the block is fully developed. An integrated network of tertiary roads must facilitate the internal distribution of traffic, and if necessary, provide additional property access. Any tertiary roads are to adopt a narrow carriageway width to encourage slow speeds and to achieve a residential streetscape.

The transport network for ODP Area 4 shall integrate into the overall pedestrian and cycle network established in adjoining neighbourhoods and the wider township. Cycling and walking will be contained within the road carriageway corridor and incorporated in the roading design of the secondary and (future) tertiary roads. Adequate space, as well as safe crossing points, must be provided to accommodate cyclists and to facilitate safe and convenient pedestrian movements.

Lincoln-Rolleston Road forms part of the wider arterial network connecting to the south of Christchurch and is proposed to include a future cycleway between Rolleston and Lincoln. The

intersection of Lowes, Levi and Lincoln-Rolleston Roads and Masefield Drive is planned in the Long Term Plan to be upgraded with a larger roundabout or traffic signals in 2020-2026.

It is anticipated that roads with a current speed limit over 70km/h will be reduced to support urban development by delivering a safe and efficient transport network.

Lincoln-Rolleston Road and Levi Road frontages are to be upgraded to an urban standard in accordance with the Engineering Code of Practice.

GREEN NETWORK

A single Neighbourhood Park is to be established within ODP Area 4. In addition, a range of local reserves that vary in size and function are also required. The location of the neighbourhood park has been determined based on the amount of reserves established in the wider area and to ensure people living within the development block have access to open space reserves within a 500m walking radius of their homes. The neighbourhood park and provision of local reserves will provide passive recreation opportunities, with the Foster Recreation Park providing access to active recreation opportunities.

There is an opportunity to integrate the collection, treatment and disposal of stormwater with open space reserves where appropriate. Pedestrian and cycle paths will also be required to integrate into the open space reserves and green links to ensure a high level of connectivity is achieved, and to maximise the utility of the public space. Council's open space requirements cited in the Long Term Plan and Activity Management Plans should be adhered to during subdivision design.

A number of mitigation measures, can as appropriate, and taking into account future urban growth locations, address interfaces of new residential development adjoining reserves and rural land. These may include district plan fencing rules, developer covenants and street tree planting.

BLUE NETWORK

Stormwater -	<p>The underlying soils are relatively free-draining that generally support the discharge of stormwater via infiltration to ground. There are a range of options available for the collection, treatment and disposal of stormwater.</p> <p>Detailed stormwater solutions are to be determined by the developer in collaboration with Council at subdivision stage and in accordance with Environment Canterbury requirements. Systems will be designed to integrate into both the road and reserve networks where practicable. The public stormwater system will only be required to manage runoff generated from within the road reserve.</p>
Sewer –	<p>A gravity sewer connection will be required through an extension to the existing sewer network to the boundary of the ODP area. Sewage from this ODP area will be reticulated to the existing Helpet sewage pumping station.</p>
Water -	<p>The water reticulation will be an extension of the existing water supply in Rolleston. The ODP indicates the requirement for an additional water bore to be commissioned in accordance with the upgrades identified for the township.</p>

The provision of infrastructure to service ODP Area 4 shall align with the Council's indicative infrastructure staging plan, unless an alternative arrangement is made by the landowner/developer and approved by Council.

11. Appendix 2 - Recommended Changes to ODP Text – Area 14

OUTLINE DEVELOPMENT PLAN AREA 14

CONTEXT INTRODUCTION

This ~~ODP~~ Area 14 comprises approximately 53 ha of land at the eastern edge of Rolleston, bounded by Levi Road to the north-west, ODP Area 4 to the west, Lincoln Rolleston Road to the south-west and Nobeline Drive to the South. The Area is split into three portions, with the northern and southern portions zoned Living Z, while the middle portion of the area is zoned Rural, reflecting that it is within the Christchurch International Airport 50 dBA Ldn noise contour (CIAL noise contour).

LAND-USE DENSITY PLAN

The ~~development~~ ODP area shall achieve a minimum net density of 1512 households per hectare, averaged over the northern portion area; and 12 households per hectare, averaged over the southern portion of the area. The zoning framework supports a variety of site sizes to achieve this minimum density requirement. Should this area be developed in stages, confirmation at the time of subdivision of each stage, and an assessment as to how the minimum net density of 12 or 15 households per hectare respectively for the each overall area can be achieved, will be required.

The development will be shaped by these key design elements:

1. ~~The extension of extend~~ Broadlands Drive across the site to create a green link between Foster Park and the potential future District Park to the east of the area
2. ~~create~~ diverse living environments supported by open green spaces
3. ~~provide~~ a high amenity for all internal connections to support pedestrian and cycle movement
4. ~~create~~ a strong interface and new connections with the immediate residential neighbourhoods s to the north and west
5. ~~creating~~ active integration with the adjacent potential future District Park to the east
6. building on the close walkable connection to the town centre

The area's proximity to the town centre of Rolleston, and the associated services and facilities contained within it, supports some medium density housing within the centre of the area and in proximity to the identified reserve area.

ACCESS AND TRANSPORT MOVEMENT NETWORK

Lincoln Rolleston and Levi Road form part of the wider arterial network connecting to Christchurch and south, and includes a cycleway between Rolleston and Lincoln. The intersection of Lowes, Levi and Lincoln Rolleston Roads, and Masfield Drive is planned to be upgraded to a roundabout or traffic lights in 2025-2026.

Primary connections into the area from Levi Road shall be restricted to reflect Levi Road's arterial function, to minimise the number of new intersections and connection points and to maintain appropriate spacing between intersections.

A primary road connection is proposed as an extension to Broadlands Drive across ODP Area 4, providing a direct link to the future reserve to the east and schools and other destinations to the west. A primary road connection is also proposed as an extension of Brathwaite Drive extending east to cater for future development links.

An indirect secondary road connection is provided between the Branthwaite Drive extension and Levi Road to encourage traffic flow to remain on the Lincoln-Rolleston Road and Levi Road arterial route.

The primary and secondary roads provide a structure for the remaining internal and local road layout to be formed to provide inter-connectivity, walkable blocks and additional property access. The remaining internal roading layout must be able to respond to the possibility that this area may be developed progressively over time including that part of the ODP presently under the CIAL noise contour, should the contour be removed or reduced over this area. In anticipation of full So as not to preclude the potential residential development ~~for of~~ the entire ODP area in future, the extension of Broadlands Drive is to be located within the contour to maximise lot yield, and ~~to~~ provide a more rational design for that longer term proposition shall be constructed in conjunction with development of any adjoining land and include an allowance for the full residential development of the entire ODP. An integrated network of roads must facilitate the internal distribution of traffic, and if necessary, provide additional property access.

Development will be staged to align with the formation of a roundabout at the intersection of Lincoln Rolleston Road and Broadlands Drive, and the extension of Broadlands Drive over ODP Area 4 to ODP Area 14.

Future transport links are shown to identify possible future connections in to adjoining blocks to the east, and from Nobeline Drive.

The transport network for the area shall integrate into the pedestrian and cycle network established in adjoining neighbourhoods and the wider township. Cycling and walking will be contained within the road carriageway corridor and incorporated in the design of any roads.

A connection is proposed between the shared path on Lincoln Rolleston Road and the future reserve and cycling and walking will otherwise be contained within the road carriageway corridor and incorporated in the design of any roads. Adequate space, as well as safe crossing points, must be provided to accommodate cyclists and to facilitate safe and convenient pedestrian movements.

Lincoln-Rolleston Road and Levi Road frontages are to be upgraded to an urban standard in accordance with the Engineering Code of Practice. Nobeline Drive including the intersection with Lincoln Rolleston Road is to be upgraded, including vesting of frontage where needed, to a Local Major Road standard in accordance with the Engineering Code of Practice.

OPEN SPACE, RECREATION, AND COMMUNITY FACILITIES GREEN NETWORK

Two public open spaces are included in the ODP in order to add amenity to the neighbourhood, provide relief for more compact residential clusters and provide residents with the opportunity for recreation.

The proposed reserve in the northern portion of the site forms a part of the green corridor linking Foster Park with the future District Park, the two primary reserves and the largest green spaces and recreational destinations in Rolleston. This northern neighbourhood park has the opportunity to function as the green heart of the development and offers a 'spatial break' and 'meeting place' for the medium density development and potential aged care living environments in close proximity. It promotes social interaction between a diverse range of residents and creates a hub for the local community.

The cycle and walk ways on the Broadlands Drive extension will be routed through this green space bringing the wider Rolleston community into this the heart of this new neighbourhood and allowing further opportunities for engagement.

The green reserve in the southern part of the site creates a similar focal point, albeit much smaller in scale. Here the green space functions as a local park for the neighbourhood and a break in the built environment to balance out the more built up environment.

All residents within the ODP area are able to access open space within a 400m walking radius. To provide easy access and adequate passive surveillance all reserves have minimum of two road frontages.

Council's open space requirements cited in the Long Term Plan and Activity Management Plans should be adhered to during subdivision design.

The ODP does not identify a specific area for new education facilities, but some land may be required within the ODP area for such facilities. This will be determined in conjunction with the Ministry of Education.

A number of mitigation measures can, as appropriate, and taking into account future urban growth locations, address the interfaces of new residential development adjoining reserves or rural land. These may include compliance with operative district plan fencing rules, private developer covenants, consent notices or LIM notes imposed at subdivision stage for fencing and landscaping treatments, and street tree planting.

SERVICING BLUE NETWORK

Potable water capacity is only available from the existing Rolleston Water Supply to the southern portion of the ODP Area. Development of the northern portion of this ODP Area is subject to the provision of additional potable water supply.

The underlying soils are relatively free-draining, and generally support the discharge of stormwater via infiltration to ground. There are a range of options available for the collection, treatment, and disposal of stormwater.

Detailed stormwater solutions are to be determined by the developer in collaboration with Council at subdivision stage and in accordance with Environment Canterbury requirements. Systems will be designed to integrate into both the road and reserve networks where practicable. The public stormwater system will only be required to manage runoff generated from within the road reserve.

The provision of infrastructure to service the area shall align with the Council's indicative infrastructure staging plan, unless an alternative arrangement is made by the landowner/developer and approved by Council.

12. Appendix 3 - Report on Greenspace/Reserve Provision

From Mark Rykers, Manager Open Space and Strategy, Selwyn District Council

I have reviewed the Outline Development Plans (ODP) submitted for Plan Change 71 in terms of greenspace/reserve provision and have read through the supporting information (in particular the Urban Design Statement in the application and the Landscape Matters and Visual Assessment). I make the following comments in regard to the greenspace/reserve provision aspects of the application:

1. The proposed development incorporates three open spaces:
 - A larger central linear open space extending through the site and connecting with the District Park to the east (in ODP area 5)
 - A local neighbourhood reserve to service the southern part of the development (in ODP 5).
 - A local neighbourhood reserve to service the northern part of the development (in ODP area 4).
2. The three reserves are located across the development area to enable easy walking access for most residents (within a 500m radius). This is consistent with Council's adopted distribution standard for neighbourhood reserves. It is noted that there are existing reserves in Beaumont Drive and Turin Avenue and Branthwaite Drive that could potentially service the passive recreation needs of some residents in the proposed development in PC 71. However these existing reserves are separated by busy roads which would make access more difficult and it is, therefore, appropriate to have sufficient neighbourhood reserves contained within the development area as indicated on the ODPs.
3. No indication of size for the three reserves has been provided in the documentation supporting the application. However it is presumed that the actual size and position of the reserves will be determined at the time of subdivision and I concur that this is the appropriate time to determine the exact details of reserve size and location.
4. As a guideline for neighbourhood reserve provision Council has adopted a standard of 1.2 ha per 1,000 population which is based on New Zealand Recreation benchmarks (NZRA Parks Categories and Levels of Service Guideline). However it is noted that, as this proposed development borders the planned District Park, residents will have the benefit of easy access to this extensive tract of land for passive recreation activities. Therefore, in this instance, it is not essential to meet the 1.2 ha per 1,000 population provision standard and a lesser provision level for this development would be acceptable.
5. The central reserve shown on the ODP which is aligned with an extension to Broadlands Drive provides a visual and physical link to the planned District Park. This reserve also creates connectivity to the key road (Broadlands Drive) servicing Foster Park, The Selwyn Sports Centre and the Selwyn Aquatic Centre which is the main hub for active sports and recreation.
6. The development will generate additional demand for active sports and recreation space. Council has planned to provide sufficient land in this locality to meet projected demand for sports park activities over the next 30 years (around 50 hectares of additional land will be required over the next 30 years to meet the adopted standard of 3.0 hectares per 1,000 population in the catchment).

7. Modelling of sports park demand against the additional population created through this proposed development indicates that there will be more than adequate land available within the catchment to service the demand. The District Park site has 99 hectares available for a range of different community, recreation and sports facilities with development planned to commence in 2024/25. Therefore no reserves for active sports are required to be provided as part of this development.
8. The development site is adjacent to the Council owned land planned for the future District Park (on the eastern boundary of the development site). The Council purchased a 99 hectare block of land on the eastern periphery of Rolleston for the purposes of developing a district scale park to meet future community, recreation and sport needs. This was effectively a land-banking opportunity to ensure sufficient space was available for these purposes to meet district growth requirements. Needs assessment and planning work for the development of this park has yet to formally commence but Council is currently undertaking a Sports, Recreation and Play Strategy that will help to inform the broader requirements for this site. The actual activities to be accommodated on the park are, therefore, yet to be defined but may include: an entertainment area, sports fields and facilities, walking and cycling tracks, naturalized areas, community gardens.
9. As the planning work for the District Park has not commenced the actual extent of land required for community, sports and recreation activities has not been determined. However, given the growth in the eastern Selwyn area it is anticipated that the full area of the land will be required for the park. Nevertheless, given that there is some uncertainty around the land requirements for park purposes, Council wishes to retain flexibility around future options for the land.
10. The ODP contained in the application indicates a number of linkages to the District Park including a key pedestrian/cycle link via the proposed central reserve. There is also a link to the park shown at the northern end of the development site. It is noted that some of the linkages identified on the ODP indicate a transportation purpose. This approach is supported as it enables potential access into the block and/or opportunities for car parks to be provided to service the park and provides for some flexibility for local connection and interface treatment with the District Park land. Overall, from an open space perspective, the linkages from the development site and the proposed District Park land are supported in terms of local access and flexibility of future land use options.
11. It is noted that there may be an opportunity for an additional link to the District Park for walking/cycling along the Levi Road frontage. This matter will be addressed in evidence on transportation aspects of the application.

Mark Rykers

Manager Open Space and Strategy

Selwyn District Council

13. Appendix 4 - Geotechnical assessment Peer Review

4415
30 December 2020

Selwyn District Council
PO Box 90
Rolleston

Attention: Rachel Carruthers



Dear Ms Carruthers,

RE: Plan Change 71
Goulds Development Ltd & Four Stars development Ltd
Lincoln – Rolleston Road, Levi Road & Nobeline Drive, Rolleston
Geotechnical Report Peer Review

Geotech Consulting has been asked to carry out a peer review on the geotechnical reports for the proposed plan change from Inner Plains to Living Z. If subdivided, the area could support about 660 new residential lots. In particular the peer review is to ensure compliance with the MBIE guidelines for the geotechnical assessment of subdivisions. The geotechnical reports are:

- Geotechnical Investigation Report, Lincoln Rolleston Road, dated 12 October 2020, Land Tech Consulting Ltd, for Goulds Development Ltd
- Geotechnical Investigation Report, 139 Levi Road, dated 13 October 2020, Land Tech Consulting Ltd, for Four Stars Development Ltd

The reports are specifically to support land use change and are not intended for subdivision, building design or building consent.

The site is essentially level and is made up of a number of titles at 232 Lincoln Rolleston Road, 5, 15 & 25 Nobeline Drive, and 139 Levi Road, and totals about 48.4 ha in area. Parts of the overall site of 53.9 ha (eastern part of 139 Levi Rd, 274 & 294 Lincoln Rolleston Road) have not been subject to any site testing as they lie within the Christchurch Airport noise restriction. It is understood from the Outline Development Plan that this area is to be deferred, subject to the noise contours being repositioned.

The two reports combined include data twelve test pits to between 2.6 and 3.2m. The site is essentially underlain with topsoil over a sandy silt to between 0.5m and 1.2m depth on the southern part and 2.9m on the northern part, overlying gravel to many tens of metres depth. The thicker surface soils are near the northwest corner. Reference is also made to five deep Ecan well logs (three within the site area and two to the west), which show the gravels extending to the maximum well depth of 48m. The water table is indicated at being at about 12m to 15m depth.

Dr. Mark Yetton E-mail myetton@geotech.co.nz
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Christchurch 8141 New Zealand

GEOLOGICAL & ENGINEERING SERVICES

The liquefaction hazard is assessed as being low, given the gravel soils and the 20m depth to water table. The site is equivalent Foundation Technical Category TC1. Natural hazards have been considered but the site is unlikely to be subject to any of them. It appears that the majority of the site should fulfill the requirements of "good ground" as defined in NZS3604. Further testing is needed at subdivision consent stage and site specific shallow testing may be needed on each house site at building consent stage.

Conclusions

We agree that there is minimal to no liquefaction potential at the site. We note that although the report describes the soils as Holocene aged, the gravels at more than a few metres depth will be of much older Pleistocene age and therefore much less susceptible to any seismic consolidation effects. We agree with the conclusion that the site is equivalent TC1 Technical Land classification.

The extent of work reported complies with the intent of the MBIE Subdivision Guidance for a site subject to plan change, in our opinion, given the consistency of the ground conditions identified. It is noted that the geotechnical reports do not cover the central part of the site. However the existing tests do bracket this area and it is reasonable to infer that the untested area will be consistent with the areas that have been tested.

Further geotechnical investigations are required at subdivision consent stage, although no conditions significantly different from those reported are expected.

Yours faithfully
Geotech Consulting Limited


Ian McCahon