

Selwyn District Plan

Section 42A Report

Private Plan Change 73

**Request by Rolleston West Residential Ltd to rezone approximately
160 hectares of Living 3 Zone to Living Z and Business 1 (Local
Centre), Dunns Crossing Road, West Rolleston**

6 September 2021

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 73 (PC73).
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 PC73 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 PC73 and to assist submitters in understanding how their submission affects 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 Novo Group Ltd on behalf of Rolleston West Residential 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 <https://www.selwyn.govt.nz/property-and-building/planning/strategies-and-plans/selwyn-district-plan/plan-changes/plan-change-73,-rezone-approximately-160-hectares-of-living-3-to-living-z-and-business-1,-west-rolleston>

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

9. The site to which this Plan Change request relates is comprised of two separate blocks of land which are commonly referred to as the 'Holmes Block' and the 'Skellerup Block'. Within this report, these are collectively referred to as 'the Site', or where referring to each separate area, are referred to as the 'Holmes Block' and the 'Skellerup Block'.
10. The Holmes Block and Skellerup Block were rezoned from Rural (Outer Plains) to Living 3 through Plan Changes 8 and 9 respectively. This allowed for the development up to a capped number of rural residential lots for each block; the inclusion of an Outline Development Plan (ODP) within the Plan to guide future development of each site, including reserve provisions and transport connections; and introduced provisions in relation to landscape mitigation and setbacks intended to address reverse sensitivity matters. These Plan Changes were made operative on 5 March 2012.

3. Proposal and Site Description

Site Description

11. PC73 relates to two areas of land on the western side of Rolleston's current urban area. The Holmes Block is approximately 87.5 hectares and located on the west side of Dunns Crossing Road, south of SH1 and north of Burnham School Road. The Skellerup Block is approximately 72.7 hectares and is located on the west side of Dunns Crossing Road, between, but not adjacent to, Brookside Road (to the north) and Selwyn Road (to the south). These areas are shown in the aerial photograph below, with the plan change area outlined in red.
12. The Site is flat and is currently used for cropping and grazing. The Holmes Block contains an existing well, and the Skellerup Block contains two wells, all of which are currently used for irrigation purposes.



Figure 1 – Aerial Photograph of the Plan Change Site (Source: Google Maps)

Surrounding Environment

13. As shown in the operative Planning Map below, the Holmes Block adjoins, east across Dunns Crossing Road, a Living Z Zone. The south-eastern area of the Holmes Block adjoins the West Rolleston Primary School, which is zoned Living 3 but designated for education purposes.¹ To the south-east of this, (but not directly adjoining the Holmes Block), there is an existing area of Living 2 zoning.
14. The remainder of the Holmes Block's southern boundary, the western boundary and the northern boundary adjoin the Rural Outer Plains Zone. The land along the Block's western boundary and further to the southwest contains the Pines Wastewater Treatment Plant (WWTP).² The land adjoining the south-west corner of the Block contains the Rolleston Resource Recovery Park (RRP).³ The land to the north of the Block, across State Highway 1 (SH1) and the Railway line, contains the Rolleston Prison & Periodic Detention Centre⁴ and a Youth

¹ Designation ME27.

² Designations D411 & D416.

³ Designation D412.

⁴ Designation MC1.

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

17. The Request seeks to rezone the Site from Living 3 to Living Z Zone. In addition, a small portion of each Block, along the road frontage with Dunns Crossing Road, is proposed to be zoned Business 1 (Local Centre) 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). In addition to the zone change, the request includes the insertion of new ODPs to guide development of the Site, which would replace the existing ODPs. The application states that the ODP area is designed to achieve an overall minimum net density of 12 households per hectare, and is expected to overall provide for the establishment of up to 2,100 new households.
18. The Request also proposes to amend a range of existing Plan provisions. In general, these are changes that are consequential to the rezoning, and involve deletion of references to the Living 3 Zone as it applies to these sites. I note that a number of the rules which are proposed to be deleted, or amended so that they no longer refer to this zone and the current ODPs, are rules which impose specific requirements on this Site; whereas under the proposed rezoning, the default standards for the Living Z Zone would instead be applied.
19. In addition to various deletions, PC73 proposes to retain Rule 12.1.3.50(a), which imposes a limit on the total number of allotments that can be created on each block; but amend the rule to increase this from 97 to 1,150 for the Holmes Block and from 51 to 950 for the Skellerup Block. However, with respect to the Holmes Block, the 97-lot limit would be retained insofar as to limit development prior to the completion of specified roading upgrades.

4. Procedural Matters

20. 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.
21. The request was formally received by Selwyn District Council on 18 November 2020. A request for further information was issued on 22 December 2020. Following the provision of requested further information, PC73 was accepted for notification at Council's meeting on 10 March 2021. The request was publicly notified on 31 March 2021, with submissions closing on 3 May 2021. 49 submissions were received, including one received a day late, but accepted and included in the summary of submissions, which was notified on 16 June 2021. Further submissions closed on 30 June 2021, of which 3 were received (all of whom were also primary submitters).
22. A late submission was also received from the New Zealand Defence Force.⁷ Although the submitter's record indicate the submission was sent on 3 May 2021, Council's records do not indicate receipt of the submission. Therefore, until the summary of submission was notified,

⁷ PC73-0051.

neither the Council nor NZDF were aware that the submission had not been received. Section 37A allows for the time period to be extended to accept the submission, subject to the agreement of the applicant. Such agreement was provided, and this matter was considered by the Hearings Commissioner, who agreed to accept the submission. Therefore, this submission was notified on 21 July 2021, allowing for further submissions to be made.

23. PC73 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 PC73 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 PC73 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 PC73 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 submission period on the proposed Plan has closed, and hearings commenced on the 9th of August 2021. My understanding of the statutory context is that there is no specific requirement to consider PC73 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 50 submissions were received on PC73, and 3 further submissions. A summary of the submissions is available at:
<https://extranet.selwyn.govt.nz/sites/consultation/PC73/SitePages/Report.aspx> and the full submissions can be viewed at <https://www.selwyn.govt.nz/property-and-building/planning/strategies-and-plans/selwyn-district-plan/plan-changes/plan-change-73,-rezone-approximately-160-hectares-of-living-3-to-living-z-and-business-1,-west-rolleston>
31. A submission was lodged by a group of landowners whose land is located in the block between Burnham School Road, Dunns Crossing Road and Brookside Road. While these have been treated as individual submissions within the summary of submissions, for brevity, I have referred to these submitters collectively in this report as the 'Dunns Crossing Residents' as the content of their submissions were the same.⁸
32. 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.
33. 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

⁸ This incorporates the following submitters: G. Smith (PC73-0017); J. Smith (PC73-0018); M. Wright (PC73-0019); D. Edwards (PC73-0020); J. Edwards (PC73-0021); M. Buchanan (PC73-0022); T. Lonsdale (PC73-0023); A. Franklin (PC73-0024); G. Chamberlain (PC73-0025); L. Chamberlain (PC73-0026); K. Ponsonby (PC73-0027); L. Ponsonby (PC73-0028); P. Mason (PC73-0029); H. Maule (PC73-0030); P. McDermott (PC73-0031); D. Clarke (PC73-0032); D. Mayers (PC73-0033); D. Horne (PC73-0034); C. Gillies (PC73-0035); A. Gillies (PC73-0036); G. Gill (PC73-0037); D. Alderson (PC73-0038); C. Hughes (PC73-0039); S. Franks (PC73-0040); K. Franks (PC73-0041); T. Wang (PC73-0042); J. Payne (PC73-0044); A. Thomas (PC73-0045); and J. Thomas (PC73-0046).

- d. Density
- e. Rezoning of additional land
- f. Water race, stormwater and flooding
- g. Soils
- h. Environmental quality
- i. The form of urban growth
- j. Geotechnical and ecological considerations
- k. Other matters

Traffic Effects

Submissions

34. A large proportion of submitters raise concerns about the potential traffic effects resulting from PC73. Concerns raised include:
- a. That the additional development will increase traffic generally, as well as around West Rolleston Primary School and Brookside Park, which may impact safety and increase congestion around the school.⁹
 - b. The existing safety issues at various intersections, (including Dunns Crossing Road and SH1, Dunns Crossing Road and Burnham School Road and Dunns Crossing Road and Lowes Road) and the impact of additional traffic on these.¹⁰
 - c. That the additional traffic will affect the flow of road users heading south.¹¹
 - d. That roads are too narrow, or already congested, and not appropriate for increased traffic.¹²
 - e. The reduction in speed limits resulting from the development, and additional traffic in this area, will create delays and congestion.¹³
 - f. The speed of traffic on Dunns Crossing Road and Burnham School Road and its impact on pedestrians and cyclists, and lack of cycle lanes.¹⁴

⁹ C. Falconer (PC73-0001), K. & E. Shaffer (PC73-0013), E. Lancaster (PC73-0014), Ministry of Education (PC73-0048).

¹⁰ B. & H. Mitchell (PC73-0004), J. Horne (PC73-0006), M. & X. Bentley (PC73-0012), K. & E. Shaffer (PC73-0013), E. Lancaster (PC73-0014).

¹¹ B. & H. Mitchell (PC73-0004).

¹² J. Munro (PC73-0002), K. & E. Shaffer (PC73-0013), E. Lancaster (PC73-0014), C. Barrett (PC73-0016).

¹³ T. Parker (PC73-0003), M. Green (PC73-0008), K. Green (PC73-0009), T. Dawson-McMurdo (PC73-0011).

¹⁴ M. Green (PC73-0008), K. Green (PC73-0009), T. Dawson-McMurdo (PC73-0011), K. & E. Shaffer (PC73-0013).

- g. The costs of upgrading roads, including potential costs to existing ratepayers.¹⁵
 - h. The impact of the 'possible bund location' on Burnham School Road alongside the school creating further visibility issues for traffic.¹⁶
 - i. That rezoning of Skellerup Block would result in no walking or cycling access to West Rolleston Primary School.¹⁷
 - j. The traffic assessment does not assess the effects of the increased traffic volumes on the motorway north of Rolleston to and from Christchurch, including the Rolleston Drive exit and Weedons Ross Road exits.¹⁸
35. Where these submitters identify measures that could be used to address these effects, these include:
- a. Requiring the upgrade of the SH1 and Dunns Crossing intersection, by widening with left/right turning lanes first, and then having a long term plan for some kind of interchange, including setting aside any land within the plan change site required for this.¹⁹
 - b. Limiting the number of dwellings able to be inhabited in the Skellerup Block before the intersection of Dunns Crossing and Lowes Roads are upgraded.²⁰
 - c. Addressing in sufficient detail the traffic effects of the proposed roading network and Business 1 (Local Centre) zone on West Rolleston Primary School and including mitigation measures so that any effects are appropriately managed.²¹
 - d. Widening Brookside Road to enhance cyclist safety.²²
 - e. Requiring any development on Dunns Crossing Road to contribute to upgrading the narrow section between Lowes Road and the new seal at the Goulds Road end to meet the Council's design standards and Engineering Codes of Practice for the projected traffic volumes.²³
 - f. Requiring any subdivision to have footpaths on both sides of the road.²⁴
 - g. Reducing the speed limit of Dunns Crossing Road to a single limit of 50 km/hour.²⁵

¹⁵ J. Munro (PC73-0002), E. Lancaster (PC73-0014).

¹⁶ T. Dawson-McMurdo (PC73-0011).

¹⁷ K. & E. Shaffer (PC73-0013).

¹⁸ E. Lancaster (PC73-0014).

¹⁹ C. Falconer (PC73-0001).

²⁰ E. Lancaster (PC73-0014).

²¹ Ministry of Education (PC73-0048).

²² C. Falconer (PC73-0001).

²³ C. Barrett (PC73-0016).

²⁴ C. Falconer (PC73-0001).

²⁵ K. & E. Shaffer (PC73-0013).

- h. Adding cycle lanes and pedestrian crossings, including within the Skellerup Block, and on Selwyn Road.²⁶
 - i. Requiring appropriate upgrades to local roads.²⁷
 - j. Reviewing the Goulds and Selwyn Roads intersection.²⁸
 - k. Including a provision to manage traffic around Brookside Park, to ensure pedestrian safety.²⁹
36. CCC (PC73-0007) notes that the description of well-functioning urban environments within the National Policy Statement – Urban Development (NPS-UD) includes reference to such environments supporting reductions in greenhouse gas emissions. It has concerns that the proposal relies on a future public transport network which has not been planned or funded to provide connections and considers it is unclear how the additional traffic anticipated by the plan change will support reductions in greenhouse gas emissions without this network.
37. CCC also 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 25 minutes via car and almost 90 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.
38. CCC further notes that Our Space³⁰ includes direction for Selwyn District Council to consider development infrastructure and the downstream effects on the Greater Christchurch transport network. It considers that, in absence of a funded and established public transport network to service the site, the development will likely impact on the ability of the Council to manage the downstream transport network.
39. CCC also notes that the description of well-functioning urban environments within the NPS-UD includes reference to such environments being resilient to the likely current and future effects of climate change. It notes that the Christchurch City Council declared a climate emergency in May 2019 to enable climate to be a primary consideration for long-term planning and set the target for Christchurch to be a carbon neutral city. It states that “[t]ransport planning and infrastructure is a significant component of moving to a carbon neutral city and it is important that new urban growth areas occur in locations which align with this wider climate change objective”. It considers that an increase in commuter traffic, as anticipated by the traffic assessment provided with the plan change application, will result in more people making trips, resulting in increased emissions, congestion and longer journey times. It states that to reduce

²⁶ K. & E. Shaffer (PC73-0013).

²⁷ E. Lancaster (PC73-0014), I. Robertson (PC73-0050).

²⁸ E. Lancaster (PC73-0014).

²⁹ E. Lancaster (PC73-0014).

³⁰ *Our Space 2018-2048: Greater Christchurch Settlement Pattern Update - Whakahāngai O Te Hōrapa Nohoanga*

private motor vehicle dependency and reduce emissions, new urban growth areas and development should be of a form which enables viable public transport services. As such, it seeks that 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 (PC73-0049) is concerned that the accommodation of additional traffic volumes from the plan change area is contingent on the planned intersection upgrades. It considers that any proposed or potential upgrades to the transport network should not be taken for granted or relied upon to demonstrate capacity. It states that the plan change site is not well serviced by public transport, nor is public transport available within a walkable catchment and the plan change does not provide for any integrated transport options. It considers that development in this location is therefore likely to be dependent on private motor vehicle use. It considers that the above factors lead to the proposal being inconsistent with Objective 6.2.4 and various policies in the Canterbury Regional Policy Statement (CRPS) relating to the transport network and land use integration. In its view, the Integrated Transport Assessment (ITA) and Economic Assessment do not adequately address the wider transport and environmental impacts, such as congestion and carbon emissions, arising from trips into Christchurch City.
41. Waka Kotahi (PC73-0010) notes the existing safety issues associated with the Dunns Crossing Road/Walkers Road/SH1 intersection, which are proposed to be addressed through an upgrade likely to be progressed in 2024 and completed by 2026. While accepting that the applicant has recognised the existing issues, and proposed to retain the existing cap on the number of dwellings in the Holmes Block that are able to be occupied prior to the upgrade being complete, the submitter considers that the safety risks associated with any development justify a limitation on any development occurring prior to the upgrade being completed. K. & E. Shaffer (PC73-0013) similarly seek that a roundabout or other improvements are undertaken to SH1/Walkers/Dunns Crossing Road intersection before any new subdivision development starts. The Ministry of Education (PC73-0048) also seek confirmation that the threshold of 97 houses is appropriate.
42. Waka Kotahi also identifies the potential for land within the Holmes Block to be required for the intersection upgrade and seeks to work with the applicant and the Council in determining potential land requirements, to be incorporated into the ODP for the Holmes Block. It 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.
43. T. Dawson-McMurdo (PC73-0011) is also concerned that the proposed green link connects to the school's current fields and does not provide appropriate access to the bike and scooter area. She seeks that safer and more appropriate links, discussed with the school, are provided into the school site.

Analysis

44. Mr Collins, from Flow Transportation Specialists, has been engaged by the Council to undertake a peer review of the ITA provided with the application.³¹ He also provides detailed comments on those transport-related submission points summarised above.³² Overall, with one exception noted below, he considers the safety and efficiency effects on the localised transport network can be appropriately addressed through:
- a. a number of amendments he recommends to the plan change;
 - b. future resource consent processes; and
 - c. upgrades planned in the Council's Long Term Plan.³³
45. Mr Collins does however identify that in order to mitigate congestion effects at the Dunns Crossing Road/Newmans Road/Holmes Block Access Road intersection, the ITA proposes an intersection upgrade, but does not confirm whether the proposed double lane approach on Newmans Road can be accommodated within the existing road corridor such that it complies with the Council's Engineering Standards. He also raises concerns that the intersection form will create multiple conflict points for pedestrians. In his view, this may result in more than minor safety and efficiency effects for road users and he does not consider that PC73 has demonstrated that the proposed mitigation at this intersection is appropriate.³⁴ In my view, the appropriateness of this intersection therefore needs further consideration.
46. A summary of Mr Collins' recommendations in relation to PC73 are:
- a. He agrees with the proposed limitation on development of the Holmes Block prior to the SH1/Dunns Crossing Road intersection upgrade being in place and prior to a signalisation of the Dunns Crossing Road/Burnham School Road intersection. However, he considers that a threshold is also required for the Skellerup Block and recommends this threshold be 51 dwellings, consistent with the quantum of development anticipated under the current zoning.³⁵
 - b. That land within the Holmes Block that may be required for the future upgrade of the SH1/Dunns Crossing Road intersection be protected through an appropriate planning mechanism.³⁶
 - c. To amend the ODPs to:
 - i. include frontage upgrades for Dunns Crossing Road and Burnham School Road;³⁷

³¹ Mat Collins, 'Plan Change 73: Rolleston West Residential Ltd, Transportation Hearing Report', September 2021.

³² Mr Collins, in Table 4.

³³ Mr Collins, page iii.

³⁴ Mr Collins, section 5.1.

³⁵ Mr Collins, section 5.5.

³⁶ Mr Collins, section 5.5.

³⁷ Mr Collins, section 6.3.

- ii. integrate with consented developments on the eastern side of Dunns Crossing Road and PC70³⁸ in relation to the Skellerup Block;
 - iii. Provide walking and cycling connectivity to SH1 in relation to the Holmes Block;
 - iv. Extend walking and cycling links;
 - v. Identify “Primary” roads;
 - vi. Provide for a secondary road to extend to the south east (Skellerup Block); and
 - vii. Provide connectivity to existing and consented footpaths on the eastern side of Dunns Crossing Road (Skellerup Block).³⁹
47. With the exception of the Dunns Crossing Road/Newmans Road/Holmes Block Access Road intersection, I consider that Mr Collins’ peer review, including his assessment of submissions, addresses those matters raised in submissions and demonstrates that transport-related effects arising from the plan change can be appropriately addressed.
48. Based on the above recommendations I consider that, should PC73 be approved, Rule 12.1.3.50 (b) should be amended to limit development of the Skellerup Block to no more than 51 occupied dwellings, prior to completion of the intersection upgrades to SH1 / Dunns Crossing Road and Burnham School Road / Dunns Crossing Road. I also consider that the ODP should be amended in relation to the matters identified by Mr Collins, through either additional notations on the ODP and/or references in the ODP text. These are set out in more detail in Section 8 of this Report and in Appendix 1. In terms of protecting additional land within the Holmes Block that may be required for the future upgrade of the SH1/Dunns Crossing Road intersection, I consider that this can be addressed by:
- a. notating the area shown in Figure 5 of Mr Collins’ report on the Holmes Block ODP as ‘potential future intersection upgrade’;
 - b. including an assessment matter for subdivision which refers to this area and provides for consideration of how the pattern and staging of development takes into account, and integrates with, the intersection upgrade; and
 - c. making a similar reference to this area in the ODP text.
49. 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 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

³⁸ PC70 is another private plan change request currently before Council. Refer to <https://www.selwyn.govt.nz/property-and-building/planning/strategies-and-plans/selwyn-district-plan/plan-changes/plan-change-70,-rezone-63-hectares-from-rural-inner-plains-to-living-z,-faringdon-far-west>

³⁹ Mr Collins, section 9.

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 PC73, 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 PC73.

50. I also note Mr Collins' comments that if PC73 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.⁴⁰ 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.
51. I do not agree with Environment Canterbury that planned intersection upgrades cannot be relied on to demonstrate capacity in the roading network; it is common in my experience for such upgrades to be relied upon and for zone changes to be approved subject to controls limiting timing of development to such upgrades.
52. In terms of CCC's comments about greenhouse gas emissions and climate change, and Environment Canterbury's comments about public transport, this is considered in more detail in section 7 below in relation to direction in the CRPS and NPS-UD. However, in my view, the funding and implementation of a public transport system is a matter that requires broader consideration, rather than being a site specific matter relating to this plan change. As such, I consider it would be difficult to require the developer of this Site to fund and implement a public transport system to service the site.
53. Overall, I consider that from a transport perspective, the potential adverse effects arising from the rezoning can be appropriately managed, provided that the concerns raised by Mr Collins regarding the Dunns Crossing Road/Newmans Road/Holmes Block Access Road intersection can be addressed.

Servicing

Submissions

54. A broad range of concerns are raised in submissions regarding servicing. These include:
 - a. That infrastructure, particularly the wastewater network and water supply network, is not sufficient to support the level of development proposed and will impact on current users, such as through further reducing water pressure.⁴¹

⁴⁰ Mr Collins, section 7.

⁴¹ J. Munro (PC73-0002), T. Parker (PC73-0003), J. Horne (PC73-0006), M. Green (PC73-0008), K. Green (PC73-0009), T. Dawson-McMurdo (PC73-0011), K & E Shaffer (PC73-0013), E. Lancaster (PC73-0014).

- b. Ratepayers will have to subsidise infrastructure development required to accommodate the additional housing.⁴²
- c. The infrastructure assessment fails to provide telecommunications adequate for the potential scale of development and that this should be designed and planned prior to the build stage, in consultation with telecommunications network operators, with development providing both wireless and fixed line telecommunications.⁴³
- d. The plan change is inconsistent with Policy 6.3.5(2) of the CRPS because water supply and wastewater upgrades are required to serve the development, but such upgrades are to be investigated further at the subdivision stage and are not included in the Long Term Plan.⁴⁴
- e. A strategic planning exercise is required to consider the most appropriate scale, direction and timing of any growth for the township, linked to a coordinated assessment of the available options to overcome identified infrastructure constraints.⁴⁵
- f. That Enable fibre for RSP's to wholesale should be installed so that it does not allow for vendor lock-in.⁴⁶

Analysis

55. Mr England, the Council's Asset Manager – Water Services, has provided an assessment of the Request in relation to water supply, wastewater and stormwater.⁴⁷ He considers that:
- a. sufficient water can be made available to service this plan change area, on the basis that consents CRC203009 and CRC203010 are vested in Council.⁴⁸
 - b. the options identified by the applicant to convey wastewater to the WWTP are feasible.⁴⁹
 - c. there are capacity upgrades planned and budgeted for in relation to the WWTP which would be sufficient to accommodate the wastewater generated by development of the Site.⁵⁰
 - d. there are appropriate means to treat and discharge stormwater for this Site.⁵¹
56. 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, he is satisfied that feasible options are available, and there are processes in place to consider the detail of those options through the subdivision and engineering approval processes. In my view, this is the appropriate time to consider the detail of upgrades. Similarly, I do not consider the absence of these site-specific upgrades being

⁴² E. Lancaster (PC73-0014), M. Green (PC73-0008), K. Green (PC73-0009).

⁴³ Spark New Zealand Trading Ltd (PC73-0043)

⁴⁴ Environment Canterbury (PC73-0049).

⁴⁵ Environment Canterbury (PC73-0049)

⁴⁶ C. Falconer (PC73-0001)

⁴⁷ Murray England, 'Officer Comments of Murray England', 3 September 2021.

⁴⁸ Mr England, at 25.

⁴⁹ Mr England, at 33 & 36.

⁵⁰ Mr England, at 66.

⁵¹ Mr England, at 72.

identified in the Long Term Plan is a barrier to rezoning of the Site, because this does not preclude them being undertaken.

57. In terms of wider upgrades, i.e. those relating to upgrades beyond the development site, I note that the upgrading of the WWTP is planned and budgeted for within the LTP. The detail of these upgrades is expanded on in Mr England's evidence,⁵² and in summary includes:
- a. Progressive upgrades to initially accommodate up to 60,000 person equivalents (PE) of incoming flow, then increase further to accommodate 120,000 PE.
 - b. Construction of a sludge blending pad to blend solid waste from the solar drying halls with green / composting waste.
 - c. A septage receiving station for trucked septic tank and trade waste.
58. 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.
59. In terms of the installation of telecommunications infrastructure, I consider that it will be necessary for this to be designed and planned in conjunction with telecommunications network operators. However, I consider that this is most appropriately considered at the time of subdivision.
60. Overall, I therefore consider that the Site is able to be appropriately serviced to meet the increased demand facilitated by the proposed increase in density.

Effects on Community Facilities

Submissions

61. Several submitters⁵³ are concerned about the additional pressure that the rezoning will place on existing schools. Several consider that West Rolleston Primary School already has a high role and note that the application does not include additional space for an expansion of the current school or for an additional school to cater for the additional population; nor is an assessment included in the application as to whether a new school is required as a result of the increase in residents. There is also concern that the proposal will alter the rural character/setting of the school.
62. The Ministry of Education (PC73-0048) further notes that there has not been any consultation with them regarding this matter. They note that their school network planning and investment in Rolleston is guided by the Council's advice on future development, which has been shaped by the Projected Infrastructure Boundary and areas already identified for development through ODPs. They state that the current school network has generally not been designed to

⁵² Mr England, at 28 – 31 and 55-57 and 59.

⁵³ J. Munro (PC73-0002); B & H Mitchell (PC73-0004); J. Horne (PC73-0006); M. & X Bentley (PC73-0012); and Ministry of Education (PC73-0048)

accommodate any development outside of these areas, and that if PC73 is approved, it will need to review its education networks in Rolleston. They seek that PC73 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 Skellerup Block and allowing for an extension of the West Rolleston Primary School into the Holmes Block. Notwithstanding this, they also express concerns that if PC73 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. They consider 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.

63. M. Green (PC73-0008) & K. Green (PC73-0009) also express concerns that medical facilities in the area are already at capacity, with residents being redirected to other areas, and that the plan change will stretch emergency services. J. Munro (PC73-0002) is also concerned about the extra stress the plan change will place on amenities.

Analysis

64. 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 roles in its own right (rather than a smaller site, which might only have a cumulative impact), 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 understand that there have been discussions between the applicant and the Ministry regarding this matter and the applicant may wish to respond to this at the hearing. My preliminary view is that this is a matter that can be resolved through amendments to the Request, and I recommend that the following assessment matter be included in Rule 12.1.4.76:

Whether, following consultation with the Ministry for Education, any land is required to be provided for a school site within the Skellerup Block or an extension of the West Rolleston Primary School within the Holmes Block.

65. In terms of the pressure that the Plan Change will place on other community services and facilities, I agree that the approval of the plan change would result in the need for the providers of these types of services to consider additional planning and provisions of these services. However, unlike provision of sites for schools, I do not consider that these other community facilities and amenities are matters that can be directly addressed through this plan change; nor do I consider that the impacts are particular to this plan change and would arise in relation to any further growth of the Township.
66. Overall, I consider that the impact of the rezoning on the capacity of local schools can be appropriately managed through changes to the Plan, and effects on community facilities are not sufficient to preclude the rezoning of the Site.

Density

Submissions

67. CCC (PC73-0007) seeks that a minimum density requirement of 15 households/hectare 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. They also note that the Greater Christchurch Partnership (GCP)⁵⁴ is currently reviewing densities and further seek that the recommendations of the report anticipated from the Partnership on this be included in the plan change.
68. M. & X. Bentley (PC73-0007) note that the PDP only permits development of these lots at a density of 97 lots for the Holmes Block and 51 for the Skellerup Block and is concerned that PC73 proposes a far greater density than that in either the PDP or Operative Plan for these blocks.

Analysis

69. In relation to the Bentley's comment, I note that the zoning proposed in the PDP is essentially a rollover of what is in the Operative Plan. However, the request is for a change in zoning and therefore expressly seeks to change the density currently anticipated for the site under the current zoning. The RMA ultimately allows for such plan change processes to consider where changes are more appropriate than the status quo.
70. While I accept that the GCP is currently reviewing densities, I note that the CRPS only requires a minimum net density of 10 households units per hectare in greenfield areas in the Selwyn District. The Request proposes a minimum net density of 12 households per hectare, and is therefore consistent with the CRPS. It is also more 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 households per hectare, and in only one case (Outline Development Plan Area 6) is the minimum is 12 households per hectare.⁵⁵

Rezoning of Additional Land

Submissions

71. The Dunns Crossing Residents⁵⁶ are concerned that PC73 would rezone land either side of their own land, and as such, leave a 'central' area that they consider is ideally suited for housing 'bound' by the current Living 2 and Rural Outer Plains frameworks. As such, they consider it reasonable that their land is included in the proposed zone change.
72. A. Smith, D. Boyd and J. Blanchard (PC73-0015) and Gallina Nominees Ltd and Heinz-Wattie Ltd Pension Plan (PC73-0047) note that the plan change site is part of several land areas where urban development has been sought through submissions on the PDP. They consider that the

⁵⁴ 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.

⁵⁵ Appendix E38 ODP Rolleston.

⁵⁶ Refer to submitters listed in footnote 8.

Holmes and Skellerup blocks are strategically located to facilitate an integrated, comprehensive and orderly expansion to the Rolleston urban growth area. Both submitters seek that their land is included within PC73 and rezoned Living Z (or alternatively, but less preferred, Living 3/or a new Living 3A respectively). The land these submissions relate to are located on the south-eastern corner of Dunns Crossing and Selwyn Roads⁵⁷ and the land located on the southern corner of the Dunns Crossing and Brookside Road intersection.⁵⁸

73. Acknowledging that this additional rezoning may be outside the scope of PC73, they request that PC73 be designed to 'future proof' or facilitate rezoning of adjoining land, including theirs, for urban development. In particular, A. Smith, D. Boyd and J. Blanchard (PC73-0015) seek that the ODPs are extended to include their land and ensure integrated management through provision of additional roading links. Gallina Nominees Ltd and Heinz-Wattie Ltd Pension Plan (PC73-0047) seek that Rules 4.9.39 and 4.9.58, which relate to the Odour Constrained Area, are amended such that the constraint area and associated setbacks on the ODPs will cease to have effect upon the adjoining land being zoned for urban purposes, with related amendment made to the legend of the ODPs.

Analysis

74. Overall, I consider that there would be benefit in considering, in a comprehensive manner, the potential rezoning of other land parcels in the vicinity of the Site, but alongside other potential growth options for the Rolleston Township. As noted by Mr Nicholson, who has been engaged by the Council to provide urban design and landscape evidence,⁵⁹ this would allow for the costs and benefits of alternative growth options to be assessed and discussed with the wider community.
75. However, in my view, it is beyond the scope of the consideration of PC73 to do this. In terms of these particular submissions, it is my view is that they fall outside the scope of the Request and therefore their rezoning cannot be considered through this process. This is because the Request relates to the land parcels identified in the Request and does not include the additional parcels identified by these submitters. As a consequence, parties who are potentially affected by the additional rezoning sought would not have understood, upon notification of the Request, that the proposal would include rezoning of the additional land.
76. Notwithstanding this, the Request also included detailed assessment of the potential impacts of the zoning change, including various technical reports. I consider that similar assessments would be required in order to appropriately consider rezoning of the additional land parcels. As such, even setting aside scope, I consider that the consideration of the appropriateness of rezoning of these sites – including whether they meet the threshold of providing significant development capacity – is more appropriately considered through a separate and comprehensive plan change process.
77. In terms of 'future proofing' the potential for the rezoning of adjoining land, I note that the ODP for the Skellerup Block already provides for connections through to adjoining land, and Mr Nicholson and Mr Collins also recommend a further connection. As such, the layout of the ODP

⁵⁷ A. Smith, D. Boyd and J. Blanchard (PC73-0015).

⁵⁸ Gallina Nominees Ltd and Heinz-Wattie Ltd Pension Plan (PC73-0047).

⁵⁹ Statement of Evidence of Hugh Anthony Nicholson, '*Urban Design and Landscape*', September 2021.

does not preclude connectivity into adjoining land, should this be considered appropriate in future.

78. In terms of making amendments to rules and the ODP legend in relation to the Odour Constrained Area I consider that this is something that would be more appropriately considered at the time a change in zoning is proposed for the adjoining land, i.e. as a consequential change arising from and forming part of that rezoning request.
79. Overall, with the exception of the additional connection, I do not recommend any changes in response to these submissions.

Water Race, Stormwater and Flooding

Submissions

80. T. Dawson-McMurdo (PC73-0011) express concerns regarding the realignment of the water race and its potential impact on biodiversity and habitat. While supporting the reuse of stormwater, she is also concerned about potential health and safety issues for the school resulting from the proposed stormwater swales. She seeks that PC73 is amended so that there are no stormwater swales and further research is undertaken about *“how to best approach the realignment of the water race.”*
81. E. Lancaster (PC73-0014) states that the Infrastructure Assessment included with the Request notes that any excessive flood runoff will generally travel south from the blocks and is concerned that their home would be at risk of increased flooding if the stormwater soak pits on the Holmes Block are overwhelmed. He considers that a flood risk assessment should be completed at the plan change stage, to ensure that any excessive runoff toward the existing dwellings can be managed by the existing stormwater infrastructure, with recommendations from the flood report included in the plan change request.

Analysis

82. I consider that the realignment of the water race is a matter that can be considered in more detail at the time of subdivision, should the Plan Change be approved. Mr England notes that there are a number of ways to treat the water race, and similarly considers that this treatment can be determined at the subdivision consent stage.⁶⁰
83. Mr England also considers the proposed approach to stormwater treatment. He considers that the treatment options proposed are appropriate and, in terms of safety considerations, can be designed to provide a safe stormwater treatment utility. He further notes that water depth, velocity and the side slopes of swales and basins to ensure they are safe are matters that can be resolved at subdivision stage.⁶¹ In my experience, the development and use of swales for stormwater purposes is a common feature of subdivisions and there is nothing unusual in what is proposed in relation to this in this Request. Again, and consistent with Mr England, I consider that the detail in relation to this is more appropriately considered at the time of subdivision, should the Plan Change be approved.

⁶⁰ Mr England, at 75-78.

⁶¹ Mr England, at 69-70.

84. In terms of flooding, Mr England also notes that if the Plan Change is approved, the engineering approval stage will require evidence that stormwater can be managed and disposed of on-site for up to a 50 year rainfall event. He considers that this will ensure no adverse flooding effects result off site.⁶² I am satisfied, based on the advice of Mr England, that further flood risk assessment is not required at this time and that this is a matter that can be appropriately addressed at the time of subdivision, should the plan change be approved.
85. Overall, I consider that there are appropriate mechanisms in place to consider the realignment of the water race, the proposed management of stormwater and potential flooding effects such that they are not reasons to preclude the rezoning.

Soils

Submissions

86. J. Munro (PC73-0002) opposes “excellent growing land” being built on.
87. The Ministry of Education (PC73-0048) notes that while the Preliminary Site Investigation (PSI) submitted with the application concludes that the site is suitable for residential use, it also recommends that a Detailed Site Investigation (DSI) is carried out prior to any earthworks or building consents being granted. It considers that the presence of contaminated land could be an issue for the West Rolleston Primary School during site excavation and supports a DSI being undertaken prior to development occurring.

Analysis

88. In terms of the appropriateness of the site as growing land, I note that the site is not identified as containing any Class 1, 2 or 3 soils under the Land Use Capability system. I also note that notwithstanding the current land use, a form of residential development is in any case already anticipated under the current Living 3 zoning. Therefore I do not consider the loss of land from rural production is of particular relevance to this plan change.
89. With regards to contamination, I note that the PSI included with the Request⁶³ has been reviewed by the contaminated land team at Environment Canterbury. They agree with the recommendation for a DSI to be undertaken to assess the HAIL activities identified, prior to large scale earthworks being undertaken or houses being built. They further note that if the DSI identifies any contaminants that exceed the relevant soil contamination standards, a remedial action plan and site validation report should be provided to the Council detailing the results of any remedial works undertaken. I accept this advice and note that the mechanism for managing this is through the 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. I understand the submission of the Ministry of Education to essentially acknowledge (and support) this as being appropriately considered at the next stage of the process, should the plan change be approved.

⁶² Mr England, at 71.

⁶³ Appendix C to the Request.

90. On the basis of the PSI and Environment Canterbury's review of this, I am satisfied that there are no contamination matters that preclude the rezoning of the site for more intensive residential purposes.

Environmental Quality

Submissions

91. A number of submitters raise concerns about the impact that the plan change will have on the amenity or environmental quality of the surrounding areas, including concerns about:
- a. The increase in noise.⁶⁴
 - b. The impact of the development of the site, including increased noise, dust and heavy traffic, on people's enjoyment of their property or children attending school.⁶⁵
 - c. The impact that the plan change will have on the rural character of the area generally, or more specifically on the rural outlook of houses which were purchased for their semi-rural views, including the potential impact this may have on property prices and enjoyment of these homes.⁶⁶
 - d. Pollution, contamination of waterways, quality of potable water, rubbish and health and safety.⁶⁷
 - e. The increased density resulting in increased crime.⁶⁸
92. T. Dawson-McMurdo (PC73-0011) also opposes the proposed medium density area and business zoning proposed behind the school, and the impacts this will have on the environmental quality around the school boundary and seeks that the medium density and business areas are moved away from the school boundary.
93. The Ministry of Education (PC73-0048) is concerned about the potential impact that the proposed Business 1 (Local Centre) zone in the Holmes Block and the increased density of housing development may have on the amenity of West Rolleston Primary School, including visual impact, bulk and location, noise and traffic, and considers that the plan changes does not address the interface between the school and the plan change areas. It seeks that if the plan change is approved, mitigation measures are included to reduce potential amenity effects on West Rolleston Primary School to an acceptable level.

Analysis

94. In general, any expansion to an urban area will alter people's experience of that area and in my view it is not reasonable to expect that townships remain static. I note that the NPS-UD

⁶⁴ J. Munro (PC73-0002), T. Parker (PC73-0003), J. Horne (PC73-0006), T. Dawson-McMurdo (PC73-0011).

⁶⁵ J. Munro (PC73-0002), J. Horne (PC73-0006), T. Dawson-McMurdo (PC73-0011), E. Lancaster (PC73-0014), K. & E. Shaffer (PC73-0013).

⁶⁶ T. Parker (PC73-0003), B. & H. Mitchell (PC73-0004), M. Green (PC73-0008), K. Green (PC73-0009), M. & X. Bentley (PC73-0012), K. & E. Shaffer (PC73-0013).

⁶⁷ J. Munro (PC73-0002)

⁶⁸ M. Green (PC73-0008), K. Green (PC73-0009)

expressly anticipates that urban environments, including their amenity values, will develop and change over time.⁶⁹ I do not consider that the RMA, or the District Plan requires protection of the amenity derived from the current use of the Site by surrounding landowners. I also note that the amenity derived from the Site by adjoining landowners results from the current land use; not from the development anticipated under the current zoning.

95. I consider that effects resulting from construction can be appropriately managed either through existing mechanisms – including the control of noise through the NZ Standard for construction noise; management of dust through requirements under the Regional Land and Water Plan; and through subdivision consent conditions relating to the construction phase. Similarly, I consider that matters relating to crime, pollution, contamination of waterways, quality of potable water, rubbish and health and safety are already managed through existing mechanisms that would apply to development of the site, including controls that sit outside the District Plan.
96. In terms of the medium density area adjoining the school boundary, I note that it is common for schools to be located adjoining residential development. I do not consider that there are any particular increased adverse effects likely to arise from higher density residential development being located at this boundary. In terms of the Business 1 zoning, Mr Nicholson notes that the location of this zone adjacent to a school could cause adverse amenity effects, create safety issues and contribute to social and health issues. He recommends, should PC73 be approved, that appropriate setbacks and other mitigation measures are included to protect the school from adverse noise, odour and visual effects, and to ensure that safe access for children is provided in front of and around the Business Zone.⁷⁰ I consider that this is largely addressed through existing controls in the Plan which include noise limits and bulk and location controls. In terms of safe access, I note that there is also a consent requirement for any development with a total gross floor area of 450m² or more which allows for consideration of pedestrian routes.⁷¹ To the extent that further more specific consideration may be required due to the specific nature of the school, I consider that this can be addressed at the time of subdivision and therefore recommend that specific mention is made within the subdivision matters of discretion, and the ODP text, regarding the management of this interface.
97. Overall, I consider that the types of adverse effects raised in these submissions are not of such significance as to preclude the rezoning of the site.

Reverse Sensitivity

Submissions

98. Waka Kotahi (PC73-0010) supports the acoustic measures proposed to address potential reverse sensitivity effects from the development of sensitive activities adjacent to the State Highway network. However, it considers that acoustic measures should be designed to ensure that *“any physical measures that are constructed are reflective of the imminent improvements to the intersection and do not result in potential non-compliances in the future.”* It is not clear what, if any changes they seek to the plan change provisions or ODP in relation to this.

⁶⁹ Objective 8.

⁷⁰ Mr Nicholson, at 13.3-13.6.

⁷¹ Rule 16.10.1.

99. J. Horne (PC73-0006) opposes having housing in proximity to the chicken farm, due to the impacts of noise and odour from these farms on new housing.
100. Environment Canterbury (PC73-0049) remain concerned, despite the Odour Assessment, that residential development of the land could give rise to reverse sensitivity, particularly with regard to the planned expansion of the WWTP and RRP. It notes that these facilities comprise important strategic infrastructure for the Selwyn District and that CRPS Policy 6.3.5(3) seeks to ensure the efficient and effective functioning of infrastructure is maintained, and the ability to maintain and upgrade that infrastructure is retained.

Analysis

101. I consider that there are a range of activities in the vicinity of the Site that could give rise to reverse sensitivity effects relating to the noise and/or odour associated with these activities, including:
 - a. SH1, Dunns Crossing and Burnham School Roads;
 - b. the WWTP;
 - c. the RRP; and
 - d. a poultry farm located at 243 Dunns Crossing Road.
102. To address these effects, the Request proposes to:
 - a. Include a setback area within the Holmes Block ODP that applies a 75m setback from the western boundary with the WWTP.
 - b. Include setback areas within the Holmes Block ODP that apply a 600m setback from the active compost windrows located within the RRP.
 - c. Include a setback area within the Skellerup Block ODP that applies a 150m setback from the poultry sheds located at 243 Dunns Crossing Road.
 - d. Apply Rule 4.9.3 to the Site, which restricts dwellings, family flats, and any rooms within accessory buildings used for sleeping or living purposes within 40m of the sealed carriageway of SH1.
 - e. Apply Rule 4.9.4 to the Site, which requires that any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes, within 100m from SH1, achieves an internal noise level from road traffic that does not exceed 35 dBA (Leq 24 hour) within bedrooms and 40 dBA (Leq 24 hour) within living areas.
 - f. Require (via the ODP) a 3m high acoustic bund and/or fence for the full length of the SH1 boundary.
 - g. Require (via the ODP) a 2m high acoustic bund and/or fence within a 5m wide landscaping strip, for the full length of the Burnham School Road boundary (excluding gaps required for transport links).

103. Mr England's evidence includes a general overview of the activities operating at the WWTP in Rolleston and their location, so as to assist in understanding the potential effects at both the interface between the WWTP and the Holmes Block, as well as the potential for reverse sensitivity effects to arise as a result of the WWTP's operations. Mr England outlines the upgrades planned for the WWTP, noting that *"the ongoing expansion of the plant is critical to allow for the future growth of Rolleston and other townships that the plant treats"*.⁷² He therefore considers it critical that the Request does not result in any reverse sensitivity effects that would obstruct the planned upgrading of the WWTP or lead to an increase in odour or other complaints relating to the Pines WWTP. He notes that the consequence of such obstructions would be insufficient wastewater treatment capacity to provide for additional growth, including the Site.⁷³
104. As a consequence of his concerns, Mr England seeks that should PC73 be approved, it contains sufficient measures to avoid reverse sensitivity effects arising from sensitive activities being established on the Holmes Block. In his view, a setback area, such as is proposed, may reduce the risk of reverse sensitivity, but he is concerned that on its own it will be insufficient to address reverse sensitivity issues from complaints from the Holmes Block that could obstruct the consenting program for the WWTP. As such, he suggests that a rule could be included in the Plan preventing development of those parts of the Holmes Block outside the setback area until the expanded Pines 120 has been consented and/or made operational.⁷⁴
105. Mr Boyd, the Council's Solid Waste Manager, provides details of the operations associated with the RRP to assist in understanding the potential for reverse sensitivity effects to arise as a result of the RRP's operations.⁷⁵ He notes concerns that *"the development of residential activities near to the Recovery Park would result in reverse sensitivity issues that would affect the ongoing operation of the Recovery Park - a core Council service to residents, and a key facility for Selwyn to meet its obligations under the Zero Carbon Amendment Bill."*⁷⁶
106. Mr Boyd is satisfied with the proposed measures to address noise associated with RRP-related traffic along Burnham School Road.⁷⁷ However, he considers that the odour assessment does not adequately take into account the volumes of composting consented at the RRP and considers that the proposed separation distances should be increased. He suggests adopting Victoria EPA's separation distances, and applying a minimum setback of 1000m from the compost maturation, screening and load out area.⁷⁸
107. Both Mr England and My Boyd also suggest that a further way to reduce reverse sensitivity effects could be via rules requiring that no-complaints covenants are registered on sites within the Holmes Block in favour of the Council in relation to the WWTP activities and its expansion and operations at the RRP.⁷⁹

⁷² Mr England, at 31.

⁷³ Mr England, at 60.

⁷⁴ Mr England, at 61-63.

⁷⁵ Andrew Boyd, 'Officer Comments of Andrew Boyd', 1 September 2021

⁷⁶ Mr Boyd, at 6.

⁷⁷ Mr Boyd, at 44

⁷⁸ Mr Boyd, at 45-46.

⁷⁹ Mr England, at 64 and Mr Boyd at 47.

108. In relation to noise, the Request included an acoustic assessment.⁸⁰ This assessment was peer reviewed by Dr Jeremy Trevathan from Acoustic Engineering Services (AES).⁸¹ With regard to the Holmes Block, in terms of the acoustic measures proposed to address potential reverse sensitivity effects from the development of sensitive activities adjacent to SH1, he considers that the 40 metres setback requirement and 3m acoustic barrier is appropriate in this case to address such effects.⁸² He also notes that the internal noise requirements proposed in the Request (to apply Rule 4.9.4) would provide a greater level of protection to bedrooms within any dwellings within 100 metres of SH1, than required under the Waka Kotahi Guideline requirements.⁸³
109. In terms of the potential for reverse sensitivity effects to arise in relation to noise associated with the RRP, Dr Trevathan considers the mitigation proposed – being the installation of a 2 metre acoustic fence⁸⁴ along the Burnham School Road boundary - to be appropriate. He also notes that the mitigation proposed will also result in the worst-case noise levels expected on the dwellings within the Holmes Block being less than that resulting from the current zoning. He further agrees, given the speed limit and the existing presence of houses along Dunns Crossing Road, that no additional acoustic mitigation is required along this site boundary.⁸⁵
110. In relation to the WWTP, Dr Trevathan agrees that with the application of setbacks proposed from the WWTP, its operations are not expected to have observable noise effects within the Holmes Block.⁸⁶
111. In terms of the Skellerup Block, he agrees that the 150m setback from the poultry farm would result in effects from the noise levels from the poultry farm, when received on the Skellerup Block, being minimal.⁸⁷
112. In relation to odour, the Request included an odour assessment.⁸⁸ This assessment was peer reviewed by Mr Chris Bender from Pattle Delamore Partners.⁸⁹ Mr Bender notes that, in order to address potential reverse sensitivity effects of the Request, the applicant's odour assessment has relied primarily on separation distances between the Site and various odour producing activities - namely the WWTP, the RRP and a poultry farm located to the north of the Skellerup Block.
113. Mr Bender, having reviewed the proposed setback distances, considers that:
- a. The separation distances between the Holmes Block and the WWTP, including the current and consented disposal areas for biosolids, are *“adequate to protect against reverse sensitivity effects from a well-managed wastewater treatment and disposal operation”*.⁹⁰

⁸⁰ Appendix I to the Request.

⁸¹ Dr Jeremy Trevathan, 'Private Plan Change Request 73: Review of noise assessment', 12 August 2021.

⁸² Dr Trevathan, at section 1.1.1.1.

⁸³ Dr Trevathan, at section 1.1.1.1.

⁸⁴ For completeness I note that Dr Trevathan refers to a 2m high fence,

⁸⁵ Dr Trevathan, at section 1.2.

⁸⁶ Dr Trevathan, at section 1.2.

⁸⁷ Dr Trevathan, at section 2.0.

⁸⁸ Appendix H to the Request.

⁸⁹ Chris Bender, *Plan Change 73 – Odour Assessment Review*, 3 September 2021.

⁹⁰ Mr Bender, at 15.

- b. The proposed 75m setback from the western boundary with the WWTP, where treated wastewater is disposed of to land, is appropriate to protect against adverse effects arising from this activity.⁹¹
 - c. The separation distance between the Holmes Block and the RRP's waste transfer operations is appropriate.⁹²
 - d. The 150m setback from the poultry sheds is likely to be adequate.⁹³
114. Mr Bender, however, identifies that the separation distance from the composting operations adopted in the odour assessment and applied as an Odour Constrained Area within PC73 to the Holmes Block, is based on a separation distance recommended by Victoria's EPA which relates to composting rates which are lower than the volumes now consented for the RRP. He notes that applying the EPA Victoria guidance document based on the consented volumes would require a much greater separation distance of 2,000m.⁹⁴
115. Mr Bender accepts that the separation distances are guidelines only and lower separation distances may be adequate depending on other factors.⁹⁵ He has therefore also considered the site specific assessments undertaken as part of the resource consent process for the RRP, noting that its operations, as described in the application documents and related odour and dust management plan, *"were developed to ensure that the site can operate without generating adverse off-site air quality effects."*⁹⁶ He therefore accepts that the site "should" be able to operate without resulting in offensive odours beyond the proposed 600m separation distance. However, he notes that in practise "upset conditions" may occur, and in his view, the increased density of housing proposed in PC73 would increase the sensitivity of the receiving environment and could therefore contribute to additional odour complaints arising from any incident.⁹⁷ He therefore considers that there is potential for PC73 to result in reverse sensitivity effects on the RRP.⁹⁸ He further notes that this could lead to future requirements for the composting facility to adopt more expensive composting technologies.⁹⁹
116. Based on Mr Bender's review, as well the concerns raised by Mr Boyd, I consider that the currently proposed distance of 600m from the RRP is not sufficient to ensure that the potential reverse sensitivity effects arising from the proposed rezoning will be adequately avoided or mitigated.
117. Notwithstanding the above, should the Hearings Commissioner determine that the proposed (or an alternate) buffer distance is appropriate, I consider that there is a need to further consider the land affected by the buffer. I note that the current ODPs in Appendix 39 and 40 of the Plan are relatively detailed, in that they essentially constitute a subdivision plan including specific lot boundaries. These demonstrate where, on each allotment, a dwelling would be able

⁹¹ Mr Bender, at 18.

⁹² Mr Bender, at 20.

⁹³ Mr Bender, at 31.

⁹⁴ Mr Bender, at 21.

⁹⁵ Mr Bender, at 23.

⁹⁶ Mr Bender, at 24-25.

⁹⁷ Mr Bender, at 25.

⁹⁸ Mr Bender, at 33.

⁹⁹ Mr Bender, at 28.

to be sited outside the current Odour Control Setback area. In the Holmes Block, this is achieved through the density applying along the western boundary of this Block being 4ha. For the Skellerup Block, the same applies along the northern boundary of the Block. In other words, under the current density framework applied to these Blocks, lots are able to be created at a density anticipated by the underlying zoning, and which can site a complying dwelling outside the Odour Control Setback area.

118. Under PC73, there are no 'larger' densities proposed within these setback areas and therefore the underlying zoning anticipates a level of development that is then not able to be given effect to because of the setback. I do not consider this to be an efficient or effective approach. I consider it is necessary to understand what this area would be used for (given it would not be permitted to use it for residential development) and how it would be managed under the proposed zoning. My preference, at this stage, would be for lower densities to continue to be identified in these areas, which are of a sufficient size to provide for lots to be developed that can site a complying dwelling. If an alternate land use is proposed, I consider that this should be identified now and indicated on the ODP. Should PC73 be approved, I have included recommendations (set out in Section 8) to make amendments to the provisions to address this.
119. Should PC73 be approved, then in addition to the setback from the RRP, I consider that there is a need to address the concerns of Mr England regarding the potential for development of the Holmes Block to occur ahead of the upgrading planned for the WWTP and lead to the potential for the consenting process for the expansion to be frustrated. I therefore agree with his suggestion to include a rule in the Plan preventing development of the Holmes Block until an expansion to the WWTP has been completed which provides for a treatment capacity of up to 120,000 person equivalents of incoming flow.
120. I also note that potential for no-complaints covenants to be used as a further measure to mitigate potential reverse sensitivity effects. I note that no complaints covenants are private matters and therefore while a landowner may be subject to such a covenant, they can ultimately still make a complaint and the relevant authority would be required to investigate and act on the complaint regardless of the covenant. While the Council, as the beneficiary of the covenant could then separately seek to enforce it, it would not stop either the district or regional council from having to act on complaints made. As such, my view is that no complaints covenants may assist, but only somewhat, in addressing potential reverse sensitivity effects, and therefore if used, should only be used in addition to other measures.
121. Overall, I have concerns that in its current form, the Request does not adequately avoid reverse sensitivity effects on the RRP, and has the potential to frustrate the consenting and ultimately the delivery of the proposed expansion to the WWTP that is required to service this Site as well as other planned areas of growth.

The Form of Urban Growth

Submissions

122. CCC (PC73-0007), while supportive of the growth in the towns in Selwyn District to support local needs, notes that the plan change 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 the plan change must be declined.

123. With respect to the NPS-UD, CCC notes that Policy 8 allows for plan changes to be considered where both tests in the policy are met, and in its view, equal weighting should be given to other provisions within the NPS-UD, such as infrastructure readiness, strategic planning and responsiveness to enable development capacity, as anticipated in Objective 6. CCC also 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.
124. CCC also 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. Overall, 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.
125. Waka Kotahi (PC73-0010) considers that the proposed rezoning should be considered against the Urban Development Strategy (UDS),¹⁰⁰ including the settlement pattern update in Our Space and the CRPS. It considers that if the proposed plan change does not align with the intentions of the UDS and CRPS, then further consideration of the proposal may be required. It further notes that that *"...while the proposal would increase housing supply for Selwyn District, consideration should be given to prioritising the development of areas within the Projected Infrastructure Boundary to promote a sustainable, consolidated centre-based urban growth pattern for the district"*.
126. M. & X. Bentley (PC73-0012) consider that the proposed rezoning will shift the suburban edge of Rolleston too far to the west, which in turn will push transitional large lot residential options further west and blur the boundaries between Rolleston and Burnham. They also consider that the proposed Business 1 zoning is not necessary, given that there are empty shops in the nearby Stonebrook Drive commercial area, and given the commercial options in the town centre of Rolleston.
127. Environment Canterbury (PC73-0049) notes that the site is not identified as a Greenfield Priority Area for residential development, nor within 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 proposed change to Chapter 6 of the CRPS has been notified to amend Map A to identify Future Development Areas, to support the outcomes of Our Space; noting that neither Our Space nor the CRPS change identified the land subject to Plan Change 73 as necessary to meet future growth demands in Greater Christchurch over the 30 year period to 2048.¹⁰¹ It further notes that the Site was also not included within the 'Urban Growth Overlay' 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 notes that Policy 6.3.9 (7) of the CRPS directs that a rural residential development area is not to be regarded as a transition to full urban development. Overall, it considers that the suitability of

¹⁰⁰ Greater Christchurch Urban Development Strategy (2007).

<https://greaterchristchurch.org.nz/assets/Documents/greaterchristchurch/UDSActionPlan2007.pdf>

¹⁰¹ I note that this was a change proposed at the time the submission was written, but this was subsequently approved by the Minister for the Environment under the Streamlined Planning Process on 28 May 2021 and made operative on 28 July 2021.

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.

128. In terms of development capacity, Environment Canterbury 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 changes proposed to the CRPS. It states that further development capacity in Rolleston is not required to meet medium and long term housing targets identified in Our Space and expressed in the CRPS and the Selwyn District Plan. 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 requests.
129. In terms of the NPS-UD, Environment Canterbury 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 houses per hectare 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.
130. With respect to the contribution to a well-functioning urban environment and connection along transport corridors, Environment Canterbury 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 also considers that PC73 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

131. Where the matters raised above relate to the inconsistency of the proposal with various planning documents, consideration of these is set in section 7 below.
132. In terms of the plan change shifting the edge of Rolleston further to the west, I note that at this stage there is no proposal for larger rural-lifestyle zoning beyond the Site, so in my view this is

not a matter that can be considered through this process. Mr Nicholson in any case does not consider that PC73 is likely to blur the boundaries of Burnham and Rolleston.¹⁰²

133. In terms of the Business 1 zoning, I note that the Request proposes a substantial amount of new housing development, and Mr Nicholson also identifies that much of the Holmes Block would not be within a walkable catchment of the Stonebrook Shopping centre.¹⁰³ In other such developments, a small area of Business 1 zoning has similarly been provided for, in order to allow for a small number of commercial activities that service the local population. I therefore consider the provision for the Business 1 zoning within these areas to be appropriate and proportional to the additional residential zoning they would provide for.
134. In terms of the PDP, as referred to by submitters, this 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 3 below.

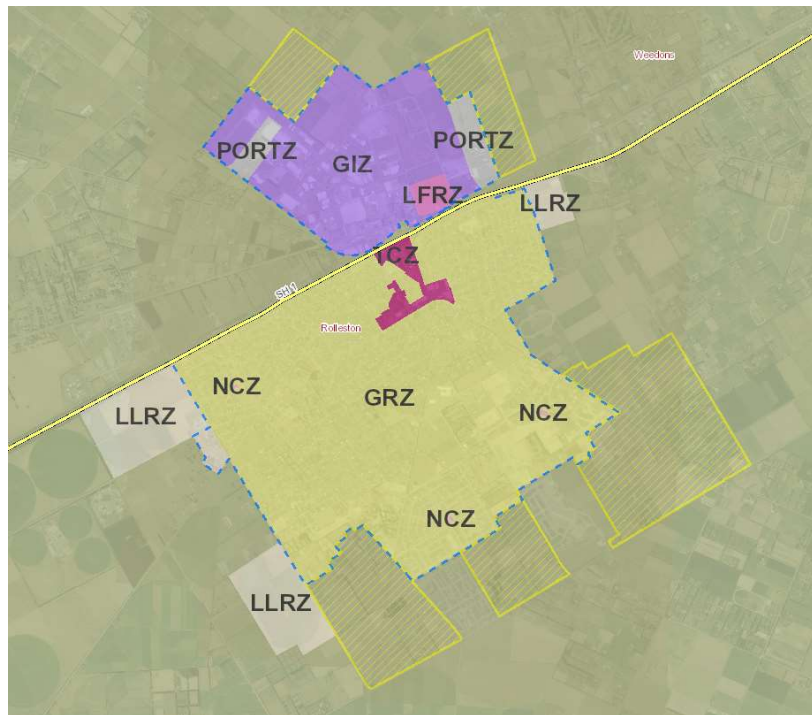


Figure 3 – Proposed Selwyn District Plan

¹⁰² Mr Nicholson, at 13.2.

¹⁰³ Mr Nicholson, at 9.8 and Figure 1.

135. As noted earlier, my understanding is that there is no specific requirement to consider PC73 against the PDP. The hearings for the PDP have only recently commenced, 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 further reinforces that increased density of the Site is not currently anticipated in future growth planning of Rolleston.
136. Mr Nicholson has also considered the urban design effects in relation to the urban form of Rolleston. He ultimately considers that both Blocks would be 'peninsula' urban forms, surrounded by roads, infrastructure, and rural land.¹⁰⁴
137. In terms of the Holmes Block, Mr Nicholson states that it would not be well-connected to the existing Township or to any future urban development in adjacent areas. This is due to it being bound by the WWTP to the west, SH1 to the north, and two arterial roads to the south and east, with no direct property access provided along the southern boundary.¹⁰⁵ Should the Plan Change be approved, he identifies ways in which connectivity could be improved, but ultimately considers that these would not outweigh the *"the community severance created by the traffic volumes on the arterial roads to the south and east, and the adjacent residential properties 'turning their backs' to Burnham School Road."*¹⁰⁶ In terms of the enclosure/severance along the southern boundary, I understand that the bund/fence along Burnham School Road is proposed in order to avoid reverse sensitivity effects arising from noise from truck movements associated with the RRP. As such, I note that the potential to address Mr Nicholson's concerns by 'opening up' this frontage is limited by the need to address noise.
138. I note that there is already existing urban development on the west side of Dunns Crossing Road, adjoining the Holmes Block, in the form of the existing school, which would be located in the same perimeter block as the proposed Holmes Block. Mr Nicholson's view is also that while schools can provide a focal point for the community, and would become more accessible as a result of connectivity improved made through PC73, he does not consider that this mitigates the adverse effects he is concerned about.¹⁰⁷ I also note that there is Living 2 zoned development to the south of this. This is subject to a similar density to that of the current Living 3 zoning, with the average allotment size for the Living 2 Zone in Rolleston¹⁰⁸ being 5,000m², and the Living 3 zoning minimum average also being 5,000m², outside the identified Lower Density Areas.
139. In terms of the Skellerup Block, Mr Nicholson considers that it would have a low level of connectivity with Rolleston and would not contribute to a compact urban form.¹⁰⁹ He notes that it is largely surrounded by rural land, with only the northern half of the Dunns Crossing Road frontage location opposite Living Z zoned land, which is not yet developed, and the other half of this frontage located adjacent land zoned rural, but where residential zoning is sought through PC70.¹¹⁰ In relation to the latter I note that the PC70 land is also identified in the CRPS

¹⁰⁴ Mr Nicholson, at 14.1.

¹⁰⁵ Mr Nicholson, at 10.12.

¹⁰⁶ Mr Nicholson, at 10.6, 10.8 and 10.13.

¹⁰⁷ Mr Nicholson, at 10.11.

¹⁰⁸ Table C12.1 – Allotment Sizes.

¹⁰⁹ Mr Nicholson, at 11.9 & 11.10.

¹¹⁰ Mr Nicholson, at 11.1.

as a Future Development Area and in the PDP as an UGO. In this context Mr Nicholson notes that development of the Skellerup Block could be largely surrounded by rural land uses, and even if PC70 is approved and developed, the Skellerup Block would still be a peninsula with only one edge connecting to residential zoning.¹¹¹

140. Mr Nicholson also notes that Rolleston's future residential growth is constrained to the north by SH1 and the north-east by the airport noise contours. As such, while he considers that development of the Skellerup Block at this time would be out of sequence, and could potentially have adverse effects on the urban form and connectivity of Rolleston as noted above, he accepts that once the eastern side of Dunns Crossing Road is fully developed, "*residential development of the Skellerup Block and adjacent land is one of a number of alternative growth options*" to provide additional capacity for the growth of Rolleston.¹¹² On that basis, he has identified amendments to the ODP to include additional connections to ensure that the Skellerup Block could be satisfactorily integrated with potential future urban development on adjacent rural land to the north, east and south.¹¹³
141. Mr Nicholson also supports additional capacity being identified and provided through "*a more comprehensive and strategic approach [that] would allow the costs and benefits of alternative growth options to be assessed and discussed with the wider community*". His view is that consideration of plan changes in isolation do not allow alternative options for growth to be assessed and compared in a comprehensive manner.¹¹⁴
142. I accept Mr Nicholson's advice that the development of the Skellerup Block could have adverse effects on the urban form and connectivity of Rolleston. I understand that these effects would be lessened, but not avoided, if the areas east of Dunns Crossing Road – including the PC70 area which is currently zoned rural - are developed first. However, ultimately, it appears to me that the adverse effects identified by Mr Nicholson in terms of lack of connectivity and consolidation could only really be resolved through growth to the west being considered comprehensively; rather than the Skellerup Block's zoning being considered in isolation. While I accept that a private plan change needs to be considered on its merits, I do share Mr Nicholson's view that while the Skellerup Block could be suitable as a future growth option, rezoning at this time would predetermine its suitability. Perhaps more importantly, it would effectively predetermine that higher density residential development to the west of the current township is appropriate, in absence of this being considered against other growth options, such as east (outside the airport noise contours) or south.
143. I do accept that there is a counter-argument to this, in that the current zoning allows for a level of development occur on the Skellerup Block, and while the nature of this is different (i.e. it intended to be rural-residential in character), if the rezoning is not approved, and the Site instead developed at this lower density, it could make it more difficult to intensify in the future. The risk of this is that it may then limit the ability for further intensification, if through a future comprehensive assessment, growth to the west including the Skellerup land is considered to be most appropriate growth option. However, I do not consider that this risk is sufficient on its own to justify the rezoning.

¹¹¹ Mr Nicholson, at 11.2 & 11.9.

¹¹² Mr Nicholson, at 11.12.

¹¹³ Mr Nicholson, at 11.13.

¹¹⁴ Mr Nicholson, at 11.14.

144. A further point to note is the intent behind the underlying zoning. My understanding, from the decision on Plan Changes 8 & 9, is that it was intended for these blocks act as a transition or hybrid edge between the rural and urban area, as well as to provide an additional rural-residential housing choice. The rezoning would therefore 'lose' this transition/hybrid function, and reduce this type of housing choice. Again, I accept that this may be appropriate; but in my view it is much more difficult to make this determination in isolation. In particular, this rezoning does not allow for consideration of alternate areas that may be suitable to provide for rural-residential development, to replace the loss of this type of capacity that would result from PC73.
145. Overall, I consider that there will be adverse effects from PC73 on urban form, including a lack of consolidation and connectivity. While I consider that these effects can be mitigated to some extent by changes to the ODPs, I consider that some cannot be overcome through the current plan change process.

Geotechnical and Ecological Considerations

146. The Request included a geotechnical assessment of the appropriateness of the land for residential development,¹¹⁵ as well as an ecological assessment.¹¹⁶
147. The geotechnical assessment was peer reviewed by Mr Ian McCahon of Geotech Consulting Ltd and that review is attached as **Appendix 2** to this report. It states that Mr McCahon agrees that the general site area is geotechnically "benign" and he has no issue with the conclusions reached in the report and confirmed in the response to the Council's request for further information. Overall, he accepts the conclusions that the Site is geotechnically suitable for residential land use.
148. The ecological assessment was reviewed by Dr Greg Burrows of Instream Consulting and that review is attached as **Appendix 3** to this report. He agrees with the assessment that the key aquatic features present on the Site are water races and that any effects on these can be avoided, remedied, or mitigated. This is based on these water races remaining open and fish and kākahi salvage being conducted prior to any works occurring within the water races, in combination with the application of the District Plan's waterway setback rules. I note that the former is implemented through wording within the Holmes Block ODP and the latter will continue to apply under the proposed Living Z zoning.
149. On the basis of the technical reports and the conclusion of the peer reviews, I am satisfied that there are no geotechnical or ecological matters that preclude the rezoning of the site for residential purposes.

Other Matters

Submissions

150. M. & X. Bentley (PC73-0012) consider that the consequence of the changes proposed to various rules through the District Plan (set out in paragraph 2, point 4 of the Request) are that the

¹¹⁵ Appendix B to the Request.

¹¹⁶ Appendix F to the Request.

changes would affect other properties within the District, not just the Plan Change site, removing restrictions from Living 3 zones.

Analysis

151. I note that the amendments proposed to the District Plan rules through the Request would only affect the application of those rules to the Site; and would not alter the current regime applying to Living 3 sites in other areas. This is because the rules sought to be deleted or amended are those that apply only to the areas of Living 3 Zoning identified in Appendices 39 & 40 of the Plan.

7. Statutory Analysis

Functions of Territorial Authorities

152. 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. control any actual or potential effects of the use, development or protection of land.
153. The application states that the plan change accords with these stated functions, providing for the use and development of land for residential activities as an extension of an existing residential area, and with only such amendments as are necessary to recognise the site and the proposed ODP. It states that the proposed ODP provides the methods for Council to manage potential effects of this activity and demonstrates an integrated management approach. I agree broadly with this assessment, while noting that changes to the ODP and additional measures are recommended in the report to better address identified issues, should the plan change be granted.
154. I note that another of the Council's functions (under s31(1)(aa) of the RMA) is to ensure that there is sufficient development capacity in respect of housing and business land to meet the expected demands of the district. 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.

Part 2 Matters

155. 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 that must be recognised and provided for (s6) and other matters that particular regard is to be had to (s7).
156. 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 PC73 does not seek to change. Rather, PC73 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

157. 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 PC73 is discussed in the application and set out further below.

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

158. The applicant has identified the provisions within the NPS-UD that they consider are relevant to this proposal, and included an assessment against them.¹¹⁷

159. The applicant notes¹¹⁸ that while Rolleston itself is large enough to meet the definition of an urban environment under the NPS-UD, Rolleston is considered to be part of the Greater Christchurch urban area, with Greater Christchurch therefore being the applicable “urban environment” be considered this case.

160. The applicant’s assessment is that PC73:

- a. will contribute to a well-functioning urban environment;
- b. will provide enhanced housing supply and choice which in turn will help address housing affordability;
- c. can be effectively integrated with infrastructure planning;
- d. responds to the diverse and changing needs of people, communities, and future generations, in terms of proposed form/density of housing in this location; and
- e. provides for alternative transport modes, connectivity and accessibility, and the potential for servicing by public transport supports reductions in greenhouse gas emissions.

161. I consider it important to note that Policy 1 sets out what constitutes (as a minimum), a well-functioning urban environment, and requires that planning decisions contribute to such

¹¹⁷ Table 8 of Attachment 6: Section 32 Evaluation.

¹¹⁸ Paragraph 165 of Attachment 6: Section 32 Evaluation.

environments. A well-functioning urban environment must meet all of the criteria in the policy, which includes, of particular relevance to this plan change, that they:

- a. have or enable a variety of homes that meet the needs of different households;
- b. support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets;
- 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
- d. support reductions in greenhouse gas emissions.

162. In terms of a. and b. above, I consider that the proposal will enable a variety of homes to meet the needs of different households and will support the competitive operation of land and development markets.
163. However, in terms of c., 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 Mr Collins makes recommendations to improve active transport options and Mr Nicholson also makes a number of recommendations that he considers will result in better connectivity and provide better walking and cycling facilities. As such I accept that this will provide active transport accessibility between the Site and *local* jobs and facilities.
164. 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.
165. In terms of accessibility by public transport, the applicant also notes that the proposed road networks and connections would enable existing/nearby bus services to route through the sites. Mr Collins also considers that PC73 does not preclude the future provision of public transport services, provided amendments he recommends to the ODPs are made to improve network connectivity. My understanding of this is that there is nothing about the Site that means it could not be served by public transport.
166. 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.¹¹⁹ The Request would therefore be consistent with this direction in broad terms.

¹¹⁹ Our Space, page 28.

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.¹²⁰ As noted earlier Mr Nicholson has concerns that the Skellerup Block would not contribute to a compact urban form.

167. I also consider the current zoning of the Site is relevant to consideration of this matter. I consider that the increase in density is likely to better support the uptake of public transport opportunities, as anticipated by Our Space. On balance I therefore consider that the proposal is not inconsistent with Policy 1, albeit that in respect to the Skellerup Block, there is some tension.
168. 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. However, the evidence of Mr England outlines the planning associated with the WWTP and confirms that the Site can be integrated with this. Similarly, while the supply of water for the Site has not been planned for, Mr England confirms that sufficient water can be made available to service this plan change area, if the water take and use consents associated with the Site are vested in Council.
169. However, I also consider that Objective 6 requires the Request to be considered in the context of the infrastructure planning and funding, and integration of this with the wider urban environment, that has been undertaken with respect to the WWTP. More specifically, as outlined by Mr England, the capacity of the wastewater network to not only service this Site, but also to service other planned growth is reliant on the ability for the planned extension to the WWTP to be implemented. In particular, he considers that *“it is of significant importance that this plan change application and specifically the Holmes Block proposal does not cause any reverse sensitivity issues which would obstruct the consenting and upgrade program.”*¹²¹ In my view, this is necessary to ensure that this decision is strategic over the medium and long term, because any restriction on the WWTP resulting from this rezoning could ultimately restrict wider growth in the District.
170. 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.

¹²⁰ Our Space, page 23.

¹²¹ Mr England, at 81.

- 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 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.
171. I note, in relation to the latter matter, that there are as yet no criteria in the CRPS.
172. The application states that the Request provides significant development capacity because the plan change provides for 2,100 households, which represents:
- Within the Selwyn District, approximately 8% of existing dwellings; 7% of projected dwellings in 2030; and 5% of that projected in 2050; and
 - Within Rolleston, approximately 27% of the existing dwellings; 21% of projected dwellings in 2030; and 16% of that projected in 2050.
173. I acknowledge that the Council accepted PC73 for notification on the basis of the above argument 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 Rolleston is not considered an urban environment in its own right, but forms part of the urban environment that is Greater Christchurch. As such, they question the significance of the development capacity when it is considered in the broader Greater Christchurch context; rather than only in respect to Rolleston. I accept that there is potential inconsistency with identifying Rolleston as part of wider Greater Christchurch urban environment, but then considering the significance of the capacity in relation to Rolleston only. Notwithstanding that, I consider the development capacity is still significant in the Greater Christchurch context in any case. I also 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.
174. If the development capacity is considered to be 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, albeit that in respect to the Skellerup Block, there is some tension arising due to its lack of connectivity. I also consider, given its location, that the Site is well-connected along transport corridors.
175. 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

176. 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’.¹²² 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. This includes:
- a. The UDS, which included the intention to manage urban growth through consolidated settlement patterns through the application of an integrated approach between land use planning and the provision of efficient and cost-effective transport networks;
 - b. The integration of the UDS into the CRPS and Selwyn District Plan;
 - c. The development of Our Space, by the GCP, as a Future Development Strategy under the National Policy Statement on Urban Development Capacity 2016; and
 - d. Selwyn 2031, a District Development Strategy that provides an overarching strategic framework for achieving sustainable growth across the district through to 2031, intended to guide the future development of the district and to inform Council’s capital investment decisions. It includes a Strategic Direction which seeks to ensure there is enough zoned land to accommodate projected household and business growth, while promoting the consolidation and intensification within existing townships.
177. I further note, in relation to Our Space, that it is focused on how to best accommodate housing and business land needs in a way that integrates with transport and other infrastructure provision, builds greater community resilience, and contributes to a sustainable future for Greater Christchurch that meets the needs and aspirations of communities. It provides targets for housing for 30 years and outlines how any identified shortfall in capacity to meet these targets will be met, including through the identification of areas for housing growth. This planning was intended to promote *“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.”*¹²³ This is reflected in additional capacity being directed to Rolleston, Rangiora and Kaiapoi in support of the public transport enhancement opportunities identified in Our Space.¹²⁴ Subsequent changes to the CRPS were signalled in Our Space as being required to facilitate this and have since been reflected in a plan change to the CRPS. It is also indicated in Our Space that a further comprehensive review of the CRPS will be undertaken in 2022.

¹²² Ben Baird, ‘Growth Planning in Selwyn District’, 19 August 2021.

¹²³ Our Space, Executive Summary.

¹²⁴ Our Space, page 28.

178. Mr Baird also outlines current work programmes underway through the GCP,¹²⁵ or planned by the Council,¹²⁶ including:
- a. 'Greater Christchurch 2050', which is intended to set a vision for Greater Christchurch to achieve intergenerational wellbeing that also responds to climate change, and moving towards a zero-carbon economy. It is also intended to be based on partnership priorities that include enabling sustainable urban form that aligns and integrates with the transport system.
 - b. investigation of Mass Rapid Transit opportunities;
 - c. development of a Greater Christchurch Spatial Plan, intended to build on and replace the UDS and Our Space, integrate with the Mass Rapid Transit Business Case and ultimately inform Long Term Plans, the Regional Policy Statement, District Plans and the Regional Land Transport Plan; and
 - d. an update of the Rolleston Structure Plan.
179. Mr Baird also outlines how capacity within the District has been assessed, and how further capacity will be provided to meet projected demand, as well as why the proposed distribution of capacity – focussed primarily on Rolleston – has been preferred. This is intended to:
- a. improve self-sufficiency of the local economy;
 - b. provide greater certainty to inform investment decisions;
 - c. improve the amenity of the Rolleston Town Centre and efficient use of its social infrastructure; and
 - d. promote the efficient use of infrastructure, including transport.
180. 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. However, the rezoning of this land 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. In my view, it is relevant to consider this alongside consideration of the significance of the development capacity provided by the Request. In this instance, the applicant argues that the contribution the rezoning will make to development capacity is significant because it provides additional residential capacity within the Rolleston Township. As noted earlier, this significance is reduced when considered in the context of the wider District and Greater Christchurch sub-region. However, I note that the capacity would be provided in Rolleston, consistent with the preference for growth of this township, and would therefore also contribute towards achievement of the outcomes sought with respect to Rolleston.

¹²⁵ Mr Baird, at 21.

¹²⁶ Mr Baird, at 35.

Canterbury Regional Policy Statement (CRPS)

181. The application contains an assessment of the plan change provisions against the CRPS.¹²⁷ This includes consideration of Objectives 5.2.1, 6.2.1, 6.2.2, 6.2.3, 6.2.4, 7.2.1, 7.2.4, 11.2.1, 11.2.3, 15.2.1 and 16.2.1 and Policies 5.3.7, 6.3.1, 6.3.2, 6.3.3, 6.3.4, 6.3.5, 6.3.7 and 6.3.9. In my view, the applicant has identified those provisions within the CRPS that are relevant to the proposal. 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 Policy 8 of the NPS-UD resolves such tensions. I also agree with the assessment undertaken by the applicant, expect where otherwise stated below. For completeness I also note that the submission from Environment Canterbury provides more specific identification of, and assessment of the proposal against the provisions within the CRPS.
182. 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; and in terms of sub-clause 2(f), 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.
183. In terms of consolidation and well-designed growth, I note that Mr Nicholson's view is that the Holmes Block is poorly connected to, and isolated from, the Rolleston township, and that the Skellerup Block would have low levels of connectivity with Rolleston and would not contribute to a compact urban form.
184. In the context of this Request, the Objective 5.2.1 is also particularly relevant with respect to the WWTP, which falls within the CRPS definition as 'regionally significant infrastructure'. However (g) and (i) are also relevant to the RRP.
185. I also note that Objective 6.2.1 is broader than simply referring to locations for urban growth, and 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;

186. In my view, the direction in both Objective 5.2.1 and 6.2.1 is particularly relevant to this Plan Change, and ultimately requires that the development facilitated by the Request:

¹²⁷ Table 9 of Attachment 6: Section 32 Evaluation.

- a. Does not affect the continued operation of the WTP, but also does not adversely affect the ability for the upgrades and future planning associated with the WTP to be implemented.
 - b. Does not impede the optimal use of either the WWTP or the RRP or result in conflict between the proposed higher density residential use and these facilities.
187. As noted earlier, Mr Bender generally considers that the various proposed setback distances are appropriate to address the potential for reserve sensitivity effects to arise as a result of odour from the WWTP and RRP. However, he has concerns about the appropriateness of the proposed separation distance from the RRP composting activities and considers that there is potential for PC73 to result in reverse sensitivity effects on the RRP as a result. Mr England also has concerns that the Request has the potential to frustrate the consenting and ultimately the delivery of the proposed expansion to the WWTP that is required to service this Site, as well as other planned areas of growth. In its current form, I therefore consider the Request does not give effect to Objectives 5.2.1 and 6.2.1
188. 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 be integrated with this development.
189. Policy 6.3.5 also directs:

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

 1. *Identifying priority areas for development to enable reliable forward planning for infrastructure development and delivery;*
 2. *Ensuring that the nature, timing and sequencing of new development are co-ordinated with the development, funding, implementation and operation of transport and other infrastructure in order to:*
 - a. *optimise the efficient and affordable provision of both the development and the infrastructure;*
 - b. *maintain or enhance the operational effectiveness, viability and safety of existing and planned infrastructure;*
 - c. *protect investment in existing and planned infrastructure; and*
 - d. *ensure new development does not occur until provision for appropriate infrastructure is in place;*
 3. *Providing that the efficient and effective functioning of infrastructure, including transport corridors, is maintained, and the ability to maintain and upgrade that infrastructure is retained;*
 4. *Only providing for new development that does not affect the efficient operation, use, development, appropriate upgrading and safety of existing strategic infrastructure, including by avoiding noise sensitive activities within the 50dBA Ldn airport noise contour*

for Christchurch International Airport, unless the activity is within an existing residentially zoned urban area, residential greenfield area identified for Kaiapoi, or residential greenfield priority area identified in Map A (page 6-28); and

5. *Managing the effects of land use activities on infrastructure, including avoiding activities that have the potential to limit the efficient and effective, provision, operation, maintenance or upgrade of strategic infrastructure and freight hubs.*
190. In my view, for the proposal to satisfy the direction of this policy, there would need to be:
- a. Satisfaction that the provision of infrastructure to service the Site could be done in such a way that it would not undermine coordination of the integration of infrastructure with other planned development; and
 - b. Satisfaction that the development would not compromise the efficient and effective functioning of the WWTP and RRP.
191. Consistent with my comments above, I consider the Request in its current form does not achieve this.
192. 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) and Canterbury Air Regional Plan (CARP)

193. Under s75(4)(b) of the RMA, the District Plan cannot be inconsistent with a regional plan, which in respect to this application include the LWRP and the CARP. 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 or CARP. Therefore, I consider that the Request is not inconsistent with the LWRP and the CARP.

Mahaanui Iwi Management Plan (IMP)

194. 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 IMP¹²⁸ and I agree with the content and conclusions of that assessment.

Rolleston Structure Plan (RSP)

195. 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."*¹²⁹ It then identifies principles for future development, rather than detailed planning for individual growth areas. The Site is located outside the area covered by the RSP. Setting this to one side, there is also an inconsistency with the plan change and the RSP is that one of the urban design principles contained in the RSP is *"clearly define the edge of the town through providing a strong buffer that maintains the rural feel beyond the urban limit."*¹³⁰ This is essentially a matter considered earlier in terms of the discussion around the form of urban growth and the current zoning reflects the intention for these areas to act as a buffer/transition area.

Consistency with the plans of adjacent territorial authorities

196. Matters of cross-boundary interest are outlined in the District Plan (in Section A1.5 of the Township Volume). Of relevance to PC73, 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

197. 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

198. As set out in the plan change application, the proposal does not involve any new objectives, or any changes to the existing objectives within the District Plan. The assessment required under

¹²⁸ Paragraphs 191-198 of Attachment 6: Section 32 Evaluation.

¹²⁹ *Rolleston Structure Plan*, September 2009, page 6.

¹³⁰ *Rolleston Structure Plan*, September 2009, page 17.

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 is to provide for an extension of the adjoining existing urban residential area of Rolleston (with provision for some associated local business services) in a manner that adds significantly to development capacity and provides for increased competition and choice in residential land markets whilst managing adverse effects of the change in land use on the surrounding area.¹³¹ The application then states:

*Provision for a variety of densities (including medium density and lower density development) within the Plan Change area is considered appropriate to provide choice, help address declining housing affordability, and enable persons and the community to provide for their health and wellbeing, while avoiding, remedying or mitigating potential adverse effects. While the proposal will result in a change to an urban form from the rural-residential form that exists currently, the proposal is considered to be an efficient use of the physical land resource.*¹³²

199. I do not consider that any matter of national importance is relevant to PC73. 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)), and the maintenance and enhancement of the quality of the environment (s7(f)) are relevant to the plan change.
200. 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 transport networks, the WWTP and the RRP. I am satisfied, based on Mr Collins' advice, that the proposal results in an efficient use of the transport network (subject to Mr Collins' concerns about the Dunns Crossing Road/Newmans Road/Holmes Block Access Road intersection being addressed). I am also satisfied that the provision of servicing for this site can be achieved without compromising the ability for other sites, where the Council has anticipated development, to also be appropriately serviced. However, I also consider that it is necessary to be satisfied that this Request will not result in conflict and/or reverse sensitivity effects arising in relation to the proposed residential development and existing infrastructure – namely the WWTP and RRP. Specifically, I consider that for the purpose of the proposal to be more appropriate than the status quo, there would need to be certainty that the proposal would not compromise the ability for these physical resources to be able to be efficiently used and developed.
201. 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,¹³³ 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 does not meet the direction in the CRPS around infrastructure,

¹³¹ Paragraph 12 of Attachment 6: Section 32 Evaluation.

¹³² Paragraph 13 of Attachment 6: Section 32 Evaluation.

¹³³ Excluding those aspects of the CRPS documents that are affected by Policy 8 of the NPS-UD.

and Mr Nicholson has also identified concerns that the location and design of the development will not achieve consolidated and well-designed growth.

202. 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. That 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 Regional Policy Statement. The applicant considers that this inconsistency is overcome by NPS-UD. I generally agree that the assessment has identified the relevant objectives, as well as a range of supporting policies. I agree with the applicant's assessment, except as set out below.
203. Objective B4.3.4 also seeks that new areas for residential development support the *"timely, efficient and integrated provision of infrastructure, including appropriate transport and movement networks through a coordinated and phased development approach."* The assessment within the section 32 evaluation report simply states that while the proposal will place additional demand on services, upgrades can be undertaken to service the proposal site. In my view, however, this is not what the objective is seeking. More specifically, rather than considering the servicing of the site in isolation, the objective expressly seeks that the provision of infrastructure is undertaken in an integrated way that is coordinated and phased. This is important when considering if the proposal would impact on the ability for the WWTP to be upgraded to provide additional capacity, and similarly, on the ability for the RRP to increase its activities (particularly composting) to serve the growing population.
204. Objective B3.4.3 also seeks that reverse sensitivity effects between activities are avoided; and Policy B2.2.5 seeks to avoid potential reverse sensitivity effects of activities on the efficient development, use and maintenance of utilities. In my view, taking into account the direction in Policy B2.2.5, as well as the overarching direction in the CRPS, this needs to account for planned development of the WWTP. Consistent with my earlier comments, I consider that the Request in its current form does not align with these provisions.
205. Mr Nicholson also raises concerns that the proposal will not achieve Objective B3.4.4 which seeks that the growth of townships achieves a compact urban form; or Objective B.3.4.5 which seeks that urban growth provide a high level of connectivity within the development and with adjoining land areas and will provide suitable access to a variety of forms of transport. My understanding of Mr Nicholson's evidence is that his concern, with respect to the Holmes Block is that it is the enclosed nature of future development that means it will not result in a high level of connectivity with adjoining land areas. With respect to the Skellerup Block, I understand his concern is that its location is such that its development would result in a lack of compact urban form, and limited connectivity.
206. If these matters can be overcome, such that the Hearings Commissioner considers the purpose of the proposal to be the most appropriate way to achieve the purpose of the RMA, then a further assessment is required of the appropriateness of the provisions in the proposal, which is set out below.

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

207. The Request identifies the changes to the Plan's provisions that are proposed by the applicant. In terms of the appropriateness of the provisions at achieving the objectives of the proposal and the existing Plan objectives, I consider that additional changes are required. These are set out in more detail below.

8. Proposed Amendments to the District Plan

208. If the Hearings Commissioner is minded to recommend that Plan Change 73 be approved, then I consider that the proposed amendments to the District Plan set out in the application should be approved, noting that:
- a. I agree that the proposed deletions of various references to the Living 3 Zone in Appendices 39 & 40 is appropriate, and as noted earlier, these changes would not affect other Living 3 zones.
 - b. While deletion of the subdivision Rules 12.1.3.49 and 12.1.3.51 will result in no additional standards applying within this Site, I am comfortable that this does not result in a 'gap', as Rule 12.1.3.58 requires any subdivision within a Living Z Zone that is subject to an ODP, to be in general compliance with that ODP, including any standards referred to within it.
209. In addition to the amendments proposed in the Request I consider that additional changes are required to the Plan. While it is proposed that a number of assessment matters in Rule 12.1.4.76 are deleted, I note that these are specific to the current form of Appendices 39 and 40, and in terms of whether they should be replaced with consideration for specific elements of the proposed ODP, I consider that general reference to the ODP is sufficient. However, the current assessment matter relating to the ODP is worded: "*Whether the **pattern** of development and subdivision is consistent with the Outline Development Plan in Appendix 39 and 40*" (my emphasis). In my view, further specific considerations are required that link back to matters raised in this report, as follows:

12.1.4.76 In relation to the Living 3 Z Zone (Holmes and Skellerup) at Rolleston as shown in Appendix 39 and 40:

(a) Whether the pattern of development and subdivision is consistent with the Outline Development Plan in Appendix 39 and 40;

(b) In relation to the Living Z zone shown in Appendix 39 only, and within the area identified as 'potential future intersection upgrade', whether the pattern and staging of development takes into account, and integrates with, the potential upgrade of the Dunns Crossing Road / Main South Road (SH1) / Walkers Road intersection by Council and NZTA, including any land requirements.

(c) Within the area defined by Outline Development Plan in Appendix 39, the appropriateness of any measures proposed to avoid or mitigate potential adverse effects at the interface with West Rolleston Primary School.

(e) The appropriateness of any mechanism proposed to address specific setback or boundary treatment requirements identified within the Outline Development Plan in Appendix 39 and 40.

(f) How land within the Odour Constrained Area identified within the Outline Development Plan in Appendix 39 and 40 is to be managed and integrated into the development, while ensuring activities sensitive to odour are avoided within these areas.

(g) Whether, following consultation with the Ministry for Education, any land is required to be provided for a school site within the area defined by Outline Development Plan in Appendix 40 or for an extension of the West Rolleston Primary School within the area defined by Outline Development Plan in Appendix 39.

(h) Within the area defined by Outline Development Plan in Appendix 39, whether a no-complaints covenant in favour of the Council is proposed in relation to the operations at the Pines Wastewater Treatment Plant and Resource Recovery Park.

210. As noted earlier, I recommend that Rule 12.1.3.50 (b) is amended to limit development of the Skellerup Block to 51 dwellings, prior to the completion of the identified roading upgrades. I also recommend that Rule 12.1.3.50(a) is amended to limit development of the Holmes Block until the expansion to the WWTP has been completed, as follows:

In respect of the land identified at Appendix 39 (Holmes Block), no more than ~~97 rural~~ 1150 residential allotments may be created and a consent notice or similar mechanism shall be registered on the title of those lots ensuring there is no more than 97 occupied dwellings within the Holmes Block prior to:

- i) the completion of the upgrade to the SH1 / Dunns Crossing Road intersection; and
- (ii) the completion of signals upgrades to the Burnham School Road / Dunns Crossing Road intersection; and
- (iii) the Pines Wastewater Treatment Plant having been upgraded to provide treatment capacity for 120,000 person equivalents of incoming flow.

In respect of the land identified at Appendix 40 (Skellerup Block), no more than ~~51 rural~~ 950 residential allotments may be created and a consent notice or similar mechanism shall be registered on the title of those lots ensuring there is no more than 51 occupied dwellings within the Skellerup Block prior to:

- (i) the completion of the upgrade to the SH1 / Dunns Crossing Road intersection; and
- (ii) the completion of signals upgrades to the Burnham School Road / Dunns Crossing Road intersection. and no subdivision shall take place to densities less than what are provided for under the Rural (Outer Plains) Zone until:

211. In relation to the matters identified earlier in the report, and in the technical assessments, I recommend that the Holmes Block ODP is amended as follows:

- a. The Legend is amended to specifically refer to the 'Setback' area as the 'Odour Constrained Area', so that it aligns with the wording used in the related rules.

- b. A lower density (or alternate land use) is identified within the Odour Constrained Area.
- c. Notations are added to:
 - i. include a shared pedestrian / cycle path along Dunns Crossing Road.¹³⁴
 - ii. include a connection to the proposed Burnham to Rolleston cycleway along SH1.¹³⁵
 - iii. identify an area on the north-east corner as 'potential future intersection upgrade'.¹³⁶
 - iv. identify which roads are proposed to be primary roads.¹³⁷
 - v. extend the walking and cycling green link near West Rolleston Primary School.¹³⁸
 - vi. Indicate that frontage upgrades are required along Burnham School Road and Dunns Crossing Road.¹³⁹
- d. Wording is added to the text of the ODP (as detailed in Appendix 1) to:
 - i. amend the first paragraph under 'Land Use' to reflect the recommended lower density or alternate land use within the Odour Constrained Area.
 - ii. refer to the need to consider the interface between the Business 1 (Local Centre) zone and West Rolleston Primary School.
 - iii. reflect the requirement to restrict development until the upgrade of the WWTP is completed.
 - iv. explicitly refer to the notated 'Odour Constrained Area'.
 - v. refer to the 'potential future intersection upgrade' area.

212. In relation to the matters identified earlier in the report, and in the technical assessments, I recommend that the Skellerup Block ODP is amended as follows:

- a. The Legend is amended to specifically refer to the 'Setback' area as the 'Odour Constrained Area', so that it aligns with the wording used in the related rules.
- b. A lower density (or alternate land use) is identified within the Odour Constrained Area.
- c. Notations are added to:
 - i. include a primary road connection that aligns with the proposed east/west primary road in PC70 and provide a more direct extension of the east/west primary road.¹⁴⁰

¹³⁴ Mr Nicholson, at 14.7.

¹³⁵ Figure 7 of Mr Collin's evidence and Figure 3 of Mr Nicholson's evidence.

¹³⁶ Figures 5 of Mr Collins' evidence.

¹³⁷ Figure 7 of Mr Collins' evidence.

¹³⁸ Figure 7 of Mr Collins' evidence.

¹³⁹ Figure 7 of Mr Collins' evidence.

¹⁴⁰ Figure 8 of Mr Collin's evidence.

- ii. indicate a roundabout at the intersection of Dunns Crossing Road and the east/west primary road.¹⁴¹
 - iii. include an additional connection to the south-east.¹⁴²
 - iv. identify which roads are proposed to be primary roads.¹⁴³
 - v. identify two pedestrian priority crossing points along the frontage of Dunns Crossing Road.¹⁴⁴
 - vi. indicate that frontage upgrades are required along Burnham School Road and Dunns Crossing Road.¹⁴⁵
- d. Wording is added to the text of the ODP (as detailed in Appendix 1) to:
- i. amend the first paragraph under 'Land Use' to reflect the recommended lower density or alternate land use within the Odour Constrained Area.
 - ii. note the limitation on development prior to the completion of upgrades to the SH1 / Dunns Crossing Road and Burnham School Road / Dunns Crossing Road intersections.
 - iii. explicitly refer to the notated 'Odour Constrained Area'.

9. Conclusions and Recommendation

213. 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.
214. 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.
215. In my view, the crux of whether or not the rezoning is the *most* appropriate way to achieve the purpose of the RMA therefore relates to:
- a. the concerns raised by Mr Nicholson regarding the Holmes Block being poorly connected with the Rolleston Township, and the Skellerup Block having poor levels of connectivity with Rolleston and not contributing to a compact urban form and whether these are outweighed by the benefits of the Request.

¹⁴¹ Figure 8 of Mr Collin's evidence

¹⁴² Figure 8 of Mr Collin's evidence and Figure 4 of Mr Nicholson's evidence.

¹⁴³ Figure 8 of Mr Collin's evidence.

¹⁴⁴ Figure 4 of Mr Nicholson's evidence.

¹⁴⁵ Figure 8 of Mr Collins' evidence.

- b. the potential impact of increased residential development on existing infrastructure assets. In my view, the development enabled by the Request needs to be managed to ensure that such development does not adversely affect the continued operation of the WWTP, as well as the ability for the upgrades and future planning associated with the WWTP to be implemented. Similarly, I consider that the development also needs to be managed so that it does not result in conflict between the proposed higher density residential use and the WWTP or the RRP, nor impede their optimal use. In my view, unless there is sufficient confidence that the provisions in the Plan Change will achieve this, the Request could be contrary to Objectives 5.2.1 and 6.2.1 of the CRPS, as well as Policy 6.3.5, as well as Objective B3.4.3 and Policy B2.2.5 of the Selwyn District Plan.

216. On balance, I consider that the rezoning of the Holmes Block should be declined on the following basis:

- a. The uncertainty around the sufficiency of the buffer provided with respect to the RRP's composting operations. As noted by Mr Bender, applying the same standard used the applicant's odour assessment, but based on the consented volumes of compost, would increase the separation distance required to 2,000m, which would cover the majority of the Holmes Block, making it inappropriate for the development proposed. I understand this distance to be a 'starting point' whereby further assessment of site-specific matters can be taken into account to justify a lesser buffer. Taking into account the site-specific assessment provided for the RRP's most recent consent, I understand that Mr Bender considers that the 600 metre setback proposed would generally ensure that offensive odours beyond the setback do not arise, but does not take into account the potential for abnormal emissions that could still arise. These could then lead to odour complaints which would be exacerbated by the increased density that would result on the Holmes Block and therefore the 600m setback may still not be enough to avoid the potential for reverse sensitivity effects to arise. In my view, this could result in the proposal being contrary to the objectives and policies of the CRPS and Plan identified earlier. Accepting that a larger buffer and/or other controls may be able to sufficiently address the reverse sensitivity issue, I still consider there would be a need to reconsider the underlying zoning (and ultimately the use) of the areas located within the Odour Constrained Area, so that that the land affected by the buffer is integrated with the wider development, in the same way that is achieved under the current zoning through the use of a lower density area.
- b. The lack of connectivity of the Holmes Block with the surrounding area. While I anticipate that changes could be made to the ODP with respect to frontage with Burnham School Road to alleviate concerns and in particular to not preclude integration with land to the south, I understand that the 'enclosed' nature of treatment along this boundary is necessitated by the need to mitigate potential reverse sensitivity effects associated with noise from truck movements associated with the RRP operations.

217. I also have concerns about the potential for the Holmes Block to be developed ahead of the WWTP being upgraded, and resulting in a situation where reverse sensitivity effects lead to difficulties in the WWTP being able to obtain the necessary authorisations and/or increasing the costs associated with the upgrades. However, I consider that this can be addressed through the measures identified by Mr England.

218. For completeness I also note the need to address Mr Collins' concerns about the Dunns Crossing Road/Newmans Road/Holmes Block Access Road intersection.
219. On balance, I consider that the rezoning of the Skellerup Block should be declined on the following basis:
- a. The Skellerup Block would have poor levels of connectivity with Rolleston and would not contribute to a compact urban form. I also note Mr Nicholson's comments that while more intensive residential development of this Block may be appropriate, it is only one alternative growth option, and consideration of this plan change on its own does not allow alternative options for growth to be assessed and compared in a comprehensive manner. Again, in absence of the ability to consider the adjoining land through this process, the rezoning would result in an urban area surrounded on three sides by rural zoning. However, I do consider that this is finely balanced when taking into account the current zoning, as if the rezoning is rejected, the currently anticipated lower density development could be undertaken, and in future this could preclude or limit the ability for further intensification of this Block. However, I still consider that current zoning is more appropriate than that proposed by the Request (i.e. PC73 on its own), being, in absence of a wider more comprehensive consideration, an isolated urban development.



Liz White

6 September 2021

10. Appendix 1 - Recommended Changes to ODP Text

OUTLINE DEVELOPMENT PLAN 39 (HOLMES BLOCK)

This area comprises approximately 87.5 hectares and is situated on the southwest corner of Main South Road (State Highway 1) and Dunns Crossing Road.

Land Use

The development area shall achieve a minimum net density of 12 household per hectare, averaged over 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 household per hectare for the overall area can be achieved, will be required.

Medium density areas within the development area are able to be supported by adjacent amenities that include key open spaces and green corridors, a small commercial centre and the West Rolleston Primary School.

The small local commercial centre is proposed adjacent to the intersection of Dunns Crossing Road, the proposed Primary Road and West Rolleston Primary School to provide good accessibility and to meet some of the convenience needs of residents in the immediate area. The interface between the local centre and adjoining school should be managed to minimise potential conflict.

No more than 1150 sites shall be provided across the whole of the development area. However, no more than 97 occupied dwellings shall be established across the area prior to the completion of:

- the upgrade to the SH1 / Dunns Crossing Road intersection; and
- signals upgrade to the Burnham School Road / Dunns Crossing Road intersection; and
- the Pines Wastewater Treatment Plant having been upgraded to provide treatment capacity for 120,000 person equivalents of incoming flow.

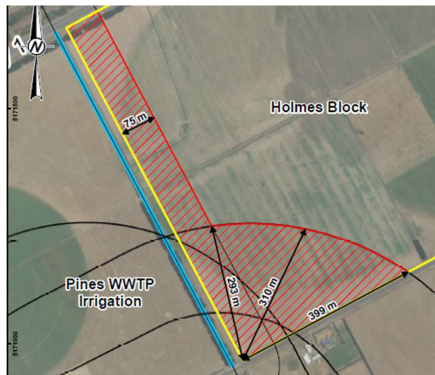
A consent notice or similar mechanism shall be imposed at the time of any subdivision consent to ensure this outcome.

Any sensitive activities in the development area adjoining the State Highway 1 boundary, ~~western boundary (with the adjacent rural zoned land) and southwest corner of the area~~ within the 'Odour Constrained Area', or Burnham School Road boundary are subject to specific setback or boundary treatment requirements, supported by an appropriate, enduring legal mechanism (such as a covenant, consent notice, etc) imposed at the time of subdivision, as follows:

- For the full length of the State Highway 1 boundary a 3m high acoustic bund and/or fence and 40m building setback shall be provided;
- Except for gaps required for roads or cycle/pedestrian/green links, for the Burnham School Road boundary a 2m high acoustic bund and/or fence shall be provided within a 5m wide landscape strip.
- A building setback shall apply within the 'Odour Constrained Area', ~~that area~~ defined in the figure below:

Commented [LW1]: Update to:

- State density for 'Odour Constrained Area', if allotments are still anticipated in this area; and
- (if required) state if this density excludes land within the Odour Constrained Area.



Access and Transport

The ODP employs a roading hierarchy that delivers a range of integrated transport options, including active transport connections at the boundary of the development area to adjacent neighbourhoods that facilitate the use of existing and future public transport routes. Roading connections shall be designed to achieve permeability, whilst minimising the number of new intersections and maintaining appropriate intersection spacing. The ODP features a primary route that provides an east-to-west route through that part of the ODP area to the west of Dunns Crossing Road and provides a connection to Burnham School Road to the south. The proposed roading hierarchy will deliver an accessible and coherent neighbourhood that provides safe and efficient access to the new development.

The intersection of State Highway 1, Dunns Crossing Road and Walkers Road is planned to be upgraded with a roundabout by Waka Kotahi NZTA. To accommodate this upgrade, any development within the 'potential future intersection upgrade' area needs to take into account any additional land requirements for this upgrade, as well as ensuring the subdivision pattern appropriately integrates with the location of the intersection. In addition, the Dunns Crossing Road / Burnham School Road intersection will require the installation of traffic signals to accommodate predicted traffic volumes. These works will require completion prior to the establishment of more than 97 homes on the ODP block.

An integrated network of roads will facilitate the safe and efficient distribution of internal traffic, provide access to properties, assist in connecting the open space reserves network both within and beyond the site and provide links to adjoining neighbourhoods. Property access directly to Burnham School Road is precluded, noting the arterial status of this road and the cycle and pedestrian path extending along this length of the development area.

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 reserve and incorporated into the roading design of the overall road network where applicable. Adequate space must be provided to accommodate cyclists and to facilitate safe and convenient pedestrian movements.

Open Space, Recreation, and Community Facilities

A recreation reserve and pocket park are to be established within the area. The location of these reserves has been determined based on the number of reserves established in the wider area and to ensure people living within the development block have access to open space reserve is within a 500m walking radius of their homes. These neighbourhood parks will provide passive recreation opportunities, with nearby Foster 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 are required to integrate into the green network 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.

An existing water race runs through the area. Whilst this may need to be realigned, it will remain open and fish and kākahi salvage works will be conducted in accordance with [ECAN-Environment Canterbury](#) fish salvage guidelines prior to any works occurring within the water races.

As noted above in regards land use, buffer areas are to be provided along the north, west and southern boundaries of the area. This will ensure reverse sensitivity effects arising from conflicting land uses are avoided. Unless otherwise specified by Council, buffers will remain in private ownership 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 bunding, fencing, landscaping, and/or building setbacks.

Servicing

The underlying soils are relatively free-draining and generally support the discharge of stormwater disposal 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 transport and reserve networks where practicable.

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.

OUTLINE DEVELOPMENT PLAN 40 (SKELLERUP BLOCK)

This area comprises approximately 72.7 hectares and is situated on the west side of Dunns Crossing Road, approximately midway between Selwyn Road and Brookside Road.

Land Use

The development area shall achieve a minimum net density of 12 household per hectare, averaged over 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 household per hectare for the overall area can be achieved, will be required.

Medium density areas within the development area are able to be supported by adjacent amenities that include key open spaces and green corridors and a small commercial centre.

The small local commercial centre is proposed adjacent to the intersection of Dunns Crossing Road and the proposed central Primary Road to provide good accessibility and to meet some of the convenience needs of residents in the immediate area.

No more than 950 sites shall be provided across the whole of the development area. However, no more than 51 occupied dwellings shall be established across the area prior to the completion of the upgrade to the SH1 / Dunns Crossing Road intersection and signals upgrade to the Burnham School Road / Dunns Crossing Road intersection. A consent notice or similar mechanism shall be imposed at the time of any subdivision consent to ensure this outcome.

Any No sensitive activities are provided for in the development 'Odour Constrained Area' adjoining the area's northern boundary (with the adjacent rural zoned land). This Area provides ~~are subject to~~ a 150m setback from the poultry sheds existing as at 1 January 2021 located on the property at 243 Dunns Crossing Road (which is legally described as Lots 3-4 DP 20007 BLKS III VII LEESTON SD). The restrictions in this area shall be, supported by an appropriate, enduring legal mechanism (such as a covenant, consent notice, etc) imposed at the time of subdivision.

Access and Transport

The ODP employs a roading hierarchy that delivers a range of integrated transport options, including active transport connections at the boundary of the development area to adjacent neighbourhoods that facilitate the use of existing and future public transport routes. Roading connections shall be designed to achieve permeability, whilst minimising the number of new intersections and maintaining appropriate intersection spacing. The ODP features a primary route that provides three connection points to Dunns Crossing Road and land further to the east. The proposed roading hierarchy will deliver an accessible and coherent neighbourhood that provides safe and efficient access to the new development.

An integrated network of roads will facilitate the safe and efficient distribution of internal traffic, provide access to properties, assist in connecting the open space reserves network both within and beyond the site and provide links to adjoining neighbourhoods.

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 reserve and incorporated into the roading design of the overall road network where applicable. Adequate space must be provided to accommodate cyclists and to facilitate safe and convenient pedestrian movements.

Commented [LW1]: Update to:

- State density for 'Odour Constrained Area', if allotments are still anticipated in this area; and
- (if required) state if this density excludes land within the Odour Constrained Area.

Open Space, Recreation, and Community Facilities

Two recreation reserves and a pocket park are to be established within the area. The location of these reserves has been determined based on the number of reserves established in the wider area and to ensure people living within the development block have access to open space reserve is within a 500m walking radius of their homes. These neighbourhood parks will provide passive recreation opportunities, with nearby Foster 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 are required to integrate into the green network 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.

As noted above in regards land use, buffer areas are to be provided along the north boundary of the area. This will ensure reverse sensitivity effects arising from conflicting land uses are avoided. Unless otherwise specified by Council, buffers will remain in private ownership and methods to protect these treatments in the long term such as private covenants, consent notices or LIM notes, shall be established.

Servicing

The underlying soils are relatively free-draining and generally support the discharge of stormwater disposal 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 transport and reserve networks where practicable.

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.

11. Appendix 2 - Geotechnical Report Peer Review

4415
10 february 2021

Selwyn District Council
PO Box 90
Rolleston

Attention: Jocelyn Lewes



Dear Ms Lewes,

RE: Plan Change PC 73
Dunns Crossing Road, Rolleston
Rolleston West Residential Ltd
Geotechnical Report Peer Review

Rolleston West Residential Ltd has applied to rezone an area of about 160 hectares to allow the subdivision of approximately 2,100 new residential lots. Selwyn District Council has requested a peer review of the geotechnical report submitted with the application with respect to whether the investigations and conclusions are appropriate in the circumstances.

The geotechnical report submitted is by Coffey Services (NZ) Ltd, titled *Rolleston West Plan Change, Geotechnical Assessment Report*, dated 9 November 2020, for Rolleston West Residential Ltd. The report scope has allowed for a site walkover, but no new testing was made for the report. As such, it is in most aspects a desk top study only. This report was reviewed on 11 December 2020, and further information was requested to clarify aspects of the report. Coffey have responded in a letter dated 25 January 2021. This letter updates our earlier review and incorporates the additional information of the January letter, referred to here as Coffey,2021, and also appends a letter from Geotech Consulting Ltd dated 11 April 2011 for rezoning of the land from rural to rural residential.

The PC73 area is split into two parts: the Holmes Block with a boundary to SH1, understood to have an area of about 87.5 hectares, and the Skellerup Block, some distance away to the southeast on the west side of Dunns Crossing Rd, with an area understood to be about 72.7 ha. The Holmes Block is rectangular (less one corner) and is about 1.13km long by 0.8km wide. The Skellerup Block is similarly shaped at 1.18 km long by 0.66km wide.

Testing and subsoil conditions

There appears to have been some historical testing on the plan change areas. The test pits referenced and appended are three on the Holmes Block to 1.5m depth and three on Skellerup Block to a maximum of 2.1m depth, all dating from 2008 and done for the Selwyn Plantation Board for an earlier plan change proposal. One additional test pit is referenced for the Skellerup Block, from 2017. This is numbered TP15 and a check on the NZGD shows that it was the closest test pit on a subdivision on the opposite side of Dunns Crossing Road.

The ground model for the Holmes Block is 0.2m of topsoil over sandy gravel, and that for the Skellerup Block is 0.2 – 0.4m of topsoil over sandy gravel. The groundwater depth is assessed at 10 – 13m based on investigations for a nearby development.

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

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

GEOLOGICAL & ENGINEERING SERVICES

Comment: The MBIE Guidance for plan change investigations suggests 0.2 – 0.5 deep test per hectare. This would give 18 to 44 test for the Holmes Block and 15 to 36 tests for the Skellerup Block. Clearly the tests referenced in the report are well below this range, but the number and depth of tests is subject to professional judgement. Coffey, 2021 confirm that in their judgement the testing is sufficient, and also point out that the land has already been assessed as geotechnically suitable for residential development (Geotech Consulting 2011)

This general area is known for the uniformity of deep gravel dominated soil profile, a relatively deep depth to ground water and a general lack of any issue of geotechnical concern. Coffey, 2021, have reviewed well logs in the area as held on the Ecan database, and confirm the continuity of the gravel

Geotechnical Hazards

The report concludes that the site is not susceptible to liquefaction due to the deep groundwater and the soil profile, and that an equivalent Foundation technical category TC1 is appropriate. Other RMA section 106 hazards are considered, and shown to be either not present or easily mitigated. Section 5.1 comments on the ground shaking in the 2010-11 earthquakes, and Coffey, 2021, elaborates on there being no reported ground damage in these events.

Comment: We accept that there is a very low risk of liquefaction at the site given the gravel soils and depth to groundwater, and that the site is sufficiently free of RMA section 106 hazards to allow development without any particular restriction with respect to natural hazards.

Engineering design

Coffey 2021 confirms that there are no known geotechnical issues that would impact on the practicality of constructing infrastructure and building foundations. There is no comment on what the site conditions mean in terms of future development with earthworks, building foundations etc.

Conclusion

The general site area is geotechnically “benign” and we have no issue with the conclusions reached in the report and confirmed in the January 2021 letter. We accept the conclusions that the site is geotechnically suitable for residential land use.

Yours faithfully

Geotech Consulting Limited



Ian McCahon

12. Appendix 3 - Ecology Assessment Peer Review

MEMORANDUM

Date: 16 December 2020

From: Dr Greg Burrell (Instream Consulting)

To: Jocelyn Lewes (Selwyn District Council)

Subject: Review of Ecological Assessment for PC73 Rolleston

1. INTRODUCTION

Selwyn District Council (SDC) is processing PC73, a private plan change application in Rolleston. The application was accompanied by the following ecological assessment report:

Taylor, M. (2020). Ecological values in two Rolleston Blocks (Rolleston West Residential Ltd). Letter to Bruce van Duyn at the Carter Group, dated 13 November 2020.

This memorandum reviews the above AEL report. The purpose of this review is to assess whether the ecology assessment is sufficient to meet the requirements of the Resource Management Act and to identify any matters that may need to be further addressed.

I am familiar with the location, having previously undertaken fish sampling and fish salvage at multiple locations along the Paparua Water Race network, including sites near Rolleston. I have no conflict of interest with this application.

2. ECOLOGY REPORT REVIEW

The ecology report assesses ecological values via a desktop review of existing information, coupled with review of photographs provided by the client and accessed via Google Maps. A desktop review is appropriate for a high-level ecological assessment, but I would normally expect that it is supported by a site walkover by an ecologist, to confirm what habitats are present. Undertaking a site walkover or ecological sampling early in the planning process helps provide greater certainty about the values present.

I agree with the general summary of ecological values, in terms of dominant fish species found in the water race system, being shortfin eel, upland bully, and brown trout. However, recent fish salvage projects along the water race have also found longfin eel, torrentfish, and kākahi (freshwater mussels), which are all native species with an At Risk conservation status. While these are not highly threatened species, their presence within the water race would elevate its ecological value. This simply means that the water race should be surveyed for freshwater fish and kākahi prior to undertaking any works that may impact on the waterway. It also means that fish salvage would need to be undertaken if the water race is realigned. These matters could be addressed through the resource consent stage and would not preclude a plan change.

I also agree with the ecological report's conclusion that negative ecological impacts of the development should be low, assuming waterway setback rules are adhered to.

3. CONCLUSIONS

Overall, I consider that the ecology report provides sufficient ecological information to support the PC73 application and meet the purposes of the Resource Management Act. The report clearly identifies that the key aquatic features present are water races and I agree with the conclusions that any effects can be avoided, remedied, or mitigated. My assessment assumes that the water races will remain open (i.e., no piping), that fish and kākahi salvage will be conducted prior to any works within the water races, and that District Plan waterway setback rules will be adhered to.