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**Request for Change to the Selwyn District Plan
prepared for**

YOURSECTION LIMITED

153 Lincoln Rolleston Road, Rolleston

April 2021

Request for Change to the Selwyn District Plan
prepared for

YOURSECTION LIMITED

153 Lincoln Rolleston Road, Rolleston

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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

Yoursection Limited requests changes to the Selwyn District Plan as described below.

1. The location to which this request relates is:
 - The subject land is located generally on the south eastern side of the Rolleston township, adjacent to and south of the Falcons Landing residential development (ODP Area 11) and to the west of Lincoln Rolleston Road.
 - Total Area: 24.7 hectares (approximately).
 - Legal Descriptions: Lot 1 DP 50631 BLKS II IV Leeston SD and Lot 1 DP 357634. See **Attachment 1**.
 - An outline development plan proposed for the subject land is included as **Attachment 2**.
2. The Proposed Plan Change undertakes the following changes to the Selwyn District Plan (changes underlined or ~~struck through~~):
 1. To amend the Selwyn District Plan Planning Maps, by rezoning the site to Living Z.
 2. To amend Township Volume, Appendix 38 ODP Rolleston by inserting the ODP attached in **Attachment 2** as ODP Area 14.
 3. To amend the following District Plan provisions:

Township Volume, B4 Growth of Townships

Policy B4.3.9

The phasing of any Living Z Zone shown on the Planning Maps and Appendices occurs as follows:

- *In Rolleston ~~4314~~ Living Z areas have been identified, and an Outline Development Plan for ~~4213~~ of these areas has been incorporated into the District Plan. The remaining Living Z ODP Area has been deferred. The deferment for this area shall be lifted once an operative Outline Development Plan for that area has been incorporated into the District Plan.*
- ...

Policy B4.3.77



Ensure that development within each of the Outline Development Plan areas identified on the Planning Maps and Appendices within Rolleston addresses the specific matters relevant to each ODP Area number listed below:

...

Outline Development Plan Area 14

- *Part provision of a CRETS Collector road/Primary road on an east-west alignment in the northern half of the ODP area;*
- *Provision of a secondary road network internal to the ODP area and providing connections to the south and north of the ODP area;*
- *Provision of a neighbourhood park centrally and adjacent the CRETS Collector road/Primary road;*
- *Provision for medium density development adjacent the reserve;*
- *Provision of pedestrian and cycle links within and through the ODP area to connect to adjoining urban areas;*
- *Provision of reticulated water supply and wastewater systems that have sufficient capacity for the ODP area;*
- *Provision of a comprehensive stormwater system that has sufficient capacity for the ODP area;*
- *Provision of a minimum net density of 12 households per hectare averaged over the ODP Area.*

4. Any other consequential amendments including but not limited to renumbering of clauses.

3. An assessment is provided in **Attachment 3** in accordance with the requirements of the Resource Management Act 1991 and including Section 32 of the Act.

Kim Seaton, Principal Planner

DATED: 10 December 2020

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



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Attachment 1: Certificates of Title



RECORD OF TITLE
UNDER LAND TRANSFER ACT 2017
FREEHOLD
Search Copy




R.W. Muir
Registrar-General
of Land

Identifier **CB30A/652**
Land Registration District **Canterbury**
Date Issued 02 June 1987

Prior References
CB27A/1008

Estate Fee Simple
Area 20.6750 hectares more or less
Legal Description Lot 1 Deposited Plan 50631
Registered Owners
Barry Ernest Pullin and Patricia Mary Pullin

Interests
9570871.3 Mortgage to ANZ Bank New Zealand Limited - 4.4.2014 at 12:10 pm

<p>Approvals</p> <p>GENERAL MANAGER</p> <p>Pursuant to a resolution under Section 224 of the Local Government Act 1974, the Council of the Territorial Authority of Ellesmere County has approved the plan of amalgamation subject to the condition of amalgamation set out hereon and certifies that the plan is in accordance with the requirements and provisions of the operative District Scheme.</p> <p><i>[Signature]</i> Chairman</p> <p><i>[Signature]</i> Principal Officer</p> <p>SEAL OF THE TERRITORIAL AUTHORITY OF ELLESMERE COUNTY</p>		<p>Lot 2 has no frontage to a public road.</p>	
<p>AMALGAMATION CONDITION</p> <p>That one certificate of title be issued for Lot 2 and the land in CT 27A/1007</p>		<p>Total Area 29.3375 ha</p> <p>Comprised in CT. 27A/1008</p>	
<p>I. GRAHAM HARVEY FOWLER</p> <p>Registered Surveyor and holder of an annual practicing certificate in who may act as a registered surveyor pursuant to the provisions of section 332 of the Survey Act 1980, hereby certifies that this plan has been made in accordance with the provisions of the Survey Act 1980 and that the surveys are correct and have been made in accordance with the Survey Regulations 1972.</p> <p>Dated at CHRISTCHURCH this 9th day of July 1986</p> <p><i>[Signature]</i> Field Book — 0 — — — — — Reference Plans S.O.S. 14695, 14723, 14816, D.P. 48064, 5145</p> <p>Examined <i>[Signature]</i> Corrct. <i>[Signature]</i></p> <p>Approved as to Survey <i>[Signature]</i> Deputy Chief Surveyor</p> <p>Deposited this 13th day of July 1987</p> <p>File Received 15.8.86 D.P. 50631</p> <p>Instructions</p>			

<p>LAND DISTRICT CANTERBURY</p> <p>SURVEY BLK. & DIST. III & IV LEESTON</p> <p>NZMS 261 SH M.36 RECORD MAP No. 10,000/9/1</p>	<p>Lots 1 & 2 being Subdivision of Lot 6 D.P. 48064</p>	<p>TERRITORIAL AUTHORITY ELLESMERE COUNTY.</p> <p>Surveyed by MILES GREGORY & FEAR 3341.</p> <p>Scale 1:3000 Date JULY 1986.</p>
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<p>SEAL OF THE TERRITORIAL AUTHORITY OF ELLESMERE COUNTY</p>		<p>SEAL OF THE TERRITORIAL AUTHORITY OF ELLESMERE COUNTY</p>	
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RECORD OF TITLE
UNDER LAND TRANSFER ACT 2017
FREEHOLD
Search Copy



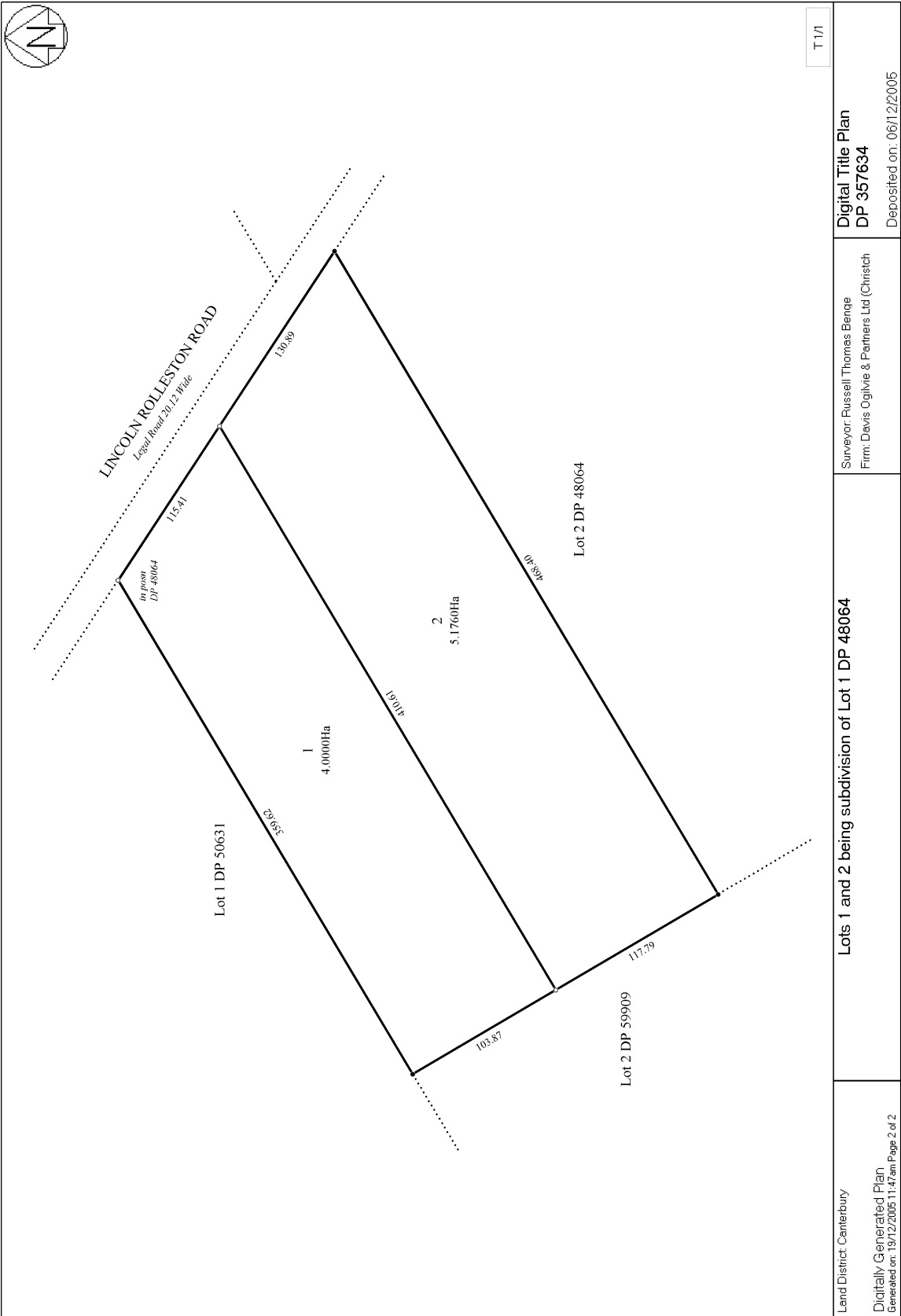

R.W. Muir
Registrar-General
of Land

Identifier **234365**
Land Registration District **Canterbury**
Date Issued 06 December 2005

Prior References
CB27A/1003

Estate Fee Simple
Area 4.0000 hectares more or less
Legal Description Lot 1 Deposited Plan 357634
Registered Owners
Ryan Lewis Nicolle and Melissa Jayne Perry

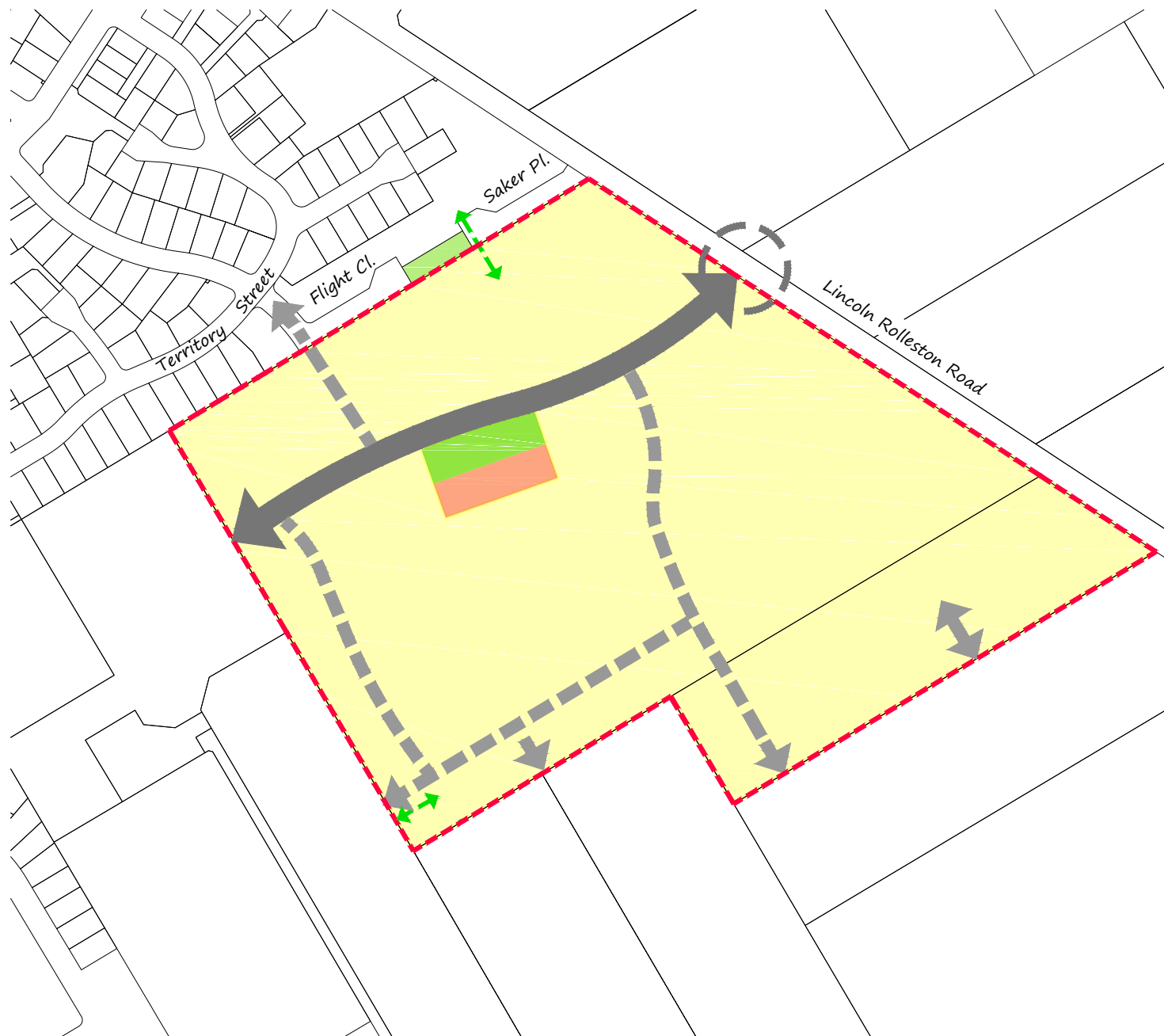
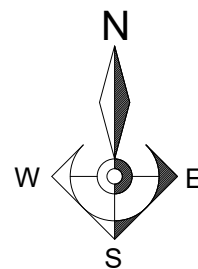
Interests
10129851.2 Mortgage to Westpac New Zealand Limited - 23.7.2015 at 10:16 am





Attachment 2: Proposed Outline Development Plan

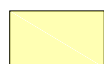
ODP - Falcons Landing



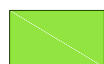
KEY



Medium Density



Low Density



Reserve



Site Boundary



Primary Road



Secondary Roads



Possible Future Roundabout
(pending development east of Lincoln Rolleston Road)



Possible Future Road
Connection



Pedestrian / Cycle
Connections

OUTLINE DEVELOPMENT PLAN AREA 14

INTRODUCTION

This Outline Development Plan (ODP) is for Development Area 14. Area 14 comprises 24ha and is bound by Lincoln Rolleston Road to the east, and ODP Area 11 to the north.

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

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

DENSITY

The ODP area shall achieve a minimum of 12 household lots per hectare. ODP Area 14 supports a variety of allotment sizes within the Living Z framework to achieve this minimum density requirement. Should this area be developed in stages, confirmation at the time of subdivision of each stage, and an assessment as to how the minimum density of 12hh/ha for the overall ODP can be achieved, will be required.

ODP Area 14 predominantly provides for low density sections, although some medium density housing options have been supported along the Primary Road adjoining a reserve. Minor changes to the boundaries of the medium density area will remain in general accordance with the ODP provided such changes meet the criteria below and the Medium Density lots created have a consent notice registered on the title stating that they are subject to the medium density provisions:

- Ability to access future public transport provisions, such as bus routes;
- Access to community and neighbourhood facilities;
- Proximity to Neighbourhood Parks and/or green spaces;
- North-west orientation, where possible, for outdoor areas and access off southern and south-eastern boundaries is preferred;
- Distribution within blocks to achieve a mix of section sizes and housing typologies; and
- To meet the minimum 12hh/ha density requirement and development yield.

Existing dwellings and buildings will have to be taken into account when investigating subdivision layout and design.

MOVEMENT NETWORK

For the purposes of this ODP, it is anticipated that the built standard for a Primary Road will be the equivalent to the District Plan standards for a Collector Road or Local-Major Road standards, and a "Secondary Road" will be the equivalent to the District Plan standards for a Local-Major or Local-Intermediate Road.

The ODP provides for an integrated transport network incorporating:

- A primary road following an east-west alignment to form part of the Collector Road route specified in the 2007 Christchurch, Rolleston and Environs Transportation Study (CRETS);
- An internal secondary network with provision for connections to adjoining land;
- Pedestrian and cycle connections to adjoining land to encourage viable alternative modes of transport to private motor vehicles.

Roading connections have been designed to achieve permeability, whilst minimising the number of new intersections and maintaining appropriate intersection spacing. The proposed roading hierarchy will deliver an accessible and coherent neighbourhood that provides safe and efficient access to the new development.

The completion of the Primary Road/Collector Road, identified as part of the CRETS (2007 Christchurch, Rolleston and Environs Transportation Study) is proposed in the northern portion of the ODP area and further supports the integration of the site with the wider transport network. The Collector Road spans across several neighbourhoods and ODP areas on the southern boundary of the township. It is significant in supporting an east-west network function and it is part of an expanded ring road system for Rolleston.

Although the CRETS Collector Road is envisaged to cater for a large proportion of vehicle movements going through ODP Area 14, it is not a high-speed corridor and is intended foremost to provide direct access to adjoining sites. To this end, it is envisaged that the CRETS Collector Road will interact with the adjacent neighbourhoods, rather than creating severance between them. Its streetscape and speed environment is expected to be similar to that of Lowes Road, which serves an important transport function for the northern portion of Rolleston.

The transport network for ODP Area 14 shall integrate into the pedestrian and cycle network established in adjoining neighbourhoods and the wider township. Secondary Roads will provide footpaths and cycle routes, including designated cycle lanes where appropriate. Adequate space must be provided within the tertiary road network for cyclists and to facilitate safe and convenient pedestrian movements.

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

GREEN NETWORK

The ODP reflects and adds to the green network anticipated in the Rolleston Structure Plan. A single central reserve/neighbourhood park is proposed centrally within the ODP area, adjacent the Primary Road. Medium Density Housing is to be located adjacent the reserve to promote a high level of amenity for that housing, and compensate for any reduced private open space available to individual allotments. Where practicable, the use of locally sourced indigenous vegetation for landscaping is encouraged.

BLUE NETWORK

Stormwater - underlying soils are relatively free-draining and infiltration to ground is generally the most appropriate means of stormwater disposal. 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 use of low impact design techniques is encouraged.

Sewer – A gravity sewer connection will be required which will feed a new pump station situated in the vicinity of the south eastern section of the site. The exact location will be determined as part of the detailed development design. The effluent from this new pump station will then be pumped through to the Southern Rolleston Pump Station so it can be treated.

Water - The water reticulation will be an extension of the existing Rolleston water supply on Lincoln Rolleston Road and Raptor Street.



Attachment 3: Section 32 Evaluation



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Introduction

1. Yoursection Limited requests a change to the Selwyn District Plan to rezone approximately 24.7 hectares of Rural Inner Plains zoned land, to Living Z, at Rolleston.
2. 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:
 - **Appendix A** Infrastructure Assessment
 - **Appendix B** Geotechnical Assessment
 - **Appendix C** Preliminary Site Investigation (PSI) Report
 - **Appendix D** Integrated Transport Assessment
 - **Appendix E** Landscape and Urban Design Assessment
3. The subject land is presently zoned Rural Inner Plains. The site immediately adjoins the existing Falcons Landing residential development (ODP Area 11) to the north which is zoned Living Z.
4. The density of development and Outline Development Plan (ODP) layout proposed via this Plan Change application is compatible with that of the adjoining Living Z zoned land to the north.
5. This Plan Change specifically accounts for the National Policy Statement on Urban Development 2020 (NPS-UD) which recognises the national significance of: having well-functioning urban environments; and providing sufficient development capacity to meet the different needs of people and communities.
6. The Ministry for the Environment (MfE) note that the NPS-UD is needed because: *'Some urban areas in New Zealand are growing quickly. To support productive and well-functioning cities, it is important that there are adequate opportunities for land to be developed to meet community business and housing needs'¹*. MfE further note: *'The NPS-UD 2020 requires councils to plan well for growth and ensure a well-functioning urban environment for all people, communities and future generations. This includes... **ensuring that plans make room for growth both 'up' and 'out', and that rules are not unnecessarily constraining growth**'*.
7. This Plan Change strongly supports and is consistent with the NPS-UD, as is explained further in the assessment that follows.

¹ <https://www.mfe.govt.nz/about-national-policy-statement-urban-development>



Statutory Requirements of the Act

8. This Plan Change request is made under the Resource Management Act 1991. This section sets out the relevant framework of the Act under which the request is made, with the subsequent sections then providing the relevant assessment of each part of the framework.
9. Section 73(2) of the RMA provides that: '*Any person may request a territorial authority to change a district plan, and the plan may be changed in the manner set out in Part 2 or 5 of Schedule 1*'.
10. 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.
11. Part 2 of Schedule 1 relevantly relates to requests for changes to plans of local authorities. Clause 21(1) restates that any person may request a change to a district plan. Clause 22 of Part 2 of Schedule 1 states:

(1) A request made under clause 21 shall be made to the appropriate local authority in writing and shall explain the purpose of, and reasons for, the proposed plan or change to a policy statement or plan and contain an evaluation report prepared in accordance with section 32 for the proposed plan or change.

(2) Where environmental effects are anticipated, the request shall describe those effects, taking into account clauses 6 and 7 of Schedule 4, in such detail as corresponds with the scale and significance of the actual or potential environmental effects anticipated from the implementation of the change, policy statement, or plan.
12. The **purpose** of this Plan Change is to provide for an extension of the adjoining existing urban residential area of Rolleston in a manner that adds significantly to development capacity through provision of critical roading infrastructure, 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.
13. 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.
14. The **reasons** for the Plan Change are:
 - a. To enable provision of additional housing capacity within Rolleston township and adjoining an existing Living Z zone;
 - b. To enable progression of an anticipated CRETS Collector road within the Plan Change area.



- c. The location of the site is considered appropriate for an expansion of this type of development accounting for: efficiencies gained by the expansion of the existing Rolleston residential area and associated infrastructure; and the site's adjacency to existing urban residential activity and the associated high level of accessibility and connectivity to the surrounding area.
 - d. The proposed Plan Change is consistent with the Government's recently released National Policy Statement on Urban Development 2020 and its predecessor, the National Policy Statement on Urban Development Capacity 2016. In particular, it will enable '*people and communities to provide for their ... economic (and social) ... well being*'; and promote '*the efficient use and development of natural and physical resources*'.
15. The evaluation report undertaken in accordance with section 32 of the RMA is set out in the 'Evaluation of the Proposal' and 'Evaluation of the preferred option for provisions' of this report, and an assessment of the environmental effects anticipated by the implementation of the changes is set out later in this report.
16. Consideration needs to be given to whether the Plan Change accords with and will assist the Council in carrying out its functions under section 31 of the RMA to, among other things, achieve integrated management of the effects of the use, development, or protection of land and associated resources. This includes the control of the actual and potential effects of land use or development on the environment in accordance with the provisions of Part 2 while recognising and providing for section 6 matters, having particular regard to section 7 matters and taking into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).
17. Sections 74 and 75 of the RMA also set out legal obligations when changing a district plan. As required by these sections, the Plan Change must specifically be in accordance with, give effect to, not be inconsistent with, take into account, or have regard to the specified documents / provisions. Consideration of these documents is set out later this report.

The Site and Surrounding Environment

18. The subject land is located generally on the south eastern side of the existing Rolleston township, to the west of Lincoln Rolleston Road, at 151 and 153 Lincoln Rolleston Road.
19. The subject land has an area of approximately 24.7 hectares and is comprised of two allotments.
20. The Certificates of Title of affected land are included in **Attachment 1** of the Plan Change Application. The site's location is indicated on the aerial photograph in **Figure 1** below, and in the ODP contained in **Attachment 2** of the Plan Change Application.
21. The site has frontage and access to/from Lincoln Rolleston Road to the east. Lincoln Rolleston Road is an arterial road.
22. To the north of the site is the existing Rolleston township, including recently constructed and progressively developing residential subdivision Falcons Landing within ODP Area 11 in the Selwyn District Plan.



23. To the south and east is Rural Zone land used predominantly for rural and rural-residential activity. West of the site is ODP Area 13 and west of there are ODP areas 5 and 6.
24. The site itself features land used for cropping and pastoral grazing, with one cluster of existing buildings including a dwelling, on each of the two allotments. 153 Lincoln Rolleston Road includes, within the aforementioned building cluster, buildings utilised for an automotive engineering business.
25. The attributes of the site and locality are further described in the technical reports appended to this assessment, including:
 - a. Infrastructure/servicing, and ground and surface water characteristics (**Appendix A**);
 - b. Geotechnical and land characteristics (**Appendix B**);
 - c. Transport (**Appendix C**);
 - d. Landscape and urban design attributes (**Appendix D**).
26. The reader is referred to these appended reports for these further details of the site and surrounds.



Figure 1: Aerial photograph indicating subject land (Source: Canterbury Maps)



The Plan Change

Description of the Proposal

27. It is proposed to rezone approximately 24.7 hectares of Rural Inner Plains land for primarily residential purposes, with an Outline Development Plan (ODP) guiding the form and layout of future development.
28. The Plan Change and ODP provide for the land to be rezoned Living Z in its entirety, with provision for an area of medium density development within the ODP. Aside from a change to the planning map, insertion of the ODP into the Plan, and amendments to provisions to reflect the change in zoning, no other substantive changes, additions or deletions are proposed to the current content of the District Plan. In particular, no changes to objectives or policies are proposed beyond that necessary to acknowledge the introduction of a new ODP area into Rolleston.
29. The Living Z zone is proposed for the majority of the Plan Change site and this is a natural extension of the existing and developing residential areas to the north and west. This zone will provide for variable lot sizes, including Low Density (average allotment size of 650m² and a minimum individual allotment size of 550m²), Medium Density Small-lot (maximum average of 500m², with minimum of 400m²), and Medium Density Comprehensive (maximum average of 350m², with no minimum site size).
30. The ODP area is designed to achieve an overall minimum net density of 12 households per hectare, noting that the Living Z zoning provides for the provision of higher density (15hh/Ha) residential areas adjacent to key open spaces and green corridors. Based on these densities and the developable areas on the Plan Change site², the proposed Plan Change is envisaged to provide for the establishment of approximately 280 new households.

Outline Development Plan

31. **Attachment 2** to the Plan Change entails an overall ODP, as described below.
32. The ODP embodies a development framework and utilises design concepts that are in accordance with:
 - a. The Land Use Recovery Plan (LURP)
 - b. The Canterbury Regional Policy Statement
 - c. The Greater Christchurch Urban Development Strategy (UDS)
 - d. The New Zealand Urban Design Protocol
 - e. The Rolleston Structure Plan

² The developable area of the Plan Change land accounts for the definition of 'net density' in the Canterbury Regional Policy Statement which specifies land that is to be included and excluded for the purposes of determining net density.



- f. The Selwyn District Council's 2009 Subdivision Design Guide
- g. 2007 Christchurch, Rolleston and Environs Transportation Study (CRETS).

Urban Design Attributes

- 33. The urban design attributes of the Plan Change are described in detail in the urban design assessment by DCM Urban Design in **Appendix E**.

- 34. That assessment relevantly notes that the aim of the Plan Change is:

'to create diversity and variety of housing typology without compromising lifestyle. The provision of smaller residential lot sizes are recognised as an important method to reduce sale prices and meet the demands of a greater proportion of the community, particularly first home buyers seeking a warm, energy efficient home that meets modern lifestyle needs. The density provides for a mix of dwelling types and lot sizes to cater to a wide range of the residential market. It allows for people of different ages and incomes to mix and create a diverse community, as well as for people to move within the development as their needs change'.

- 35. The urban design assessment also provides a summary of the key features of the ODP underpinning the Plan Change, noting this will:

- a. Provide a diversity of house size and lot size to provide choice;
- b. Locate higher density towards the centre of the development;
- c. Create a street hierarchy providing different modal allocation;
- d. Continue a well-connected network which combines with the green network and existing facilities connecting to key destinations (school, parks, childcare, town centre);
- e. Prioritise walking and cycling with a mix of on-road, separate, and off-road facilities to promote active transport modes;
- f. Create streets with a high level of amenity;
- g. Provide a quantity of greenspace and facilities appropriate for the future population; and
- h. Encourage the use of low impact design techniques including grass swales and soakage pits.

Transport Attributes

- 36. The proposal does not entail any changes to the transport provisions of the District Plan, which will apply at the time any physical subdivision or development of the land is proposed.



37. The transport assessment in **Appendix D** otherwise describes the relevant transport attributes of the proposal, which are embodied in the ODP.

Servicing

38. The development will be fully reticulated with sewer, water, stormwater, electricity and telecommunications, as set out in the Infrastructure Report attached in **Appendix A**.

Proposed Amendments to the District Plan

39. The following amendments to the Selwyn District Plan are proposed:
1. To amend the Selwyn District Plan Planning Maps, by rezoning the site to Living Z.
 2. To amend Township Volume, Appendix 38 Outline Development Plan-Rolleston by inserting the ODP attached in **Attachment 2** as ODP Area 14.
 3. To amend policies B4.3.9 and B4.3.77 to reflect the insertion of an additional ODP into Appendix 38. The Plan Change request provides details of the specific amendments proposed.
 4. Any other consequential amendments, including but not limited to renumbering of clauses.

Consultation

40. The applicant's consultants have discussed the application with Selwyn Council staff through the development of this proposal, primarily to ensure that the development can be adequately serviced. Council staff have also been consulted in regards the NPS-UD and development capacity at Rolleston.
41. Wider consultation, including consultation with local Rūnanga via Mahaanui Kurataiao Limited (MKT) in particular, has not been undertaken, noting the very compressed timeframes for preparing this Plan Change proposal. However, the applicant has had regard to the outcomes of consultation with Rūnanga and others for other recent residential zoning proposals elsewhere in Selwyn District.
42. Specifically, recent examples of MKT consultation for residential development in Rolleston include in relation to plan changes 59 and 73. PC59 (West Melton) was similar to the current proposal in so far as the site does not contain any notable features such as natural waterways, indigenous vegetation or sensitive cultural features. Recommendations for that plan change pertained to the use of indigenous vegetation and stormwater soakpits and swales (essentially low impact stormwater design) at the time of subdivision. The proposed ODP wording includes reference to encouraging low impact stormwater design, consistent with this recommendation. The PC59 advice also referenced land use consent holders being subject to an Accidental Discovery Protocol during earthworks. The proposal is subject to the accidental discovery protocols set out in Appendix 6 of the Townships Volume of the Operative District Plan. A third recommendation pertaining to locally sourced



indigenous vegetation requirements has now been included in the ODP. The PC73 feedback was similar, albeit with additional comment in regard waterways and odour that is not considered relevant to the PC75 proposal. A final recommendation for PC73 pertains to the implementation of sediment and erosion controls, which is a matter that would be implemented at subdivision stage of PC75.



Assessment of Environmental Effects of the Proposed Plan Change

43. This assessment is being undertaken in respect of Clause 22(2) of Schedule 1 of the Act that requires the following be undertaken:

(2) Where environmental effects are anticipated, the request shall describe those effects, taking into account clauses 6 and 7 of Schedule 4, in such detail as corresponds with the scale and significance of the actual or potential environmental effects anticipated from the implementation of the change, policy statement, or plan. 7.2 Clause 6 outlines the information required in an assessment of environmental effects. In comparison Clause 7 specifies the range of matters that must be addressed by an assessment of environmental effects.

44. The range of actual or potential environmental effects arising from the Plan Change request are seen as being limited to the following matters:

- a. Infrastructure;
- b. Geotechnical and Natural Hazards;
- c. Contaminated Land;
- d. Transport;
- e. Landscape and Visual Effects;
- f. Amenity Values;
- g. Urban Design and Urban Form;
- h. Ecological Effects;
- i. Reverse Sensitivity;
- j. Sites of Significance to Iwi;
- k. Economic Effects;
- l. Versatile Soils.

Infrastructure

45. The potential impacts of additional residential density on infrastructure, with specific regard to the capacity of existing reticulated sewer and water systems to service the proposed zone and stormwater management, is assessed in the Infrastructure Report attached in **Appendix A**, prepared by Site Solutions.
46. In summary, the Site Solutions report concludes:
- *The ground conditions are similar to the surrounding developed area, namely topsoil covering gravels.*



- *Roading and reserve layout can take into account the need to convey secondary flow paths.*
- *Stormwater will be to ground.*
- *Sewerage has options for both short term and long-term conveyance of sewage to the Southern Rolleston Pump Station.*
- *Water reticulation has good connections to the existing reticulation network.*
- *Power and telecommunication connections are available to the existing network.*

There are no constraints to the need to supply infrastructure to the report area that would impede the development of residential allotments to the density of the residential zone.

47. The conclusions in the Infrastructure Report are accepted and adopted, and on that basis it is considered that any adverse effects associated with infrastructure establishment and servicing for the proposal can be adequately avoided or mitigated.

Geotechnical and Natural Hazards

48. A Geotechnical Assessment of the proposed Plan Change has been undertaken by Miyamoto and is contained in **Appendix B**. The assessment states:

The risk of damaging effects from liquefaction at the site is low with the seismic performance expected to be equivalent to MBIE Technical Category (TC) 1 as per the MBIE Guidance (2012).

Preliminarily, NZS3604 foundations are considered geotechnically feasible for NZS3604 compliant structures, subject to building-specific geotechnical investigations to assess the available bearing capacity.

At the time of our site visit, there was no evidence of erosion or erosional features on site.

Given the proximity of the site to any source, rockfall (falling debris) is not considered a risk to the site and given the site is generally flat with only a minor gradual change in elevation across the site, slope instability (slippage) is not considered to be a risk.

On the basis of our geotechnical assessment herein, we do not consider subsidence (under either static or seismic loading) to be a significant hazard for normal construction (i.e. NZS3604 compliant buildings).

49. On the basis of the advice contained in the Miyamoto report, it is considered that potential adverse geotechnical and natural hazard risks can be adequately avoided or mitigated.
50. In regard flood hazard specifically, the Miyamoto report notes that the site is not identified as being within a Flood Zone. This is assumed to be in reference to the Operative District



Plan. The Selwyn Flooding Map (Source: Canterbury Maps) indicates parts of the site are potentially subject to flood hazard from a 200-year ARI rainfall event. The potential flood hazard risk is considered to be typical of the Canterbury Plains, overland flow generated by continuous heavy rain or thunderstorms that the land cannot absorb becomes concentrated in shallow channels that cross the plains. The flood modelling indicates channels crossing or originating within the subject sites and continuing over the boundary of the site. The predicted floodwater depth is generally less than 0.5m, with one very small pocket of flood depth to potentially 1.0m on the southern boundary of the site.

51. The Infrastructure report in **Appendix A** addresses flood hazard within the site, stating that

The development of the site and, in particular the road corridors, will formalise the flow paths as shown in the Plains Flood Management overlay that cross the site. This will effectively divert flows to within road corridors and around housing areas. The probable north-south road links as indicated in Figure 8.2 of the Rolleston Structure Plan will provide continuity of the overland flows from the Falcons Landing development to the north, through to the undeveloped land to the south. As the land generally falls to the south, the formation of secondary flow paths is not considered to be difficult... It is not considered that the Plains Flood Management overlay indicates any impediment to the development of the land that is unable to mitigated with a road and reserve layout to ensure the continuity of flow paths, and limit areas of flooding to placed outside of residential development.

52. Based on this assessment, flood hazard effects associated with the proposal can be adequately avoided or mitigated.

Contaminated Land

53. A Preliminary Site Investigation (PSI) has been undertaken by Malloch Environmental Ltd and is attached as **Appendix C**. The report concludes that 151 Lincoln Rolleston Road is considered highly unlikely to pose a risk to human health and no further investigation is currently required. In regard 153 Lincoln Rolleston Road, the report concludes that while the majority of land area associated with 153 Lincoln Rolleston Road has largely been used for stock grazing purposes, there is evidence of potential HAIL activities occurring within the site, notably in the vicinity of an automotive engineering business on the site.

54. Due to the likely presence of HAIL activities on the site, as indicated in the Preliminary Site Investigation, the NESCS regulations are considered to apply to the site. At the time subdivision of the site is undertaken, a detailed site investigation will be required for parts of 153 Lincoln Rolleston Road. The PSI states in summary:

It is expected that even if contamination is present, the logistical and financial costs to remediate any contamination would not be so onerous to preclude eventual residential development and use. The site does not have any significant risks that could not be worked through during the subsequent subdivision and development stages, and as such the site is considered suitable for the proposed plan change.



55. Malloch Environmental Ltd's advice is accepted and on that basis it is considered that potential adverse effects in respect of contaminated land can be adequately avoided, remedied or mitigated.

Transport

56. Transport effects on the safety and efficiency of the road network may arise from the proposed rezoning. An Integrated Transport Assessment has been prepared for the proposal by Stantec, attached in **Appendix D**.
57. That assessment considers the proposed transport connections provided by the proposed ODP, and transportation related impacts of the increase in the number of allotments that can be developed with the proposed Plan Change.
58. With respect to accessibility the assessment notes the 820 bus route runs closest to the site, currently along Springston Rolleston Road. It provides options to interchange to the Yellow buses into Christchurch City. The report also notes that future bus services are indicated for the CRETS Collector Road, which traverses in part through the Plan Change area, stating:

The Primary network is shown in the Rolleston Structure Plan as including an orbital bus route servicing Rolleston. It is considered that there is no reason why such a service could not be accommodated given the Collector Road nature of the road. No specific notation is considered necessary, although discussion could be included in supporting text. Again, the completion of the Collector Road allows the potential bus service to be provided, which would otherwise not be practicable if reliance was made on existing local subdivision roads.

Overall, the primary connection provides an important transport link which will be of benefit to the wider transport network and community.

59. In respect of future connections and including pedestrian and cycle connections, the report states:

The specific pedestrian / cycle connections shown align with the existing opportunities to connect to Acland Park and Falcons Landing. The connection in the southwest of the site recognises that there is likely to be a need for a north-south link on adjacent property between the collector road and the future-east-west collector road further south (an extension of Lady Isaac Drive). Connections can be reviewed based on adjacent zoning and land development expectations at the time of subdivision.

Overall, it is considered the ODP provides a well-connected network for vehicles, cyclists and pedestrians, that supports improved connection of the wider arterial network with existing subdivisions in the short term, and opportunities for future connectivity with Future Development areas.

60. Accounting for the above, the proposal will support a well-functioning urban environment and the aspiration in policy 1 of the NPS-UD that urban environments will:



- 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';
- e. 'support reductions in greenhouse gas emissions'; and
- f. 'are resilient to the likely current and future effects of climate change'³.

61. The report concludes:

With the level of development planned and provisions assessed, the submission to rezone the land to Living Z/Residential can be supported from a transportation perspective. The submission proposes an extension of the Rolleston urban area to the southwest of Lincoln Rolleston Road, providing for residential housing. This would result in the area being able to potentially accommodate approximately 280 more residential lots.

The additional residential lots could generate extra traffic volumes of approximately 250 vehicle movements per hour. Across the wider traffic network, including on Lincoln Rolleston Road, traffic modelling demonstrates that the additional traffic volumes would be accommodated without altering the form of already planned and anticipated network improvements.

An ODP is proposed that will enable integration with the Falcons Landing subdivision and existing urban area. Importantly, the extension of Talon Drive to Lincoln Rolleston Road has been included to support improved connectivity in the area. This road should be considered to be a Collector Road for the purpose of design and assessment against District Plan Rules.

Long term traffic modelling indicates the potential for higher north south traffic volumes through the site, although this is partly due to a coarse representation of the road network. The ODP allows for secondary roads, which based on the planned urban growth boundary will be adequate for the life of the District Plan.

The new intersection on Lincoln Rolleston Road is proposed in a location to enable safe connection to the transport network, and future extension to the east (if land is rezoned in the future). To allow for the long-term expansion of residential areas to the east of Lincoln Rolleston Road, it is considered appropriate to provision for the land requirements of a future a single lane roundabout.

There is good access to the existing cycle network on Lincoln Rolleston Road, and via the developing local road network. Pedestrian and cycle connectivity are provisioned for within the ODP where dedicated links to surrounding land need to be considered.

³ Resilience to climate change is achieved through increased network redundancy (e.g. alternative routes and mode choice) and intensifying land use in a location away from locations exposed to climate change induced hazards (e.g. coastal / low lying areas). See: <https://motu.nz/assets/Documents/our-work/environment/climate-change-impacts/Transport-Dialogue-Report.pdf>



Whilst the site is currently not well serviced by public transport, there is no reason that the site could not form part of an orbital route as anticipated by the Rolleston Structure Plan. The site is also well located if future routes follow the arterial Lincoln Rolleston Road. In the interim, access is available to nearby Park n Ride locations in Rolleston for travel to Christchurch.

With the level of development planned and provisions assessed, the submission to rezone the land to Living Z ... can be supported from a transportation perspective.

62. The findings of the Integrated Transport Assessment are accepted and adopted, and on that basis it is considered that the potential adverse traffic effects of the proposal can be adequately avoided or mitigated and positive transportation outcomes will be achieved in respect of accessibility, reduced greenhouse gas emissions and resilience to climate change.

Landscape / Visual Effects and Amenity Values

63. The Resource Management Act defines amenity values as '*...those natural or physical qualities and characteristics of an area that contribute to people's appreciation of its pleasantness, aesthetic coherence, and cultural and recreational attributes*'.
64. The current character and amenity of the site and surrounds can be characterised as rural within the Plan Change site itself. The site is not identified as an outstanding landscape in any statutory planning document, nor is it considered to contain any features or landforms of significant landscape value (in respect of Section 6(b) of the Resource Management Act).
65. A Landscape and Visual Effects assessment of the proposed Plan Change has been undertaken by DCM Urban Ltd, and is attached in **Appendix E**. That assessment considered the existing landscape character of the environment, and the potential visual/visual amenity impacts of the proposed rezoning. The visual assessment was undertaken from multiple reference points around the site.
66. The visual assessment provides the following summary in respect of effects on visual amenity:

The proposal would result in an overall change in character from open and rural to one that is more dense and suburban in nature. The receiving environment is to maintain aspects of openness through the management of fencing along Lincoln Rolleston Road and the improvement of connectivity and accessibility throughout the wider site. The management of bulk and location of the development will also help create a sense of openness through the centralisation of denser development. The highest likely effects after mitigation will be experienced by those residential properties closest to the proposal along Lincoln Rolleston Road. Though there is a change in the overall character of the receiving environment, a low magnitude of change is anticipated from these residential properties as the proposal will become an extension of existing development. Motorists have a temporary view of the development and are anticipated to expect change in land from rural to suburban as they travel to/from Rolleston township.



Overall, the scale and bulk and location of the proposal would allow it to appear as a natural extension of existing development within Rolleston, with a low to very low magnitude of change anticipated.

67. The assessment then refers to mitigation measures that are incorporated within the Plan Change (primarily through the ODP) to either avoid, remedy or mitigate any potential effects on landscape character, landscape values and/or visual amenity. In summary, the visual assessment concludes:

In terms of the National Policy Statement: Urban Development, Policy 8, the proposed Plan Change will add significant residential capacity with a proposed density ranging between 12 and 15 hh/Ha. This is higher than the recommended density in the Township objectives and policies for the Living Z zone, but is considered appropriate to meet the outcomes desired by the NPS:UD (2020). and consistent with RESZ-O3 objective:

A wide range of housing typologies and densities are provided for to ensure choice for the community and to cater for population growth and changing demographics.

Any amenity effects on existing and future residents can be successfully mitigated through the proposed mitigation measures. The proposed ODP provides a high level of connectivity and is consistent with the context and character of the receiving environment.

In terms of landscape character and values of the area, subject to the mitigation measures proposed, the proposal will result in an acceptable magnitude of change on the existing rural landscape character and values. Medium density areas will be 'internalised' within the development with lower density development providing a buffer with adjoining rural areas. The site will change from one rural and open in character to one which is more suburban in nature, with the change partially mitigated through fencing controls and landscape planting.

In terms of visual amenity, the rural properties will experience a change in the openness of views across the space, noting that many of the adjoining properties are surrounded by well-established shelter belt and boundary plantings restricting views out. Adjoining suburban residential properties, current and future, overlooking the Plan Change area will have a mix of open, partial, and screened views of future development.

68. The findings of that assessment are accepted and adopted, and on that basis it is considered that the potential adverse visual and landscape effects of the proposal can be adequately avoided or mitigated.
69. Effects on broader amenity values are similarly considered to be less than minor, with the character and amenity values of what is currently zoned for rural activity becoming urban-residential in nature, consistent with the wider Rolleston township.



Urban Design & Urban Form

70. A consideration of the National Policy Statement – Urban Development (addressed below) is whether the Plan Change will provide for a well-functioning urban environment. This includes consideration of the urban form and in particular whether the direction of growth provided for by this Plan Change application will create an appropriate urban form and density for the Rolleston township.
71. The urban design assessment by DCM Urban Design in **Appendix E** addresses this and paragraph 35 above has outlined the key urban design and urban form outcomes that the proposed ODP will achieve.
72. The urban design assessment otherwise assesses the proposal against the New Zealand Urban Design Protocol design qualities, as follows:
 - a. **Context** – the proposed Plan Change is linked to the existing suburban development of Falcons Landing and Acland Park, being of a similar scale, layout and built typology. In terms of context the proposal is appropriate to its setting. Overall, the receiving environment has a rural, semi-open character on the outskirts of residential suburban development. The existing environment has various structures including dwellings, auxiliary structures, power lines and exotic vegetation clustered throughout the landscape typical of rural landscapes.
 - b. **Character** – The character of the proposal is likely to be similar to the adjoining residential developments with a density of 12hh/ha and a mix of single and double storey residential dwellings. A small area of medium density residential is proposed towards the centre of the development, adjacent to a proposed neighbourhood green space. A hierarchy of street types is proposed through the Plan Change area with character, in terms of fencing and landscape treatment likely to be controls imposed through covenants
 - c. **Choice** – The ODP area is designed to achieve a minimum net density of 12hh/ha with higher density residential units located within Medium density (15hh/ha) areas adjacent to key open spaces and green corridors. The aim is to create diversity and variety of housing typology without compromising lifestyle. The provision of smaller residential lot sizes are recognised as an important method to reduce sale prices and meet the demands of a greater proportion of the community, particularly first home buyers seeking a warm, energy efficient home that meets modern lifestyle needs. The density provides for a mix of dwelling types and lot sizes to cater to a wide range of the residential market. It allows for people of different ages and incomes to mix and create a diverse community, as well as for people to move within the development as their needs change.
 - d. **Connections** – Walkability and connectivity are key principles of the ODP with a hierarchy of street types and connections provided throughout the area. The aim of the movement network is to provide a range of modal options for residents, to reduce car-dependency for short local trips while recognising private vehicle use is necessary for longer trips. The ODP encourages connectivity using primary and secondary routes running through the area from west to east, with a primary



connection linking Ed Hillary Drive (CRETS road in Acland Park) to Lincoln Rolleston Road. Both primary and secondary routes will provide pedestrian and cycle facilities on both sides of the road, street trees and parking.

Smaller tertiary streets (not shown) or local/neighbourhood streets will ideally run north-south to create a highly connected and permeable neighbourhood. These roads are not shown to allow future design flexibility at the final subdivision stage. The design of the local streets will encourage slow vehicle movements combined with pedestrian and cycle facilities, either separate or shared depending on the design of the street. The layout of the blocks will have a predominantly north-south orientation where possible to maximise solar gain into rear yards (outdoor living spaces) of all properties. Supporting the road network, off road pedestrian and cycle paths will connect through to existing networks where they exist.

73. In terms of the criteria in Policy 1 of the NPS-UD for 'well-functioning urban environments', and accounting for the assessment by DCM Urban Design, the proposed Plan Change will:
- a. Enable:
 - i. a variety of homes, through the Living Z zoning that provides for diversity in the type, price, and location, of different households;
 - ii. Māori to express their cultural traditions and norms, to the extent this is relevant for the site.
 - b. Provide good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport. This will be achieved through the provision of good connectivity within the development, linkages to surrounding residential zones and the Rolleston township generally, and good accessibility to the strategic road network that connects to Greater Christchurch.
 - c. Support the competitive operation of land and development markets, accounting for the increased choice and diversity in housing that the proposal will deliver.
 - d. Support reductions in greenhouse gas emissions, through a movement network that promotes walkability and connectivity in order to reduce car dependency for short local trips and readily provides for servicing by existing public transport.
 - e. Be resilient to the likely current and future effects of climate change accounting for its distance from coastal and low lying areas susceptible to sea-level rise and storm surges, the flooding assessment discussed above which accounts for the land's resilience to heavy rainfall events/frequency, and the potential for building and landscape design to address increased mean temperatures or amplification of heat extremes.
74. Accounting for the assessment above, the proposed Plan Change is considered to provide an appropriate standard of urban design and urban form and deliver a well-functioning urban environment as sought by the NPS-UD.



Ecological Effects

75. The site has no existing waterbodies or any notable areas of indigenous vegetation. Ecological values on the site are therefore considered to be minimal currently. The potential adverse ecological effects of the proposal are therefore considered to be negligible.

Reverse Sensitivity

76. There are no intensive farming operations or other notable incompatible or potentially incompatible activities in the vicinity of the Plan Change site and accordingly, the potential adverse reverse sensitivity effects from the Plan Change proposal are considered to be negligible.

Sites of Significance to Iwi

77. Based on feedback from Rūnanga on other similar rezoning proposals, it is anticipated that the proposed on-site land-based stormwater management proposed and adoption of Accidental Discovery Protocol at the time of site development will assist in mitigating against the potential adverse effects of land use, development and earthworks on cultural values generally. Further, the provision of locally sourced indigenous vegetation within the Plan Change site as it develops is a matter that will be addressed at the time of subdivision and development and support cultural values associated with the site. It is expected that any subdivision consent for development of the zone can and will incorporate conditions of consent addressing these requirements.
78. The site contains no natural surface waterbodies or springs or identified/listed Wāhi Tapu, Tāonga or other sites of significance to Iwi.

Economic Effects

79. The potential economic benefits and costs associated with rural to residential zoning in the Rolleston area have been specified in other recent plan change proposals⁴ and include:
- a. Additional employment, income and expenditure generated by the proposal, including increased economies of scale, increased competition, reduced unemployment and underemployment, and increased quality of central government provided services.
 - b. Increased competition and choice in residential housing markets, in a manner that is strongly and directly consistent with the NPS-UD.
 - c. Utility costs, which will not arise in a manner that requires cross-subsidisation by other ratepayers, residents or businesses within the Selwyn District.
 - d. Transport costs, which may arise relative to residential development in closer proximity to centres of employment, commercial activity, etc. However, such transport costs are internalised to future residents, or externalised in respect of potential road accidents, congestion, greenhouse gas emissions, etc. which are

⁴ E.g. Plan Change 73.



likely to be similar to alternative residential development sites within the Selwyn District.

80. On that basis, the economic effects of the proposed Plan Change are considered to be acceptable.

Versatile Soils

81. The proposed Plan Change will result in land that is currently zoned Rural Inner Plains converting to an urban residential zoning and land use. Under the land use capability classifications, the land includes LUC classes 2 and 3 soils (see **Figure 2**). LUC classes 1 and 2 are commonly considered to be versatile soils. The site therefore contains some versatile soils (class 2), in the eastern portion of the site.
82. Within previous decades, the site has been used for grazing and possibly some cropping, together with the aforementioned limited residential and business use. To the applicant's knowledge, the soil has not been used for intensive production. Residential development will inevitably involve increased building and hard surface coverage; however there is some potential to retain the use of the soils through productive use of the land for tree growth, grassed areas and land drainage (swales, soakholes etc.) as well as for use with individual properties. It is also noted that the Rolleston Structure Plan includes the site within the potential long-term growth plan for Rolleston, and the land is within the Projected Infrastructure Boundary defined on Map A of the Canterbury Regional Policy Statement. The site is therefore clearly anticipated to be developed for urban purposes in the foreseeable future and as such the potential loss of Class 2 soils within the site is considered to be reasonably anticipated.

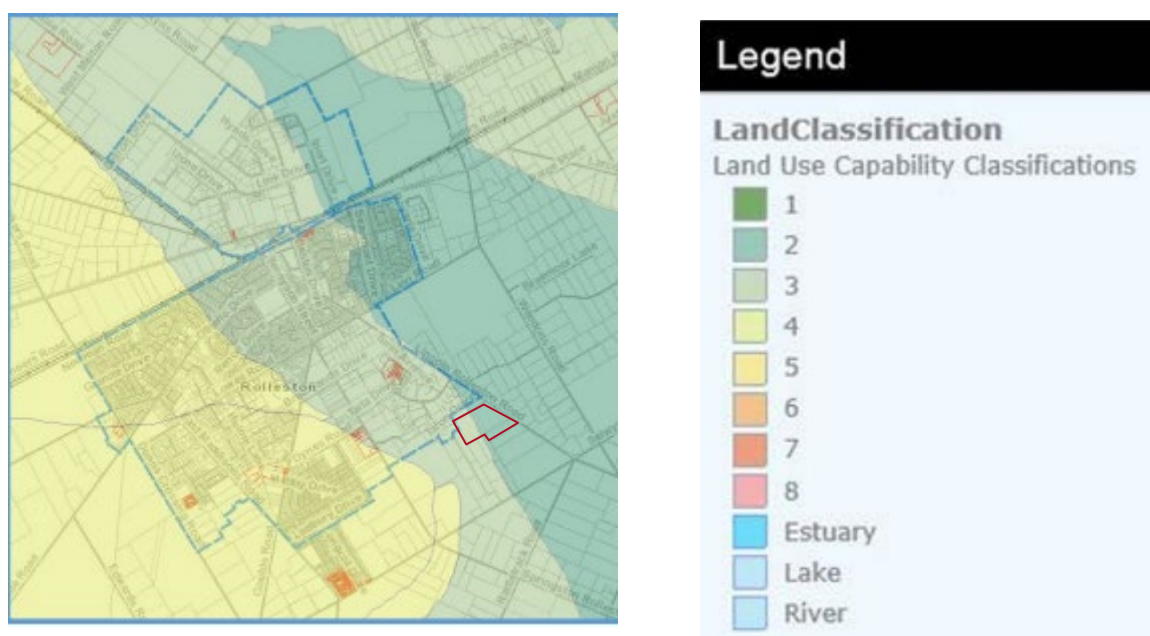


Figure 2: Versatile Soils Map (Source: Selwyn District Council)



Summary of Effects

83. In summary and for the reasons set out above, it is concluded that the potential adverse effects of the proposed Plan Change can be adequately avoided or mitigated.



Statutory Requirements of Section 32 of the Act

84. 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 the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of the Act; and

(b) whether, the provisions in the proposal are the most appropriate way to achieve the objectives by:

(i) identifying other reasonably practicable options for achieving the objectives; and

(ii) assessing the efficiency and effectiveness of the provisions in achieving the objectives; and

(iii) summarising the reasons for deciding on the provisions; and

(c) contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.

85. In assessing the efficiency and effectiveness of the provisions, the evaluation must also:

- Identify and assess the benefits and costs of effects, including opportunities for economic growth and employment;
- If practicable, quantify these benefits and costs;
- Assess the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions.

86. Section 32(6) clarifies that where no actual objectives are stated in the proposal, the objective is the purpose of the proposal.

87. A Ministry for the Environment guide to Section 32⁵ notes that Section 32 case law has interpreted ‘most appropriate’ to mean “suitable, but not necessarily superior”. “Effectiveness” is noted in the guide as assessing the contribution new provisions make towards achieving the objective, and how successful they are likely to be in solving the problem they were designed to address. “Efficiency” is noted as measuring whether the provisions will be likely to achieve the objectives at the lowest total cost to all members of society, or achieves the highest net benefit to all of society. The assessment of efficiency under the RMA involves the inclusion of a broad range of costs and benefits, many intangible and non-monetary.

⁵ MfE, A Guide to Section 32 of the Resource Management Act 1991 (2017), Wellington.



Objectives and Policies of the Selwyn District Plan

88. Section 32(1)(a) requires examination of the extent to which the objectives of the proposal are the most appropriate way to achieve the purpose of the Act.
89. The proposal does not involve any new, or the alteration of any existing, objectives of the Selwyn District Plan. The existing objectives are assumed to be the most appropriate for achieving the purpose of the Resource Management Act, having previously been assessed as such.
90. In regard to the more general objective of the proposal, being the purpose of the proposal, the objective is to provide for an extension of the adjoining existing urban residential area of Rolleston in a manner that provides for part of a significant CRETS Collector Road and provides for increased competition and choice in residential land markets.
91. 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. The proposal is considered to be an efficient use of the physical land resource.
92. Section 32(1)(b) requires examination of whether the proposed Plan Change provisions are the most appropriate way of achieving the District Plan objectives. There are several objectives and policies specific to the form and development of the Rolleston township itself. There are also objectives and policies addressing urban form and residential amenity generally. These are addressed in **Table 1** below.

Table 1: Assessment of relevant plan provisions against the objectives of the District Plan

District Plan provisions	Comment / Assessment
Township Volume - Chapter B4 Growth Townships	
<i>Objective B4.1.1</i> <i>A range of living environments is provided for in townships, while maintaining the overall 'spacious' character of Living zones, except within Medium Density areas identified in an Outline Development Plan where a high quality, medium density of development is anticipated.</i>	The proposal will ensure that Rolleston continues to provide for a range of living environments generally. The subject land itself will also provide for a range of living environments, including high quality, medium density development. The resultant development is anticipated to provide for a pleasant place to live and will contribute to the character and amenity of Rolleston.
<i>Objective B4.1.2</i> <i>New residential areas are pleasant places to live and add to the character and amenity values of townships.</i>	Open space is provided within the Plan Change site, including a neighbourhood park.
<i>Policy B4.1.10</i> <i>Ensure there is adequate open space in townships to mitigate adverse effects of buildings on the aesthetic and amenity values and "spacious" character.</i>	



Objective B4.3.1

The expansion of townships does not adversely affect:

- *Natural or physical resources;*
- *Other activities;*
- *Amenity values of the township or the rural area; or*
- *Sites with special ecological, cultural, heritage or landscape values.*

Objective B4.3.3

For townships within the Greater Christchurch area, new residential or business development is to be provided within existing zoned land or priority areas identified in the Regional Policy Statement and such development is to occur in general accordance with an operative Outline Development Plan.

Objective B4.3.4

New areas for residential or business development support the timely, efficient and integrated provision of infrastructure, including appropriate transport and movement networks through a coordinated and phased development approach.

Objective B4.3.5

Ensure that sufficient land is made available in the District Plan to accommodate additional households in the Selwyn District portion of the Greater Christchurch area between 2013 and 2028 through both Greenfield growth areas and consolidation within existing townships.

Policy B4.3.1

Ensure new residential, rural residential or business development either:

- *Complies with the Plan policies for the Rural Zone; or*
- *The land is rezoned to an appropriate Living Zone that provides for rural-residential activities (as defined within the Regional Policy Statement) in accordance with an Outline Development Plan incorporated into the District Plan; or*
- *The land is rezoned to an appropriate Living or Business zone and, where within the Greater Christchurch area, is contained within existing zoned land and greenfield priority areas identified in the Regional Policy Statement and developed in accordance with an Outline Development Plan incorporated into the District Plan.*

Policy B4.3.3

Avoid zoning patterns that leave land zoned Rural surrounded on three or more boundaries with land zoned Living or Business.

Policy B4.3.6

Encourage townships to expand in a compact shape where practical.

The Plan Change will not adversely affect any notable natural or physical resources. There are no other activities that the expansion will adversely affect, and amenity values will generally be maintained, albeit the values of the site itself will change from a rural to an urban-residential amenity. The site has no notable special values.

The proposal will not be consistent with Objective B4.3.3 and Policy B4.3.1 in so far as the development will not be within a priority area, however an ODP is proposed.

In regard to infrastructure, the proposal will place additional demand on services such as water and sewer. New and extended services will be required to service the proposal site and this can be undertaken through a combination of developer contribution and existing planned Council upgrades.

The proposal will not leave Rural zoned land surrounded by urban zoning.

The township shape will remain compact.



Policy B4.3.71

Avoid rezoning land for new residential or business development (other than Business 2 and 2A Zoning), west of SH1 and the South Island Main Trunk Line (SIMTL).

Policy B4.3.72

Avoid rezoning land for new residential development in areas shown under the Airport Flightpath Noise Contours for 50 dBA Ldn or greater, on Planning Map 013.

Policy B4.3.75

Encourage integration between rezoning land for new residential development at Rolleston and associated provisions for utilities, community facilities and areas for business development.

The proposal does not entail rezoning of land for residential development west of SH1 or the SIMTL, or under airport noise contours.

As set out in the Infrastructure Report (Appendix A), Integrated Traffic Assessment (Appendix D) and Landscape and Urban Design Assessment (Appendix E), the proposal will achieve the integration sought by policy B4.3.75.

Township Volume: Chapter B2 Physical Resources

Objective B2.1.1

An integrated approach to land use and transport planning to ensure the safe and efficient operation of the District's roads, pathways, railway lines and airfields is not compromised by adverse effects from activities on surrounding land or by residential growth.

The Transport Assessment contained in Appendix D has confirmed that traffic generated from the proposal can be safely accommodated within the road network. Any new roads within the subdivision will be designed in accordance with the current standards of the District Plan.

Objective B2.1.2

An integrated approach to land use and transport planning to manage and minimise adverse effects of transport networks on adjoining land uses, and to avoid "reverse sensitivity" effects on the operation of transport networks.

The site is considerably distant from Christchurch International Airport and the associated noise contours in the District Plan. The proposal will therefore not give rise to reverse sensitivity effects on the Airport.

Objective B2.1.3

Future road networks and transport corridors are designed, located and protected, to promote transport choice and provide for: a range of sustainable transport modes; and alternatives to road movement of freight such as rail.

In regard Policy 2.1.15, the proposed Outline Development Plan for the subject site includes requirement for new pedestrian links within the subject to area, to ensure adequate connectivity for a range of transport modes.

Objective B2.1.4

Adverse effects of land transport networks on natural or physical resources or amenity values, are avoided, remedied or mitigated, including adverse effects on the environment from construction, operation and maintenance.

In regard the arterial function of Lincoln Rolleston Road, the proposal recognises and protects the function of this road and provides for its efficient flow.

Objective B2.1.5

The future, unrestricted operation of Christchurch International Airport is not jeopardised by "reverse sensitivity" effects from residential development in the Selwyn District.

In regards increasing transport demand, as discussed above the proposal provides good accessibility for alternative transport modes, including public transport.

Policy B2.1.2

Manage effects of activities on the safe and efficient operation of the District's existing and planned road network, considering the classification and function of each road in the hierarchy.

In regards utilities and as stated in the Infrastructure Report contained in Appendix A, sewer and water servicing demands from the proposal can be met.

Policy B2.1.3

Recognise and protect the primary function of roads classified as State Highways and Arterial Roads in Part E, Appendix 7, to ensure the safe and efficient flow of 'through' traffic en route to its destination.

Policy B2.1.4(a)

Ensure all sites, allotments or properties have legal access to a legal road which is formed to the standard necessary to meet the needs of the activity considering:
– the number and type of vehicle movements generated by the activity;



- the road classification and function; and
- any pedestrian, cycle, public transport or other stock access required by the activity.

Policy B2.1.12

Address the impact of new residential or business activities on both the local roads around the site and the District's road network, particularly Arterial Road links with Christchurch City.

Policy B2.1.13

Minimise the effects of increasing transport demand associated with areas identified for urban growth by promoting efficient and consolidated land use patterns that will reduce the demand for transport.

Policy B2.1.15

Require pedestrian and cycle links in new and redeveloped residential or business areas, where such links are likely to provide a safe, attractive and accessible alternative route for pedestrians and cyclists, to surrounding residential areas, business or community facilities.

Policy B2.1.23

Where a township is already largely developed on both sides of a State Highway or railway line:

- Discourage new residential or business development from extending the township further along the State Highway or railway line if there are alternative, suitable sites; or, if not,
- Restrict new residential or business areas to extending further along one side of the State Highway or railway line only.

Objective B2.2.2

Efficient use of utilities is promoted.

Objective B2.2.3

The provision of utilities where any adverse effects on the receiving environment and on people's health, safety and wellbeing is managed having regard to the scale, appearance, location and operational requirements of the facilities.

Policy B2.2.2

Ensure activities have access to the utilities they require at the boundary prior to any new allotment being sold; or prior to any new activity taking place on an existing allotment.

Policy B2.2.3

Encourage the "market" to determine the efficient use of utilities.

Township Volume: Chapter B3 Health and Safety Values

Objective B3.1.1

Ensure activities do not lead to or intensify the effects of natural hazards.

Objective B3.1.2

Ensure potential loss of life or damage to property from natural hazards is mitigated.

Objective B3.1.3

Ensure methods to mitigate natural hazards do not create or exacerbate adverse effects on other people or the environment.

Flood hazard effects can be appropriately managed and mitigated as described above and there are no other notable natural hazards within the Plan Change area. Geotechnical investigations have indicated that the land predominantly has a technical category of TC1.



Objective B3.4.4 states:

Growth of existing townships has a compact urban form and provides a variety of living environments and housing choices for residents, including medium density housing typologies located within areas identified in an Outline Development Plan.

Objective B3.4.5

Urban growth within and adjoining townships will provide a high level of connectivity both within the development and with adjoining land areas (where these have been or are likely to be developed for urban activities or public reserves) and will provide suitable access to a variety of forms of transport.

Policy B3.4.1

To provide zones in townships based on the existing quality of the environment, character and amenity values, except within Outline Development Plan areas in the Greater Christchurch area where provision is made for high quality medium density housing.

Policy B3.4.3

To provide Living zones which:

- *are pleasant places to live in and provide for the health and safety of people and their communities;*
- *are less busy and more spacious than residential areas in metropolitan centres;*
- *have safe and easy access for residents to associated services and facilities;*
- *provide for a variety of living environments and housing choices for residents, including medium density areas identified in Outline Development Plans;*
- *ensure medium density residential areas identified in Outline Development Plans are located within close proximity to open spaces and/or community facilities and*
- *ensure that new medium density residential developments identified in Outline Development Plans are designed in accordance with the following design principles:*
 - *access and connections to surrounding residential areas and community facilities and neighbourhood centres are provided for through a range of transport modes;*
 - *block proportions are small, easily navigable and convenient to encourage cycle and pedestrian movement;*
 - *streets are aligned to take advantage of views and landscape elements;*
 - *section proportions are designed to allow for private open space and sunlight admission;*
 - *a subdivision layout that minimises the number of rear lots;*
 - *layout and design of dwellings encourage high levels of interface with roads, reserves and other dwellings;*
 - *a diversity of living environments and housing types are provided to reflect different lifestyle choices and needs of the community;*

The proposal will maintain a compact town form. The proposal will provide for a variety of living environments and housing choices.

The Plan Change area will have a good level of connectivity to the remainder of the township, with provision for pedestrian and cycle links as well as vehicle access and potential servicing by public transport.

The proposal will provide for a character and amenity that is consistent with the remainder of the Rolleston Township and the existing subdivisions on the immediate north and west.

The proposed Living zone will meet the outcomes sought by Policy B3.4.3.

As noted in the assessment of effects above, there are no existing activities in the vicinity of the site with which the proposed zoning might be incompatible.



- a balance between built form and open spaces complements the existing character and amenity of the surrounding environment and;
- any existing natural, cultural, historical and other unique features of the area are incorporated where possible to provide a sense of place, identity and community.

Policy B3.4.39

Avoid rezoning land for new residential development adjoining or near to existing activities which are likely to be incompatible with residential activities, unless any potential 'reverse sensitivity' effects will be avoided, remedied or mitigated.

Township Volume: Chapter B1 Natural Resources

Objective B1.1.2

New residential or business activities do not create shortages of land or soil resources for other activities in the future.

Policy B1.1.8

Avoid rezoning land which contains versatile soils for new residential or business development if:

- the land is appropriate for other activities; and
- there are other areas adjoining the township which are appropriate for new residential or business development which do not contain versatile soils.

Objective B1.2.2

Activities on land and the surface of water in Selwyn District:

- Do not adversely affect ground or surface water resources;
- Do not adversely affect waahi tapu or waahi taonga;
- Maintain or enhance the ecological and habitat values of waterbodies and their margins;
- Maintain or enhance the water quality and ecological values of sites of mahinga kai (food gathering); and
- Promote public access along rivers and streams, where appropriate.

Policy B1.2.1

Ensure all activities in townships have appropriate systems for water supply, and effluent and stormwater treatment and disposal to avoid adverse effects on the quality of ground water or surface waterbodies.

Policy B1.2.2

Ensure land rezoned to a Living or Business zone can be serviced with a water supply and effluent and stormwater disposal without adversely affecting groundwater or surface waterbodies.

Policy B1.2.5

Require any sewage treatment and disposal to be reticulated in the townships of Castle Hill, Doyleston, Lake Coleridge Village, Leeston, Lincoln, Prebbleton, Rolleston, Southbridge, Springston, Tai Tapu and West Melton.

The Plan Change area does include an area of versatile soils⁶ but is identified as being located within the Projected Infrastructure Boundary of the CRPS and within the projected growth boundary of the Rolleston Structure Plan. The site is therefore already identified as an appropriate area for new residential development, in spite of the presence of some versatile soils.

The subject land does not feature, and therefore will not adversely affect, any water resources, sites of sensitive cultural value, ecological values or access to rivers or streams.

The site will be able to be adequately serviced, noting that subdivision will not be able to occur until such time as adequate infrastructure provision is confirmed to Council satisfaction.

93. Overall, it is considered that the proposed Plan Change is generally consistent with the objectives and policies of the Selwyn District Plan, particularly those seeking to provide pleasant living environments with high amenity. The proposal is not consistent with

⁶ Selwyn District Council Baseline Assessment – Versatile Soils (DW015), Dec 2018.



Objective B4.3.3 and Policy 4.3.1 which seek to ensure that new development is contained within the Regional Policy Statement priority areas, however the National Policy Statement on Urban Development resolves that policy tension, as discussed below. The proposal also has some tension with Policy B1.1.8 in regard versatile soils, however the site has already been identified as appropriate for future residential growth in other planning documents. Overall, it is considered that the resultant character, amenity and environmental effects of the proposal are consistent with those sought in the District Plan for Rolleston. Given this, it is considered that the proposal is an appropriate means of achieving the outcomes sought by the objectives and policies of the District Plan.



Assessment of Efficiency and Effectiveness of the Plan Change

94. In assessing the benefits and costs of the Plan Change, three options have been considered:

- Leave the area zoned Rural Inner Plains
- Rezone the entire site as proposed
- Apply for resource consent(s) for subdivision and development under the current zoning to otherwise achieve an extension to the existing Rolleston residential environment.
- Apply for multiple plan changes in other locations around Rolleston to otherwise achieve an equivalent extension to the existing Rolleston residential environment.

95. **Tables 2-5** which follow provide an assessment of these options.

Table 2: Benefits and Costs of Option 1 – Leave the area zoned Rural Inner Plains

Benefits/Advantages	Costs/Disadvantages
<ul style="list-style-type: none"> • Maintains the existing character and amenity of the area. • No time or costs arising from a plan change process. • No additional demands on infrastructure. • Versatile soils remain available for agricultural use. 	<ul style="list-style-type: none"> • Does not meet market demand for residential sites in Rolleston. • Will not allow for the development of the CRETS Collector Road where it is identified in strategic planning documents as needing to cross the site.

Table 3: Benefits and Costs of Option 2 – Rezone the site (the proposal)

Benefits/Advantages	Costs/Disadvantages
<ul style="list-style-type: none"> • Increasing the availability of allotments within Rolleston township. • Economic benefit to Council from larger rating base through additional properties being added upon subdivision. • Economic benefit to the landowner from development of the property. • Provision of high quality residential amenity for future residents. • Additional supply of housing will assist in avoiding price rises resulting from otherwise suppressed housing supply. • Would allow for the development of the CRETS Collector Road where it is identified in strategic planning documents as needing to cross the site. 	<ul style="list-style-type: none"> • Change in character and amenity of the site from rural to urban. • Increase in traffic generated in and around Rolleston township. • Additional infrastructure capacity required, to be provided at developer's cost. • Loss of productive rural land, including some versatile soil.



Table 4: Benefits and Costs of Option 3 – Apply for resource consents

Benefits/Advantages	Costs/Disadvantages
<ul style="list-style-type: none"> Council has the ability to more fully assess the proposal, in light of more detailed information required as part of a subdivision consent application. Council has the ability to place stricter controls on the development through consent conditions than may be possible through a plan change. If granted, would allow for a greater number of allotments, with associated efficiency of land development. Would allow for the development of the CRETS Collector Road where it is identified in strategic planning documents as needing to cross the site, provided resource consent was obtained for the site development as a whole (i.e. encompassing the full route of the Collector Road). 	<ul style="list-style-type: none"> Existing and future purchasers would need to obtain consent if they were to alter uses beyond what is permitted in the District Plan or already consented. 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. High difficulty of obtaining resource for non-complying status subdivisions. Change in character and amenity of the site from rural to urban. Increase in traffic generated in and around Rolleston township. Additional infrastructure capacity required, to be provided at developer's cost. Loss of productive rural land, including some versatile soil. Unwanted precedent in terms of allowing large scale residential activity in the rural zone through consent only.

Table 5: Benefits and Costs of Option 4 – Apply for multiple/ discrete plan changes in alternative locations

Benefits/Advantages	Costs/Disadvantages
<ul style="list-style-type: none"> As for Option 2 (see Table 3) Distribution of growth to other locations. 	<ul style="list-style-type: none"> As for Option 2 (see Table 3) Reduced economies of scale (for smaller scale or discrete plan changes) Fragmented / ad hoc development (for multiple/smaller scale proposals yielding an equivalent supply of housing).

96. The above assessment indicates that the costs of options 3 and 4 outweigh the benefits. Numerically the benefits of option 1 outweigh the costs, however the lost opportunity to provide for additional residential housing capacity and the lost opportunity to provide for the CRETS Collector Road within the site carries considerable weight.

97. Option 2, the proposal, has benefits that outweigh the costs.

Effectiveness

98. Beyond the rezoning of the subject land and two policy changes to reflect the introduction of a new Rolleston ODP, no new provisions are proposed by the Plan Change. Rather, it is intended that existing Living Z provisions apply to the subject land. New provisions are otherwise restricted to the introduction of an Outline Development Plan for the Plan Change area.



99. Option 2 is considered to be the most effective means of achieving the objective of the proposal, being to provide for an extension of the adjoining existing urban residential area of Rolleston in a manner that provides for part of a significant CRETS Collector Road and provides for increased competition and choice in residential land markets..

Efficiency

100. In considering efficiency, it is necessary to refer again to the cost/benefits of the three options outlined in the tables above.
101. These assessments indicate that for Options 2 and 4, the benefits are greater as compared to the alternative option of obtaining resource consents, which had costs or disadvantages outweighing benefits.
102. Option 1 is not an inefficient (and highly ineffective) means of achieving residential zoning across the site and provision for the CRETS Collector Road, though it would continue to achieve the objectives of the District Plan.
103. Taking into account the costs and benefits, Option 2, rezoning the Plan Change area, is considered to be the most efficient means of achieving the objectives of the proposal. The proposed provisions, encapsulating minimal changes to the District Plan, is also considered to be the most efficient means of achieving the objective of the Plan Change proposal.

Risks of Acting or Not Acting

104. Given the relatively recent rezoning and subdivision consenting of land in Rolleston including the adjoining Falcons Landing development (ODP Area 11), the relevant issues associated with the rezoning and development of land in this general and specific location are well understood. Accounting for the background information to and assessments for those developments, and the technical assessments accompanying this Plan Change application, there is minimal uncertain or missing information in relation to this proposal. It is therefore considered that there are no notable risks of acting or not acting.

Overall Assessment

105. Based on the above assessment, it is concluded that the Proposed Plan Change is the more appropriate method for achieving the objective of the proposal than the alternatives also considered above.
106. It is concluded that the economic, social and environmental benefits of the Proposed Plan Change outweigh the potential 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.



Statutory Framework

Sections 74 & 75 of the RMA

107. Section 74 of the RMA prescribes that the District Council must prepare and change a district plan in accordance with its functions under s31 and the provisions of Part 2.
108. The District Council must also have regard to an evaluation report prepared in accordance with s32.
109. Section 74(2) requires the District Council to also have regard to proposed regional plans, management plans, the Historic Places Register, regulations or the Plans of adjoining territorial authorities to the extent that these may be relevant.
110. It is noted that the proposal does not involve any cross territorial issues, any matters of historical reference (on the Historic Places Register) or matters addressed by management plans or strategies prepared under other Acts. With respect to Regional Plans, these are identified and addressed further below.
111. Section 74(2A) also requires the Council to take into account relevant planning documents recognised by an iwi authority, to the extent that its content has a bearing on resource management issues.

Section 31 – Functions of Council

112. Any plan change must assist the Council to carry out its functions so as to achieve the purpose of the Act. The functions of a territorial authority are set out in s31 of the Act and include:
 - establishing, implementing and reviewing objectives, policies, and methods to achieve integrated management of the effects of the use and development of land; and
 - controlling actual or potential effects of the use and development of land.
113. The requested Plan Change accords with these stated functions. The proposal provides for the use and development of land for residential activities as an extension of the existing residential zone to the north, with only such amendments as are necessary to recognise the site and the proposed ODPs. The proposed ODPs provide the methods for Council to manage potential effects of this activity and demonstrates an integrated management approach.

Section 75 – Contents of District Plans

114. Section 75 requires a District Plan to state objectives for the District, policies to implement the objectives and rules to then implement the policies.
115. The proposal does not introduce any new, or alter any existing, objectives. Two policies are amended only so far as to reflect the introduction of a new Rolleston ODP.



116. Section 75 requires a District Plan to not be inconsistent with Regional Plans. These are identified and discussed in paragraphs further below.
117. Section 75(3)(a), (b) and (c) also requires a District Plan to give effect to any National Policy Statement, the New Zealand Coastal Policy Statement and the Regional Policy Statement. These are discussed as follows:

National Policy Statements (NPS) and New Zealand Coastal Policy Statement

118. The Selwyn District Plan is required under Section 74(1)(ea) of the Resource Management Act to prepare or change its district plan in accordance with National Policy Statements (NPS), and the New Zealand Coastal Policy Statement.
119. The New Zealand Coastal Policy Statement is not relevant to the site, given the large distance between the site and the coastal environment.
120. With regard to the NPS for Renewable Electricity Generation 2011, the proposal does not involve nor is it located in the proximity of a renewable electricity generation activity. Similarly, the Plan Change site is not located in close proximity to any main electricity transmission lines nor is there a substation within the site, meaning the NPS for Electricity Transmission 2008 is not relevant. Stormwater and waste water discharges will be dealt with at a future consenting stage, however no practices or effects are anticipated that would be inconsistent with the NPS for Freshwater Management 2020.
121. Noting the above, the National Policy Statement for Urban Development 2020 (NPS-UD) which took effect on 20 August 2020 is of principal relevance to this Plan Change.
122. The objectives and policies of that NPS:
 - seek a well-functioning urban environment (Objective 1), as defined by Policy 1;
 - recognise that urban environments, including their amenity values, develop and change over time (Objective 4);
 - state that local authority decisions on urban development area integrated with infrastructure planning and funding decisions and strategic over the medium term and long term and responsive, particularly in relation to proposal that would supply significant development capacity (Objective 6).
 - state that planning decisions must contribute to well-functioning urban environments (Policy 1). Policy 1 defines a well-functioning urban environment as an urban environment that, among other matters less relevant to this application, provides for good accessibility for all people between housing, jobs, community services, natural spaces, and open space.
 - state that local authorities, at all times, provide at least sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term and long term (Policy 2).



- state that when making planning decisions that affect urban environments, decision-makers have particular regard to matters including: that the planned urban built form in those RMA planning documents that have given effect to this NPS may involve significant changes in an area, including detracting from amenity values appreciated by some people but improve amenity values appreciated by other people, communities and future generations (Policy 6);
 - state in relation to car parking, territorial authorities do not set minimum car parking rate requirements, other than for accessible car parks (Policy 11).
123. With regard to the term urban environment, the NPS-UD defines an 'urban environment' as being an area of land that is or is intended to be predominantly urban in character; and is or is intended to be part of a housing and labour market of at least 10,000 people. The Rolleston population is greater than 10,000 people currently, with the 2019 census indicating a population of approximately 21,910. In any event, discussions with Selwyn District Council planners⁷ have however indicated that Rolleston is considered to be part of the Greater Christchurch urban area, and therefore part of the "urban environment". In support of that, Mr Rhodes has confirmed that under the National Policy Statement for Urban Development Capacity (now superseded by NPS-UD) and in the development of the Capacity Assessments and the Future Development Strategy (Our Space), the Greater Christchurch Partnership took the view that the Greater Christchurch area would be the 'urban environment' as a whole to ensure the work and the responses the NPS-UDC were co-ordinated. Given that urban environment is defined in the NPS-UD as meaning any area of land (*regardless of size, and irrespective of local authority or statistical boundaries*), the continuing definition of urban environment as encompassing all of Greater Christchurch is considered to be appropriate.
124. The proposed Plan Change is generally consistent with the objectives and policies of the NPS-UD, noting that the proposal will retain a compact urban shape and well-functioning urban environment, with an extension of an existing zone into an area. The site is able to be serviced adequately and will allow for both land use and transport efficiencies.
125. Policy 8 of the NPS-UD is particularly notable for the proposed Plan Change. That policy states:
- Local authority decisions affecting urban environments are responsive to plan changes that would add significantly to development capacity and contribute to well-functioning urban environments, even if the development capacity is:*
- (a) unanticipated by RMA planning documents; or*
 - (b) out-of-sequence with planned land release.*
126. The proposed development is largely unanticipated by the Selwyn District Plan, though it is located within the Projected Infrastructure Boundary of Map A in the CRPS. The proposed Plan Change is however considered to add significantly to development capacity. As stated above, it will contribute to a well-functioning urban environment.
127. In regards to development capacity, the contribution will be significant, most notably due to the provision for developing a section of the CRETS Collector Road, the route of which is projected to run through the Plan Change site. The Integrated Transport Assessment in

⁷ By email, Ben Rhodes, 6 August 2020.



Appendix D states the CRETS Collector road is a key strategy relied on for the development of the Rolleston Transport network. The ITA further notes that Talon Drive to the west of the site is a Collector road that is planned for implementation up to the eastern boundary of the Plan Change site. Talon Drive generally forms the CRETS Collector road which connects from Dunns Crossing Road and is intended to extend through to Lincoln Rolleston Road. Provision of the proposed Plan Change section of the CRETS road will improve outcomes for local roads in the network that would otherwise be required to accommodate the through traffic from subdivisions west of the site wanting to connect to Lincoln Rolleston Road. Conversely, if the Plan Change were not to progress, the CRETS Collector road connection to Lincoln Rolleston Road would be prevented or at least considerably delayed from completion, to the detriment of the Rolleston transport network.

128. Further, the current supply of *land* for residential growth at Rolleston is understood to be largely developed already. Therefore, even the proposal to provide for an additional 280 households is considered to add significantly to residential development capacity for Rolleston township.
129. Accounting for the above, **Table 6** below provides an assessment of the proposal against the relevant objectives and policies in the NPS-UD.

Table 6: Assessment of the proposal against the provisions of the NPS-UD 2020

NPS-UD Provision	Comment / Assessment
<i>Objective 1: New Zealand has well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future.</i>	The proposed Plan Change supports this objective, through delivery of a well-functioning urban environment (within the context of the subject land, and within the wider Rolleston and Greater Christchurch context)- as is set out in respect of policy 1 below. The enablement of around 280 households and provision for continued development of the CRETS Collector Road will 'enable' people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, through enhanced housing supply and choice and provision of a key transport route connection.
<i>Objective 2: Planning decisions improve housing affordability by supporting competitive land and development markets.</i>	The proposed Plan Change will help address constraints in the residential land supply markets, increase supply and competition, and help address housing affordability within the Selwyn District and Greater Christchurch in a manner consistent with Objective 2.
<i>Objective 3: Regional policy statements and district plans enable more people to live in, and more businesses and community services to be located in, areas of an urban environment in which one or more of the following apply:</i> <ol style="list-style-type: none"> <i>the area is in or near a centre zone or other area with many employment opportunities</i> <i>the area is well-served by existing or planned public transport</i> <i>there is high demand for housing or for business land in the area, relative to other areas within the urban environment.</i> 	<p>This objective supports enablement of residential growth in this location, noting the subject land is</p> <ol style="list-style-type: none"> near an area with many employment opportunities (the established and developing Rolleston town and industrial centres, rural Canterbury, and Christchurch city). not well-served by existing public transport or planned public transport presently (noting this is contingent on a residential population that can sustain it), but proposes road networks and connections that would enable existing/nearby bus services to route through the sites.



	c. there is high demand for housing in the area, relative to other areas within the urban environment.
<i>Objective 4: New Zealand's urban environments, including their amenity values, develop and change over time in response to the diverse and changing needs of people, communities, and future generations.</i>	The proposed change from rural to urban residential is in response to the diverse and changing needs of people, communities, and future generations (for the proposed form/density of housing in this location) in a manner consistent with this objective.
<p><i>Objective 6: Local authority decisions on urban development that affect urban environments are:</i></p> <ul style="list-style-type: none"> a. <i>integrated with infrastructure planning and funding decisions; and</i> b. <i>strategic over the medium term and long term; and</i> c. <i>responsive, particularly in relation to proposals that would supply significant development capacity.</i> 	<p>The infrastructure assessment and ITA have demonstrated that the proposal can be effectively integrated with infrastructure planning, funding and delivery. The site is within the CRPS Projected Infrastructure Boundary and identified as a future area for development in the Rolleston Structure Plan.</p> <p>The proposal will supply significant development capacity, primarily through the provision of the CRETS collector road connection but also including additional housing capacity, and on that basis this objective seeks 'responsive' decision making. This creates some tension with the requirement to be strategic over a medium and long term in so far as documents such as the Rolleston Structure Plan indicate the land is to be developed in the long term not immediately, however given the attributes of the site, the absence of any significant effects or risks, the adjacency to the existing urban area, and the strength of demand for new housing in the Greater Christchurch area currently, it is considered that enablement of this proposal would not be inconsistent with this aspect of the objective.</p>
<p><i>Objective 8: New Zealand's urban environments:</i></p> <ul style="list-style-type: none"> a. <i>support reductions in greenhouse gas emissions; and</i> b. <i>are resilient to the current and future effects of climate change.</i> 	<p>The proposed provision for alternative transport modes, connectivity and accessibility, and the potential for servicing by public transport supports reductions in greenhouse gas emissions.</p> <p>As noted earlier, resilience to climate change is achieved through: the site's distance from coastal and low lying areas susceptible to sea-level rise and storm surges; the land's resilience to heavy rainfall events/frequency, and the potential for building and landscape design to address increased mean temperatures or amplification of heat extremes.</p>
<p><i>Policy 1: Planning decisions contribute to well-functioning urban environments, which are urban environments that, as a minimum:</i></p> <ul style="list-style-type: none"> a. <i>have or enable a variety of homes that:</i> <ul style="list-style-type: none"> (i) <i>meet the needs, in terms of type, price, and location, of different households; and</i> (ii) <i>enable Māori to express their cultural traditions and norms; and</i> b. <i>have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and</i> c. <i>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</i> 	<p>The proposal will contribute to well-functioning urban environments at a localised, township, and regional scale, noting it will, as a minimum:</p> <ul style="list-style-type: none"> a. Have and enable a variety of homes that meet the needs, in terms of type, price, and location, of different households. This is achieved through the Living Z provisions which provide for this variety and the choice afforded through the supply of up to 280 households. The proposal will enable Māori to express their cultural traditions and norms, to the extent relevant to the site context. b. Provide access to suitably located and sized business sectors in the wider Rolleston township, accessible by various transport modes; and the wider offerings of Christchurch city are accessible where required.



- d. support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and
- e. support reductions in greenhouse gas emissions; and
- f. are resilient to the likely current and future effects of climate change.

c. Provide good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport noting the preceding point and the findings in the transport assessment.

d. Support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets by offering additional residential housing choice.

e. Support reductions in greenhouse gas emissions, through provision for alternative transport modes, connectivity and accessibility, and the potential for servicing by public transport supports.

f. Achieve resilience to the likely current and future effects of climate change, as described above, through: the site's distance from coastal and low lying areas susceptible to sea-level rise and storm surges; the land's resilience to heavy rainfall events/frequency, and the potential for building and landscape design to address increased mean temperatures or amplification of heat extremes.

Policy 2: Tier 1, 2, and 3 local authorities, at all times, provide at least sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term, and long term.

In order to be sufficient to meet expected demand for housing, development capacity must be: 'plan-enabled (see clause 3.4(1)); and infrastructure-ready (see clause 3.4(3)); and feasible and reasonably expected to be realised (see clause 3.26); and meet the expected demand plus the appropriate competitiveness margin (see clause 3.22)'. Moreover, Policy 2 requires sufficient development capacity is provided 'at all times' to 'at least' meet expected demand over the short term, medium term, and long term.

The proposed enablement of up to 280 households that can be readily serviced with infrastructure, and provision for a key transport network connection, would be consistent with this policy.

Policy 6: When making planning decisions that affect urban environments, decision-makers have particular regard to the following matters:

- a. the planned urban built form anticipated by those RMA planning documents that have given effect to this National Policy Statement
- b. that the planned urban built form in those RMA planning documents may involve significant changes to an area, and those changes:
 - (i) may detract from amenity values appreciated by some people but improve amenity values appreciated by other people, communities, and future generations, including by providing increased and varied housing densities and types; and
 - (ii) are not, of themselves, an adverse effect
- c. the benefits of urban development that are consistent with well-functioning urban environments (as described in Policy 1)
- d. any relevant contribution that will be made to meeting the requirements of this National Policy Statement to provide or realise development capacity

a. No RMA planning documents have yet given effect to this National Policy Statement in a way that can guide urban built form. However, it is relevant to note that the CRPS and Rolleston Structure Plan contemplated residential development of the land in the future, at the time those documents were developed.

b. The assessments in Appendix E conclude that the proposal will not result in any significant effects on amenity values. However, to the extent that the appreciation of the status quo by some may be diminished by the proposal, this policy recognises the potential for change and that this is not necessarily an adverse effect.

c. The proposal will deliver the benefits of urban development that are consistent with well-functioning urban environments (as described above in respect of Policy 1)

d. The proposal will contribute significantly to meeting the requirements of this National Policy Statement 'to provide or realise development capacity'.



e. *the likely current and future effects of climate change.*

e. As set out above for other NPS-UD objectives and policies, the proposal accounts for the likely current and future effects of climate change.

Policy 8: Local authority decisions affecting urban environments are responsive to plan changes that would add significantly to development capacity and contribute to well-functioning urban environments, even if the development capacity is:

- a. *unanticipated by RMA planning documents; or*
- b. *out-of-sequence with planned land release.*

As set out above (and irrespective of the absence of criteria yet within the CRPS), the Plan Change will clearly add significantly to development capacity. And, as set out above, it will contribute to well-functioning urban environments. Accordingly, the policy supports the proposal, notwithstanding it being: unanticipated by RMA planning documents; or out-of-sequence with planned land release.

130. For the reasons expressed earlier in this assessment and in **Table 6** above, the proposal is considered to 'contribute to well-functioning urban environments' and achieve consistency with the relevant provisions of the NPS-UD.

Canterbury Regional Policy Statement

131. 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 (RPS). 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.
132. The relevant objectives and policies of the CRPS are primarily encompassed by Chapters 5 and 6 of the CRPS, relating to land-use and infrastructure and the recovery and rebuilding of Greater Christchurch. Chapter 15 addresses soils and is relevant in so far as part of the site contains LUC Class 2 soils. Chapter 17 addresses contaminated land, seeking to identify areas of contaminated land and protect people and the environment from the adverse effects of contaminated land. As discussed in the assessment of effects above, the site is understood to contain some contaminated land, which will require identification and remediation as part of the future development of the site, consistent with protecting both human health and the environment, in accordance with the objectives and policies of this chapter.
133. Turning to Chapter 5 (and noting that only those objectives and policies applying to the Entire Region are relevant to this application), Objective 5.2.1 addresses the location, design and function of development. It seeks that development be:
- a. consolidated in and around existing urban areas as the primary focus;
 - b. that the overall quality of the natural environment is maintained and, where appropriate, enhanced;
 - c. that economic development is encouraged in appropriate locations;
 - d. adverse effects on significant infrastructure are avoided; and
 - e. conflicts between incompatible activities are avoided.
134. The site does not sit within an existing urban area, though it sits on the fringe of urban Rolleston. The proposal is considered to generally maintain the quality of the environment



in so far as the land is currently zoned for rural-residential development and its proposed change to urban residential land use will be consistent with activity to the immediate north and west. The proposal will not result in any significant displacement of rural activity, noting the site is utilised for grazing currently and is anticipated by the Rolleston Structure Plan and CRPS to be developed for urban purposes at some future point. The proposal will not affect significant regional infrastructure but will provide for an important Rolleston Transport network route. Access to the site is able to be safely accommodated as set out in the ITA in **Appendix D**. There are no activities nearby with which the proposed zoning might be incompatible. The proposal is considered to be not contrary to this objective.

135. In respect of Policy 5.3.7 Strategic land transport network and roads and as addressed in the ITA in **Appendix D**, the proposed development will not impact upon the ability of any State Highway or arterial road to fulfil its current or future strategic transport requirements. The proposal will support the policy in so far as providing for a section of the CRETS Collector Road to be constructed.
136. With regard to Chapter 6, Objective 6.2.1 Recovery framework, the objective seeks to enable recovery, rebuilding and development within Greater Christchurch through a land use and infrastructure framework that achieves various things, notably including “avoids urban development outside of existing urban areas or greenfield priority areas for development, unless expressly provided for in the CRPS”. Clause 7 of that objective includes maintaining the character and amenity of rural areas and settlements, clause 9 seeks to integrate strategic and other infrastructure and services with land use development. Clause 10 seeks to achieve development that does not adversely affect the efficient operation, use, development, appropriate upgrade and future planning of strategic infrastructure and freight hubs.
137. Objective 6.2.2 Urban form and settlement pattern seeks to achieve consideration and intensification of urban areas and avoids unplanned expansion of urban areas.
138. Policy 6.3.1 Development within the Greater Christchurch area seeks to give effect to the urban form identified in Map A. That form indicates that the site sits just outside the Urban Area, but within the Projected Infrastructure Boundary. Clause 4 of that policy seeks to 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.
139. Policy 6.3.5 Integration of land use and infrastructure seeks that land use development be integrated with infrastructure, including by only providing for new development that does not affect the operation, use, development, upgrading and safety of strategic infrastructure.
140. The strong messaging from this body of objectives and policies is that urban development is to occur inside the urban area within Greater Christchurch. The proposal then is inconsistent with those objectives and policies seeking to avoid urban development outside the urban area. However, as noted above, NPS-UD Policy 8 provides for inconsistency with this requirement.
141. In considering the particulars of these provisions above, it is otherwise noted that:



- a. With regard Objective 6.2.1, the proposal will protect the environmental qualities set out in that objective and provide for a reasonably consolidated and integrated urban form that is able to be fully serviced and integrates, via the proposed ODP, with the adjoining residential zones.
 - b. The site is not located in a sensitive landscape, nor will any sensitive indigenous vegetation be affected. Water quality can be maintained at the time of detailed design through engineering solutions and regional plan/discharge consent requirements, noting that there are no natural waterbodies located within the Plan Change area.
 - c. The landscape and visual assessment attached in **Appendix E** confirms that any associated effects will be avoided or mitigated.
 - d. With regard to transport objectives and policies in Chapter 6, the Plan Change site is well located relative to the roading network, with provision for pedestrian and cycle connections to the wider township. Although the Plan Change will provide for an extension of the township to the southeast, the site will not result in long travel distances, noting that the town centre and its associated commercial activities and amenities are relatively close the Plan Change site. The attached Transport Assessment has confirmed the suitability of the adjoining road network for the vehicle movements anticipated and an integrated transport assessment has been undertaken in support of the proposal. As stated above, the proposal will provide for development of a section of the CRETS Collector Road within the Plan Change area, an important strategic connection for the Rolleston transport network.
142. With regard to Chapter 15, the objectives and policies seek to maintain soil quality and productive capacity, and to avoid, remedy or mitigate soil degradation. As discussed above, the site does include an area of versatile soils, but is identified as being located within the Projected Infrastructure Boundary of the CRPS and within the projected growth boundary of the Rolleston Structure Plan. The site is therefore already identified as an appropriate area for new residential development, in spite of the presence of some versatile soils. Productive capacity will nevertheless be lost through the development of the site for urban uses, and to that extent the proposal is inconsistent with the provisions of this chapter.
143. Overall, the development is considered to be inconsistent with those provisions of the Regional Policy Statement that require new residential zones to be located within identified greenfield priority areas, and to some extent inconsistent with provisions requiring soil productive capacity to be maintained, but otherwise generally consistent with the Regional Policy Statement.



Mahaanui – Iwi Management Plan 2013

144. 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 the subject land that might be adversely impacted by its development.

Ranginui

145. 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, as well as discharges of dust to air during the development of the site. Such discharges are controlled by Environment Canterbury through the Regional Air Plan. Controls over night time lighting are not proposed, and therefore some light pollution in a manner that conflicts with the aspirations of the IMP may eventuate. However, given the Plan Change site adjoins an established urban area (with associated light pollution), such effects are not considered to be significant.

Wai Māori

146. 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. With the reticulation of effluent disposal from new dwellings the potential from adverse impacts on groundwater quality are limited. The site will also be connected 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 roads will be treated and disposed of through swales or proprietary treatment devices and soakage pits, ensuring that no untreated stormwater will reach groundwater or surface water bodies. Further, roof stormwater (generally considered clean) will be disposed of straight to ground where ground conditions allow for this (as referred to in **Appendix A**). In respect of surface water bodies on the site, there are no natural water bodies or water races within the site. 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

147. 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 the assessment of effects above. 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

148. 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 for many years. There are no notable indigenous plantings within the site. The proposed Plan Change does not have specific planting requirements, however indigenous planting within greenspaces, stormwater management areas, and road reserves will be confirmed at the time of subdivision and development. It is also anticipated that over time, as the area is developed for residential use, that further plantings, both exotic and native, will occur.

Ngā tūtohu whenua

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

Te Waihora

150. The application site sits within 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

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



Part II of the Resource Management Act 1991

152. The purpose of the Resource Management Act is set out in Section 5 of the Act, being the sustainable management of natural and physical resources. This purpose is subject to Sections 6, 7 and 8 of the Act which set out that matters that are to be taken into consideration in achieving the purpose.
153. Section 6 identifies the matters of national importance that must be recognised and provided for when exercising a function under the Act. None of the listed matters in section 6 are relevant to this site. As discussed above, in relation to section 6 and section 8 matters there are no known wāhi tapu, wāhi taonga or mahinga kai sites or items of historic heritage within the application site or close by.
154. In terms of section 7, the matter of most relevance to the residential zoning and further development of this site is maintenance and enhancement of the quality of the environment. The quality of environment and amenity values are anticipated to be high, with existing District Plan rules prescribing density standards and associated built form controls to ensure a suitable standard of development and amenity. As noted earlier, this proposal effectively shifts the existing urban/rural interface from the south side of ODP Area 11, to the southern edge of proposed Plan Change area. Accordingly, whilst the environment and amenity values of this interface (and the site itself) will change, these qualities will be maintained when considered in a wider context.
155. An overall assessment of the proposal to rezone the land for Living Z purposes is considered to achieve the purpose of the Resource Management Act. The proposal provides for the social well-being of residents of Selwyn District and the Greater Christchurch area by providing an efficient residential development form to increase residential housing capacity at Rolleston.