



Application for Private Plan Change

Four Stars Development Ltd and Gould Developments Ltd

Selwyn District Council

November 2020

REQUEST TO CHANGE THE SELWYN DISTRICT PLAN UNDER CLAUSE 21 OF THE FIRST SCHEDULE OF THE RESOURCE MANAGEMENT ACT 1991

Request by: Four Stars Development Ltd and Gould Developments Ltd

C/- Aston Consultants Ltd
PO Box 1435
Christchurch 8140, Attn Fiona Aston

To: The Selwyn District Council

Involving the: Operative Selwyn District Plan

The location to which this application relates is:

A 53.89 ha site located at Rolleston and bounded by Levi, Lincoln Rolleston Roads and Nobeline Lane.

The names of the owners and occupiers of the land to which this application relates are:

131 & 139 Levi Road	Lot 2 DP 322710	M Purdon and NC Rasmussen	28.0900ha
Rear of 139 Levi Road	Lot 2 DP 416195	M Purdon and NC Rasmussen	2.3400 ha
294 Lincoln Rolleston Road	Lot 1 DP 67190	S R Chapman & NM Chapman	4.0000 ha
274 Lincoln Rolleston Road	Lot 2 DP 67190	2 Degrees Real Estate Ltd	4.0000 ha
232 Lincoln-Rolleston Road	Lot 3 DP 67190	PW Scott and RJ Scott	3.2820 ha
5 Nobeline Drive	Lot 7 DP 483709	L File Smith & Partners Trustee	4.0805 ha
15 Nobeline Drive	Lot 8 DP 483709	JM & TL Whittaker Limited	4.0558 ha
25 Nobeline Drive	Lot 9 DP 483709	JM & TL Whittaker Limited	4.0393 ha
TOTAL			53.88 HA

The titles are attached as **Appendix 18** to this Plan Change request.

The Proposed Plan Change (the Proposal) seeks to amend the operative Selwyn District Plan (OSDP) to enable development of the 53 ha site ('the Site') for residential purposes, including some medium density lots, in a sustainable and integrated manner that will provide for the needs of the Rolleston and Selwyn community. The rezoning will enable Rolleston to fulfil its planned role as a key service centre (the District Centre) in the Selwyn District.

The Proposal includes the following changes to the Selwyn District Plan and associated Planning Maps:

- a) Amend the District Planning Maps to rezone and identify the subject land Living Z and Living Z Deferred in the locations shown on the Rolleston Outline Development Plan attached in **Appendix 1**.

- b) Add Rolleston Outline Development Plan Area 5 attached in **Appendix 1** for the Site to ensure a coordinated and consistent approach to land development;
- c) Add an additional rule to the Operative Selwyn District Plan which states that the Deferred LZ status of land currently under the Christchurch International Airport (CIAL) 50 dBA Ldn noise contour as shown on Rolleston Outline Development Plan Area 5 in **Appendix 1** shall no longer apply if and when the CIAL airport noise contours are revised and become publicly available and no longer apply to this land.
- d) Any consequential, further or alternative amendments to the Operative Selwyn District Plan to be consistent with and give effect to the intent of this plan change application and the interests of the applicant.

Signed:



Fiona Aston, for and on behalf of Trices Road Rezoning Group

Dated: 10th November 2020

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Overview

Purpose of the Plan Change Request

1. The purpose of the proposed Plan Change is to enable the residential development of appx 53ha of land ('the Site') at Rolleston and bounded by Levi and Lincoln Rolleston Roads and Nobeline Lane. Land under the CIAL noise contour will adopt a deferred zoning reflecting that it is anticipated the contour will shift off the Site, or otherwise contract in the immediate future (by 2023).
2. Development will be in accordance with an Outline Development Plan (ODP) (**Appendix 1**) to ensure an integrated approach to residential development including provision of appropriate road linkages to the existing urban area and possible future urban areas to the east and south of the Site.

Reason for Request

3. The reasons for our submission are outlined below. In summary:-
 - a) the proposed rezoning is both appropriate and necessary to achieve sustainable growth and development of Rolleston and meet the requirements of the NPS-UD 2020.
 - b) the Site is an ideal and logical location for further urban growth of Rolleston and will achieve a compact, and efficient, urban form with excellent connectivity by multiple transport modes as well as bridging the existing urban area to the proposed Council reserve to the east.
 - c) the rezoning will accommodate a further 660 dwellings which represents the equivalent of 15% of the 2018 housing stock at Rolleston; it will supply significant additional capacity and contribute to a well-functioning urban environment, meeting the NPS-UD Objective 6 c) and Policy 8 criteria for 'unanticipated' (in an RMA document) plan changes.
 - d) any effects on the environment arising from the rezoning will be less than minor and able to be mitigated. A high amenity master planned development is proposed.
 - e) there is no additional cost to the Council in re-zoning the Site as there is capacity in the public utilities and the existing road network, including planned upgrades.
 - f) the rezoning is consistent with the Operative Selwyn District Plan (OSDP) and Proposed Selwyn District Plan (PSDP) objectives and policies, except those relating to the Canterbury Regional Policy Statement (CRPS) location of urban growth requirements which are already out of step with higher order RMA statutory documents because they do not give effect to the NPS-UD 2020.

- g) the alternative of 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.
- h) 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.
- i) the rezoning is consistent with and the most appropriate, efficient and effective means of achieving the purpose of the Resource Management Act 1991.

The Site

1. The Site is a 53.88 ha block of land ('the Site') bounded by Levi and Lincoln Rolleston Roads, and Nobeline Lane, Rolleston (**Figure 1**).

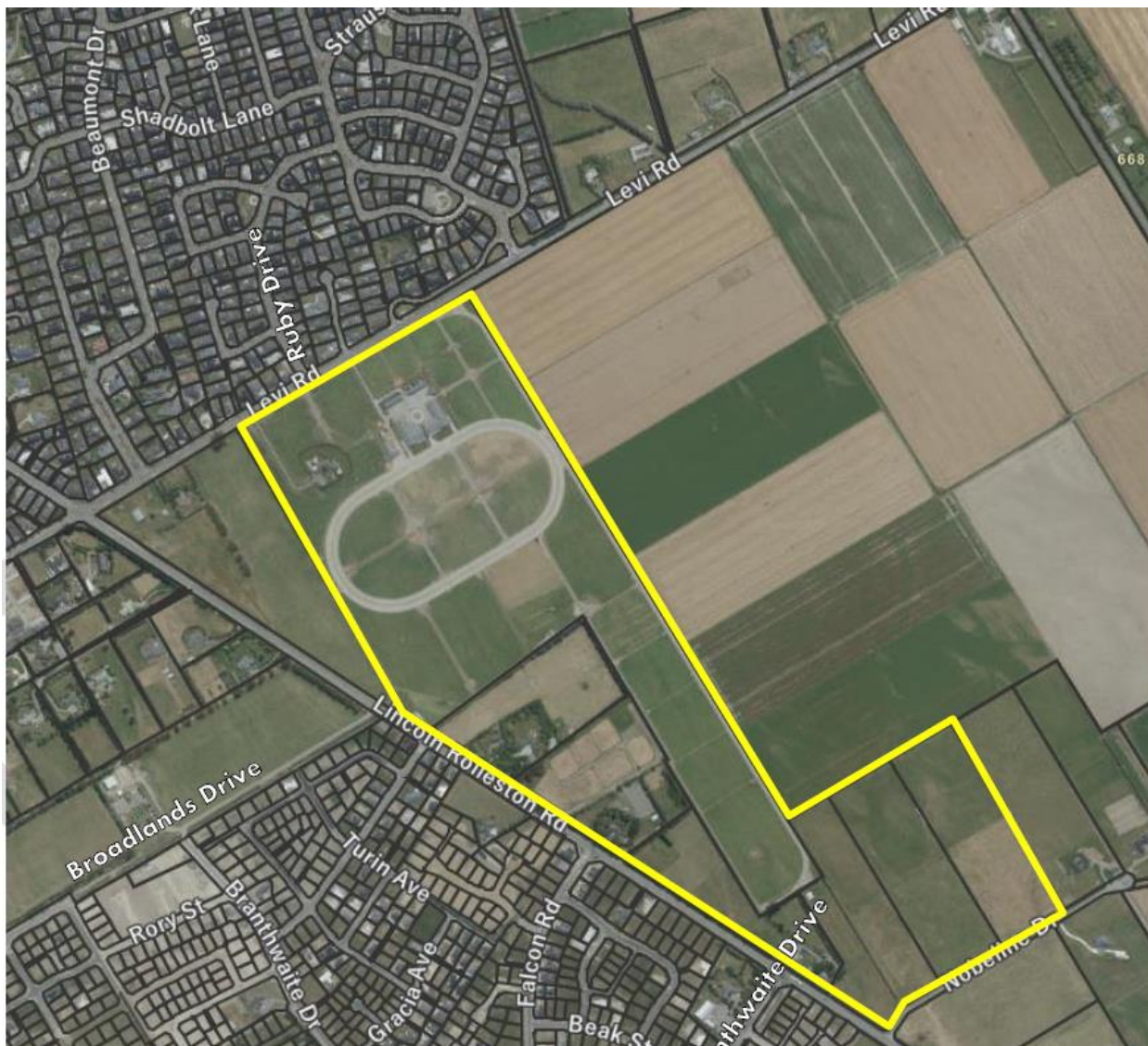


Figure 1: The site (outlined in yellow)

2. Potential access to the Site is available from all three roads.
3. Levi Road and Lincoln Rolleston Road are classified as Arterial Roads in the operative District Plan.
4. The Site boundaries are clearly defined by these roads and with the boundary it shares with the large block of land to the east of the Site owned by the Council, and anticipated

to be developed as reserve.

5. Rolleston Town Centre is about 1km to the north-west.
6. The Site contains the All Stars standard bred horse training facility at 139 Levi Road, and a number of lifestyle blocks fronting Lincoln-Rolleston Road and Nobeline Lane.
7. The Site sits on the eastern edge of the rapidly growing Rolleston. The 2018 population was 17,499 (2018 Census).

2006 (count)	2013 (count)	2018 (count)
4959	9555	17,499

Statistics NZ: Rolleston Central/NE/NW/SE/SW

8. The Site has flat topography that falls in a NW-SE direction. There are no significant features on the Site other than some buildings with well planted curtilage, and shelterbelts. The Site has been farmed as dryland pastoral/cropping and so the pastoral ecosystem is highly modified.
9. The All Stars training facility is a significant enterprise supporting the most successful standard bred training partnership in New Zealand (11 premierships in the past 13 years). Since its establishment on the property in 2008/2009, there has been a significant capital investment on this property (in the order of \$3.24m) to support three training tracks, stabling, water reticulation to all 26 paddocks, an owners viewing room/office and two residential units for the owners and workers.
10. Land adjoining on the north side of Levi Road is existing fully developed urban residential development. Adjoining to the west land is a triangular block 'wedged' between the Site and Lincoln Rolleston Road. This land is zoned Living Z, but remains undeveloped. The proposed ODP Area 5 for the Site makes provisions for roading links into this land.
11. Land on the west side of Lincoln Rolleston Road is zoned Living Z but not fully developed to residential densities. It is understood this is due to the existing pattern of small lifestyle blocks, access constraints and practical difficulties in amalgamating land for urban development. The Helpet waste treatment and disposal plant is located here.
12. To the south are the now nearly fully developed Branthwaite Drive and Falcons Landing residential subdivisions.

PLANNING STATUS OF THE SITE

Chapter 6 of the Canterbury Regional Policy Statement

13. The Site is not located within a Greenfield Priority Area – Residential as indicated on Map A
Greenfield Priority Areas in Chapter 6 of the Canterbury Regional Policy Statement

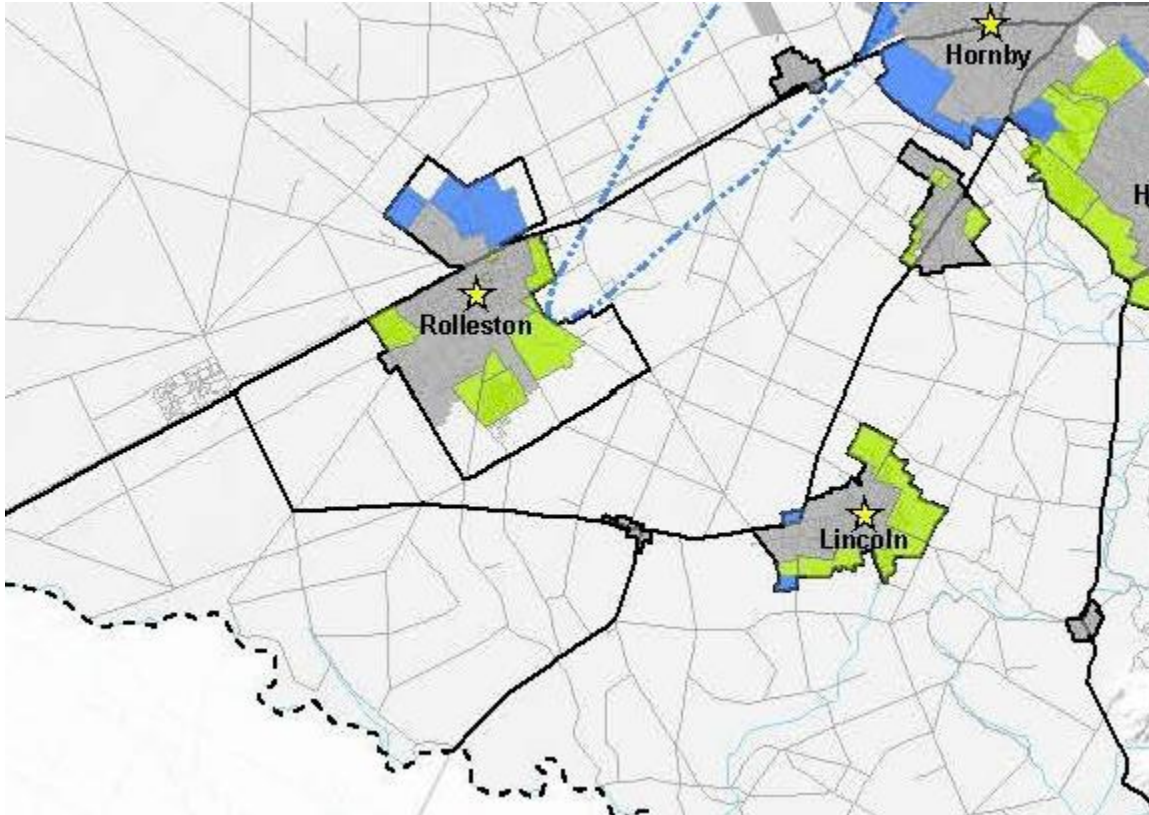


Figure 2: Map A Chapter 6 Regional Policy Statement - Greenfield Priority areas

14. Map A shows as a blue hatched line the outer southern (Rolleston) end of the Christchurch International Airport 50 dBA Ldn airport noise contour. No urban development land is shown under this contour; it affects approximately one third of the Purdon/Ramussen property and most of the Chapman and 2 Degrees Real Estate (previously Jones) properties.

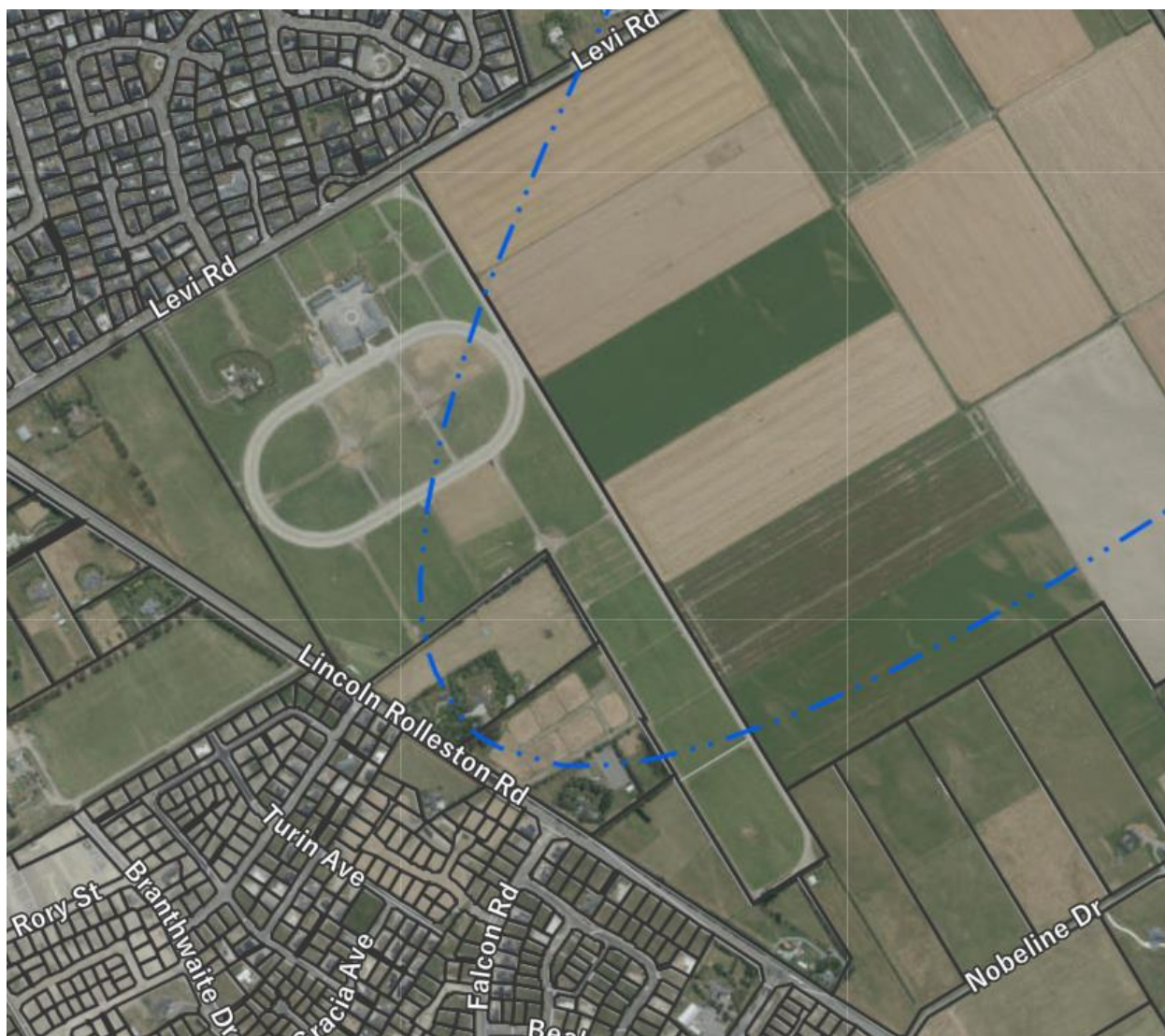


Figure 3: Aerial with CIAL noise contour (50 dBA Ldn)

15. The Our Space Greater Christchurch Settlement Update (2019) provided for additional Future Development Areas at Rolleston, Kaiapoi and Rangiora and was in response to new requirements set by the National Policy Statement – Urban Development Capacity 2016. The Future Development Areas incorporated areas within the existing Projected Infrastructure Boundary shown in the operative Canterbury Regional Policy Statement in Map A. The Future Development Areas are ‘indicative only’.
16. Approximately two thirds of the Site northern block (Purdon Rasmussen northern block) is adjoining but outside the Rolleston Projected Infrastructure Boundary and is not within a Future Development Area. The Purdon and Rasmussen southern block, Scott, Smith Trustees and Whittaker blocks (the southern blocks) are a Future Development Area (see discussion under Canterbury Regional Policy Statement below).

17. A new National Policy Statement – Urban Development Capacity 2020 is now in place but work has yet to be completed to revisit the Our Space and RPS housing targets (due mid 2021) and to identify any new potential urban growth areas in the RPS.

Operative Selwyn District Plan Zoning

18. The Site is zoned Inner Plains in the Operative Plan. The minimum lot size for subdivision and a dwelling is 4 ha.
19. Part of the Site (appx. 11 ha) falls under the Christchurch International Airport 50 dBA Ldn airport noise contour. That restricts the development of noise sensitive activities.

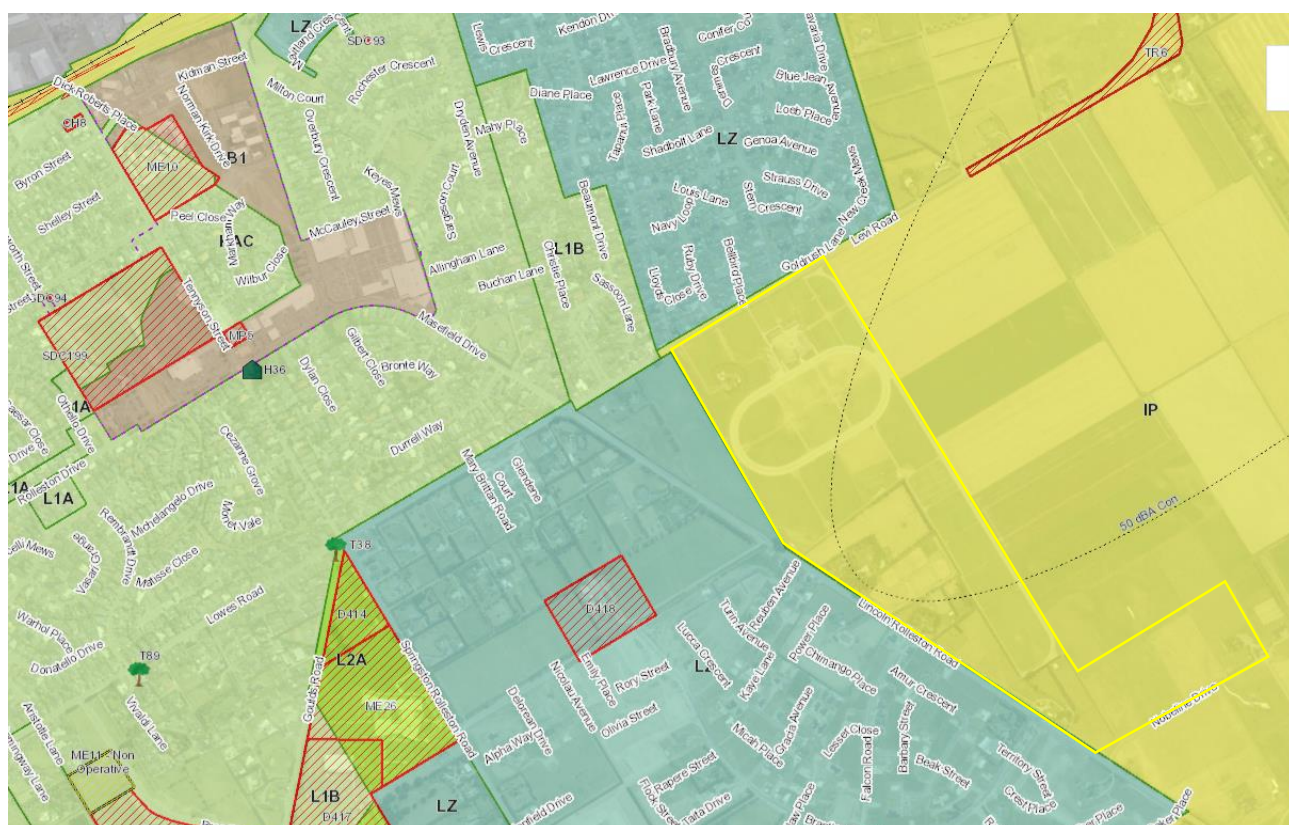


Figure 4: Operative District Plan Zoning

Site outlined in yellow, Yellow – Rural Inner Plains, Blue – Living Z, Light brown – Business 1

APPROACH AND KEY FEATURES OF THE PROPOSED PLAN CHANGE

20. The proposal is to rezone 53.88 ha of Rural Inner Plains land at east Rolleston to General Residential, of which approximately 17.3 ha will be deferred until and if the CIAL 50 dBA Ldn airport noise contour is moved off this land, and is shown as such in the Canterbury Regional Policy Statement. The proposed lots will be developed in accordance with the General

Residential Zone standards, with a minimum average lot size of 650m², and minimum lot size of 500m², except for small lot development where lots will be in the 400-500m² size range.

21. Medium density housing, including a potential retirement village, will be included as part of the development which will achieve a minimum density of 12 households per ha over the development area as a whole.
22. An Outline Development Plan (ODP) (**Appendix 1**) is proposed. The ODP:
 - a) Continues the direct green link between Foster Park and the new district park/reserve through the extension of Broadlands Road. This east-west road through the DEV-RO 9 area will be primary route;
 - b) Provides for future connections to adjacent development in the future (to the District Park to the east, and the Future Development Area east of the Nobeline Drive blocks);
 - c) Delivers residential development at a minimum density of 12 households/hectare and provides for a variety of residential house types, lifestyles and price points;
 - d) Incorporates suitable locations for medium density housing, including
 - around the southern and northern neighbourhood reserves
 - adjacent to the future district park to the east
 - in smaller clusters throughout the development often in midblock locations around shared access roads
 - within quiet cul de sacs
 - in areas where the geometry of the underlying land creates unique 'left over pockets'
 - infill sites suitable for smaller lots.
 - e) Promotes social interaction and neighbourhood cohesion through the inclusion of two neighbourhood reserves, and strategically located local connections internal and external;
 - f) Proposes a reserve in the northern portion of the Site which forms a part of the green corridor linking Foster Park with the future District Park, the two primary reserves, 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;
 - g) Proposes a reserve in the southern part of the Site to create a similar focal point, albeit much smaller in scale;
 - h) Encourages active transport modes through the provision of shared paths that provide both internal connectivity as well as links to the wider Rolleston area with a focus on walking and cycling;

- i) Balances the constraints of site shape, geometry and the uncertainty of the noise contour line with the desire to provide a cohesive well connected residential environment ;
 - j) Responds sensitively to its interfaces with both existing and future adjacent development and the district park /reserve;
 - k) Is consistent with the design principles of the Rolleston Structure Plan.
23. An amendment to ODP Area 4 is also proposed, which adjoins the Site along the western boundary (as illustrated in **Appendix 1**). ODP Area 4 is not yet developed. The amendment is necessary to ensure connectivity between the two development areas, by way of two north east road connections to the Site.

ENVIRONMENTAL EFFECTS OF PROPOSED CHANGE

Township growth and urban form

24. The Site is very well positioned for urban growth, being far closer to the existing town centre, and I-zone and I-Port employment areas, than other new growth areas further south, towards Selwyn Road.

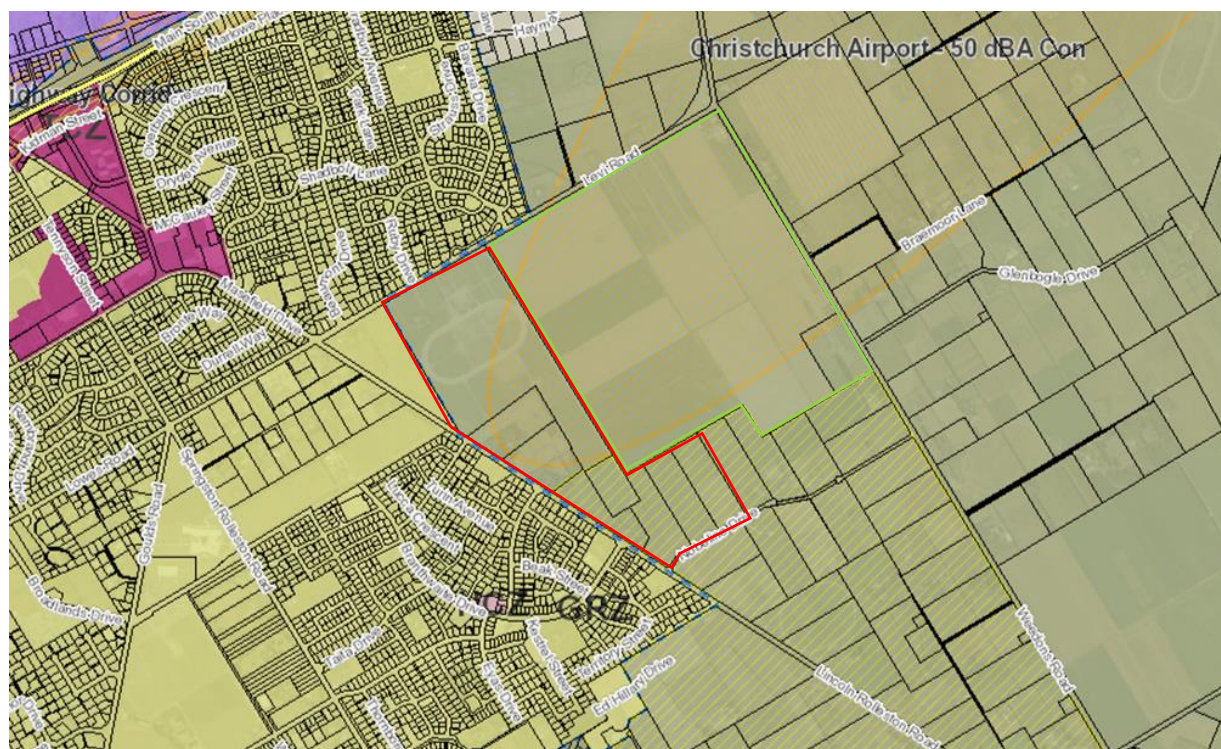


Figure 5: Proposed District Plan zoning: Rolleston

Pink – town centre; Yellow – residential ; Blue – Rural SCA Inner Plains; Site outlined in red; proposed District Park – green; Urban Growth Overlay – hatched yellow

25. An Urban Design Statement (**Appendix 2**) sets out an assessment of how the ODP seeks to achieve an integrated development of what is an irregular shaped site that necessarily has to be developed in stages pending revision of the Airport Noise Contour land use restrictions planned for 2023. It outlines the key development features, which are summarized above at para 22.

Neighbourhood and wider community effects

26. The Site is well contained by the surrounding three roads, the immediately adjoining as yet undeveloped residentially zoned land to the west, residential development to the north of the Site, and the proposed reserve to the east of the Site. A key positive neighbourhood and community effect will arise from the position of the Site immediately adjacent to the proposed Council reserve. Homes within that part of the Site will be attractive for the significant amenity and quality of environment that that affords, in addition to the visual and amenity benefits of the significant reserve proposed within the Site.
27. The Site will support a variety of residential building typologies and this will contribute to a mix of households within the development and provide built form variety and interest in the streetscape.
28. Rolleston is well-positioned and is set up as a growth node to accommodate and service the needs of a fast-growing resident population that will in turn support more business activity, schools, community facilities and community organisations.
29. Staging the development of the Site to respect the present restrictions from Airport noise and not intensifying residential development within the contour boundaries will minimise the reverse sensitivity noise effects associated with overflying aircraft using the dominant east-west airport runway. That said, it is well-understood that in the immediate future (at the time of the review of the RPS in 2023) it is expected the contour will contract and shift the contour to the east and only over the proposed reserve.
30. No other reverse sensitivity issues will be in play as the extent of residential activity edge to rural land is minimised.
31. There is a present reverse sensitivity issue for the well-established permitted activity on the Rasmussen/Purdon land. The dominant rural activity on the Site is the All Stars horse training establishment. The owners have experienced increasing difficulties in operating a

high value operation as their site is increasingly surrounded and impacted by adjoining urban activity. The owners have identified the following issues:

Rubbish blowing onto our property, into the paddocks and onto fence lines surrounding the tracks. We have had numerous occasions where we have lost horses from a jog team of 3 when shying at rubbish or plastic bags. We have also had horses eat or chew rubbish, plastic bags. When working young horses (yearlings) we work up to 8 at one time all together and if the lead horse shy's (sic) at rubbish it causes a major ripple effect through the whole group.

This has become quite a health and safety issue. I have emailed letters and also photos of Some of the rubbish we have collected off our tracks and fences to the Council in the past.

With housing getting so close now it also poses a worry regarding kids on bikes appearing Beside tracks, dogs barking at our horses and appearing at fences. With the speed at which we work these horses up to 40kph and when going this fast we often have 3 or 4 horses working together. If the lead horse shied this is disastrous and causes serious accidents, not only risking the horses but the people driving them as well as the ground staff trying to catch them if they have dislodged their driver.

*It is becoming a work safe hazard with so much housing going on around us. We will have to relocate if we wish to continue to operate the business as it currently is (**Appendix 19**).*

Well-functioning urban environments

32. The proposed Site adjoins the existing built up urban area of Rolleston. Immediately to the west is ODP Area 4, not yet developed but which foreshadows a change to residential development.
33. The conversion of the Site from present rural and rural lifestyle uses to residential will continue a pattern of outward expansion of Rolleston that has been significantly shaped by the effect of the Airport Noise Contours encouraging expansion to the west and south of the existing urban area.
34. Rolleston is growing apace. It is attracting unprecedented interest from new home buyers as people respond to the significant investment in upgraded transport links (Southern Motorway and public transport) and a growing economic base for employment from the town centre and I-Zone and I-Port.
35. The Site will provide a squaring off of the town and provide depth around the town centre. The Site is closer to the town centre than many of the development areas identified in the Operative and Proposed District Plans. There is ease of access in to the town centre and on several routes away from Rolleston itself.
36. The assessment of the criteria in the NPS-UD 2020 for determining a well-functioning urban environment at **Appendix 17** shows that the proposal will deliver urban, housing and

residential outcomes that meet those criteria. There will be a variety of homes enabled by three lot types from medium density to larger lots. The Site is well-positioned, building as it does on an existing township well-serviced by public transport and cycling options, to provide good accessibility to jobs, community services, and open spaces, as well as mitigating climate change impacts and future natural hazards by being not near the coast and well removed from major rivers.

Effects on tangata whenua values

- 37. The Proposed District Plan does not identify and resources or sites of significance to tangata whenua.
- 38. An assessment against the Mahaanui Iwi Management Plan is included below.

Landscape and visual effects

- 39. The proposal will lead to a change in the landscape of the Site from a lifestyle/intensive rural horse training enterprise with a mix of substantial houses and utilitarian rural buildings present with some plantings, to an urban environment dominated by residential building that will, in time, get the benefit of street tree and reserve plantings and landscape treatments around the houses.
- 40. The visual effects will arise from a change in the number of vegetative and built elements in the landscape and those effects are significant but unavoidable if the Site is to contribute to the on-going growth of Rolleston. It will be just a different amenity and quality of environment but one that will be entirely consistent with and supportive of the urban development that has proceeded to the west and north of the Site already.

Effects on ecosystems and habitats

- 41. The Site has previously either been farmed for cropping and dryland livestock purposes. More recently lifestyle blocks have been established, and the large All Stars standard bred horse training facility has created a specific rural environment. The All Stars site has been modified to support a particular land use including artificial surfaces for horse training and exercise. It contains several very large buildings.
- 42. The Site supports no significant ecosystems or habitats. None have been identified in the Proposed District Plan.

Effects on natural and physical resources

43. The ECan GIS describes the soils as a combination of Templeton deep silty loam, Templeton moderately deep silty loam and Eyre shallow silty loam. Wells in the area indicate that topsoils are underlain by sandy gravels and claybound gravels, and gravels. They are largely Class 2 in terms of Land Use Capability.

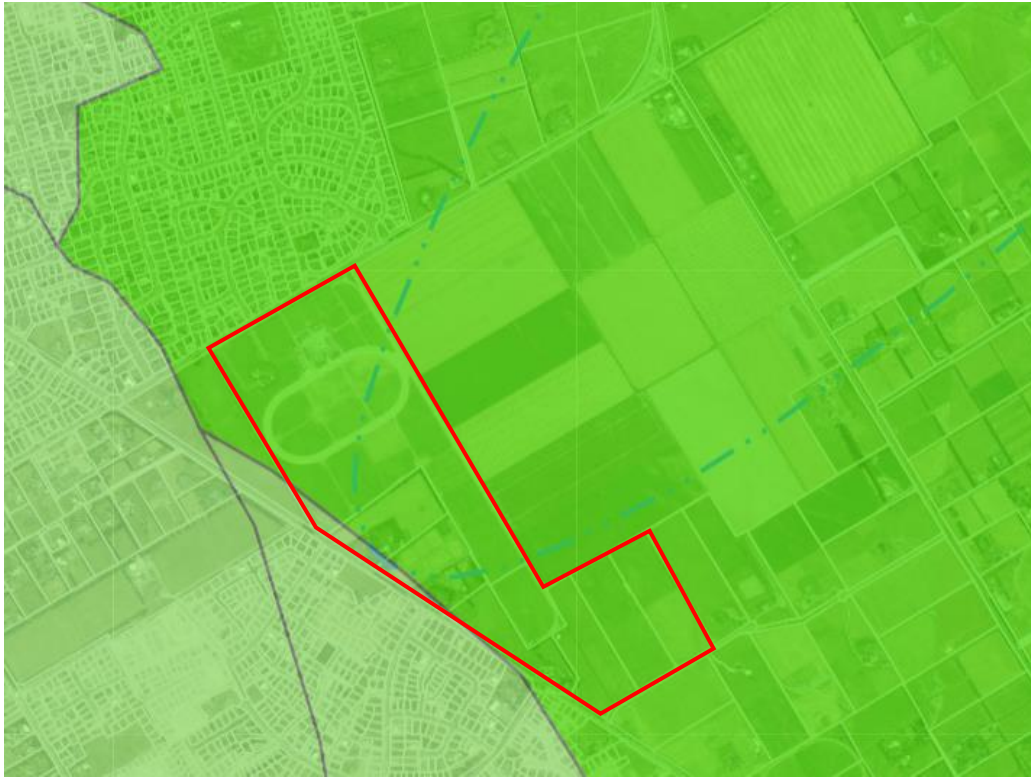


Figure 6: Soil quality.

Site outlined in red, Class 2 – bright green; Class 3 – grey/green.

44. There will be a degree of site disturbance as part of creating the roading network, and reserves, and as part of curtilage development on each lot.
45. The proposed use for residential activity inevitably leads to loss of rural productive potential as built forms and hard surfaces become dominant. The lifestyle blocks proposed within the Airport Noise Contour will enable the continued use of the lots for small scale or low level rural activities (2 x 4 ha blocks are possible here). Anything other than lifestyle use is no longer feasible due to the surrounding encroaching residential development and reverse sensitivity issues. These will also arise with development of the Council reserve to the east, which is understood to potentially include a dog park.
46. The Site contains soils that could qualify as high quality, but the need to retain those soils is to be seen in the context of enabling timely and efficient on-going growth and development

of a key growth node in Greater Christchurch in an ideal location very close to the existing town centre; and the reality that productive farming is no longer feasible here.

Discharges of contaminants into the environment

47. There will be no discharges of contaminants in to the environment.
48. Roof stormwater will discharge to the ground subject to conditions of any ECan discharge consent.

Risks from natural hazards or hazardous installations

49. The Site is not mapped in the Proposed District Plan as having any significant natural hazards, other than being located within the Flood Plains Management Area. Proposed Rule NHR2 requires a minimum building finished floor level 300mm above a 200 year Average Recurrence Interval (ARI) flood hazard event. All future dwellings will meet this requirement.
50. A flooding assessment by Paterson Pitts is attached as **Appendix 3**.
51. The Assessment notes that
 - a) the site is not shown to be within the Waimakariri Flood Plain Map nor Coastal Hazards Map.
 - b) The key patterns during the one-in-200-year and one-in-500-year events are:
 - generally the site will have some minor ponding, being less than 200mm. There is minimal ponding between 200-500mm and isolated spots with depths of 500-1000mm.
 - the site does not appear to be receiving flows from adjacent sites.
 - a flow develops through #15 Nobeline Drive in a SSE direction to Nobeline Drive, this is well aligned with a proposed indicative road to Nobeline Drive.
 - ponding adjacent to the Lincoln-Rolleston Road.
52. The Assessment concludes that flood and storm waters can be appropriately managed by
 - a) Any future subdivision being designed to current SDC standards with the intention for stormwater to be discharged to ground.
 - b) The roading network becoming the secondary flow path for flood waters to drain away from the site and re-join the natural overland flow paths.
53. There will be no hazardous installations.

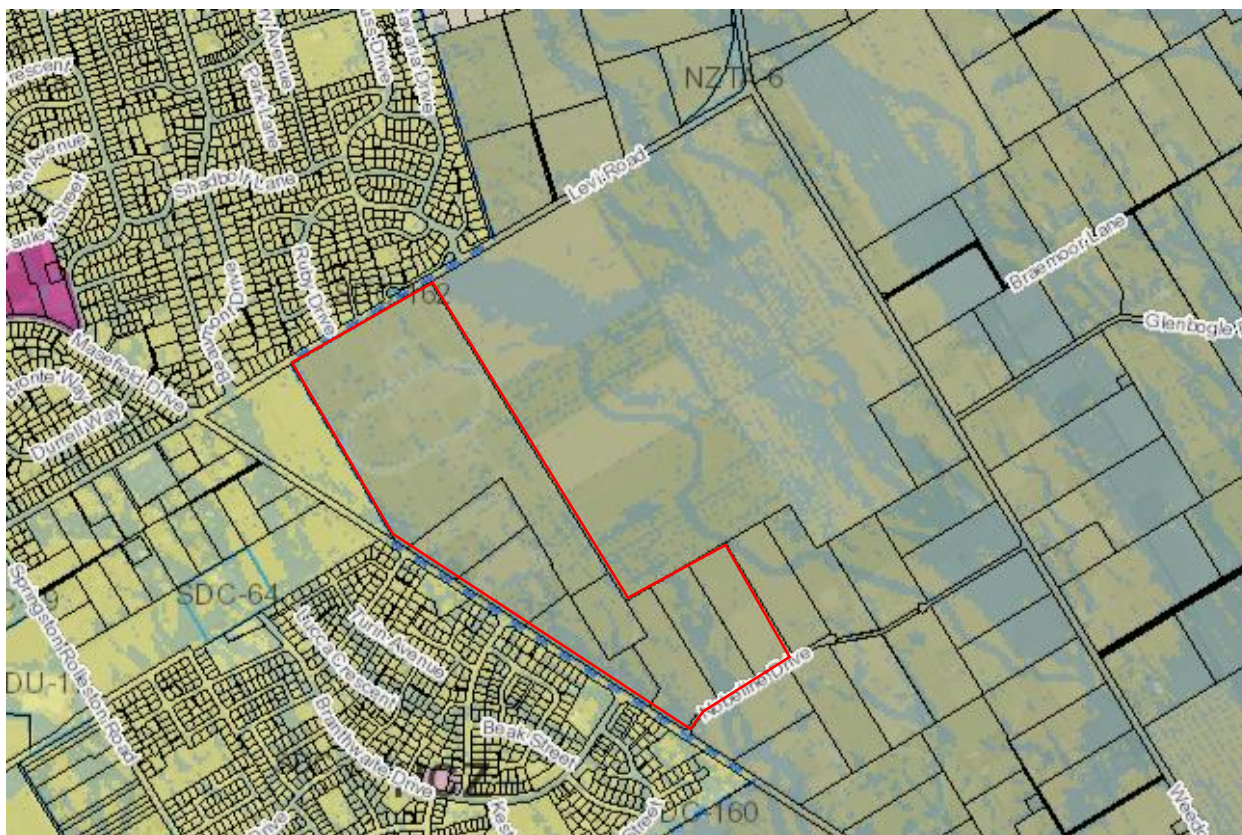


Figure 7: Flood Plain Management Overlay (shown in blue) Site outlined in red.

Geotechnical assessment

54. Separate geotechnical investigations of the south and north development blocks by Landtech (**Appendix 4 and 5**) concluded for both blocks that

the site has been classified as TC1; based on our desktop study, the underlying geology and qualitative liquefaction assessment. Following our assessment, we consider the site suitable land use change to residential zoning from a geotechnical perspective (para 90).

55. The Reports at para 9.1 also noted that

Due to the low risk of liquefaction at the subdivision we have classified the investigation site as TC1, and conclude the River Deposits beneath any surficial soils meet the criteria for “good ground” as defined by NZS3604:2011. Some areas of weak upper surficial soils may require foundations to be subject to specific engineering design due to low bearing capacities. Alternatively, earthworks during subdivision may compact any weak upper layers so standard foundations can be utilised without engineering design input. The extent of any weak upper soils can be determined with further shallow soil testing as part of the subdivision design/consenting stage.

Contaminated land

56. A Preliminary Site Investigation was carried out for 131-139 Levi Road, 274 & 294 Lincoln-Rolleston Road by Malloch Environmental Ltd **(Appendix 6)**.

57. That investigation concluded that

There is no evidence of Hazardous Activities and Industries List (HAIL) activities or industries having occurred on the subject site, now or in the past. The subject site is considered suitable for residential use with no further investigations required.

In terms of planning status at the time of writing of this report, the NESCS does not apply to the site.

58. A Preliminary Site Investigation was carried out for 232 Lincoln Rolleston Road & 5-25 Nobeline Drive by Malloch Environmental Ltd **(Appendix 7)**.

59. That investigation concluded that

The investigations undertaken have indicated a risk area within Lot 3 DP 67190 and Lot 7 DP 483709 of the subject site. There is a risk of contamination by heavy metals and petroleum hydrocarbons (TPH) from current and historical activities including:

- *Old buildings and a railway carriage potentially painted with lead-based paints*
- *Storage of treated timber*
- *An above ground diesel tank*
- *A waste/burn pile*

The location of the risk area is shown on the Risk Area Plan in Section 11 of this report. These are confirmed or likely Hazardous Activities and Industries List (HAIL) activities and there may be a risk to human health from potentially contaminated soils in this area. It is recommended that a Detailed Site Investigation, in terms of the Ministry for the Environments Contaminate Land Management Guidelines, be undertaken on the identified risk area prior to any change or use or development.

The rest of the subject site has been used for general pasture for its known history and this use is highly unlikely to have caused a risk to human health or the environment. There is no evidence of HAIL activities or industries having occurred on this area of the subject site, now or in the past. The rest of the subject site is considered suitable for residential use with no further investigations required.

In terms of planning status at the time of writing of this report, the NESCS does apply to the identified risk area and resource consent under the NESCS would be required for future subdivision and activities controlled by the NESCS.



Figure 8: Risk Area Plan, Nobeline Drive Sites

Economic effects

60. Initial subdivision concepts for the Site indicate that the overall yield will be approximately 660 lots, split equally between the northern block (220), airport noise contour land (220), and the southern block (220).
61. Plan Change 64 (Hughes Developments Ltd), proposes rezoning neighbouring land to Faringdon in south east Rolleston, and has recently been accepted for notification by SDC. It proposes 930 additional lots, estimated as being developed over a 6-8 year period. Market Economics calculates that the development will contribute \$684 million in GDP and 12,400 job years over the development period, stabilizing at \$12 million per annum and 340 jobs in the Canterbury region when completed.
62. The Gould Developments and Four Stars proposal is a little over two thirds of the size in terms of lots of the PC64 proposal (71%). It proposes the same zoning and so can be expected to have similar flow on economic effects for the local economy, 'scaled down' by around 30%. In very simplistic terms, this would equate to a contribution of around \$485 million in GDP and 8800 jobs over the development period (which will be similar, assuming

the airport noise contours are removed within the next 2-3 years), stabilizing at \$8.5 million per annum and 241 jobs in the Canterbury region once completed.

63. As noted by Market Economics, although the PC64 development (and therefore also this proposal) will generate local benefits to Rolleston, some of these benefits will merely be a transfer from other locations in the Region or Selwyn itself. At a regional level much of the economic value generated by the developments may not be net additional or new. This is because if the respective sites were not zoned for development that the demand for housing would presumably be satisfied in another location within the region.

Climate change effects

64. New urban development can contribute to reduced greenhouse gas emissions if it is situated close to and is well connected to existing urban facilities and services (shops, community and recreational facilities etc.) and employment areas, including by public transport and active transport modes (walking and cycling). The Site is particularly well placed in this regard. It is far closer to the existing town centre and I-zone and I-port employment areas than other new growth areas further south, towards Selwyn Road.
65. The nearest bus route is the 'Yellow' line with bus stops in Lowes Road and Masefield Drive. This connects Rolleston and Christchurch including Hornby, Riccarton, Christchurch Hospital and the Bus Exchange, Eastgate and New Brighton. There are typically two buses per hour and some express buses in the AM and PM peak periods.
66. The Site is 1.2km – 3.6km from the Park n Ride on the corner of Kidman Terrace and Rolleston Drive. This stop is serviced by the Yellow Line and the #820 bus route which provides connections to Burnham and Lincoln.
67. There a variety of landuse destinations within walking and cycling distance of the Site. This includes two primary schools, Rolleston High School, Foster Park and the future reserve adjoining to the east, the Domain and community centre and Masefield Drive shops.

Positive effects

68. The proposed rezoning will provide for the continued growth of Rolleston within a master planned DEV-RO 9 area. The area is closer to the existing town centre and employment areas than any of the other ODP areas, apart from the much smaller ODP Area 4, which is unlikely to be developed in the foreseeable future due to the current landowners' lack of interest in, or desire for development.

69. Gould Developments Limited has aggregated substantial areas of land (totalling 53.88ha) which enables a master planned approach to be employed to cater for future residential development. This will facilitate high levels of connectivity, creating communities with two recreation reserves as local focal points and the strategic allocation of medium density areas in the 'best' locations.
70. The provision of land for residential growth will continue to support the Council's investment in community infrastructure by virtue of maintaining and perpetuating growth rates, increasing the rating base and attracting development contributions.
71. Making provision for land to be rezoned by a variety of developers is imperative to ensuring a competitive land and housing market at Rolleston. To only rezone the PC64 land, would mean that just one development company would dominate the market.

SERVICING FOR THE PROPOSAL AND EFFECTS ARISING FROM SERVICING

Wastewater

72. The Servicing Report by Paterson Pitts (**Appendix 8**).

Roading and traffic effects

73. The Servicing Report by Paterson Pitts (**Appendix 8**) confirms that all forms of roading and footpaths will be designed to comply with SDC standards. Frontages to Levi, Lincoln Rolleston and Nobeline will be upgraded as required by the developer to meet these standards. This involves kerbing and widening but not extending to the opposite side of the roads.
74. An Integrated Traffic Assessment by Novo Group (**Appendix 9**) describes the existing road network, examines the crash history of those roads 2010-2020, identifies future road upgrades and assess the adequacy of passenger transport and other active transport modes.
75. The Assessment concludes that
 - a) The ODP layout will provide an appropriate structure of primary and secondary roads and future local road connections to be consistent with, and integrate into, the existing road network and to provide for property access to future residential development. The proposed layout also provides for good connectivity for active modes towards existing

public transport routes and key landuse destinations. As such the layout is considered to be appropriate for the proposed location and future use.

- b) Subject to appropriate detailed design at subdivision, traffic from the proposed DEV-RO 9 area can be safely and efficiently accommodated via the proposed connections to the existing roads.
- c) The location of the development area is not likely to noticeably alter the commute period traffic flows to and from Christchurch beyond that anticipated from growth generally.
- d) The remaining trip distribution is disbursed across a variety of road connections and is not likely to have any noticeable impact on the capacity of any one part of the road network.

Stormwater servicing

- 76. The Servicing Report by Paterson Pitts (**Appendix 8**) confirms that presently there is no existing reticulated stormwater network servicing the site. Water depth is on average 13.0m below existing ground level for the northern and southern blocks. Indicative percolation rates supports stormwater discharge to ground which is typical within Rolleston. Due to the depth of ground water it is likely that no additional treatment than sumps and the soakage itself through gravel media will be necessary.
- 77. The future roading network will be designed to provide secondary flow paths.
- 78. An ECan consent will be required for stormwater discharge to ground during construction and operational phases and for discharge of roof stormwater.

Water supply

- 79. The Servicing Report by Paterson Pitts (**Appendix 8**) notes that the Council has plans for a proposed trunk watermain upgrades along the frontage of Levi Road and Lincoln Rolleston Road. The upgrades are planned for 2021-2028. Additional wells are proposed at the Helpet facility and the NE end of Levi Road near the intersection with Weedons Road.
- 80. SDC engineering staff have confirmed that there is or will be sufficient capacity to supply the proposed site.

Electricity reticulation

- 81. The Servicing Report by Paterson Pitts (**Appendix 8**) confirms that Orion has capacity to service the development, as does Enable Networks Ltd for telecommunications

DEVELOPMENT CAPACITY

82. Under the NPS-UD it is mandatory for every tier 1 and tier 2 local authority to prepare and make publicly available a Housing and Business Capacity Assessment (HBA) for its tier 1 and 2 urban environments every 3 years, in time to form the relevant authority's next long term plan.
83. An HBA was undertaken for the Our Space Greater Christchurch Settlement Update (2019) and it is understood that a revised HBA for Greater Christchurch is due in July 2021. Selwyn District Council has prepared a revised Housing Capacity Assessment for Selwyn (to be publicly released late November) which it is understood confirms work undertaken for Plan Change 64 that there is a shortage of housing land at Rolleston for both medium and long term housing needs. PC64 proposes to rezone approximately 77 ha of land at south Rolleston (adjoining Faringdon) from Rural Inner Plains to Living Z, in response to this shortage.
84. PC64 also includes an assessment of housing land capacity. Key findings are:
 - a) The Selwyn District Council (SDC) existing (2018) capacity assessment over-estimates the capacity remaining in the existing Rolleston Outline Development Plans by 1710 households or over 50% i.e. 3082 hhs compared to the PC64 estimate of 1372 hhs. The overestimate is principally because the SDC assessment does not take account of existing development constraints, including the existing pattern of small holdings and dwelling and curtilage areas which limit the capacity for 'infill', existing unusual shaped (and sized) lots, difficulties in achieving site amalgamation given the fragmented land ownership and access constraints, including existing rights of ways serving multiple small large holdings; or land designated or required for future infrastructure (including the Helpet sewerage plan and treatment area and the CRETs Road).
 - b) The 2028 HBA is now out of date (by two years), and there has been very high growth in the last 2 years which has met, and likely exceeded anticipated levels. Since 2010 growth has accelerated at over 5.4% per annum in Selwyn. This means that shortages projected for Selwyn in the longer term, will now occur in the medium term.
 - c) HBAs need to recognise that there is a 'lag time' between land being zoned for residential sections, and the delivery of housing. Once zoned, this can be in the order of 3 – 8+ years, depending on the size of the greenfield development block. It includes time for
 - Land development: the process required to subdivide land, which includes earthworks, roads, infrastructure, subdivision, etc (approx. 2 or more years),

- Building development: the process of building a house, which includes design, building consent, construction, code of compliance, etc (more than a year).
- Staging: developments are generally spread over a number of stages, which minimises the costs of development and ensures that supply is released according to market demands (5 or more years)

85. PC64 proposes rezoning enough land for a further 930 hhs at south Rolleston. This is stated as helping meet a shortfall of a further 1710 hhs over and above the projected shortfall of 5475 hhs in the long term or 2018-2048 (as stated in Our Space Table 3 shown below (under 'Canterbury Regional Policy Statement')).

86. The shortage in housing capacity in Rolleston exists now, not in a few years' time. This is confirmed by advice from local agents and building companies active in the Rolleston housing market (**Appendix 10**). They note:

- a) Ongoing high demand for sections and housing, which has accelerated and been unprecedented since the end of the NZ covid-19 lockdown;
- b) Already accelerating section prices, which will soon hit the \$200,000 mark for a 600m² section if land supply isn't increased;
- c) The complexities of the Rolleston land and housing market, with the existing pattern of small fragmented holdings limiting the capacity and timing of infill;
- d) Future development areas are controlled by two key developers, which will mean competition in the market will be an issue.

87. Objective 2 of the NPS-UD is

Planning decisions improve housing affordability by supporting competitive land and development markets.

It is imperative that land rezoned at Rolleston is held by a mix of developers. Otherwise Objective 2 will not be met. This proposal for rezoning land to be developed by one of the smaller existing Rolleston development companies (Gould Developments Ltd) will contribute to ensuring competition in the Rolleston market.

STATUTORY PLANNING ASSESSMENT

88. Submissions must be assessed under the provisions of the Resource Management Act 1991, including Part 2 and Section 32 (Requirements for Preparing Evaluation Reports).

Requests for Changes to Plans

89. Under Clause 22(1) of the First Schedule, a plan change request shall explain the purpose of, and reasons for, the change to a plan, and contain an evaluation report prepared in accordance with section 32 for the proposed change.
90. Under Clause 22(2) where environmental effects are anticipated, the request shall describe those effects, taking into account clauses 6 and 7 of Schedule 4, in such detail as corresponds with the scale and significance of the actual or potential environmental effects anticipated from the implementation of the change.
91. It is requested that the proposed Plan Change request be accepted in accordance with Clause 25(2)(b) of the First Schedule of the Act and that the Selwyn District Council proceed to publicly notify the request under Clause 26.
92. It is considered that there is no reason(s) to reject the request in whole or part under Clause 25(4) of the First Schedule:

a) the request or part of the request is not frivolous or vexatious; and

b) within the last 2 years, the substance of the request or part of the request—

(i) has not been considered and given effect to, or rejected by, the local authority or the Environment Court; and

(ii) has not been given effect to by regulations made under section 360A; and

c) the request or part of the request is in accordance with sound resource management practice; and

d) the request or part of the request would not make the policy statement or plan inconsistent with Part 5; and

e) the request is not to change a plan that has been operative for less than two years.

SECTIONS 74 AND 75 – MATTERS TO BE CONSIDERED

93. Sections 74 and 75 of the Act set out the matters to be considered by a territorial authority in deciding to change its plan, including changing its plan through a Plan Change request.

94. Before a plan change can be incorporated into a District Plan, the key matters that need to be considered include:

74 Matters to be considered by territorial authority

A territorial authority must prepare and change its district plan in accordance with—

- a. its functions under section 31; and*
- b. the provisions of Part 2; and*
- c. a direction given under section 25A(2); and*
- d. its obligation (if any) to prepare an evaluation report in accordance with section 32; and*
- e. its obligation to have particular regard to an evaluation report prepared in accordance with section 32; and*
- (ea)** *a national policy statement, a New Zealand coastal policy statement, and a national planning standard; and*
- (f)** *any regulations.*

75 Contents of district plans

- (3) A district plan must give effect to—*
 - f. any national policy statement; and*
 - g. any New Zealand coastal policy statement; and*
- (ba) a national planning standard; and*
- (c) any regional policy statement.*

95. An assessment of the proposed Plan Change in relation to each of the above matters is outlined below.

Functions under section 31

96. The proposal, if approved, will form part of the Selwyn District Plan and will enable the Council to give effect to its obligations under section 31 RMA:

The purpose of the preparation, implementation, and administration of district plans is to assist territorial authorities to carry out their functions in order to achieve the purpose of this Act. (section 72 RMA)

97. Those functions relevant for this plan change include:

- (a) integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district:*
 - (aa) the establishment, implementation, and review of objectives, policies, and methods to ensure that there is sufficient development capacity in respect of housing and business land to meet the expected demands of the district:*
- (b) the control of any actual or potential effects of the use, development, or protection of land*

98. The Plan Change includes provisions to address these matters and will ensure sufficient residential land of a form, location, urban design and development and subdivision standards to achieve a number of OSDP policies. It will help deliver the Council's strategic intentions for Rolleston.
99. The Council has the key function of maintaining a district plan as provided in section 73 RMA
- (1) There must at all times be 1 district plan for each district, prepared in the manner set out in the relevant Part of Schedule 1.*
- (1A) A district plan may be changed in the manner set out in the relevant Part of Schedule 1.*
- (2) Any person may request a territorial authority to change a district plan, and the plan may be changed in the manner set out in Part 2 or 5 of Schedule 1.*

Part 2 Resource Management Act 1991

100. The Plan Change will only be approved if the Council determines that the proposed plan change will achieve the purpose of the Act, this being the essence of Part 2. There are checks and balances in the plan change process to assist with that decision including public consultation, submissions and hearings, and the documentation requirements of the First Schedule and section 32 RMA.
101. The proposal has been based on expert advice, consulted on before notification, and has met all the requirements of the First Schedule to assist in setting out how the proposal will achieve Part 2 purposes.

Direction under Section 25A(2) RMA

102. The proposal does not arise from a direction from the Minister.

Evaluation under section 32 RMA

103. Section 32 of the Act requires that an evaluation report is prepared which identifies the objective of the proposal, determines if it is the most appropriate method of achieving the purpose of the Act, and if the proposed amendments to the District Plan are the most efficient and effective method of achieving the objective.
104. The Section 32 Evaluation (**Appendix 11**) concludes that, of the possible alternative methods for achieving residential development for this Site, and implementing the District Plan objectives and policies, the plan change is the most appropriate or efficient and effective method.

National Policy Statements

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

105. The NPS–UD 2020 does apply to this proposal as it is directed at Tier 1 urban environments, and Tier 1 local authorities which includes Selwyn District as part of the Christchurch urban environment. This is defined in Table 1 of the NPS, and additionally defined as *any area of land (regardless of size, and irrespective of local authority or statistical boundaries) that: is, or is intended to be, predominantly urban in character; and is, or is intended to be, part of a housing and labour market of at least 10,000 people.*
106. The NPS-UD 2020 recognises the national significance of:
- a) having well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future
 - b) providing sufficient development capacity to meet the different needs of people and communities.
107. This outcome is to be achieved through these objectives
- a) Planning decisions improving housing affordability by supporting competitive land and development markets
 - b) Regional policy statements and district plans enabling more people to live in areas of urban environments near centres or areas with employment opportunities, area well serviced by public transport or a high demand for housing in the area.
 - c) Urban environments developing and changing over time in response to diverse and changing needs of people, communities and future generations
 - d) Local authority decisions on urban development being integrated with infrastructure planning and are strategic over the medium term and long term
 - e) Local authority decisions on urban development are responsive particularly for proposals supplying significant development capacity.
108. The key method to achieve these objectives is by development of a Future Development Strategy (FDS). This will set out how the Councils will provide for sufficient development

capacity over the next 30 years to meet expected demand. There is no FDS for the greater Christchurch Urban Area that meets the requirements of the NPS-UD 2020.

109. However, there has been work on development capacity completed for the NPS -UDC 2016 by the Greater Christchurch Partnership. This took the form of an Update of the existing Urban Development Strategy (UDS) – Our Space. This work confirmed what feasible development capacity was available to support future housing and business growth for the medium (next 10 years) and long term (10 to 30 years) periods but is out of date as it does not address the requirements of the NPS-UD.

NPS-UD Policy 1	Assessment
<p>(a) have or enable a variety of homes that:</p> <p>(i) meet the needs, in terms of type, price, and location, of different households; and</p> <p>(ii) enable Māori to express their cultural traditions and norms;</p>	<p>The proposal is to have medium, standard and large lots supporting three housing typologies.</p> <p>The Site adjoins a large district recreation reserve, and the lots adjoining will be premium sites borrowing on the amenity of that reserve; it will feature two internal reserves which can support medium density housing at their margins.</p>
<p>(b) N/A business sectors</p>	
<p>(c) have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and</p>	<p>The Site has frontage to Levi and Lincoln Rolleston Roads offering direct and easy access to the park and ride public transport facility.</p> <p>The site immediately adjoins the proposed Council reserve and is in walking distance (between 1.0 and 2.25 km) of the town centre.</p>
<p>(d) support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and</p>	<p>The demand for housing and land in Rolleston is well ahead of the planning means to respond. This proposal will “top up” the land presently set aside in the PSDP and provide a necessary 660 lot buffer to demand. The Site is held in six ownerships and the owners will be active developers; there is no prospect of land banking over the 28ha.</p>
<p>(e) support reductions in greenhouse gas emissions; and</p>	<p>The Site has significant advantages in being within walking distance of the town centre and the two township reserves, community facilities and school. The Site is served by a public bus route. The proposal enables a consolidated form to Prebbleton with enhanced connectivity and linkages to</p>

	community facilities, reserves and the town centre reducing the need for car travel.
(f) are resilient to the likely current and future effects of climate change	The Site is an inland site away from major rivers. It is not at risk from climate change induced extreme natural hazard events like sea level rise, or river flooding.

NPS-UD Policy	Assessment
Policy 2 - Sufficient development capacity Tier 1, 2, and 3 local authorities, at all times, provide at least sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term, and long term.	<p>The proposed rezoning is anticipated to provide for approximately 660 lots/houses at full development. This will mean sections will be available for the short term (up to 3 years) and into the medium term (3-10 years) if adopting a more conservative outlook. Plan Change 64 identified an immediate short term shortfall in lots in Rolleston and a projected high level housing demand based on historical demand.</p> <p>The advice from local real estate agents (Appendix 11) sets out some of the factors affecting current market demand, and an assessment of likely housing market scenarios for the future.</p> <p>The locational and amenity advantages of Rolleston also favour strong ongoing demand.</p>
<p>Policy 8 – Responsiveness to plan changes Local authority decisions affecting urban environments are responsive to plan changes that would add significantly to development capacity and contribute to well-functioning urban environments, even if the development capacity is:</p> <p>(a) unanticipated by RMA planning documents; or</p> <p>(b) out-of-sequence with planned land release</p>	<p>Proposed Change 6 to the RPS has not been notified and without an operative development capacity FDS and specific capacity bottom lines by areas this submission falls to be considered as “unanticipated” by RMA documents and “out of sequence” as the RPS does not currently provide for future urban growth consistent with NPS-UD 2020.</p> <p>The proposal adds significantly to development capacity in Rolleston:</p> <p>2018 Census: 5304 dwellings¹ Levi Road proposal: 660 dwellings at 1 per lot The proposal represents 12% of the housing stock in Rolleston.</p> <p>The proposed development qualifies for consideration under this policy:</p> <ul style="list-style-type: none"> • it provides significant development capacity to serve expected demand for housing in Rolleston, including considerable affordable housing which is currently undersupplied • it as an “out-of-sequence” release of land • contributes to a well-functioning urban area • is well-connected to public transport and alternative mode routes. <p><i>Census results for Rolleston Central, NE, SE, NW, SW</i></p>

110. This assessment confirms the re-zone proposal at Levi Road achieves those policy outcomes. The absence of operative criteria in the RPS for determining what constitutes “adding significantly to development capacity” is not a bar to considering this submission on its merits. The Council can and must apply Policy 8 as from the date the NPS-UD came into effect on the basis that the purpose of Policy 8 is to facilitate rezoning to meet known housing needs.
111. A development that has the potential at full development to contribute 12% additional dwellings is adding significant capacity to a town that is rapidly growing.
112. Accepting the submission to re-zone the land, and enable the proposed development, at ODP Area 5 will satisfy the objectives of the NPS-UD.

Proposed National Policy Statement for Highly Productive Land (NPS-HPL)

113. The Government proposed in 2019 a NPS-HPL to prevent the loss of productive land and promote its sustainable management. The overall purpose of the proposed NPS-HPL is to improve the way highly-productive land is managed under the Resource Management Act 1991 (RMA) to:
 - a) recognise the full range of values and benefits associated with its use for primary production
 - b) maintain its availability for primary production for future generations
 - c) protect it from inappropriate subdivision, use, and development.
114. The NPS-HPL is still a proposal and not intended to take effect until after Gazettal anticipated mid-2021. At the time this Plan Change was lodged the NPS had no effect and no assessment of it is required for the purposes of this Proposal.
115. The Proposed NPS-HPL interim definition of HPL is land defined as Land Use Capability Class 1-3 soils. Most of the Site contains 2 soils (para 45-48 above). Highly productive use of these soils is no longer realistic given the small size of the individual titles other than the All Stars block, the existing land ownership pattern and urban edge location (with reverse sensitivity effects now severely comprising the ability to continue operating the existing All Stars horse training facility).
116. Importantly Objective 3 of the Proposed NPS-HPL specifically refers to highly productive soils being protected by avoiding “*uncoordinated urban expansion on highly productive land that has not been subject to a strategic planning process*”. The southern portion of the Site that is

outside the CIAL noise contour has been identified through strategic planning processes (Rolleston Structure Plan, Our Space) for future urban development. Land currently under the airport contours was excluded for this reason only (and would not have been excluded but for the noise contour), and included all of the Purdon/ Rasmussen block, for the 'non planning reason' that the zoning followed property title boundaries.

117. Given this context, it is considered that the proposed rezoning is in accordance with the Proposed NPS-HPL.

National Planning Standards

118. The National Planning standards proscribe various matters under the RMA so that there is consistency among planning documents most relevantly here in terms of appellations for zones, and the standards applying to these zones.
119. The proposal here adopts the Operative Selwyn District Plan zones, in this Living Z. The land "frozen" under the airport noise contours is Deferred LZ and is managed under the Rural Inner Plains provisions until the airport noise restriction is removed from this land.
120. The Proposed Plan set out plan standards for minimum and average lot sizes for the respective zones. These can be adopted for this proposal.

Canterbury Regional Policy Statement 2013 (CRPS)

121. Chapter 6 of the RPS *"provides a resource management framework for the recovery of Greater Christchurch, to enable and support recovery and rebuilding, including restoration and enhancement, for the area through to 2028. Recovery in Greater Christchurch is also supported by the provisions in Chapter 5 notated as 'Entire Region'. The provisions in the remainder of the RPS also apply."*¹
122. Chapter 6 was amended in 2019 with the insertion of housing capacity targets for the period 2018-2048 (Table 6.1 below).

¹ RPS Introduction

6.2.1a Targets for sufficient, feasible development capacity for housing [Inserted in accordance with sections 55(2) and 55(A) of the Resource Management Act 1991, from the National Policy Statement on Urban Development Capacity 2016]

For the period 2018-2048, sufficient, feasible development capacity for housing is enabled in Greater Christchurch in accordance with Table 6.1.

Table 6.1 Targets for housing development capacity in Greater Christchurch, 2018-2048

	Development capacity to be enabled (number of dwellings)		
	Medium Term ¹ (2018-2028)	Long Term ² (2028-2048)	Total 30 Year Period (2018-2048)
Christchurch City	17,400	38,550	55,950
Selwyn	8,600	8,690	17,290
Waimakariri	6,300	7,060	13,360
Greater Christchurch	32,300	54,300	86,600

¹NPS-UDC, Policy PA1: Development capacity must be feasible, zoned and either serviced with development infrastructure, or the funding for the development infrastructure required to service that development capacity must be identified in a Long Term Plan required under the Local Government Act 2002 (NPS-UDC, PA1).

²NPS-UDC, Policy PA1: Development capacity must be feasible, identified in relevant plans and strategies, and the development infrastructure required to service it must be identified in the relevant Infrastructure Strategy required under the Local Government Act 2002 (NPS-UDC, PA1).

123. The Table 6.1 targets were required under the National Policy Statement – Urban Development Capacity 2016 (NPS-UDC). Minimum targets for sufficient feasible development capacity for housing for the medium term (3-10 years) and long term (10-30 years) must be set by regional councils and included in their RPS (Policy PC5). Development capacity must be sufficient to meet housing demand which reflects needs for different types and locations of development and feasible ie commercially viable. It is based on the zoning and other applicable plan provisions, and there must be adequate infrastructure to support development.
124. The Table 6.1 targets were based on work undertaken for Our Space (see discussion above). Our Space identified existing housing development capacity in Selwyn District of 9725 households, and a shortage of capacity in the long term of 5475 households (see Table 3 below).

Table 3: Sufficiency of housing development capacity in Greater Christchurch against Housing Targets, 2018 - 2048

	Housing Development Capacity	Housing Target	Sufficiency of Housing Development Capacity	
			Medium Term (2018–2028)	Medium and Long Term (2018–2048)
Christchurch City	59,950*	55,950	+ 38,875	+ 4,000
Selwyn	9,725**	17,290	+ 1,825***	- 5,475***
Waimakariri	4,200**	13,360	- 1,600***	- 7,675***
Greater Christchurch	73,875	86,600	+ 39,100***	- 9,150***

Note: Capacity figures included in the table represent number of dwellings (numbers have been rounded to the nearest 25).

In the medium term, capacity for around 3,500 dwellings in Christchurch is constrained by the provision of necessary infrastructure.

Sufficiency of housing development capacity will be reviewed and published as further feasibility modelling and investigation is completed.

These housing targets include the additional capacity margins required by the NPS-UDC as shown in Table 1.

* Alternative modelled scenarios documented in the Capacity Assessment, which are based on less favourable assumptions, identified development capacity for approximately 52,675 or 36,400 dwellings.

** These capacity figures are derived from a qualitative assessment of greenfield land only. An alternative modelled scenario, including existing zoned land and incorporating changes in prices and costs over time, identified development capacity for the long term of approximately 9,200 dwellings in Selwyn and 6,100 dwellings in Waimakariri.

*** These sufficiency figures have been adjusted to discount the demand over the medium and long term likely to be met through uptake of development in rural zoned areas (averaging 70 dwellings/year for Selwyn and 50 dwellings/year for Waimakariri). Demand met through capacity in rural areas will be reviewed following the review of rural zoning as part of respective District Plan Reviews in Selwyn and Waimakariri.

125. The NPS-UDC targets were intended to be ‘minimums’ not ‘maximums’. They were added under s55 of the RMA without any opportunity for challenge through the normal RMA submissions, hearing and appeals process. The overall intent of the NPS-UDC was to ensure planning decisions actively enabled urban development in a way that maximized wellbeing now and in the future. This included by providing plenty of opportunities for development, and thus contributing to a competitive land and development market and lower house prices².
126. Our Space recognizes that the greenfield priority areas on RPS Map A are not adequate to supply housing capacity requirements in the long term for Selwyn District, (and medium and long term in Waimakariri District). It recommends Future Development Areas (marked orange in Figure 2 Our Space Fig 16 below). The only FDA in Selwyn District is at Rolleston. However, importantly, the FDAs are indicative only, and intended to “*provide some direction to future RMA processes.*”

² NPS-UDC Introduction

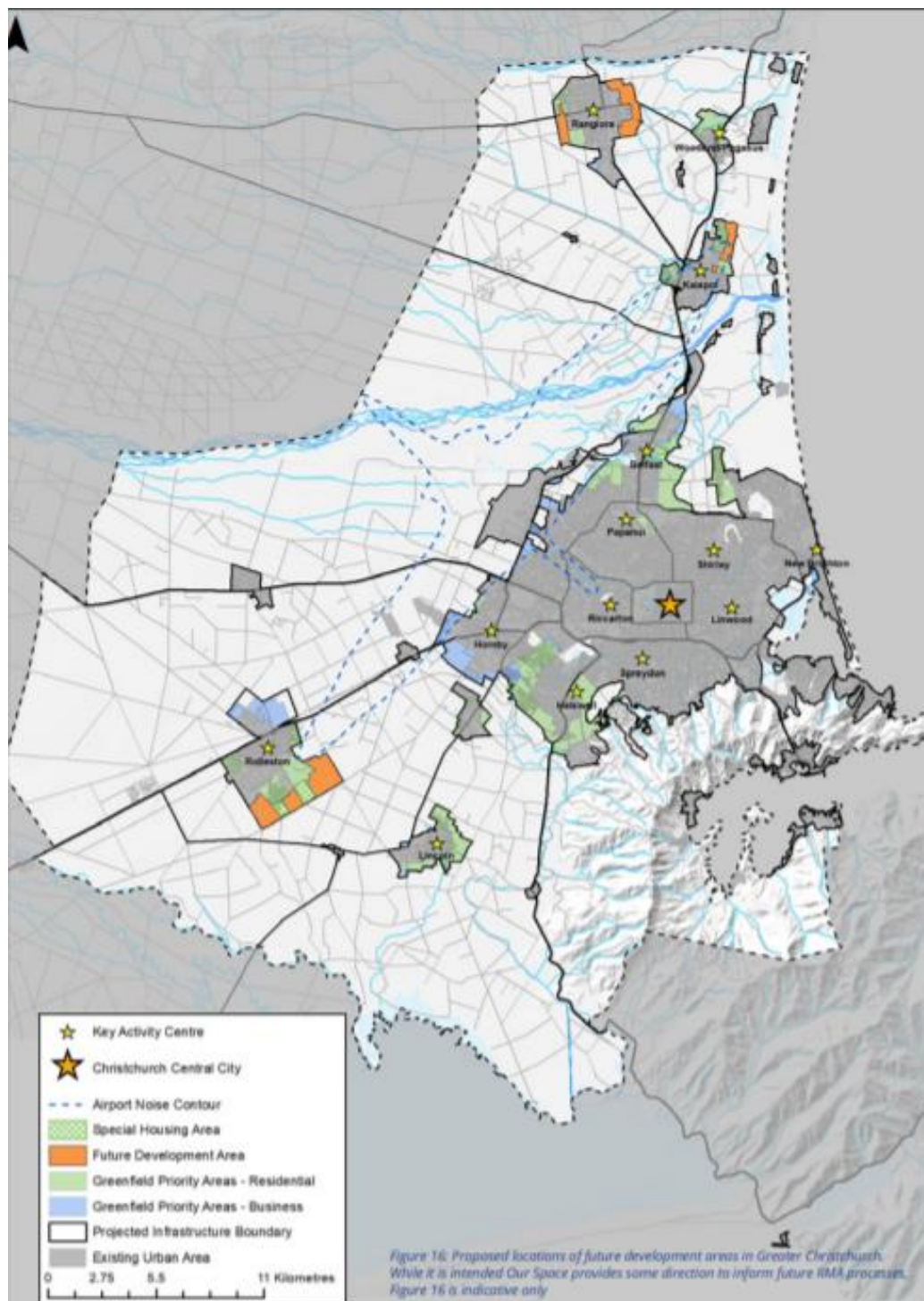


Figure 9: Fig 16 Our Space 2018-2048 Greater Christchurch Settlement Pattern Update showing Future Development Areas (orange)

127. Our Space anticipated a change to the RPS in 2019 which “would ensure that land can be rezoned to meet medium term capacity needs, and the longer term will be considered as part

*of the comprehensive review of the CRPS scheduled for 2022.*³

128. A draft RPS plan change was prepared but has not proceeded because the NPS-UDC has been replaced by the NPS-UD (Gazetted August 2020), and this changes the policy framework for any RPS change.
129. Given all of the above, the current CRPS is not consistent with the NPS-UDC, or its replacement, the NPS-UD. It retains a 'hard and fast' urban/rural boundary line which predates both NPSs and there is no ability to rezone land outside the Map A greenfield priority or existing urban areas.⁴ Even if parts of the FDA areas are added to meet minimum targets for medium term needs, this does not enable Councils to consider proposals which contribute further capacity above those 'minimums'.
130. With respect to Selwyn, the FDA land is at Rolleston only. Highly desirable locations such as Rolleston, where there is very strong demand for further housing, is unable to contribute to meeting that demand due to the current restrictive provisions of the CRPS which have not been updated to incorporate the FDAs.
131. One of the key changes in the NPS-UD 2020 is that local authority decisions on urban development that affects urban environments are responsive, particularly to proposals that would supply significant additional capacity.⁵ It also amends the required methodology for housing and business capacity assessments.
132. The current CRPS does not meet the new NPS-UD requirement in relation to proposals for significant additional capacity. Regional councils are required to include criteria in the CRPS to determine what plan changes will be treated for the purposes of Policy 8 as adding significantly to development capacity⁶ as soon as practicable.⁷ ECAN has yet to respond to this requirement.
133. The NPS-UD has immediate effect, so in the meantime, proposals (such as this submission) must interpret 'significant development capacity' in the context of the overall intent and purpose of the NPS-UD as articulated in the NPS-UD objectives and policies. This includes that NZ has well-functioning environments; provides sufficient development capacity to meet the different needs of people and communities; planning decisions improve housing affordability to contributing to competitive house and land markets; and RMA plans enable

³ CRPS, Chapter 6 Section 5.3

⁴ CRPS Policy 6.3.1.4 is *"ensure urban activities only occur within existing urban areas or identified greenfield priority areas on Map A, unless they are otherwise expressly provided for in the CRPS.*

⁵ NPS-UD Objective 6c) and Policy 8

⁶ NPS-UD Clause 3.8(3)

⁷ NPS-UD Clause 4.1(4)

more people to live near major employment areas, where there is existing or planned public transport, and where there is high demand for housing.

134. The NPS-UD is the higher order document and its requirements override those of lower order documents where there is a conflict, including regional and district RMA plans.
135. An assessment of this proposal against the relevant CRPS Objectives and Policies is set out in **Appendix 12**. This should be read in the context of the above assessment of the current 'weight' to be afforded to the RPS.
136. That assessment shows that
 - a) The development proposal achieves the objectives for the location, design and function of new developments
 - b) The traffic effects of the proposal do not give rise to adverse effects and so achieves CRPS objectives for the strategic land transport network
 - c) There is a fundamental inconsistency with Map of Chapter 6 but is consistent with the approach of the NPS-UD for providing for significant development capacity.
 - d) The environmental effects assessment included with the plan change application establish that the proposed development is consistent and will not give rise to any concerns with respect to all the matters listed in Policy 6.2.1 clauses 4. to 11.
 - e) The proposal achieves policies relating to
 - Urban form and settlement patterns
 - Sustainability
 - Integration of transport infrastructure and land use
 - Development within Greater Christchurch
 - Urban design
 - Residential location and yield
 - Biodiversity, natural hazards, landscape, soils, contaminated land

Land and Water Regional Plan

137. An assessment of this proposal against the relevant Regional Plan Objectives and Policies is set out in **Appendix 15**.
138. That assessment shows that the proposal is consistent with the relevant objectives and policies.
139. The proposal achieves objectives relating to land uses responding to socio-economic and community demand (in this case for more housing), sustainability of ground water resources, minimising contamination of soils, and protecting the region's fresh water resources.

140. The proposal is consistent with policies seeking:
- a) No direct discharges to water other than stormwater which will be discharged to ground **(Appendix 8)**. This is the standard servicing option in Rolleston, it has been recommended by Council utilities staff, and reflects the underlying free-draining geology that enables good ground soakage.
 - b) Sewage will be collected and managed in a reticulated system built to Council specifications.
 - d) The Site has no natural water bodies to receive stormwater but roads will be designed to act as secondary flow paths. There is no stormwater collection system so there is no requirement for peak flows to match pre-development levels and intensities.
 - e) The site will be developed subject to subdivision consent(s) that will impose necessary conditions about earthworks during construction including sediment control plans.
 - f) A geotechnical assessment **(Appendix 4 & 5)** concluded the Site is suitable for intended residential use.
141. The Policy requirement for a stormwater management plan can be addressed at subdivision stage.

Operative Selwyn District Plan (OSDP)

142. An assessment of this proposal against the relevant Operative District Plan Objectives and Policies is set out in **Appendix 13**.
143. That assessment shows that the proposal is entirely consistent with the relevant objectives and policies.
144. The proposal achieves policies relating to
- a) Compact and sustainable towns
 - b) Integration of land use and infrastructure
 - c) Consolidated and compact urban forms
 - d) Sufficiency of feasible housing capacity
145. The exception to the above, is the requirement for new residential development to be within existing urban areas and priority greenfield areas identified in the CRPS. The Site is outside these areas. However, the CRPS has not been revised to give effect to the Our Space recommended FDAs or the NPS-UD 2020. The NPS-UD takes priority, and provides for unanticipated plan changes which supply significant additional development capacity, as is the case with the proposed rezoning.

Proposed Selwyn District Plan

146. An assessment of this proposal against the relevant Proposed District Plan Objectives and Policies is set out in **Appendix 13**.
147. That assessment shows that the proposal is consistent with the relevant objectives and policies. With respect to urban growth, UG-P3 is *“Avoid the zoning of land to establish any new urban areas or extensions to any township boundary in the Greater Christchurch area of the District outside the Urban Growth Overlay”*. The southern portion of the Site is within the Urban Growth Overlay (shown yellow hatched on planning map, Figure 5). The northern and middle portions of the Site are outside the Urban Growth Overlay. However, this policy is inconsistent with the NPS-UD, the ‘higher order’ planning document, which requires Councils to plan changes which supply significant additional development capacity, including where unanticipated or out of sequence with what is provided for in existing RMA documents.
148. UG-P11 requires when extending any township boundary, avoiding reserve sensitivity on important infrastructure, including CIAL. The plan change proposal achieves this by deferring urban residential development until such time as the CIAL noise contour no longer applies to that part of the Site currently under the contour, the Rural Inner Plains zone provisions will continue to apply until this time.
149. The proposal achieves policies relating to
 - a) Strategic directions with respect to
 - Compact and sustainable towns
 - Urban growth and development
 - Integration of land use and infrastructure
 - b) Contaminated land and natural hazards
 - c) Subdivision outcomes
 - d) Urban growth with respect to
 - Achieving attractive, pleasant, high quality, and resilient urban environments
 - Consolidated and compact urban forms
 - Sufficiency of feasible housing capacity
 - e) Development being supported by a development plan/outline development plan
 - f) Urban form and scale outcomes
 - g) Integration with existing urban environments, and optimise the efficient and cost-effective provision of infrastructure.
 - h) The proposal includes some areas of high quality soils that will be removed from primary

production.

150. Importantly the proposal meets the objectives of UG-01 relating to the qualities and characteristics of urban growth identified in clauses 1 – 8.
151. The assessment concludes that with respect to development capacity (UG-P13) the current CRPS is not consistent with the NPS-UDC or its replacement, the NPS-UD. It retains a 'hard and fast' urban/rural boundary line which predates both NPSs. The NPS-UD has immediate effect, so proposals (such as this submission) must interpret 'significant development capacity' in the context of the overall intent and purpose of the NPS-UD as articulated in the NPS-UD objectives and policies rather than the out of step/out of date RPS provisions. That said, the proposed development is consistent with all the matters listed in RPS Policy 6.2.1 clauses 4. to 11.

ASSESSMENT AGAINST OTHER PLANNING DOCUMENTS

Our Space 2018-2048 Greater Christchurch Settlement Update (2019)

152. Our Space is a non-statutory document prepared under the Local Government Act. It *“responds to the new Government Policy Statement on Land Transport, which has increased funding for mass public transit schemes, and meets the requirement of the National Policy Statement on Urban Development Capacity (NPS-UDC) 2016 to prepare a future development strategy.... Specifically, it:*
 - *sets out how targets for housing for the next 30 years will be met, accommodating an additional 150,000 people;*
 - *identifies locations for housing growth, encouraging Central City and suburban centre living while providing for township growth in Rolleston, Rangiora and Kaiapoi;...*
 - *promotes a compact urban form, which provides for efficient transport and locates development in a manner that takes into account climate change and sea level rise.⁸**..Underpinning this settlement pattern approach is the vision for a transformation of the transport network that fosters much greater public and active transport usage, and reduced reliance on the private vehicle.*
153. Our Space acknowledges that this will require commitment from the Government to invest in the necessary improvements to our transport system, which could include investing in rapid transit services. To date, there has been no successful business case for improved public transportation, including not as a Covid 19 fast track infrastructure project.
154. The Our Space housing capacity targets (Table 3) and Future Development Areas are

⁸ Our Space Executive Summary

reproduced above (under 'Canterbury Regional Policy Statement').

155. Our Space, like the RPS (and Operative District Plan) are now out of date, as they do not reflect or give effect to the new requirements of the NPS-UD 2020.

Rolleston Structure Plan 2009

<https://www.selwyn.govt.nz/property-And-building/planning/strategies-and-plans/Rolleston-structure-plan>



Figure 5.2: Rolleston Structure Plan

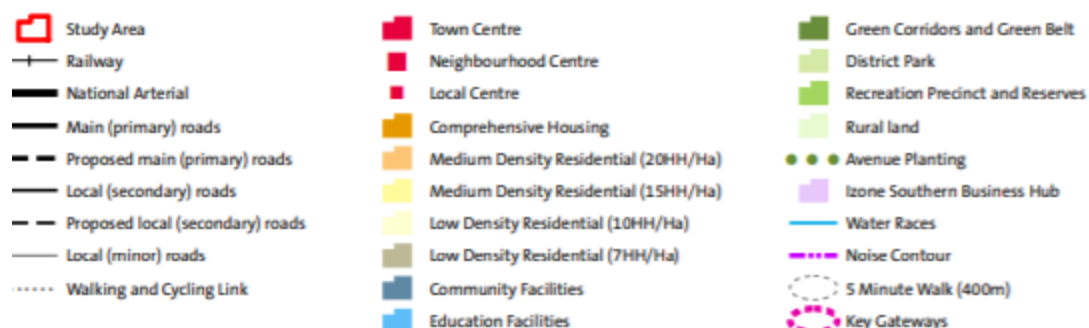


Figure 10: Rolleston Structure Plan

- 156 The Rolleston Structure Plan planned for growth over three time periods – 2009-2016 (short term); 2017-2041 (medium term) and 2042-2075 (long term), It considered that the long term urban boundary, extending to Selwyn Road to the south, as shown on Fig 9, “*has a potential long term land capacity of up to 50,000 should full intensification of existing areas and development of all greenfield areas (886 Ha) occur. This could be accomplished within 70 years*”.
- 157 The Census data shows that Rolleston is almost doubling its population every five years.

2006 (count)	2013 (count)	2018 (count)
4959	9555	17,499

Statistics NZ: Rolleston Central/NE/NW/SE/SW

- 158 The Structure Plan was based on assumptions that its 7000 population in 2009 would grow to 20,000 over 35 years ie. by 2044 (Background). That 35 year assumption has largely been delivered by 2020, with growth rapidly accelerating in response to housing needs arising from the Greater Christchurch 2010 and 2011 earthquakes, and continuing since.
159. A little under half of the Rolleston Structure Plan long term urban boundary is zoned for urban purposes or comprises the Faringdon and Acland Park subdivisions which were developed as Special Housing Areas under former Housing Accord legislation. The rest of the land is still zoned Rural Inner Plains. As a consequence, there is now a significant shortage of urban development capacity as confirmed by Plan Change 64 and real estate advice (see **Appendix 10**). Rezoning has simply not kept up with demand.
160. The ODP site is extremely well placed to meet some of the supply shortfall given the urban edge location, and close proximity and ready accessibility to Rolleston town centre by multiple

transport modes.

161. The Rolleston Structure Plan reflects the CIAL airport noise contours as they applied in 2009. The contours have recently been remodelled, with new flight paths amongst other matters reflecting changing aircraft technologies and a drive for more 'green' fuel efficient routes. It is anticipated that they will be removed away from the plan change application site entirely. These more recent developments are reflected in the proposed deferred Living Z zone status for land excluded from the urban growth boundary. This has all happened since the Rolleston Structure Plan was produced in 2009.
162. The Rolleston Structure Plan includes an urban growth staging plan as below. The earlier stages are largely in the south east (SR5-6, SR9-11), apart from Branthwaite Drive and Falcons Landing (SR8). The south east land is substantially controlled by just one developer. It is critical to a competitive land and housing market that land available for development is held in multiple landownership and there are several developers active in the market. The plan change application will help facilitate this.
163. A strictly staged approach to future development is inconsistent with the NPS-UD which provides for out of sequence growth which supplies significant additional capacity.
164. In summary, Rolleston Structure Plan has provided a coordinated and integrated proposal for managing rapid growth, However, over a decade on, it needs to be updated to remain current and relevant and to be consistent with the NPS-UD. It should not be a hurdle for new private proposals where it does not deliver NPS-UD outcomes, and is the antithesis now of providing flexible planning responses to "out-of-sequence" proposals that add significant development capacity.

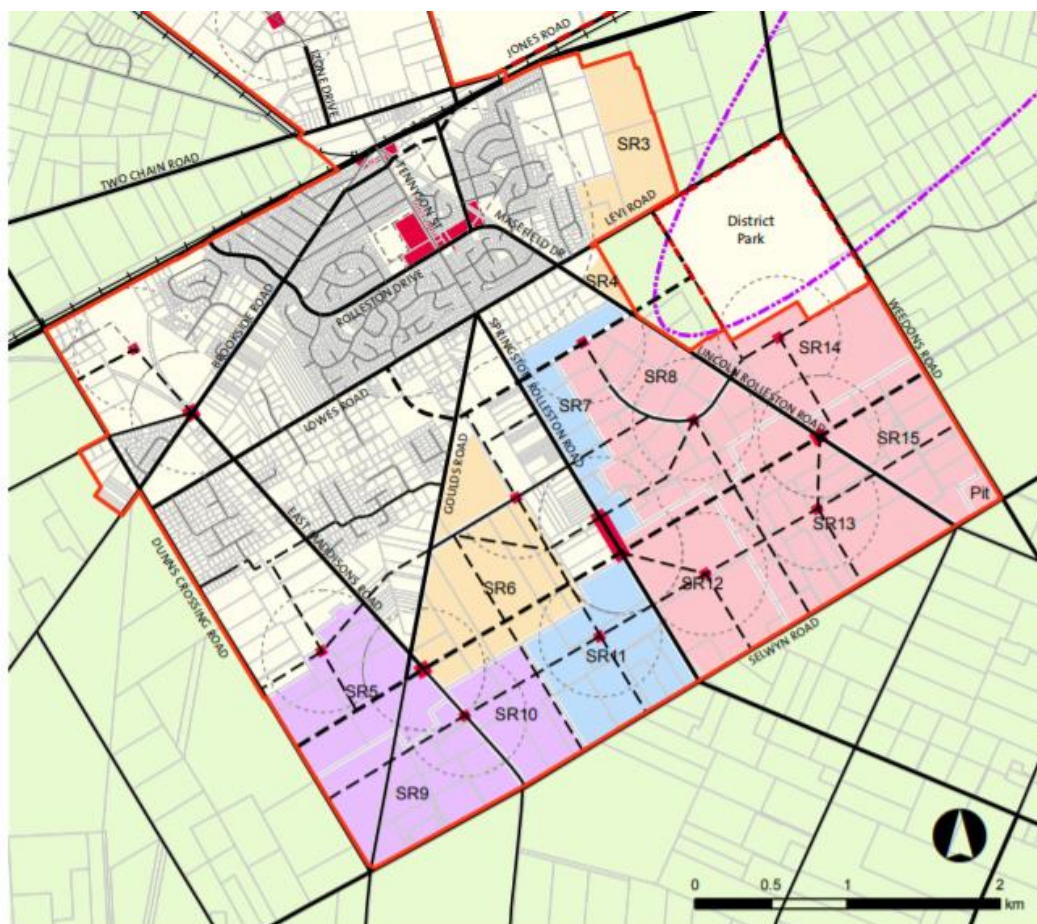


Figure 5.4: Staging of Greenfield Residential Development



Figure 11: Rolleston Structure Plan Staging

District Development Strategy 2031 (DDS) (2014)

https://www.selwyn.govt.nz/data/assets/pdf_file/0008/147977/Selwyn-2031-Finalr.pdf

165. The DDS 2031 (2014) adopts the following key growth concepts

- establishment of a township network, which provides a support framework for managing the scale, character and intensity of urban growth across the whole district;*
- establishment of an activity centre network, which provides a support framework for managing the scale and intensity of business areas throughout the district townships;*

c) encouraging self-sufficiency at a district-wide level. (Executive Summary)

166. Rolleston is identified as the District Centre. It is described as having an estimated population range: 12,000 + and functioning as the primary population, commercial and industrial base of the district. The population now in 2020 is closer to 20,000. The Council and other agencies are investing in significant community facility upgrades and facilities which support the district centre role of Rolleston. Most recently this includes a town centre masterplan and new library and community centre, and a health hub. Further rezoning as proposed by this plan change will provide an added catchment base for these major new facilities.

Mahaanui Iwi Management Plan

167. The Mahaanui Iwi Management Plan (MIMP) 2013 was released on 1 March 2013. It was prepared by the six Papatipu Rūnanga of the takiwā that extends from the Hurunui River in the north, to the Hakatere/Ashburton River in the south, inland to Kā Tiritiri o Te Moana (the Southern Alps), and including Te Pātaka o Rākaihautū (Banks Peninsula), and the coast. These Rūnanga are:
- Ngāi Tūāhuriri Rūnanga
 - Te Hapū o Ngāti Wheke (Rāpaki) Rūnanga
 - Te Rūnanga o Koukourārata
 - Ōnuku Rūnanga
 - Wairewa Rūnanga
 - Te Taumutu Rūnanga
168. The MIMP is a tool for tangata whenua to express their identity as manawhenua and their objectives as kaitiaki, to protect their taonga and resources, and their relationships with these. The MIMP seeks to ensure that these taonga and resources are recognised and protected in the decision-making of agencies with statutory responsibilities to tangata whenua. Importantly it is also a tool that assists Papatipu Rūnanga representatives to articulate their values, issues and policy into statutory processes.
169. The MIMP includes both general objectives and policies about the management of land, air, and water, and also includes region specific objectives and policies.
170. With respect to general objectives and policies the proposed plan change and application site will not affect landscapes, or sites of cultural heritage or significance (Chapter 5.8). The application site does not contain any areas of significant biodiversity, and the proposal

seeks to include landscaping within the reserves, and in road corridors adding to the overall biodiversity of the Canterbury Plains consistent with Chapter 5.5 of the MIMP.

171. The proposal provides for full urban reticulation of the three waters and is consistent with the objectives and policies contained in Chapters 5.3 and 5.4 of the MIMP. The proposal does not preclude individual land owners from installing rainwater collection and use from roof areas at the time of building development.
172. Chapter 6.11 is the area specific section for the Te Waihora area and has a key theme of Ki Uta Ki Tai (from the mountains to the sea) with respect to effects on Te Waihora/ Lake Ellesmere. The proposed plan change has been designed taking into consideration the potential effect of resultant subdivision and development on the rivers and streams that flow into Te Waihora/Lake Ellesmere.
173. There are no identified sites of significance within the Site, nor are there any known areas of mahinga kai. The Site has a long history of use for lifestyle, and grazing purposes.

CONSULTATION

174. A pre-submission meeting was held with SDC on 12th October 2020 (**Appendix 16**). There have also been ongoing informal discussions with SDC planning and assets staff. These have confirmed that there is adequate capacity to service the proposed development. SDC have agreed to the Broadland Drive road extension to be sited within the CIAL airport noise contour. However, they do not favour Deferred Residential status for land currently under the contour.
175. A consultation meeting was held with Christchurch International Airport (CIAL) planner on 12th February 2020 (**Appendix 16**). He confirmed that CIAL has been trialling Performance Based Navigation (PBN) flight paths (see Interim PBN Flight Trials Report in **Appendix 16**), and is investigating amendments to the CIAL noise contours resulting from this work (the latter is expected to be completed within three months i.e. by May 2020). The revised contours will be given the ECAN who intend to include them in the CRPS Review scheduled for 2023.
176. The PBN flight tracks have significant environmental benefits, including in terms of noise, safety and fuel efficiency. They involve shorter approaches and are likely to result in a contraction of the noise contours at the northern and southern ends, including at Rolleston and the application site. The airport planner emphasised that the interim report contours were yet to be confirmed, and are subject to change. (Note: The Final PBN Flight Trials report does not include a revised contours map).

CONCLUSION

177. The proposed Plan Change seeks to rezone 53.88 ha of land adjoining Rolleston from Inner Plains Zone to LZ.
178. The Site has a long history of rural lifestyle use and is not restricted by potential natural hazards, sites of significance to iwi, there are no water bodies or rivers. The Site has three road frontages, immediately adjoins the urban area of Rolleston, and is well located to join in to Council utility services. It is well suited for conversion to residential use.
179. The Site's potential has been constrained by the location of the CIAL noise contour which acts as a bar to noise sensitive activities. The tactical approach to not follow the contour boundaries, but follow legal property boundaries, has left the Purdon/Rasmussen site as an island of rural land that is increasingly pressured by urban activities and is no longer a tenable rural activity in that location. Yet it is in a location that achieves compact town growth offering ease of access to business services, community facilities, reserves and the primary road network.
180. The proposal provides for a connected and high amenity residential living environment while avoiding and/or mitigating any potential adverse effects on the environment. It will provide for continuing demand for a variety of residential sections in an ideal location, within easy walking distance of the existing town centre services and facilities. It will broaden the range of housing available.
181. The use of this Site for residential purposes has been demonstrated through this Plan Change request to be a sustainable and efficient use of land and infrastructure. The re-zoning better provides for the social, economic, environmental well-being of the Rolleston community than continuation of the current low intensity lifestyle land use, or any form of large lot/low density residential use.
182. Rezoning of the site to LZ Zone is consistent with the policies and objectives of the OSDP and the CRPS.
183. As the proposed Plan Change helps achieve the purpose of the Act, and has been shown to be consistent with the relevant provisions of the NPS-UD, and the relevant regional and district policies and plans, it can be accepted by Selwyn District Council in accordance with Clause 25(2) of the First Schedule of the Act.