

Request for a Change to the
Selwyn District Plan

Hughes Development Limited
163 Halkett Road and 1066 West Coast Road •
West Melton

November 2020



**HUGHES
DEVELOPMENTS**

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

TO: The Selwyn District Council achieving

Hughes Developments Limited request changes the Selwyn District Plan as detailed below.

1. **The locations** to which this request relates are:

Address: 163 Halkett Road and 1066 West Coast Road
Legal Descriptions: Lots 1 and 2 DP 34902
Total Area: 20.687ha

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

- a. Amend Selwyn District Plan Planning Maps rezoning the following parcels of land from Inner Plains to Living West Melton;
- b. Insert new Outline Development Plan, West Melton East in Appendix 20 of Volume 1 Townships as illustrated in Attachment 1;
- c. Amend Part C Living Zone Rules – Subdivision, Table C12.1 Allotment Sizes;
- d. Any other consequential amendments including but not limited to renumbering of clauses and District Plan maps as appropriate

DATED: 20 November 2020

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

Title and address for service:	Address for the applicant and all Council fees:
Hughes Developments Limited c/- Davie, Lovell-Smith PO Box 679 Christchurch 8140 Attention: Mark Brown Telephone: (03) 379 0793 Email: mark.brown@dls.co.nz	Hughes Developments Limited P.O. Box 848 Christchurch 8140 Attention: Jake Hughes Telephone: (03) 379 2609 Email: jake@hughesdevelopments.co.nz

Attachment 1 – Proposed Outline Development Plan

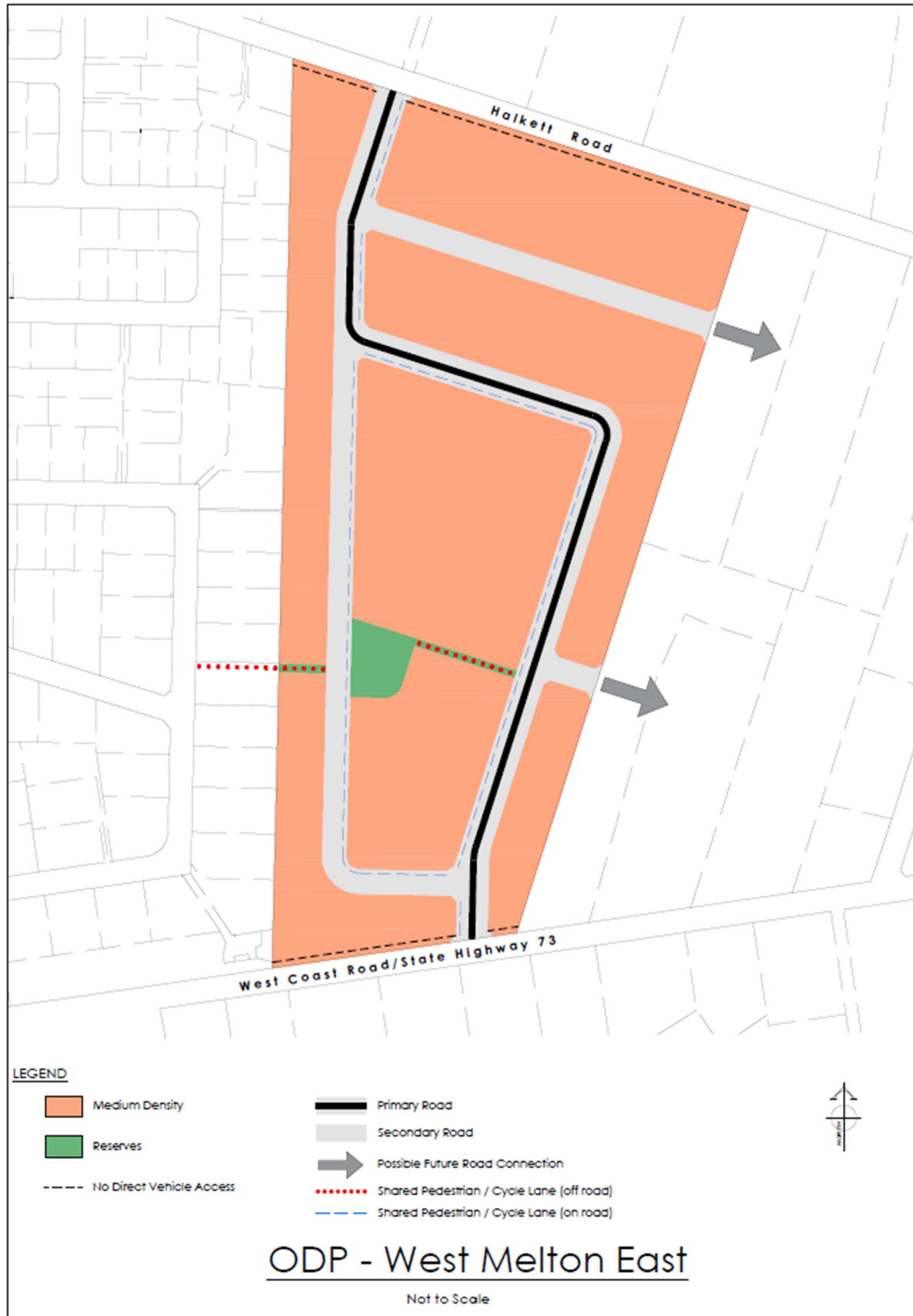


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- F** Record of Title

	Resource Management Act 1991 Selwyn District Council Selwyn District Plan	Plan Change P??
Private Plan Change Request – Hughes Developments Limited		
<i>References:</i> Selwyn District Plan Volume 1: Townships Part E – Appendices, Outline Development Plan District Plan Planning Maps		

1 Introduction

Hughes Developments Ltd request a change to the Selwyn District Plan by rezoning 163 Halkett Road and 1066 West Coast Road with a total area of 20.687 hectares from Rural Inner Plains to Living West Melton.

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

- Davie Lovell-Smith Infrastructure Report (Appendix A)
- ENGEO Geotechnical Assessments (Appendix B)
- ENGEO Preliminary and Detailed Site Investigations (Appendix C)
- NOVO Group Traffic Assessment (Appendix D)
- Urban Design Statement (Appendix E)

2 The Environment

2.1 The Plan Change Site

The land proposed to be rezoned is owned by Hughes Developments Ltd, the applicant for this plan change. The site is located at 163 Halkett Road and 1066 West Coast Road, legally described as Lots 1 and 2 DP 34902. The land is located to the east of the existing West Melton residential area and is bound between Halkett Road and West Coast Road (State Highway 73) as shown on Figure 1 below.

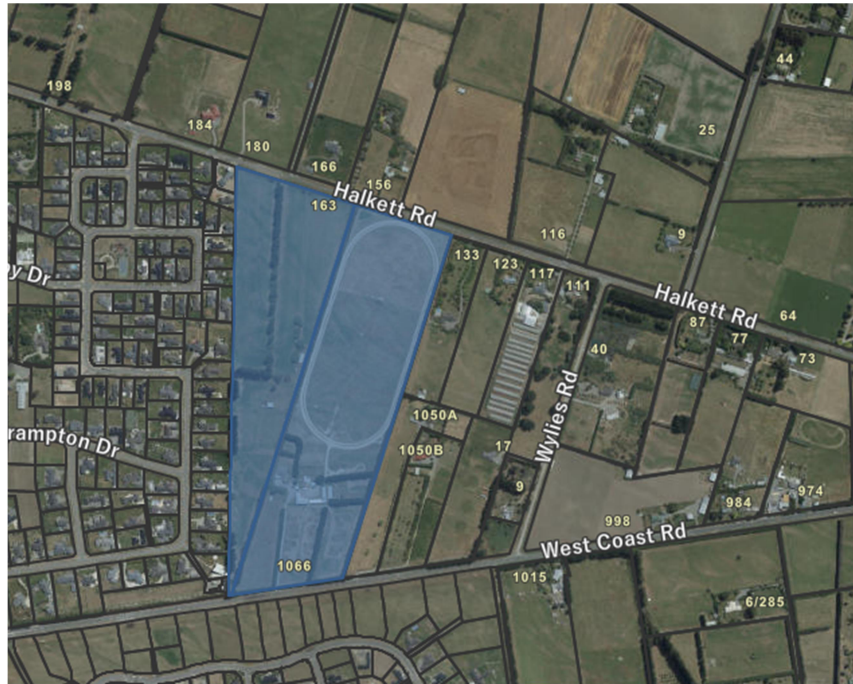


Figure 1: Site identified in blue (Source: Canterbury Maps)

The land is generally flat ground with some gentle undulations and depressions. The depressions are generally in a northwest/southeast direction and have resulted from remnant river channels. Existing shelterbelts can be found along many of the internal boundaries of the site and along the road boundary with West Coast Road. The topography of the site is flat. The properties are currently divided into numerous rectangular and triangular paddocks of different sizes. There is an existing dwelling on 1066 West Coast Road and both parcels of land have farm buildings.

2.2 The Surrounding Environment

To the north and east of the sites is rural land used for grazing and other agricultural activities. The southern boundary is boarded by West Coast Road with Wilfield residential subdivision to the south of this road. The western boundary of the site is the Gainsborough subdivision which is part of the West Melton residential area with a small shopping area, school and pre-school.

3 The Plan Change

3.1 Description of the Proposal

It is proposed to rezone 20.687 hectares of Inner Plains to Living West Melton. This provides the opportunity to develop approximately 130 residential allotments which will have a similar density to what is provided in West Melton. The allotments are to be developed in accordance with the Living West Melton – Medium Density standards.

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

- A mixture of low density and medium density development with lower density generally on the boundaries which face existing rural areas and the medium density more centralised within the blocks and near the reserve area
- Two road connections from the north and south as well as smaller roads within the development to enable easy movement to, through and from these blocks
- Pedestrian / cycle link from the west to provide connection to the Gainsborough subdivision

- A local recreation reserve which will act as a focal point for the neighbourhood and local communities, whilst also providing spatial relief for surrounding medium density development.

3.2 Servicing

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

- Primary stormwater from the site will be discharged to ground. The soakholes on the individual sites will be constructed as part of the Building consent process but the drainage and soakholes associated with the roads will be constructed as part of any future subdivision and will be vested in SDC. The development will be designed to ensure that secondary flow will safely drain through the site via the road networks.
- Wastewater will be catered for primarily through gravity connections to existing infrastructure. Initial estimates are that approximately 50% of the proposed development site will be able to drain into the existing network located to the west of the site. The remainder of the development will be serviced one of two ways: low pressure sewer systems or a small sewerage pumping station which will be installed in the road reserve and vested in Selwyn District Council. These options will be further considered at detailed design.
- Water supply will be provided via reticulated supply located within the road reserves. Additional water supply will need to be provided to cater for this development which will be provided through increasing the capacity of the reservoir (located to the south west of the plan change area) through the current work undertaken by Council which is connecting the Wets Melton and Edendale supply.
- Gas, power and telecommunications will be provided to all sites to utility company and industry standards. All cables will be placed underground and all kiosks will be constructed on separate individual lots.

3.3 Proposed Amendments to the District Plan

This Plan Change is simply rezoning and therefore the objectives, policy and rule provisions of the Selwyn District Plan will remain the same. The only changes required are:

- Amending Selwyn District Plan Planning Maps by rezoning the West Melton – East parcels of land from Inner Plains to Living West Melton
- Inserting a new Outline Development Plan, West Melton East in Appendix 20 of Volume 1 Townships as illustrated in Attachment 1
- Amend Part C Living Zone Rules – Subdivision, Table C12.1 Allotment Sizes

West Melton	Living 1	1,000m ²
	Living 1B	2,800m ²
	Living 2	5,000m ²
	Living 2A	Maximum number of allotments is 10, and a minimum allotment size of 1 ha.
	Living WM Medium Density	Minimum lot area of 500m ² and maximum lot area of 3000m ² (Appendix 20A)
	Living WM Low Density	Minimum lot area of 3000m ² and maximum lot area of 5000m ² (Appendix 20A)
	So that a total of 292 allotments must be achieved across the whole Living WM North Zone	

Please note that the Living WM North Zone applies to the area in blue in the below figure.

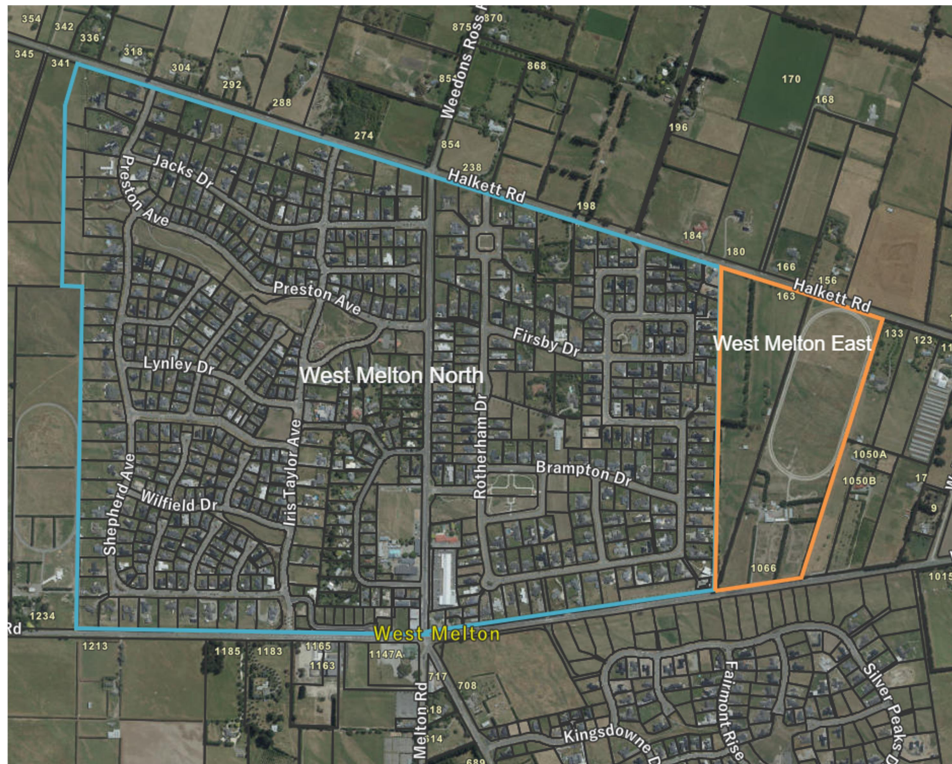


Figure 2: Location of West Melton North in reference to the proposed changes to Table C12.1. Source Canterbury Maps

4 Consultation

Hughes Developments Ltd and their consultants have undertaken consultation with Selwyn District Council staff in relation to this proposal to ensure that the area to be rezoned is appropriately located and can be adequately serviced. More specifically, the consultation can be summarised as follows:

Planning

Hughes Developments Ltd has commenced this plan change process following a period of engagement with Planning staff in respect of the potential for residential growth within West Melton.

Infrastructure

Hughes Developments Ltd have consulted with Council's Asset Department in respect of wastewater, water supply and stormwater infrastructure capacity.

Traffic

Informal discussion has been had between New Zealand Transport Agency and Novo Group. These discussions have informed the ODP layout including the access onto State Highway 73.

Tangata Whenua

Mahaanui Kurataiao Ltd has been asked to comment on the proposed plan change. Due to large workloads, this process is ongoing and will be provided to Council once received. It is noted that Te Whakatau Kaupapa and Canterbury Maps indicate that there are no silent files in the West Melton area. In addition there are no waterbodies or remnant vegetation expected to be of significance to Tangata whenua. With regard to vegetation the soft landscaping associated with reserves, street

berms and stormwater swales will in almost all situations be dominated by indigenous species from the local area. This approach has the dual advantage of achieving plantings in sympathy with the area as well as increasing the likelihood that the plants will survive and flourish in West Melton's the dry and windy environment.

5 Assessment of Environmental Effects of the Proposed Change

The following assessment considers both the environmental effects and character of the proposed residential development area as well as environmental effects beyond these sites. The matters assessed are:

- Township growth
- Rural – urban interface
- Natural hazards and geotechnical matters
- Soil contamination
- Water quality
- Neighbouring activities and potential reverse sensitivity issues
- Natural features
- Versatile soils
- Transportation
- Quality urban environment
- Beneficial effects

5.1 Township Growth

Selwyn District Plan – Township Volume policies on township growth provide guidance on the outcomes sought by the Council and the community with regard to the expansion of townships and which are normally examined when considering rezoning through the plan change process. An assessment of this proposal in terms of those policies is contained in Section 6.3.

5.2 Rural Urban Interface

The proposed outline development plan addresses the urban-rural interface primarily through the location of lower density allotments around the periphery of the site. This is consistent with the surrounding residential developments in West Melton. This approach is also consistent with developments in Rolleston. The plan change area will be separated from adjacent rural properties to the north by West Melton East Road. The eastern boundary of the site is at this stage, retaining its rural zoning. Design controls derived from the District Plan will control the boundary treatment along this boundary, particularly in respect of fencing. The applicant is prepared to accept the standard condition indemnifying the adjoining land owners to the east from contributing to the costs of (non-rural) fencing along this shared boundary. Such interface treatments have been made on the proviso that at the time of development, the adjacent land retains its Inner Plains zoning status. In anticipation of future residential re-zoning, provisions have been made within the ODP to ensure that connectivity, reserve networks and density distribution are provided for at the boundary with these adjoining properties.

The Applicant notes that they have undertaken numerous large and small scale residential developments within Selwyn which have been within a rural setting. They have found that no major problems have arisen with regard to incompatibility with the surrounding rural land uses and residents. The combination of the factors referred to above ensures that the urban-rural interface within this application is appropriately managed to mitigate any potential effects that might arise.

Further detail around the rural-urban interface is contained within the Urban Design Statement contained in Appendix E.

5.3 Natural Hazards and Geotechnical

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

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

5.4 Soil Contamination

Preliminary and Detailed Site Investigations into the potential for soil contamination have been undertaken for the two properties proposed to be rezoned in terms of the Ministry for the Environment's Contaminated Land Management Guidelines No 1: Reporting on Contaminated Sites in New Zealand, 2011. These investigations by ENGEO Ltd are contained in Appendix C to this Plan Change request, and considered the following information:

- Reviews of Selwyn District Council property information provided in LIMs
- Obtaining ECan data from the Listed Land Use Register (LLUR)
- Review of ECan GIS data
- Review of historic aerial photos
- Review of historical ownership history
- Review of local knowledge of site history
- Site visits

The investigations involving site histories and walkovers generally found that activities on site have given rise to no soil contamination. The most common potential for soil contamination arises from the trotting track (1066 West Coast Road), localised burn pits (163 Halkett Road) and the potential for asbestos associated with cladding of existing and former buildings. The reports recommend that these matters be dealt with by:

- The areas of potential concern are managed appropriately during development earthworks. This would include excavation and off-site disposal of the burn pit to a licensed disposal location and observation of the soils in the area of ground disturbance.
- Should the buildings located at 1066 West Coast Road be refurbished or demolished a full asbestos survey must be undertaken by a competent person.

The localised nature of findings are able to be dealt with at future subdivision stage and are not of any significance such as to warrant further investigation in support of the Plan Change.

5.5 Water Quality

Groundwater quality can be adversely affected by residential development from two main sources, namely on-site effluent treatment and disposal or stormwater generated by increases in impervious surface coverage. In terms of effluent treatment and disposal, no adverse effect will be generated by this proposal as the development will be connected into the Council's reticulated system within West Melton. The appropriate infrastructure to connect to the Council's reticulated system will be installed within the subdivision.

As there will be an increase in impervious surfaces as a result of this development, it is proposed to collect all stormwater generated on site and discharge this to ground in accordance with Council's requirements of residential stormwater. This will ensure that groundwater quality is not adversely impacted by this proposal. Consent will be obtained from Environment Canterbury for this discharge, and will ultimately be transferred to the Council.

With the reticulation of sewage and the stormwater treatment and disposal system proposed, it is anticipated that there will be minimal adverse effects on groundwater quality from the development of this land for residential purposes.

5.6 Neighbouring Activities and Potential Reverse Sensitivity Issues

Activities on neighbouring properties are both rural/rural lifestyle and residential. To the north, east and south east of the site are predominantly rural activities. To the west and south is residential. There is no intensive animal or crop production in the vicinity of the Plan Change area.

There will always be the potential for people living on the edge of townships to be impacted by noise, odour, and traffic impacts of rural activities. In most cases residents living opposite rural areas have chosen to live on these sites presumably with an expectation that the rural uses will be carrying on.

5.7 Natural Features

There are no natural features within the proposed Plan Change areas which are generally flat with planted or fenced boundaries and some dwellings and farm buildings.

5.8 Versatile Soils

The sites contain Eyre stony loam soils. These soils have limited ability to retain moisture and are considered to have severe limitation for food production even with irrigation.

A commonly used land use/soil classification system used in planning, particularly plans under the Town and Country Planning Acts, is the Land Use Classification. Information obtained from Landcare Research's New Zealand Land Resource Inventory identifies that this site as LUC3. This class is not considered to comprise versatile soils.

5.9 Transportation

Novo Group has prepared an Integrated Transport Assessment (Appendix D).

Road network capacity:

Novo Group has modelled the proposed volumes and intersection performance from the site on to State Highway 73. This modelling concludes that the traffic remains modest and the intersection has a good level of service in relation to delays with an A and B Levels for traffic travelling into the site from the State Highway and traffic travelling out of the site and turning left onto the State Highway.

Access:

There are two accesses into the site: one from State Highway 73 and the other from Halkett Road. These intersections will be designed as T-intersections. It is considered that the intersection at Halkett Road will mirror the design at Rossington Drive.

The state highway intersection is to include a right turn lane (a conceptual design is illustrated in the traffic report). This intersection can be accommodated for a posted speed limit of 100km/hour.

Should the traffic speed be reduced in the immediate area of the site and intersection design can be accommodated within the existing road reserve. This intersection will accommodate the predicted traffic volumes and will be designed to comply with the relevant design standards, including sight lines.

Wider accessibility effects:

The proposed ODP includes pedestrian and cycle links within the development and has accommodate future linkages to the east. A key pedestrian / cycle link is proposed from the Gainsborough subdivision to the west which will provide a connection to the Primary School, and retail shops. There are no footpaths along Halkett Road and State Highway 73.

5.10 Quality Urban Environment

Urban Acumen has provided an urban design statement to accompany the plan change request (Appendix E). From an urban design perspective, the ODP includes an appropriate level of detail to ensure a connected, efficient and attractive residential neighbourhood can be delivered while retaining sufficient flexibility for detailed subdivision design and staging. It provides the opportunity for growth to be accommodated in West Melton in a way that supports the town centre and provides choice for potential residents. It promotes active transport and social interaction along with a sense of identity.

The urban design statement concludes:

The proposed ODP directs the development of a new residential community which:

- has a legible spatial layout
- utilises a hierarchy of movement spaces to aid efficiency and legibility
- has a strong identity associated with a local public recreation space and gateways
- maximises opportunity for connection to the existing residential environment to the west
- provides for future linkages to the east if/when such land is rezoned and developed for residential use
- is easily accessible and permeable by active travel modes
- responds appropriately to its interfaces, particularly Halkett Road and SH73

5.11 Beneficial Effects

The Plan Change will provide for the growth of West Melton within the master planned ODP area. Hughes Developments Limited has purchased the two sites totally 20ha which will enable a master planned approach to be employed to cater for future residential development. The benefits derived from this approach will facilitate in creating communities with a focal point such as the recreation reserve and the strategic allocation of medium density areas.

The area subject to this plan change will provide for a different housing choice to what is currently offered in Rolleston and within Christchurch City. In particular the larger lot areas are one of the reasons people are attracted to West Melton. The demand for larger lots has risen following the COVID 19 nationwide lockdown. This is also coupled with the proximity West Melton has to employment in Darfield, Hornby, IZONE and the airport as well as Rolleston and Christchurch City.

From a wider local perspective, the provision of land for residential growth will continue to support the Council's investment in community infrastructure by virtue of maintaining and perpetuating growth rates, increasing the rating base and attracting development contributions.

6 Policy and Plan Framework

The policy and planning framework relevant to the residential development is extensive including policy statements, plans and legislation at national, regional and district level. The following provides an assessment of the proposed plan change for rezoning in relation to these various documents.

6.1 National Policy Framework

- Part 2 RMA
- NPS Urban Development Capacity
- NPS Urban Development
- Draft NPS Highly Productive Land

Part 2 of the Resource Management Act

Part 2 of the Resource Management Act defines the purposes and principles of the Act, which are the overarching matters that should be taken into account in preparing policy statements and plans and when considering a resource consent application. In terms of this request for a plan change it is considered that the most relevant sections of Part 2 are Sections 5 and 7. There are no relevant matters of national importance that are relevant to this proposal, and as such no assessment against this section has been made.

The West Melton East proposal provides for the efficient and sustainable use of land resource, in that it is an expansion of the residential development in West Melton. This increase in housing supply within West Melton will enable the social and economic wellbeing of the community to be maintained and enhanced. However, the site is not in a location which is identified in higher order planning policy documents for residential development.

The amenity of the neighbours and future residents has been taken into account throughout the development of Outline Development Plan. This includes providing for lower density allotments in areas opposite rural zoned land. With regard to ensuring integration with adjoining existing residential areas and future growth areas this will be achieved by development being in accordance with the Outline Development Plan.

Achieving the balance required under Part 2, has been achieved through a comprehensive approach to the design of the West Melton East development and as such is considered to achieve the overall purpose of the Act as set out in Part 2.

National Policy Statement on Urban Development Capacity

The National Policy Statement on Urban Development Capacity (NPS-UDC) came into effect in December 2016, providing direction to decision-makers under the Resource Management Act 1991 in respect of planning for urban environments. The purpose of the Policy Statement is to recognise the national significance of:

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

To achieve these purposes all councils that have part, or all, of a medium or high growth urban area within their district or region are required to produce a future development strategy which demonstrates that sufficient, feasible development capacity is available to support future housing

and business growth. This includes over the medium (next 10 years) and long term (10 to 30 years) periods.

The Christchurch urban area was defined by Statistics NZ in 2016 as a high growth urban area. Given the strategic planning arrangements that already exist between the councils in the Greater Christchurch Partnership, it was agreed that a review of Greater Christchurch's settlement pattern should be done collaboratively, and in doing so, meet the statutory requirements of the NPS-UDC. Accordingly, the Partnership has determined that the Greater Christchurch area should be the geographic area of focus for the Update of the existing Urban Development Strategy (UDS) for the purposes of the NPS-UDC requirements.

National Policy Statement on Urban Development 2020

The National Policy Statement on Urban Development (NPS-UD) was gazetted on 20 July 2020 and comes into effect on 20 August 2020. Its purpose is to ensure regional policy statements and regional and district plans provide adequate opportunity for land development for housing and business to meet community needs. This is to occur through improving the responsiveness and competitiveness of land and development markets to support productive and well-functioning cities. This National Policy Statement replaces the National Policy Statement on Urban Development Capacity 2016 by incorporating many of its elements.

The NPS-UD recognises at a national level the significance of well-functioning urban environments. In particular the Objectives of the NPS-UD seek the following:

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

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

Policy 1 – Planning decisions

The requested rezoning with an accompanying outline development plan provides the Selwyn District Council with a mechanism to make a planning decision that provides for a variety homes with larger lots adjoining Halkett Road and the State Highway. In particular the larger lot areas are one of the reasons people are attracted to West Melton. The demand for larger lots has risen following the COVID 19 nationwide lockdown. This is also coupled with the proximity West Melton has to employment in Darfield, Hornby, IZONE and the airport as well as Rolleston and Christchurch City.

West Melton has a number of community services such as West Melton Primary School, the newly constructed community centre, pre-schools, supermarket, petrol station and food and beverage outlets which will be able to support the proposed rezoned land.

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

Consolidated Urban Form

The proposed plan change site directly adjoins the existing West Melton township. The site is not lineal nor will it give rise to any ribbon-like development pattern. The site represents a compact area which has the ability to physically connect to the existing urban area in a coherent manner from both a pedestrian and infrastructure perspective.

Proximity to Community Infrastructure

The proposed development areas are located in close proximity to key community infrastructure. This includes:

- West Melton School
- West Melton Commercial Area
- West Melton Community Centre
- Neighbourhood parks located in surrounding residential developments
- Preschools

Reduce Reliance on Vehicle Travel

The layout of the proposed development is conducive to supporting future Public Transport. The pedestrian/cycle link connection provides a route for children to walk to the nearby school and for residents to access the commercial area to the west. West Melton currently has both private and public bus services with multiple bus stops located throughout West Melton. These bus services provide a connection to Darfield and into Christchurch CBD. The private bus services are used by school children to enable them to get to school via a shared vehicle system rather than reliant on parents taking children individually into Christchurch. The widths of the primary and secondary roads provide an opportunity for a bus stop should Environment Canterbury increase the number of stops within West Melton.

West Melton is located in close proximity to a number of major employment hubs. Whether it is the Christchurch International Airport, Izone and Iport, Hornby Quadrant, Waterloo Industrial Park or Darfield, West Melton is handily placed to such areas, thereby reducing travelling time to these areas compared to other Selwyn townships.

Conclusion

The aforementioned factors which are inherent to the West Melton East area provide opportunities to reduce vehicle use and therefore greenhouse gas emissions. The factors mentioned are relevant on a predominantly local scale.

Policy 2 – Sufficient development capacity

This policy requires local authorities to provide sufficient development capacity to meet expected demand for housing over short, medium and long term. The proposed rezoning is expected to provide for somewhere in the order 130-150 lots over the next 2-3 years. Initially the timeframe to realise the total yield from West Melton East was longer (say 5 years), however since HDL acquired this land strong interest in future potential lots has been recorded.

Policy 8 – Responsiveness to plan changes

This policy requires local authority decisions to be responsive to plan changes that add significantly to development capacity and contribute to well-functioning urban environments even if the development capacity is not anticipated by current RMA documents or is out-of-sequence for planned land release.

This area is not anticipated for residential development by both the Regional Policy Statement and the Selwyn District Plan. Map A of the Regional Policy Statement does not provide for any further residential growth in West Melton and has the infrastructure boundary around the existing West Melton township. The Selwyn District Plan zones the sites as Inner Plains which limits subdivision to a minimum of 4 hectares.

Whilst West Melton is included as part of the Greater Christchurch area it was not included as an area identified for future growth, and therefore was not part of the Our Space work for the purposes of the NPS-UDC requirements.

Policy 8 requires Selwyn District Council to be responsive to plan changes which add significant development capacity and contribute to well-functioning urban environments in situations where the development capacity is not anticipated by the current RMA documents. As mentioned above, the RPS and District Plan does not anticipate development on this site. The proposed plan change will result in the establishment of approximately 130 lots. A development of this size is considered to be significant when West Melton, based on the 2018 census data, has a population of 1,968 and 627 dwellings¹. Based on these figures the proposed rezoning will increase the residential capacity by 20.7%. Further to the proportional significance of the plan change, the plan change represents a significant contributor to the capacity of lower density lots within the Selwyn District. West Melton has a defined residential character that is precluded from being replicated elsewhere due to the existing zoning and planning framework.

The sites subject to the rezoning adjoin existing residential areas. The ODP provides for a pedestrian and cycle link connection to the Gainsborough subdivision to the west. This connection directs users into the proposed recreation reserve which is considered to be a focal point of the development.

Draft National Policy Statement for Highly Productive Land

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

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

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

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

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

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

¹ Note: These figures are based on the Meshblock data which may include land outside the township of West Melton.

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

Objective 3: Protecting from inappropriate subdivision, use and development

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

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

As assessed in relation to the effects of development on versatile soils the West Melton East site contains Eyre stony loam soils. These soils have limited ability to retain moisture and are considered to have severe limitation for food production even with irrigation.

With regard to the proposed Objective 3, the soil on the site would not be regarded as highly productive land, both because the soils have poor water retention and so would not support viable intensive production.

Importantly Objective 3 specifically refers to highly productive soils being protected by avoiding “uncoordinated urban expansion on highly productive land that has not been subject to a strategic planning process”. The Land use Classification for the sites subject to rezoning is LUC3. This class is not considered to comprise versatile soils.

6.2 Regional Policy and Plans

- Canterbury Regional Policy Statement
- Iwi Management Plan

Canterbury Regional Policy Statement 2013

Chapter 5 – CRPS

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

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

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

CHAPTER 5- LAND-USE AND INFRASTRUCTURE

5.2 OBJECTIVES

5.2.1 Location, design and function of development (Entire Region)

Development is located and designed so that it functions in a way that:

- 1. achieves consolidated, well designed and sustainable growth in and around existing urban areas as the primary focus for accommodating the region's growth; and*
- 2. enables people and communities, including future generations, to provide for their social, economic and cultural well-being and health and safety; and which:*
 - a. maintains, and where appropriate, enhances the overall quality of the natural environment of the Canterbury region, including its coastal environment, outstanding natural features and landscapes, and natural values;*
 - b. provides sufficient housing choice to meet the region's housing needs;*
 - c. encourages sustainable economic development by enabling business activities in appropriate locations;*
 - d. minimises energy use and/or improves energy efficiency;*
 - e. enables rural activities that support the rural environment including primary production;*
 - f. is compatible with, and will result in the continued safe, efficient and effective use of regionally significant infrastructure;*
 - g. 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;*
 - h. facilitates the establishment of papakāinga and marae; and*
 - i. avoids conflicts between incompatible activities.*

Objective 5.3.7 Strategic land transport network and arterial roads (Entire Region)

In relation to strategic land transport network and arterial roads, the avoidance of development which:

- 1. adversely affects the safe efficient and effective functioning of this network and these roads, including the ability of this infrastructure to support freight and passenger transport services; and*
- 2. in relation to the strategic land transport network and arterial roads, to avoid development which forecloses the opportunity for the development of this network and these roads to meet future strategic transport requirements.*

Assessment:

The proposed plan change area provides for a particular housing choice that is not readily available within Selwyn, particularly in respect to vacant land and new builds. The area maintains a coherent pattern of development and retains a consolidated urban form around the West Melton township.

The plan change area provides for a housing type and density that is consistent with the current township and provides living options that are well-located to major employment hubs. The area lies outside of CIAL air noise contours, yet provides a desirable housing alternative for employees at the airport and other major employers within close proximity.

Chapter 6 CRPS

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

the earthquakes. In particular there is ongoing demand for residential land for housing due to population growth. Whilst a lot of the demand is from first home buyers, some of this demand is from existing homeowners who want larger sections to what is currently offered in the market.

With reference to urban areas generally, the Canterbury Regional Policy Statement generally seeks to ensure that urban growth occurs in such a manner as to achieve consolidation and avoid unnecessary sprawl. The Plan Change area sits outside the urban limits of Greater Christchurch, as indicated in the Regional Policy Statement. Furthermore the proposed development is not located within the existing township of West Melton. It is not contained within an area identified as Residential Greenfield Priority in Chapter 6 of the RPS. The RPS specifically references West Melton in Objective 6.2.2 Urban Form and Settlement, stating that the objective seeks to encourage sustainable and self-sufficient growth and consolidation of the existing settlement of West Melton. While the plan change area is not located within the existing settlement of West Melton the area is adjoining the existing township and based on the Infrastructure report can be adequately serviced.

Policy 6.3.1 Development within the Greater Christchurch area

In relation to recovery and rebuilding for Greater Christchurch:

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

Assessment Policy 6.3.1:

The Plan Change area is not located within an area identified in Map A and therefore does not comply with the above policy.

Objective 6.2.3 Sustainability

Recovery and rebuilding is undertaken in Greater Christchurch that:

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

Assessment Objective 6.2.3:

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

Policy 6.2.4 Integration of transport infrastructure and land use

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

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

Assessment Policy 6.2.4:

This policy is not directly relevant to the Plan Change request. The Transport report discusses the roading network of the plan change area. A pedestrian/cycle connection has been included in the ODP to connect to the residential subdivision to the west providing integration where possible.

Policy 6.3.2 Development form and urban design

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

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

Policy 6.3.3 Development in accordance with outline development plans

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

- 1. Be prepared as:*
 - a. a single plan for the whole of the priority area; or*
 - b. where an integrated plan adopted by the territorial authority exists for the whole of the priority area and the outline development plan is consistent with the integrated plan, part of that integrated plan; or*
 - c. a single plan for the whole of a rural residential area; and*

2. *Be prepared in accordance with the matters set out in Policy 6.3.2;*
3. *To the extent relevant show proposed land uses including:*
 - a. *Principal through roads, connections with surrounding road networks, relevant infrastructure services and areas for possible future development;*
 - b. *Land required for community facilities or schools;*
 - c. *Parks and other land for recreation;*
 - d. *Land to be used for business activities;*
 - e. *The distribution of different residential densities, in accordance with Policy 6.3.7;*
 - f. *Land required for stormwater treatment, retention and drainage paths;*
 - g. *Land reserved or otherwise set aside from development for environmental, historic heritage, or landscape protection or enhancement;*
 - h. *Land reserved or otherwise set aside from development for any other reason, and the reasons for its protection from development;*
 - i. *Pedestrian walkways, cycleways and public transport routes both within and adjoining the area to be developed;*
4. *Demonstrate how Policy 6.3.7 will be achieved for residential areas within the area that is the subject of the outline development plan, including any staging;*
5. *Identify significant cultural, natural or historic heritage features and values, and show how they are to be protected and/or enhanced;*
6. *Document the infrastructure required, when it will be required and how it will be funded;*
7. *Set out the staging and co-ordination of subdivision and development between landowners;*
8. *Demonstrate how effective provision is made for a range of transport options including public transport options and integration between transport modes, including pedestrian, cycling, public transport, freight, and private motor vehicles;*
9. *Show how other potential adverse effects on and/or from nearby existing or designated strategic infrastructure (including requirements for designations, or planned infrastructure) will be avoided, remedied or appropriately mitigated;*
10. *Show how other potential adverse effects on the environment, including the protection and enhancement of surface and groundwater quality, are to be avoided, remedied or mitigated;*
11. *Show how the adverse effects associated with natural hazards are to be avoided, remedied or mitigated as appropriate and in accordance with Chapter 11 and any relevant guidelines; and*
12. *Include any other information that is relevant to an understanding of the development and its proposed zoning.*

Assessment Policy 6.3.2 and 6.3.3

The urban design approach and elements detailed in the Outline Development Plan have been assessed in Section 5.10 and Appendix E of the AEE accompanying this Plan Change request. This assessment concludes that areas to be rezoned will achieve a high level of amenity and efficiency for residents and for the neighbourhood and accordingly it is considered that the Plan Change will give effect to Policies 6.3.2 and 6.3.3.

Policy 6.3.5 Integration of land use and infrastructure

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

1. *Identifying priority areas for development to enable reliable forward planning for infrastructure development and delivery;*
2. *Ensuring that the nature, timing and sequencing of new development are co-ordinated with the development, funding, implementation and operation of transport and other infrastructure in order to:*
 - a. *optimise the efficient and affordable provision of both the development and the infrastructure;*
 - b. *maintain or enhance the operational effectiveness, viability and safety of existing and planned infrastructure;*
 - c. *protect investment in existing and planned infrastructure; and*
 - d. *ensure new development does not occur until provision for appropriate infrastructure is in place;*

3. *Providing that the efficient and effective functioning of infrastructure, including transport corridors, is maintained, and the ability to maintain and upgrade that infrastructure is retained;*
4. *Only providing for new development that does not affect the efficient operation, use, development, appropriate upgrading and safety of existing strategic infrastructure, including by avoiding noise sensitive activities within the 50dBA Ldn airport noise contour for Christchurch International Airport, unless the activity is within an existing residentially zoned urban area, residential greenfield area identified for Kaiapoi, or residential greenfield priority area identified in Map A (page 6-28); and*
5. *Managing the effects of land use activities on infrastructure, including avoiding activities that have the potential to limit the efficient and effective, provision, operation, maintenance or upgrade of strategic infrastructure and freight hubs.*

Assessment of Policy 6.3.5

The proposed plan change area is located outside of the air noise contours and will have no impact on the efficient and effective functioning of infrastructure. No major infrastructure upgrades are required to accommodate the plan change area, with existing infrastructure and modern design initiatives able to be utilised to service the proposed new area.

The area will benefit from planned upgrades to the local traffic network and speed limit changes, and it is likely the area can be factored into upgrades to achieve improved outcomes above those already anticipated.

Policy 6.3.7 Residential location, yield and intensification

1. *In relation to residential development opportunities in Greater Christchurch:*
2. *Subject to Policy 5.3.4, residential greenfield priority area development shall occur in accordance with Map A. These areas are sufficient for both growth and residential relocation through to 2028.*
3. *Intensification in urban areas of Greater Christchurch is to be focused around the Central City, Key Activity Centres and neighbourhood centres commensurate with their scale and function, core public transport routes, mixed-use areas, and on suitable brownfield land.*
4. *Intensification developments and development in greenfield priority areas shall achieve at least the following residential net densities averaged over the whole of an ODP area (except where subject to an existing operative ODP with specific density provisions):*
 5. *10 household units per hectare in greenfield areas in Selwyn and Waimakariri District;*
 6. *15 household units per hectare in greenfield areas in Christchurch City;*
 7. *Intensification development within Christchurch City to achieve an average of:*
 8. *50 household units per hectare for intensification development within the Central City;*
 9. *30 household units per hectare for intensification development elsewhere.*
 10. *Provision will be made in district plans for comprehensive development across multiple or amalgamated sites.*
 11. *Housing affordability is to be addressed by providing sufficient intensification and greenfield priority area land to meet housing demand during the recovery period, enabling brownfield development and providing for a range of lot sizes, densities and appropriate development controls that support more intensive developments such as mixed use developments, apartments, townhouses and terraced housing.*

Assessment of Policy 6.3.7

The Plan Change area is not located within an area identified in Map A and therefore does not comply with the above policy.

Conclusion:

Section 61(1) of the RMA specifically requires regional policy statements to be prepared and changed “in accordance a national policy statement.” The National Policy Statement – Urban Development specifically acknowledges that there will inevitably be delays in RMA planning

documents recognizing and providing for sufficient development capacity as required by the NPS. It then provides a means to overcome temporary inconsistencies between regional policy statements (and other planning documents) and plan changes providing for significant development capacity and contributing to well-functioning urban environments. This means is Policy 8 of the NPS-UD. Effectively Policy 8 softens the requirement in Section 75 of the RMA requiring district plans to give effect to all aspects the regional policy statements and other planning document which do not reflect the NPS-UD. This approach reinforces the RMA requirement that national policy statements are the highest level planning documents and that where there is inconsistency between planning documents national policy statements are predominant. Accordingly the Council is required to be responsive to this proposed plan change which is consistent with the requirements of the NPS-UD despite it being inconsistent with the CRPS in relation to the location of new greenfield areas.

Mahaanui - Iwi Management Plan, 2013

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

Ranginui

The relevant matters identified in IMP are discharges to air and the protection of night time darkness. The proposed Plan Change does not contain controls on these matters. The main discharge to air that could occur through this proposal is the establishment of log burners or similar within individual houses. Such discharges are controlled by Environment Canterbury through the Regional Air Plan. West Melton currently has regulatory requirements to reduce the impact on the night sky. The proposed Plan Change will not alter this and it is considered these rules will apply to the plan change site.

Wai Māori

Freshwater is of considerable cultural significance to Rūnanga. The main matters of concern relate to water quality and quantity and mixing waters from different waterbodies. The land to be rezoned does not contain any waterways. With the reticulation of effluent disposal from the proposed new dwellings the potential from adverse impacts on groundwater quality are limited. The site will also be connect to a Council water supply, which is more efficient way to service the development than through a separate well or wells. Stormwater generated by the new road will be treated and disposed of through swales or alternative treatment methods, ensuring that no untreated stormwater will reach the water race or groundwater which is at least 21m-24m below ground level. Roof stormwater will be disposed of straight to ground as is commonplace in West Melton. All of these aspects of the development combine to ensure that there will be minimum adverse impact on the freshwater quality or quantity within this locality.

Papatūānuku

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

contamination will be discharged in a manner that will compromise the mauri of surface or groundwater.

Tāne Mahuta

This section addresses the significance of indigenous biodiversity and mahinga kai to Rūnanga. The application site is not located in a known mahinga kai area. The subject land has been used for farming purposes since 1900s, and contains substantial plantings in and around the site, the majority of which are exotic in nature. The majority of these plantings are expected to be removed, however the street and reserve plantings will be dominated by native species which are well suited to the area. From experience with other residential developments, property owners will take a lead from this approach and use native plants from local nurseries as a major component of their landscaping.

Ngā Tūtohu Whenua

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

Te Waihora

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

Summary

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

6.3 District Policy and Plans

- Selwyn District Plan
- District Development Strategy 2031

Assessment of Selwyn District Plan Township Section Objectives and Policies

Township Section Part B1 Natural Resources

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

Objective B1.1.2 seeks to ensure that new activities undertaken within the rural area do not create shortages of land or soil resources for other activities. This is implemented through Policy B1.1.8 which directs avoiding the zoning of land which contains versatile soils for other activities, such as new residential development. In considering this objective and policy, it is noted that versatile soils are defined not in the District Plan, however they are defined in the Canterbury Regional Policy Statement 2013 as being soils with a Land Use Capability (LUC) class of 1 or 2. Information obtained from Landcare Research's New Zealand Land Resource Inventory identifies that this site as LUC3. This class is not considered to comprise versatile soils. Given this, it is considered that the residential use of this land is appropriate and in keeping with the above objective and policy.

Objective B1.2.1 seeks to ensure that the expansion of townships either maintains or enhances the quality of ground or surface water resources within the District, while Objective 1.2.2 is directed

towards ensuring activities do not adversely impact on water resources. The policies that implement these objectives provide direction on the provision of water supplies at both an individual lot and township level. They also require the provision of effluent and stormwater disposal systems that avoid adverse effects on the quality of ground water. The details of the infrastructure to be provided is set out in Section 3.2 of this report and discussed in more detail in the attached Infrastructure Report (Appendix A). This infrastructure will ensure that the development of West Melton East occurs in a manner sought by these objectives.

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

Township Section Part B2 Physical Resources

The objectives and policies within Part B2.1 Transport Networks address the issues of the integration of land use and transport, ensuring a safe and efficient transport network, the provision for the future transport network and managing the effects of activities on the transport network and vice versa. The ODP provides a comprehensive road network scheme that will ensure they are integrated with the surrounding environment, as best as possible due to the layout of the subdivision to the east. This will be achieved by providing for future connections to existing residential land that is either adjoining or is opposite one of the boundary roads. The overall layout will ensure the safety, permeability and accessibility for vehicles, pedestrians and cyclists. These aspects of the proposal are consistent with the outcomes sought by the objectives and policies within Part B2.1 Transport Networks.

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

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

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

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

Part B3.1 Natural Hazards address the issues associated with various natural hazards that can occur within the District, including earthquake and flooding. West Melton East is not located within an area prone to flooding, and is also not located close to any known fault. This matter has been assessed in Section 3.2, which concluded the development is unlikely to result in an increase in natural hazard risk for future residents or for residents of surrounding land. Given this it is considered that the outcomes sought by the objectives and policies within Part B3.1 Natural Hazards are achieved for this development.

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

The objectives B3.4.1 to B3.4.3 of B3.4 Quality of the Environment address the issues associated with ensuring that the townships are pleasant places to work and live and provide for a range of activities to occur. The objectives seek to ensure that the character and amenity of zones is maintained and that reverse sensitivity effects between activities are avoided. West Melton East has been designed comprehensively to ensure that a pleasant living environment is provided for future residents. The allotments that will be created will be of a size anticipated for the Living West Melton Medium Density zone.

Objectives B3.4.4 addresses the growth of townships and seeks to achieve a compact form that provides for a range of living environments and housing choices. The ODP identifies areas suitable for low density and medium density development. The Living West Melton framework within the District Plan ensures a variety of lot sizes, areas and shapes can be provided within low and medium density areas. The density requirements along with the rules framework allow a range of living environments and housing choice to be achieved. In this regard the development will be consistent with and implements this objective.

Objective B3.4.5 requires that the growth of townships provides a high level of connectivity both within the new developments and with adjoining areas, and enables access to a variety of forms of transport. The ODP provides for two road connection points to the north and south of the site and a pedestrian / cycle link to the Gainsborough subdivision to the west of the plan change site. There is no ability for a road connection from the west due to the layout of the Gainsborough subdivision. The ODP has provided for future road connections to adjoining land to the east, enabling a variety of transport forms to be used by future residents. Future subdivision designs will implement these ODPs thus satisfying this objective.

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

Township Section Part B4 Growth of Townships

Objectives B4.1.1 and B4.1.2 seek a range of living environments, including the provision of medium density areas, that provide a high quality of living and that the new areas are pleasant places to live. The proposal will ensure that West Melton continues to provide for a range of living environments. The plan change area will continue to be a pleasant place to live and will contribute to the character and amenity of West Melton and will be in keeping with the existing nature and form of the residential development within West Melton.

The most relevant policy is Policy B4.1.1 which provides for a range of allotments sizes within living zones. The proposal will ensure that West Melton continues to provide for a range of living environments.

The objectives and policies within B4.2 Subdivision of Land address the issues relating to subdivision and ensuring the resulting development is fit for purpose. At this stage only rezoning is being sought by this Plan Change, however the ODP has been carefully designed with the ultimate subdivision in mind and have focussed on creating a high level of amenity to support the density of development being supplied. It is anticipated that on the basis of the ODP that there will be very limited rear allotments developed. This stage is part of an overall master planned development which achieves the outcomes prescribed within this policy. The location of reserves, roading layout

and facilities such as cycle paths proposed will all be in accordance with the ODP discussed with the Selwyn District Council for this area. By virtue of the inclusion of medium density lots into this area of the ODP, the proposed development implements and is consistent with the objectives and policy with part B4.2 Subdivision of Land.

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

Objective B4.3.3 requires new residential development within townships in the Greater Christchurch area to be provided within existing zoned land or priority areas identified in the Regional Policy Statement (RPS). Any such development is to be in general accordance with an operative ODP. The West Melton East area is not located within an existing zoned area or one that is identified as a priority area in the current CRPS. As such the proposed plan change is inconsistent with this objective. Notwithstanding this, the NPS-UD is a higher order document and therefore where there is inconsistency between planning documents, national policy statements must be given more weight.

Objective B4.3.4 directs that new areas of residential development should support the timely, efficient and integrated provision of infrastructure. The plan change area can be appropriately serviced with reticulation as discussed in Section 3.2.

Objective B4.3.5 directs that sufficient land is available to accommodate that anticipated household growth within the District between 2013 and 2028 through both Greenfield growth areas and consolidation within existing townships.

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

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

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

Assessment of Selwyn District Plan Rural Section Objectives and Policies

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

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

The objectives and policies of these two sections of the District Plan similar matters to those contained within the Township section. The conclusions reached in the assessment of the Township

objectives and policies that the development of this land is appropriate and is generally consistent with the outcomes sought also applies here. As such it is not considered necessary to repeat that assessment.

The only matter of relevance not considered within Section 4.3.2 above relates to the matter of reverse sensitivity effects, addressed by Objective B3.4.2 and Policies B3.4.20 to B3.4.22. This objective and its policies seek to ensure that new activities do not give rise to any reverse sensitivity effects. For reverse sensitivity effects to arise, there must be an effect from a permitted activity that would give cause for complaints to occur that could impact on the ability for that permitted activity to operate. Typically, within rural areas this arises from horticultural and viticultural activities, intensive farming (such as poultry and pig farms) and quarrying. Aerial photography and site visits to the surrounding land indicate that the primary use of this area is for the rural living and arable use, primarily the grazing of animals. Arable farming is typically not an activity associated with reverse sensitivity effects. Given this environment it is considered unlikely that any reverse sensitivity effects will arise from the granting of this development.

Rural Section Part B4 Growth of Rural Area

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

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

District Development Strategy 2031

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

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

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

7 Statutory Requirements of Section 32 of the Act

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

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

The evaluation is required to take into account:

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

Specifically Section 32(2) requires identification and assessment of benefits and costs of the environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions including opportunities for:

- Economic growth that are anticipated to be provided or reduced; and
- Employment that are anticipated to be provided or reduced

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

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

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

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

7.1 Objectives and Policies of the Selwyn District Plan

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

Although an assessment of the appropriateness of the objectives and policies of the Plan is not required, it is worthwhile to consider the proposed Plan Change against the proposed objectives and policies contained within the Selwyn District Plan relating to providing for urban growth. A detailed assessment of these objectives and policies has been undertaken in Section 6.3 of this assessment and it concludes that requested rezoning meets the outcomes sought for urban growth and new residential areas.

Overall it is considered that the Proposed Plan Change is consistent with the strategic outcomes sought for residential development by Selwyn District Council. Additionally the resulting amenity is considered to be consistent with the outcomes required under the District Plan.

Given the conclusions within Section 6.3 on the effects of the proposal on the environment and the above assessment, the proposed rezoning is considered to be an appropriate means of achieving the outcomes sought by the objectives and policies of the District Plan.

7.2 Assessment of the Benefits and Costs of the Proposed Change

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

- Option 1 – Leave the area zoned Rural
- Option 2 – Rezone the land as Living West Melton by private plan change
- Option 3 – Wait for Council to rezone land as Living West Melton
- Option 4 – Apply for resource consent for proposed subdivision and development

The following is an assessment of these options.

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

Benefits/Advantages	Costs/Disadvantages
• Maintains the existing character of the area. •	• Does not fulfil the District Plan's objective of an equitable process to rezoning land. • Reduces the level of choice for potential purchasers of residential allotments. • Does not contribute to the cost of existing reticulation of services.

Benefits and Costs of Option 2 - Rezoning land as Living West Melton by private plan change

Benefits/Advantages	Costs/Disadvantages
• Implements Policy 8 of the National Policy Statement for Urban Development • The area is not dependent on the development of other land to provide access or infrastructure, such as stormwater disposal. • Provides an alternative for prospective purchasers of residential allotments within Selwyn District and elsewhere. • Economic benefit to Council from larger rating base through additional properties	• Loss of rural land for productive purposes. • Change in character of the area from rural to residential. • Increase in traffic generated within and around Rolleston. • Does not take into account other land that may be suitable to provide for growth • The plan change is not anticipated by the RPS or the District Plan and therefore is out of sequence for planned land release.

Benefits/Advantages	Costs/Disadvantages
being added upon subdivision, and the payment of development contributions for new infrastructure • Provides long-term certainty for the developer, potential purchasers and surrounding land owners as to the use of the land. • Supports existing Council reticulated services, e.g. sewer system and water supply. • Costs of assessments and development of ODP falls on the developer, not the Council.	

Benefits and Costs of Option 3 – Wait for Council to rezone land as Living West Melton

Benefits/Advantages	Costs/Disadvantages
• The area is not dependent on the development of other land to provide access or infrastructure, such as stormwater disposal. • Provides an alternative for prospective purchasers of a specific type of residential allotment within Selwyn District and elsewhere. • Economic benefit to Council from larger rating base through additional properties being added upon subdivision, and the payment of development contributions for new infrastructure. • Provides long-term certainty for the developer, potential purchasers and surrounding land owners as to the use of the land. • Supports existing Council reticulated services, e.g. sewer system and water supply.	• Could result in uncertainty and delay regarding rezoning for urban growth as Council has indicated it does not want to be directly involved in rezoning land. • Council would have to determine which land is to be rezoned and so undertake detailed comparative analysis. • Council would have to undertake detailed assessments (e.g. geotech, soil contamination, traffic) which are a cost to the ratepayer. • Council would have to develop an ODP for the rezoned areas which is not something it normally undertakes and which would be at a cost for ratepayers. • Loss of rural land for productive purposes. • Change in character of the area from rural to residential. • Increase in traffic generated within and around West Melton.

Benefits and Costs of Option 4 – Develop the land by Resource Consent

Benefits/Advantages	Costs/Disadvantages
• Council has the ability to place stricter controls on the development through consent conditions than may be possible through a plan change. • Potential for greater environmental benefit through Council having greater control over development, and being able to require some land for environmental compensation for the use proposed.	• Potential social cost arising from lack of long-term certainty for future purchasers and adjoining neighbours as to the use of the land, as additional consents to alter conditions can be sought. • Potential and future purchasers would need to obtain consent if they were to alter uses, for example home occupation rules from the rural zone would still apply. • Restricted timeframe in which land has to be developed and houses built, leading to potential economic costs for landowner/developer. • Less flexibility in being able to develop the land. • Possibly higher costs to develop land through the placing of tighter controls on the development by way of strict conditions on a consent. • Unwanted precedent in terms of allowing large scale residential activity in the rural zone through consent only.

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

7.3 Effectiveness

The proposed Selwyn District Plan has been notified and has not rezoned land in West Melton. The applicant could achieve rezoning by submission to the District Plan. If this option was taken up, it would likely result in a delay of 2 or more years before the zoning was finalised. Such a delay would adversely affect the delivery of lots to meet the assessed and known demand. This not only creates frustration for buyers and sellers but also has the potential to result in an escalation of costs making house ownership more difficult.

The proposed Plan Change is the only method that can ensure all of the following:

- Residential development of an appropriate density
- Development in accordance with an outline development plan
- Integration of development with existing infrastructure
- Specific amenity standards to be achieved in final development
- Enables the site to be planned, designs and physically constructed in a timely manner to meet the anticipated demand for new residential sections in West Melton.

7.4 Efficiency

In determining efficiency, it is necessary to compare the costs and benefits of the four options listed in the tables above. These costs and benefits relate to a variety of matters including environmental, process and land use compatibility. In relation to all these matters Option 2 has a

greater number of benefits/advantages as compared to Options 1, 3 and 4 while Option 2 has the same or lesser costs/disadvantages.

Assessment Regarding Information Provided

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

7.5 Overall Assessment

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