

Section 42A Report

Report on submissions relating to Plan Change 76

**Dunweavin 2020 Limited request to rezone approximately
13 hectares of Rural (Inner Plains) Zone land at
605, 617 and 627 East Maddisons Road in
Rolleston to a Living Z Zone**

7 October 2021

To:
From:
Hearing Date:

Hearing Commissioner – D. Caldwell
Consultant Planner – C. Friedel
1 November 2021

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1. Introduction

Qualifications and Experience

- 1.1. My name is Craig Friedel. I am a Senior Planner and Associate at Harrison Grierson Consultants. I hold a Master of Environmental Policy and Management (Distinction) and a Postgraduate Diploma in Resource Studies (Environmental Policy and Planning) from Lincoln University and a Bachelor of Arts (Geography) from the University of Canterbury.
- 1.2. I have worked in the field of planning since 2005 for local authorities and a multidisciplinary consultancy. I have been a full member of the New Zealand Planning Institute since 2009.
- 1.3. I was previously employed by the Selwyn District Council (the 'Council') as a Senior Strategy and Policy Planner between 2008 to 2018. During this time, I coordinated the preparation of structure plans, the Rural Residential Strategy 2014, residential zoning under the Land Use Recovery Plan (the 'LURP') (Actions 17 and 18.vii) and was the principal planning advisor on the associated changes to the Operative Selwyn District Plan (the 'SDP') under the LURP (Action 18.vii). I was Council's planning advisor to the Greater Christchurch Partnership's Officer Group from 2016 through to 2018 preparing responses to the National Policy Statement – Urban Development Capacity (the 'NPS-UDC'). In my current role, I was the principal planner that prepared the report entitled 'Greenfield Density Analysis: Technical Report' for the Greater Christchurch Partnership (GCP) to address Action 3 of Our SPACE.
- 1.4. I am also assisting SDC to process three other private plan change requests (PC70, PC75 and PC78) seeking to rezone land adjacent to the existing township boundary in Rolleston.
- 1.5. Whilst this is a Council Hearing, I confirm that I have read the Code of Conduct for Expert Witnesses contained in the Environment Court Practice Note and that I agree to comply with it. I confirm that I have considered all the material facts that I am aware of that might alter or detract from the opinions that I express, and that this evidence is within my area of expertise, except where I state that I am relying on the evidence of another person.

Evidence Scope

- 1.6. This report analyses the submissions received on Plan Change 76 ('PC76') to the SDP and has been prepared under s42A of the Resource Management Act 1991 (the 'Act'/'RMA').
- 1.7. The purpose of this report is to assist the Hearing Commissioner to evaluate and decide on submissions made on PC76 and to assist submitters in understanding how their submission affects the planning process. This report includes recommendations to support or oppose points made in submissions, and to make amendments to the SDP. In this regard it is important to emphasise that the Commissioner is in no way bound by my recommendations and will form their own view on the merit of the request and the outcomes sought by submitters, having considered all the evidence before them.
- 1.8. In preparing this report I have:
 - a. Visited the site and am familiar with the wider Rolleston township.
 - b. Reviewed the private plan change request (the 'request') as notified.

- c. Read and assessed all the submissions received on the request.
 - d. Considered the statutory framework and other relevant planning documents.
 - e. Reviewed and relied on, where necessary, the evidence and peer reviews provided by other experts on this request.
- 1.9. This report effectively acts as an audit of the detailed information lodged with the request prepared by Aston Consultants Limited on behalf of Dunweavin 2020 Limited. A full copy of the request, submissions, summary of submissions, and other relevant documentation can be found on the Council's website¹.
- 1.10. As such, this report seeks to provide as little repetition as possible and identifies only those parts of the request that are not supported or remain unresolved. If a matter is not specifically dealt with in this report, then there is no dispute with the position set out in the request.

2. Context

- 2.1. The site is within the boundary of the Rolleston Structure Plan 2009² that was initiated as part of delivering the Greater Christchurch Urban Development Strategy (the 'UDS')³ to manage the business and residential growth of the township through to 2075. The site is identified for mixed-density residential development (SR5) with a development horizon of 2017-2026⁴. The Rural (Inner Plains) Zone currently applies to the site, although it is contained within the 'Projected Infrastructure Boundary' illustrated on Map A of Chapter 6 to the Canterbury Regional Policy Statement (the 'CRPS') since it was amended by the LURP via the Canterbury Earthquake Recovery Act 2011.
- 2.2. The land contained within the Rolleston Structure Plan and the 'Projected Infrastructure Boundary' has also been identified as a 'Future Development Area ('FDA') in Our Space 2018–2048: Greater Christchurch Settlement Pattern Update Whakahāngai O Te Hōrapa Nohoanga ('Our SPACE')⁵. At the time of lodgement, the site was subject to the Plan Change 1 to the CRPS ('Change 1')⁶ that proposed to include the land as a FDA in Chapter 6 of the CRPS to meet the projected housing needs of Rolleston, Selwyn District, and the Greater Christchurch 'Tier 1 urban environment' under the National Policy Statement on Urban Development (the 'NPS-UD')⁷. Decisions on Change 1 have subsequently been notified and the FDA included in CRPS Chapter 6 Map A. The growth of the township has been actively managed for the past ten years through the development and implementation of the statutory (CRPS Chapter 6 and the SDP Living Z Zone) and non-statutory (the UDS, Our SPACE and Rolleston Structure Plan) initiatives detailed above.

¹ [PC76 request](#).

² [Rolleston Structure Plan, 2009](#).

³ [Greater Christchurch Urban Development Strategy 2007](#).

⁴ [Rolleston Structure Plan, 2009](#). Figure 5.2 - Rolleston Structure Plan, Pg.44 and Figure 5.4 - Staging of Greenfield Residential Development, Pg.48.

⁵ [Our SPACE 2018-2048](#).

⁶ [Proposed Change 1 to Chapter 6 of the CRPS](#).

⁷ [National Policy Statement – Urban Development 2020](#), Appendix: Tier 1 and tier 2 urban environments and local authorities.

- 2.3. It is within this strategic and statutory planning context that the applicant has initiated the rezoning request (refer also to Appendix 7 - Council's 'Technical Memo on Growth Planning in Selwyn District'), which are considered in more detail in Section 8 of this report.
- 2.4. For completeness, the Council has notified, and is hearing submissions on, the Proposed Selwyn District Plan (the 'pSDP'). At the time of writing this report, the submission period on the proposed Plan has closed and hearings have commenced. My understanding of the statutory context is that there is no specific requirement to consider PC76 against the pSDP. However, I consider the pSDP is useful in understanding the current issues in the District in terms of the Council's obligations under s74(1) of the RMA.
- 2.5. The applicant has submitted on the publicly notified pSDP in opposition to the proposed application of the General Rural Zone (the 'GRUZ') to the site and seek that the alternative General Residential Zone (the 'GRZ') is applied consistent with this request (DPR-0465)⁸.

3. Site Description and Request

Site Description

- 3.1. The request provides a detailed description of the plan change site and the surrounding area. The site is illustrated below in Figure 1 and is located on the south-eastern edge of the Rolleston township.

Figure 1 – Aerial photograph of site, outlined in red (Source: Canterbury Maps)



- 3.2. The site is approximately 13ha in size and comprises three allotments at 605, 617 and 627 East Maddisons Road. A summary of the titles that comprise the site are detailed in Table 1 below and Attachment 1 of the request. It is understood that the landowners are the proponents of the request that has been initiated by Dunweavin 2020 Limited.

⁸ [Dunweavin's DPR submission](#).

Table 1 – Details of the land within the plan change site

Legal Description	Owner(s)	Address	Area (ha)
Lot 1 DP 26880	L. Wilkinson	605 East Maddisons Road	4.04
Lot 2 DP 74311	M. & H. Moynihan	627 East Maddisons Road	4.85
Lot 3 DP 74311	A. Holton	617 East Maddisons Road	4.06
Total Area			12.95

- 3.3. The current zoning of the site and immediately surrounding land under the SDP is illustrated in Figure 2 below. The site is currently within the Rural (Inner Plains) Zone of the SDP and is not subject to any Overlays.

Figure 2 – SDP zoning. Request area outlined in red.



- 3.4. The site has a relatively flat topography and accommodates a range of rural and lifestyle developments that typically include relatively large residential dwellings and ancillary building.
- 3.5. The properties have frontage and access to East Maddisons Road, which is an Arterial Road in the SDP's network road classification. There are no natural features of note other than intermittent shelter belts, trees, water race and established outdoor living areas and gardens around the curtilage of the dwellings.

Surrounding environment

- 3.6. The township of Rolleston is located approximately 25km south-west of central Christchurch City. Rolleston is identified as the 'District Centre' in Selwyn 2031: District Development Strategy ('Selwyn 2031')⁹ and contains the primary residential and business 'greenfield' areas to support the District's growth. It has seen some of the highest per capita population and economic growth of any urban area in New Zealand over the past ten years. Rolleston now contains the

⁹ [Selwyn 2031](#).

full range of housing typologies from retirement villages and comprehensive housing through to rural residential developments. The growing population is supported by community facilities and recreation reserves that are progressively being developed and extended, an industrial area predominately contained within the I-Zone and I-Port hubs, as well as a developing town centre.

- 3.1. The land on the north-western boundary of the site contains the Olivefields subdivision that is within the Living Z Zone and is subject to the ODP Area 12. On my site visit I observed that through connections to the PC76 site have been formed along the south-eastern boundary of the Olivefields subdivision from Lennon Drive and another yet to be named street. The land to the north-east across East Maddisons Road contains infill subdivision that is also within the Living Z Zone and is subject to ODP Area 10.
- 3.2. The PC76 ODP includes 'indicative roads' to connect the site to the land that is subject to PC70¹⁰ to the south-east and the rural land to the south-west. PC70 was lodged with Council on the 9th of November 2020 and a further information request issued on 24 December 2020. A response to this request had not been received at the time this report was prepared.
- 3.3. The balance of the land to the west (between the site and Dunns Crossing Road) is utilised for a range of rural and semi-rural activities, including a horticultural operation, pasture for grazing and lifestyle activities.
- 3.4. The land use activities surrounding the PC76 site are transitioning from a semi-rural setting to a mixed-density residential environment.

Request

- 3.5. PC76 seeks to rezone the site from Rural (Inner Plains) to Living Z and include an ODP to facilitate the subdivision and development of the land to accommodate approximately 155 mixed density residential homes.
- 3.6. PC76 describes the specific changes, which include:
 - a. Rezoning the site from Rural (Inner Plains) to Living Z on the Planning Maps.
 - b. Adding the 'ODP' in Appendix E38 of the SDP Township Volume to coordinate the subdivision and development of the land.
 - c. Referencing the site as one of 14 Living Z areas and the 'ODP' in Policy B4.3.9.
 - d. Including the 'specific matters relevant' to implement PC76 in Policy B4.3.77.
 - e. Undertaking any consequential amendments (such as renumbering).
- 3.7. The request seeks to apply the Living Z Zone framework to the site, which provides for Low Density (average allotment size of 650m² and a minimum individual allotment size of 550m²), Medium Density Small-lot (maximum average of 500m², and within a minimum of 400m²) and Medium Density Comprehensive (maximum average of 350m², with no minimum lot size)¹¹.
- 3.8. PC76 seeks an overall minimum net density of 12 households per hectare (hh/ha) that is referenced in the ODP, and the proposed implementation matters listed under Policy B4.3.77.

¹⁰ [PC70 Hughes Developments Limited](#).

¹¹ [Selwyn District Plan](#). Township Volume, C12 LZ Subdivision, Table C12.1 - Allotment Sizes.

- 3.9. The appropriateness of the specific changes to the SDP and the associated effects on the environmental effects are discussed further in Section 7 below.

4. Procedural Matters

- 4.1. The process for ‘making a plan change request’ and how this is to be processed is set out in Schedule 1 of the Act and has been applied to PC76 since it was lodged.
- 4.2. The request was formally received by Council on the 21st of December 2020. A request for further information was issued on the 11th of February 2021, The applicant’s response was received in full on the 24th of March 2021.
- 4.3. A decision was made by Council on the 12th of May 2021 to accept the request for notification (Clause 25(2)(b)).
- 4.4. The request was publicly notified on the 2nd of June 2021, with the submission period closing on the 1st of July 2021. A summary of submissions was then produced and publicly notified on the 21st of July 2021, with the further submission period closing on the 4th of August 2021.
- 4.5. PC76 has reached the point where a hearing is now required (Clause 8B), and a decision made on the request and the associated submissions (Clause 10).

5. Submissions

- 5.1. A total of six submissions and no further submissions were received. The submissions are set out in the table below and the matters raised by submitters are considered in Sections 7 and 8 of this report. A summary of the submissions is available on Council’s website - [PC76 Summary of Submissions](#).

Table 2 – Submissions received

Submitter	Support or Oppose
1 Thomas Gourlay and Karli Goldsworthy	Support
2 Danielle and Daniel Corry	Support in part
3 Hayley and Michael Moynihan	Support
4 Ministry of Education	Oppose/Support in part
5 Christchurch City Council	Neither support nor oppose
6 Canterbury Regional Council	Neither support nor oppose

- 5.2. There were no late submissions received, the nature and scope of the submissions do not give rise to trade competition¹² and there are no jurisdictional scope issues that I consider need to be raised with Commissioner.

6. Statutory Framework

- 6.1. Section 73(2) of the RMA allows for any person to request that a change be made to a District Plan, in accordance with the process set out in Part 2 or Part 5 of Schedule 1. Part 5 of Schedule 1 is not relevant to this request as it relates to the use of the ‘streamlined planning process’, which is not proposed in this instance.

¹² Pursuant to s308A of the Act.

- 6.2. Clause 21(2) of Part 2 of Schedule 1 requires that the plan change request: explain the purpose of, and reasons for, the proposed change and contain an evaluation report prepared in accordance with section 32 of the RMA; and where environmental effects are anticipated, describe those effects in such detail as corresponds with the scale and significance of the actual or potential environmental effects anticipated from the implementation of the change.
- 6.3. In this case, the tests to be applied to the consideration of PC76 under Schedule 1 Part 2 of the RMA are summarised below and include whether:
- a. It accords with and assists the Council to carry out its functions (s74(1)(a) and s31).
 - b. It accords with Part 2 of the Act (s74(1)(b)).
 - c. It accords with a national policy statement, a New Zealand coastal policy statement, a national planning standard and any regulation (s74(1)(ea) and (f)).
 - d. It will give effect to any national policy statement, national planning standard or operative regional policy statement (s75(3)(a)(ba) and (c)).
 - e. The objectives of the request (in this case, being the stated purpose of the request) are the most appropriate way to achieve the purpose of the RMA (s32(1)(a)).
 - f. The provisions in PC76 are the most appropriate way to achieve the objectives of the District Plan and the purpose of the request (s32(1)(b)).
- 6.4. In evaluating the appropriateness of PC76, Council must also:
- a. Have particular regard to an evaluation report prepared in accordance with s32 (s74(1)(d) and (e)).
 - b. Have regard to any proposed regional policy statement, and management plans and strategies prepared under any other Acts and consistency with the plans or proposed plans of adjacent territorial authorities (s74(2)).
 - c. Take into account any relevant planning document recognised by an iwi authority (s74(2A)).
 - d. Not have regard to trade competition or the effects of trade competition (s74(3)).
 - e. Not be inconsistent with a water conservation order or regional plan (s75(4)).
 - f. Have regard to actual and potential effects on the environment, including, in particular, any adverse effect in respect to making a rule (s76(3)).
- 6.5. The functions of Council set out in s31 of the Act that are required to be maintained when evaluating the appropriateness of PC76 include the establishment, implementation and review of objectives, policies, and methods to:
- a. Achieve integrated management of the effects of the use, development and protection of land and associated natural and physical resources (s31(1)(a)).
 - b. To ensure that there is sufficient development capacity in respect of housing and business land to meet the expected demands of the district (s31(1)(aa)).
 - c. Control any actual or potential effects of the use, development, or protection of land (s31(1)(b)).

- 6.6. The request considers the actual and potential effects of the plan change on the environment, and where necessary, I have assessed these in Section 7 of this report.
- 6.7. The statutory documents that the request is required to have regard to, and the manner in which the plan change request does so, is set out in Section 8 of this report.
- 6.8. I do not consider there to be any directly relevant provisions in the District Plans of neighbouring territorial authorities that are affected by PC76. Matters of cross-boundary interest are outlined in the SDP. The most applicable to PC76 include:
 - a. Effects on the strategic and arterial road network from people commuting between Selwyn and Christchurch.
 - b. Development on or near the boundary of Selwyn District and Christchurch City Council that may influence housing sufficiency and the coordination of infrastructure services.
- 6.9. These cross-boundary interests have primarily been addressed and managed through the sub-regional approach of managing growth across Greater Christchurch through the Greater Christchurch partnership forum. Further background on the specific initiatives and approaches for managing cross-boundary resource management issues were introduced in Section 2 and are detailed in the Council's 'Technical Memo on Growth Planning' in Selwyn District prepared by Council's Policy Analyst, Mr. Ben Baird (refer to Appendix 7).

7. Assessment of Request and Matters Raised in Submissions

- 7.1. This section includes a summary of the material included within the request, details the submission points received, and outlines the expert evidence to inform the overall recommendations of this report. A conclusion is then made on the relief sought by submitters.
- 7.2. I consider that the key matters that have either been raised by submitters, or are necessary to be considered to ensure that the Council's statutory functions and responsibilities are fulfilled, are:
 - a. Urban form, density, enabling social and affordable housing and character.
 - b. Infrastructure servicing.
 - c. Transportation network.
 - d. Land suitability and geotechnical risk.

Urban form, density, and character

Plan change request

- 7.3. The request includes an assessment of the influence that the rezoning may have on the urban form of Rolleston, the rationale for why 12hh/ha has been identified as being an optimal minimum density for the site, and what the amenity implications and expectations are in respect to the site, both in terms of its current and potential future states. These assessments

are supplemented and informed by the Landscape Matters Visual Assessment contained in Appendix 3 of the request.

Submissions

7.4. Submissions covering urban form, density and character were received on PC76 and include:

- a. One submitter supports PC76 as it is a logical extension to the Residential Zone, is supported by infrastructure, consistent with the relevant RMA framework and includes the submitters land¹³. This submitter requests that their dwelling and curtilage at 627 East Maddisons Road is recognised and accounted for within the ODP.
- b. One submitter supports PC76 in principle, while identifying concerns that the roading layout in the ODP may impact on their amenity¹⁴. They request that no additional roading connections are provided from the site to East Maddisons Road beyond what are illustrated on the ODP as notified.
- c. Two submitters' neither support nor oppose PC76 but request that a minimum density of 15hh/ha is applied to better achieve efficiencies in the coordination of land use and infrastructure, support mixed land use activities and multi-modal transport systems and to protect the productive rural land resource¹⁵.
- d. These same submitter's also request that mechanisms are included in PC76 to enable social and affordable housing based on the recommendations contained in the Greater Christchurch Partnership Social and Affordable Housing Report¹⁶.

Analysis - Urban form

- 7.5. I support the relief sought by H. & M. Moynihan (S76-003-001) that the request should be granted on the basis that PC76 is a logical extension to the Living Z Zone. As identified in PC76, Section 2 of this report and the Council's 'Technical Memo on Growth Planning' contained in Appendix 7, the PC76 site is within the Rolleston Structure Plan boundary¹⁷, is an FDA in Our SPACE¹⁸ and is identified as a FDA and within the 'Projected Infrastructure Boundary' on Map A of the Chapter 6 CRPS¹⁹.
- 7.6. I consider that the rezoning of the site from Rural (Inner Plains) to Living Z will implement the preferred urban form of Rolleston that has been determined through these spatial plans to 'give effect' to the CRPS and NPS-UD. This preferred urban form includes the site and encompasses the remaining pockets of rural land between the current township and the urban containment boundaries of State Highway One to the north-west, Selwyn Road to the south-east, Weedon's Road to the north-east and Dunns Crossing Road to the south-west. The ODP will further ensure that the site is integrated into the urban form of Rolleston through connections to the wider

¹³ H. & M. Moynihan (S76-003-001)

¹⁴ D. & D. Corry (S76-002-001)

¹⁵ Christchurch City Council (PC76-005-002) and Environment Canterbury (PC76-001-01)

¹⁶ Christchurch City Council (PC76-005-003) and Environment Canterbury (PC76-001-01)

¹⁷ [Rolleston Structure Plan, 2009](#). Figure 5.2: Rolleston Structure Plan, Pg.44.

¹⁸ [Our-Space 2018-2048](#). Figure 16: Proposed Location of future development areas in Greater Christchurch, Pg.30.

¹⁹ [Canterbury Regional Policy Statement \(July2021\)](#). Map A - Greenfield Priority Areas and Future Development Areas, Pg.100.

transport and infrastructure networks and community facilities such as open space reserves, commercial centres, and community facilities.

Analysis - Density

- 7.7. I generally support the position outlined in the Christchurch City Council (S76-005-002) and Environment Canterbury (PC76-006-001) submissions that an increase to the minimum net densities from 12hh/ha to 15hh/ha would achieve efficiencies in the coordination of land use and infrastructure, support mixed land use activities and multi-modal transport systems and protect the productive rural land resource. An increase in minimum net densities to 15hh/ha would implement the Rolleston Structure Plan, which indicates that densities as high as 20hh/ha should be considered for the residential 'greenfield' areas through higher and medium density areas that utilise locational attributes²⁰. I also consider that there are a broader range of benefits that can be achieved as household densities incrementally increase and where intensification is coordinated and incentivised.
- 7.8. The GCP density report that is referenced in the Christchurch City Council (PC76-005-002) and Environment Canterbury (PC76-006-001) submissions list the broad range of benefits that can be achieved by an increase in the minimum household densities²¹. It also establishes that it is both desirable and feasible to increase the minimum densities in the CRPS to 15hh/ha (in the context of the current growth management strategy being applied in Greater Christchurch)²².
- 7.9. However, the report also identifies that there are several constraints and options for the Partnership council's and organisations to implement these benefits²³. These include Recommendations 1 to 4 to undertake spatial planning; address constraints (building partnerships; investing in 'places'; improving planning systems and processes; establishing funding arrangements); building the evidence base; and to implement associated changes to the CRPS. Recommendation 5 identifies that a minimum density of 12hh/ha should be applied as an interim measure until the balance of the recommendations are more advanced. This last recommendation was included in recognition that a standardised increase in density to 15hh/ha in the absence of the targeted approach outlined under Recommendations 1 to 4 may not achieve optimal outcomes. The recommendation also acknowledges that private plan change requests being assessed under Schedule 1 of the RMA will need to provide a sufficient evidence base to determine the optimal densities relative to the context of the site and the statutory planning instruments that are in place at the time they are being considered.
- 7.10. I understand that the appropriateness of increasing the minimum net densities from 10hh/ha to 15hh/ha or somewhere in between is being considered through the District Plan Review (the 'DPR') evidence. Council have advised that further initiatives to give effect to the NPS-UD and Recommendations 1 to 4 of the GCP density report are being progressed, including spatial planning, formulating a strategy for intensifying residential neighbourhoods in proximity to centres and rapid transport corridors and approaches for improving housing affordability.

²⁰ [Rolleston Structure Plan, 2009](#). Figure 6.12: Proposed Rolleston Structure Plan Diagram (Pg.61), 7.2.3 Current Densities in Rolleston, 7.2.4 Benefits of Higher Densities, and 7.2.5 Proposed Density Spread (Pg.82).

²¹ [GCP 'Greenfield' Density Analysis, 2020](#). 6.2 The benefits of increased housing densities (Pg.59).

²² [GCP 'Greenfield' Density Analysis, 2020](#). 8.4 Desirability and feasibility of increasing the FDA net densities (P.91).

²³ [GCP 'Greenfield' Density Analysis, 2020](#). Executive Summary - Recommendations and 8.6 Recommendations (P.96).

- 7.11. Under the current circumstances, the CRPS continues to require a minimum net density of 10hh/ha in 'greenfield' areas in the Selwyn District. The Living Z Zone framework being sought by the plan change proponent includes medium density housing (including the option for comprehensive development), that could activate densities of 15hh/ha when applied across the PC76 site. The request facilitates an increase in density by proposing a minimum of 12hh/ha, which is consistent with the policy direction in the CRPS²⁴, Our SPACE²⁵ and the 'greenfield' development occurring in the surrounding area. This includes the Faringdon subdivision, Special Housing Area and Fast-track consent granted recently by the Environmental Protection Agency under the COVID19 Recovery Act 2020²⁶. A minimum density of 12hh/ha is also more comparable to the density of other 'greenfield' areas in Rolleston and generally what the development sector has been delivering to the market in the township²⁷.
- 7.12. While an increase to 15hh/ha is encouraged in principle as it represents a more optimal use of the site, the reality is that the CRPS²⁸ and SDP²⁹ only require PC76 to provide a minimum density of 10hh/ha at this point in time. Therefore, I support the proposed 12hh/ha minimum density as it increases the starting point for the minimum density requirements. The Living Z Zone requested allows increases in density in response to movements in market preferences and the influence of other externalities.
- 7.13. In conclusion, I support an increase in the 15hh/ha in principle but consider that a minimum density of 12hh/ha enables PC76 to give effect to the CRPS pending any changes to it or the underlying land use zone in the future to increase the minimum household densities.
- Analysis - Enabling social and affordable housing*
- 7.14. The submissions from Christchurch City Council (PC76-005-003) and Environment Canterbury (PC76-001-01) identify that the Greater Christchurch partnership are developing a Social and Affordable Housing Action Plan and request that its recommendations are incorporated into PC76. A copy of this Action Plan did not accompany the submissions and is not available online.
- 7.15. I support the need for developers to facilitate the development of affordable housing and for council's, service providers and the Government to support affordable and social housing. However, I am uncertain what the status of this Action Plan is, how it's recommendations could be applied to an evaluation of the appropriateness of PC76 or how it could inform any recommended changes to the ODP or related policies.
- 7.16. I consider that the granting of PC76 would facilitate the subdivision and development of a mixed-density subdivision that is to be coordinated through the Living Z Zone provisions. I acknowledge that the proposed minimum 12hh/ha density requirement provides for a reasonably small range of housing typologies that will meet a relatively narrow affordability range. However, housing affordability is a relative measure when considered across the

²⁴ [Canterbury Regional Policy Statement \(July2021\)](#). Policy 6.3.7.3a. (Pg.83).

²⁵ [Our-Space 2018-2048](#). 6.2 Further work and implementation, Action 9.b (Pg.41).

²⁶ [Selwyn District Council - Special Housing Areas](#) and [Faringdon Fast-track decision report](#).

²⁷ Appendix 7 Council's 'Technical Memo on Growth Planning' - Paragraph 71.

²⁸ [Canterbury Regional Policy Statement \(July2021\)](#). Policy 6.3.7 (Pg.83).

²⁹ Operative Selwyn District Plan. C12 LZ Subdivision Living Z Zone minimum lots sizes, accordance with the Township Volume ODP's and consistency with Objectives B4.1.1 and B4.3.6. and Policies B4.1.1(a), B4.3.7. and B4.3.8

Rolleston, Selwyn District and Greater Christchurch housing markets, meaning that a future home within this location will inevitably be more affordable (or less in some circumstances) than other locations across the sub-region. I therefore oppose the relief that is being sought by the submitters.

Analysis - Amenity and character

- 7.17. Any expansion to an urban area will typically alter people's appreciation of that area through a change in the environment that they have become accustomed to over time. A process is provided under Schedule 1 of the RMA, and objectives and policies included in the SDP, to evaluate amenity and character outcomes associated with changes to land use zones. Selwyn 2031, the Rolleston Structure Plan, Our SPACE and Map A to the CRPS have all signalled to the community that the PC76 site would transition to residential over time. These statutory changes and non-statutory initiatives have involved extensive public consultation and public decision-making processes. In addition, Policy 6(b) of the NPS-UD expressly anticipates that urban environments and the amenity values that are attributed to them will develop and change over time.³⁰ As such, I do not consider it is reasonable to expect that the amenity and character of the site will remain unchanged, or to decline this request on that basis.
- 7.18. The large number of requests being considered by Council at this point in time has the potential to impact on the wider character and amenity of Rolleston. However, the RMA requires each request to be considered on its merits and for cumulative effects to be assessed on a case-by-case basis. The timing and limited scope of PC76, and the fact that the site is located within the Rolleston Structure Plan and identified as a FDA in Our SPACE and CRPS Chapter 6 Map A, removes any concerns that the granting of the request could undermine the character and amenity of the township.
- 7.19. A submitter supports the request in principle, while raising concerns that additional roading connections from the site to East Maddisons Road may impact on their amenity³¹. Ms. Wolfer's evidence evaluates the relief that is sought by this submission from an urban design perspective. Ms. Wolfer identifies that the area is transitioning from a rural to suburban environment where changes in amenity associated with the extension to the road network are anticipated, which is a position I support. I also consider that the provision of an additional tertiary or secondary road and connection onto East Maddisons Road to achieve a safe, convenient, and efficient transport network should be prioritised over any reduction in the landowner's amenity. While I appreciate that an additional road may create noise and result in more people and vehicle movements that may change the amenity that the landowner currently enjoys, the submitter's property at 640 East Maddisons Road is subject to the Living Z Zone that anticipates these changes to occur. Overall, I consider that the submitter's relief is best addressed through the subdivision process.
- 7.20. Another submitter supports the request in principle, while requesting that their dwelling and the associated curtilage area are recognised in the ODP³². The submitter is the current landowner, so I consider that they are able to determine if and when their property is developed and the size of the curtilage area around the existing dwelling.

³⁰ [NPS-UD 2020](#). Objective 4 and Policy 6(b) (Pg.12).

³¹ D. & D. Corry (S76-002-001)

³² H. & M. Moynihan (S76-003-001)

- 7.21. Ms. Wolfer's evidence also identifies that there are opportunities to retain mature trees and curtilage areas within a future reserve³³. I encourage this to occur, while highlighting that there are subdivision matters of discretion to enable this to be determined once a detailed scheme plan and layout is developed and assessed by Council³⁴. Overall, I consider that the submitter's relief is best addressed through the subdivision process.

[Outline Development Plan](#)

- 7.22. Ms. Wolfer's evidence has evaluated the rationale that has been applied by the plan change proponent to prepare the ODP. She has also undertaken an independent site analysis. This evidence indicates general support for the request, while including the following recommended changes to the ODP:
- a. The ODP plan and legend reference to 'indicative roads' are amended to 'primary route' and 'secondary route'. This will ensure consistency with Appendix E38 of the SDP and also ensures consistency with Mr. Collins transport related recommendations.
 - b. The ODP plan is amended to illustrate the pedestrian and cycling links to East Maddisons Road, which support Mr. Collins transport evidence to provide safe and convenient 'active modes' of transport throughout the site.
 - c. The location of the reserve is amended on the ODP plan.
- 7.23. I consider that it is appropriate that the plan change proponent incorporates these changes to the ODP to promote a safe and efficient road network that enables 'active' modes of transport and supports an integrated open space reserve network. In addition, I consider that it is necessary for the plan change proponent to submit ODP text as part of their evidence so that it's appropriateness for inclusion in the SDP can be evaluated. This will ensure consistency with the other ODP's contained in Appendix E38 and the wider Living Z Zone framework for managing the subdivision and development of residential 'greenfield' areas within the Greater Christchurch area of the District. These form part of my overall recommendation in Section 9 and the changes to the ODP Plan in Appendices 1 and 2.
- 7.24. While I appreciate that the intent of the balance of Ms. Wolfer's evidence is to achieve a higher amenity development that protects and enhances existing features and seeks to optimise community outcomes, I consider that there are subdivision matters within the Living Z Zone framework that provide the opportunity for Ms. Wolfer's recommended amendments to be considered at that stage. However, I invite the plan change proponent to consider the appropriateness of these recommendations. These include the following matters:
- d. The ODP is amended to reference the alignment of the existing water race on the ODP.
 - e. The ODP is amended to remove the medium density housing adjacent to the indicative east to west aligned primary road directly adjacent to the Olivefields subdivision.

³³ Evidence of Ms. Wolfer, 10, Amenity, Character and Outlook, Paragraph 10.13 (Pg.4).

³⁴ [Selwyn District Plan](#). Township Volume, C12 Subdivision. Matters of discretion 12.1.1.27, 12.1.4.38, 12.1.4.41 and 12.1.4.42.

- f. The ODP is amended to include additional cycle and pedestrian links from the south-western and south-eastern boundaries of the site.
- 7.25. I note that only two of the 12 ODP's within Appendix E38 of the SDP illustrate water races, which are the Stonebrook subdivision (ODP Area 1) and initial stage of the Farringdon subdivision (ODP Area 6)³⁵. The balance of the more recently developed ODP's do not reference water races, including the adjoining Olivefields subdivision (ODP Area 12) that is the source of the piped water race that currently flows through the PC76 site. There are subdivision matters of discretion to evaluate whether the water race is integrated into development, including whether it is retained as an amenity feature within a road or greenspace corridor, piped or terminated³⁶. Mr. England's evidence also confirms that there are various options available to manage water races within 'greenfield' sites and that the status of these services is best determined through the subdivision process³⁷.
- 7.26. In respect to the removal of the medium density cluster adjoining the Olivefields subdivision, I agree with Ms. Wolfer that it would achieve a more 'concentric' distribution of density across the site, and I consider that it could potentially reduce amenity conflicts at the site boundary. However, I also support the generous provision of medium density areas within the ODP to optimise the use of 'greenfield' land to provide housing choice and distributing this along the full extent of the east to west aligned 'primary' road. In this case, I consider that the recommended reduction of the medium density housing within the ODP is not critical, so I support this amendment pending any evidence from the plan change proponent.
- 7.27. In respect to proposed cycle and pedestrian links from the south-western and south-eastern boundaries of the site, I consider that these are more appropriately determined at the time of subdivision once road alignment is confirmed. There are subdivision matters of discretion to enable the future walking and cycling connections to be determined³⁸.
- 7.28. PC76 does not include any accompanying text to support the 'specific matters relevant' that are detailed in the proposed changes to Policy B4.3.77 and illustrated in the ODP Plan. In my experience the provision of ODP text is important to establish the site context (Introduction) and outline the various matters (Density Plan, Movement Network, Green Network, and Blue Network) that need to be assessed in combination with the C12 LZ Subdivision. While I consider that the requirement to include this level of detail in the ODP is not critical given the relatively small size of the land and that the key elements to guide the subdivision will be clear within the ODP Plan and Policy B4.3.77 once they are amended in response to the recommendations of this report, in light of some of the recommendations of Ms. Wolfer, I invite the plan change proponent to consider preparing text to accompany the ODP plan. This would also ensure that the proposed PC76 ODP is consistent with other examples in Appendix E38 to coordinate development in an efficient and integrated manner.

Conclusion

- 7.29. I do not have any urban form, density, enabling social and affordable housing and character related concerns that preclude the granting of the request. I support Ms. Wolfer's

³⁵ [Selwyn District Plan](#). Township Volume, Appendices. E38 Rolleston.

³⁶ [Selwyn District Plan](#). Township Volume, C12 Subdivision. Matters of discretion 12.1.4.38 and 12.1.1.40.

³⁷ Evidence of Mr England, Water race, paragraphs 41 to 45.

³⁸ [Selwyn District Plan](#). Township Volume, C12 Subdivision. Matters of discretion 12.1.4.14 to 12.1.4.24.

recommendations to amend the ODP to establish a high quality and well-connected development, while considering that advice is required from the plan change proponent and that the subdivision assessment matters provide an opportunity to address the balance of the recommendations at the time of any future subdivision consent. I support the relief sought by H. & M. Moynihan (S76-003-001) and oppose in part the relief sought by D. & D. Corry (S76-002-001), Christchurch City Council (S76-005-002 and 003) and Environment Canterbury (S76-006-001).

Infrastructure Servicing

Plan change request

- 7.30. The request includes an infrastructure and servicing assessment that is based on a report prepared by SURVUS Ltd, which is contained in Appendix 6 of PC76.

Submissions

- 7.31. A submission supports the request but seeks that the termination point of the water race is relocated to within the road reserve of Chris Drive or a Council reserve³⁹. They consider that this will benefit the current landowners, the plan change proponents and Council in terms of the future maintenance and use of land.

Analysis

- 7.32. The ability to coordinate the cost effective and efficient provision of infrastructure services and aligning future development with Council's strategic planning is a relevant consideration when evaluating the appropriateness of changes to land use zonings.
- 7.33. Mr. England, Council's Asset Manager - Water Services, has provided an assessment of the request in relation to water supply, wastewater, and stormwater infrastructure, which is contained in Appendix 3 of this report.
- 7.34. In evaluating the infrastructure needs of PC76 against the current and future infrastructure demands for Rolleston, Mr. England concludes that:
- a. Sufficient water, including to meet potable water and minimum firefighting standards, can be made available to service the PC76 site under the existing water-take consents Council holds with Environment Canterbury.⁴⁰
 - b. The options identified by the applicant to convey wastewater from the site to the Pines Wastewater Treatment Plan are feasible and there is existing capacity (and funding to increase the capacity further in the future) to accommodate the projected demand arising from this request. Development contributions for each additional lot would also contribute to the cost of managing the additional wastewater that is generated by PC76.⁴¹
 - c. There is a viable means to dispose of stormwater for this plan change area.⁴²

³⁹ T. Gourlay & K. Goldsworthy (S76-001-001)

⁴⁰ Evidence of Mr England, Water Supply, paragraphs 6 to 21.

⁴¹ Evidence of Mr England, Wastewater, paragraphs 22 to 36.

⁴² Evidence of Mr England, Stormwater, paragraphs 37 to 40.

- d. There are several options available to either incorporate or close the existing water race that runs through the site, which can be determined at subdivision consent stage⁴³.
- 7.35. On the basis of Mr. England's evidence, I consider that there are appropriate funding arrangements in place to ensure that the site can be efficiently and effectively integrated into the public reticulated water and wastewater networks. There are mechanisms available to the Council to recuperate the proportional costs from the developer for the increased demand on the network, such as development contributions. There is also a high degree of certainty that potable water to meet the necessary standards can be made available to service the site under the Council's existing Environment Canterbury water-take consents and the discharging of stormwater to ground has been confirmed as a viable solution.
- 7.36. Future connections to other utilities, such as gas, power, or telecommunication supplies are best managed at the time of subdivision following engagement with utility service providers by the developer.
- 7.37. In respect to the water race, Mr. England identifies that the appropriate process to evaluate the status of the water race is at the time of subdivision. This includes whether the termination point of the water race is relocated to Chris Drive or an alternative location. I support Mr. England's position that the status and any physical changes to the water race are best considered at the time of subdivision where more detailed information is required. I also note that there are subdivision matters of discretion in the SDP to enable the status of the water race to be determined⁴⁴.

Conclusion

- 7.38. I consider that there are no infrastructure network constraints or concerns that prevent the request from being granted. Infrastructure planning in the Long-Term Plan to fund the construction of any necessary infrastructure upgrades for Rolleston are well advanced. Rules within Part C12 subdivision of the SDP and the associated engineering approval processes will require the necessary infrastructure and utility services to be in place before any allotments can be sold. On the basis of Mr. England's evidence, I support in part the relief sought by T. Gourlay & K. Goldsworthy (S76-001-001), while noting that the status and any physical changes to the water race are best considered at the time of subdivision.

Transportation network

Plan change request

- 7.39. The request includes an assessment of the rezoning on the transportation network that is based on an Integrated Transport Assessment ('ITA') prepared by Novogroup Limited, which is contained in Appendix 7 of PC76.

Submissions

- 7.40. The following submissions relating to the impact of the request on the transportation network were received:

⁴³ Evidence of Mr England, Water race, paragraphs 41 to 45.

⁴⁴ [Selwyn District Plan](#). Township Volume, C12 Subdivision. Matters of discretion 12.1.4.38 and 12.1.1.40.

- a. One submitter supports PC76 in principle but has concerns that the roading layout in the ODP may impact on their amenity⁴⁵. They request that no additional roading connections are established to East Maddisons Road beyond what are illustrated on the ODP as notified.
- b. One submitter neither supports nor opposes the request, while identifying that a large proportion of vehicle movements to and from north-west Rolleston involve commuting to Christchurch City via private motor vehicles⁴⁶. The submission indicates that the options to access public transport and public transport facilities are limited in this location. They also question whether the estimated vehicle movements arising from PC76 will support reductions in greenhouse gas emissions without a funded and implemented public transport system being established to service the site before development occurs, including connections to Christchurch City.
- c. One submitter neither supports nor opposes the request, while raising similar concerns to the matters identified in Christchurch City Council's submission⁴⁷. These include that the options to access public transport and public transport facilities are limited in this location and that there is a dependence on private individual motor vehicles in north-west Rolleston. The submission encourages the plan change proponent to liaise with Environment Canterbury's public transport operational staff to facilitate access to potential future public transport facilities. Supplementary to these concerns, the submitter queries whether PC76 is consistent with Policies 1 and 8 of the NPS-UD in respect to a 'well-functioning urban environment' and Policies 6.3.4 and 6.3.5 of the CRPS in respect to ensuring an efficient and effective transport network is in place to service the site. I have evaluated the consistency of PC76 with these policies in Section 8.
- d. One submitter opposes PC76 in part on the basis that the increase in school age children arising from the development will impact on the capacity of the local schools, including Lemonwood Grove Primary and Waitaha Schools⁴⁸. The submitter identifies that the rezoning may give rise to congestion and safety effects. They request that the traffic effects are assessed and mitigated before the plan change is granted, including that a transport assessment is prepared to establish the potential and actual effects of the request. More specific concerns include the need for a safe crossing facility for children and families to cross East Maddisons Road safely and options to ensure the safety of pedestrians and cyclists during peak pick up and drop offs times.

Analysis

- 7.41. Mr. Collins from Flow Transportation Specialists has undertaken a peer review of the ITA provided with the request, which is contained in Appendix 4 of this report. He has evaluated the proportional effects of PC76, and the cumulative effect of the eight plan change requests

⁴⁵ D. & D. Corry (S76-002-001)

⁴⁶ Christchurch City Council (S76-005-001)

⁴⁷ Environment Canterbury (S76-006-002)

⁴⁸ Ministry of Education (S76-004-001 and 002)

being considered by Council on the transport network (which includes the proportional effects of PC76), the safety and efficiency of PC76 on key intersections, the provision for connectivity within the ODP and the Rolleston Structure Plan. He also comments on the transport-related submission points that fall within the matters summarised above.⁴⁹

- 7.42. Mr Collins' peer review includes recommendations that relate specifically to PC76, as well as recommendations for the Council to consider separately to maintain the safety and efficiency of the wider transport network. While noting the broader recommendations, I consider that these are not central to the consideration of the appropriateness of PC76 and will need to be progressed through other Council work streams (for example, reviews and updates to the Long-Term Plan, Development Contributions Policy, and Infrastructure Strategies). My assessment is therefore focussed on the recommendations that relate more specifically to PC76.
- 7.43. Mr. Collins peer review sets out four recommendations to ensure PC76 does not compromise the safety and efficiency of the localised transport network. These recommendations require prompts to be included within the ODP to ensure the items are identified and addressed within any future resource consent processes⁵⁰:
- a. The ODP plan is amended to indicate the need for a frontage upgrade along East Maddisons Road, which should be determined by the developer in collaboration with Council in accordance with the Engineering Code of Practice requirements.
 - b. The ODP plan is amended to align the primary road network with PC76 with the roading network established in the subdivisions on the opposite side of East Maddisons Road.
 - c. The ODP plan is amended to illustrate a more direct east to west aligned road through the site.
 - d. The ODP plan is amended to illustrate the walking and cycling routes within the site, including an east-west cycle route.
- 7.44. In respect to the proportional impact of PC76 on Rolleston's transport network, Mr. Collins advises that PC76 will have a: (a) less than minor impact on intersections that are estimated to have congestion in 2033, contributing to a 1% increase in traffic movements; and (b) less than minor impact on intersections not yet identified to have congestion in 2033 but are assumed to have improvements, contributing to a 2% increase in movements⁵¹.
- 7.45. In respect to the integration of the PC76 site into the surrounding transport network, Mr. Collins details his recommended changes to the ODP. These include the need for the ODP to indicate a frontage upgrade along East Maddisons Road and to align the internal roads with the subdivisions on the opposite side of East Maddisons Road⁵².
- 7.46. In respect to the safety and efficiency of the internal transport network, Mr. Collins recommends that the ODP is amended to indicate a direct east to west road alignment to ensure

⁴⁹ Evidence of Mr. Collins, Appendix A: Submission Summary. Table 4: Submission summary and commentary.

⁵⁰ Evidence of Mr. Collins, Summary of My Peer Review (Pg. i).

⁵¹ Evidence of Mr. Collins. 4.1 PPC76 proportion of the cumulative network effects of all PPC's (Pg.10).

⁵² Evidence of Mr. Collins. 6 My Consideration of Matters Not Included in the ITA and Figure 5: Recommended amendments to the ODP (Pg.15 and 17).

consistency with the Rolleston Structure Plan and to make appropriate provision for walking and cycling by extending these routes⁵³. These recommendations are detailed above.

- 7.47. In respect to the Rolleston Structure Plan, Mr. Collins advises that PC76 is generally consistent with the Rolleston Structure Plan on the proviso that the extended walking and cycling route detailed in the previous paragraph are incorporated into the ODP⁵⁴.
- 7.48. In respect to the impact of the request on the safe and efficient movement of children and families traveling to and from Lemonwood Grove and Waitaha Schools, Mr. Collins has evaluated the wider transport effects, included recommendations to improve network safety and efficiency. His recommendations include an extended walking and cycling route and future road frontage upgrades to address any related safety concerns.
- 7.49. In respect to the relief sought by D. and D. Corry (S76-002-001), Mr. Collins establishes that the submitter's property sits outside the PC76 site and that the Rolleston Structure Plan indicates an east to west aligned local road through the PC76 site that continues east of East Maddisons Road. As a consequence, any continuation of the PC76 road alignment outside of the site would be subject to a separate subdivision process. Any additional secondary or tertiary connections from the site to East Maddisons Road would also be considered at the subdivision stage. This would form part of a wider assessment of any future road design against the road classification standards to ensure the safety and efficiency of the network is maintained, including whether these minor roads are needed to promote walkable blocks and connectivity.
- 7.50. On the basis of the request and the evidence provided by Mr. Collins, I consider that PC76 will integrate with the wider transport network and that programmed upgrades will avoid any adverse effects on the safety and efficiency of the transport network. This position is provided on the basis that the recommendations made by Mr. Collins are actioned.
- 7.51. Future policy changes and investment in the public transport network are aiming to reduce demand for single occupancy vehicles, promote the uptake of public transport and further encourage active modes of travel. Mr. Collins evidence details a targeted list of actions for Council to consider and implement to maintain the safety and efficiency of the wider network to accommodate the cumulative increase in traffic. Additional actions, such as lobbying Environment Canterbury to extend bus services in the township appear to have already been initiated.
- 7.52. Other initiatives, such as Mass Rapid Transport and enhanced public transport services, are being progressed by the Greater Christchurch Partnership and Council to respond to the concerns raised in the submissions. I support Mr. Collins conclusion that it would be unreasonable to expect a private developer to lead these types of initiatives, which are more likely to achieve the desired outcomes when undertaken across a sub-regional rather than site specific scale. Community consultation and engagement with the development sector should also be undertaken to determine the extent to which subdivisions can play a role in assisting to deliver the desired changes once this work becomes more advanced.

⁵³ Evidence of Mr. Collins. 6 My Consideration of Matters Not Included in the ITA and Figure 5: Recommended amendments to the ODP (Pg.15 to 17).

⁵⁴ Evidence of Mr. Collins. 7 The Rolleston Structure Plan and Figure 5: Recommended amendments to the ODP (Pg.17 and 18).

Conclusion

- 7.53. On the basis of the request and the evidence provided by Mr. Collins and Ms. Wolfer, I consider that PC76 will integrate with the wider transport network being progressively extended in Rolleston and that programmed upgrades will avoid any adverse effects on the safety and efficiency of the transport network. This is on the proviso that the amendments to the ODP outlined, which arise from Mr. Collins and Ms. Wolfer's evidence, summarised in Section 9 and detailed in Appendix 1 and 2 of this report, are made.
- 7.54. While I agree in principle with the submissions from Christchurch City Council and Environment Canterbury that seek to avoid adverse impacts of growth on the transport network and the effects on environment associated with commuter travel, I oppose the relief being sought in part. This is on the basis that the funding and implementation of an improved public transport system and network upgrades detailed in Mr. Collins evidence are required for Rolleston as a whole, rather than as a specific consequence of this request.
- 7.55. I support in part the submission from the Ministry of Education (S76-004-001 and 002). This is on the basis of Mr. Collins assessment, and his recommendations, which establish that PC76 as amended will include a transport network that supports the safe and efficient movement of children and families travelling and from Lemonwood Grove and Waitaha Schools. I oppose the relief sought by D. and D. Corry (PC76-002-001), on the basis that the future design and operation of any future secondary and tertiary roads onto East Maddisons Road or through connections north-east of the site will be subject to separate subdivision consent processes.

Land suitability and geotechnical risk

Plan change request

- 7.56. The request identifies and assesses the likely risk of the presence of contaminated soils, land suitability, the versatile soil resource, and natural hazard risks. This is supported by a Geotechnical Assessment in Appendix 4, a Preliminary Site Investigation in Appendix 5, and an Infrastructure Assessment in Appendix 6 of the request.

Submissions

- 7.57. There were no submissions seeking relief in respect to the suitability of the land for rezoning.

Analysis

- 7.58. Contaminated soils are managed under the National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health (the 'NЕСS'). This applies to any subdivision or change in the use of a piece of land, and therefore would apply to the type of land use change that would be facilitated by PC76. As this is a request for a zone change, and not to determine the actual use of the site, the NESCS does not strictly apply.
- 7.59. The Preliminary Site Investigation (the 'PSI') contained in PC76 and prepared under the NESCS has been peer reviewed on behalf of Council by Environment Canterbury's Contaminated Land Team who have included the HAIL activities associated with the underlying properties in the Listed Land Use Register⁵⁵. The NESCS requires that a Detailed Site Investigation is carried out when the use of the land changes or is proposed to be subdivided to identify the extent of the

⁵⁵ Email between Selwyn District Council and Environment Canterbury officer's dated 11 May 2021.

contaminants, and a Remedial Action Plan or Site Validation Reports prepared if required. I consider that any risk of developing the land for residential purposes to people's health and wellbeing can be effectively managed under the NESCS.

- 7.60. The geotechnical report contained in PC76 was peer reviewed on behalf of Council by Mr. Ian McCahon of Geotech Consulting Ltd, which is contained in Appendix 6 of this report. This peer review considered the site to be 'benign' and supported the conclusions that the land was suitable for the rezoning. Mr. McCahon identified that additional information would be required to be able to evaluate the appropriateness of any future subdivision application, including the provision of well data, confirmation that the equivalent foundation design would satisfy the Technical Category 1 requirements and that any natural hazard risks under Section 106 of the RMA have been appropriately identified and addressed.
- 7.61. On the basis of these expert assessments, I am satisfied that there are no geotechnical constraints that preclude the granting of PC76 and that there are appropriate steps within the subdivision process to address the matters identified in Mr. McCahon's peer review.
- 7.62. The request evaluates PC76 against the Proposed National Policy Statement on Highly Productive Land, confirming that the site is comprised of Class 4 soils under New Zealand's Land Use Classifications (refer to paragraphs 123 to 128). The granting of PC76 would not compromise the region's versatile soil resource, which are identified in the pNPS-HPL to include Class 1 to 3 soils only.
- 7.63. The SDP and Rolleston Structure Plan⁵⁶ do not indicate any land constraints or natural hazards that affect the PC76 site.

Conclusions

Overall, I consider that there is sufficient information available, and processes to be followed if the request is granted, to establish that there are no land suitability constraints, the region's versatile soil resource will not be compromised and there are no known hazards that preclude the granting of the request.

8. Statutory Analysis

Part 2 Purpose and Principles

- 8.1. Under s 74(1)(b), any changes to the SDP must be in accordance with the provisions of Part 2 of the RMA. This sets out the purpose of the RMA (s5), matters of national importance that must be recognised and provided for (s6) and other matters that particular regard is to be had to (s7).
- 8.2. Notwithstanding that the Council has notified the pSDP, I consider that the purpose of the Act is currently reflected in the settled objectives and policies of the SDP, which PC76 does not seek to change to a fundamental extent. Rather, PC76 seeks to rezone the land to Living Z and to coordinate the subdivision and development of the land through an ODP. Establishing the appropriateness of the objective of the request in achieving the purpose of the RMA is also a requirement under s32, which is considered below.

⁵⁶ [Rolleston Structure Plan, 2009](#). 3.5.5 Key Issues, Constraints and Opportunities (Pg.30).

- 8.3. I do not consider that any matter of national importance is relevant to PC76. In terms of other matters set out in s7 of the RMA, I consider that the efficient use and development of natural and physical resources (s7(b)), the maintenance and enhancement of amenity values (s7(c)), and the maintenance and enhancement of the quality of the environment (s7(f)) are relevant to the consideration of PC76. I consider these are matters have been considered in the effects assessment set out above and that there is no reason to oppose the granting of the request on the grounds that the rezoning would not give effect to Part 2 of the Act.

Functions of Territorial Authorities

- 8.4. The functions of Council's are set out in s31 of the RMA and include the establishment, implementation and review of objectives, policies, and methods to:
- a. Achieve integrated management of the effects of the use, development and protection of land and associated natural and physical resources; and
 - b. Control any actual or potential effects of the use, development, or protection of land.
- 8.5. I support the plan change proponents' conclusions that PC76 will enable Council to continue to carry out its functions under the Act. This includes ensuring that there is sufficient plan enabled development capacity in respect of housing land to meet the expected demands of the District. The request is considered to be necessary to provide sufficient housing capacity as it would facilitate the development of an FDA identified in CRPS Chapter 6 and Our SPACE. The ODP (once amended in accordance with the recommendations of this report), in combination with the underlying Living Z Zone rules, will achieve integrated management and all potential effects associated with the use, development and protection of the land can be effectively managed.

Statutory Documents

- 8.6. As noted previously, the District Plan (including as amended by any plan change request) must:
- (a) give effect to any operative national policy statement (s75(3)(a)) and any regional policy statement (s75(3)(c));
 - (b) have regard to any management plan or strategy prepared under other Acts (s74(2)(b)(i));
 - (c) take into account any relevant planning document recognised by an iwi authority and lodged with the territorial authority, to the extent that its content has a bearing on the resource management issues of the district (s75(2A)); and
 - (d) not be inconsistent with any regional plan (s75(4)(b)).
- 8.7. The extent to which PC76 satisfies these statutory tests in the context of changes to the SDP are evaluated further below.

National Policy Statement on Urban Development (NPS-UD)

- 8.8. The planning context that is outlined in Section 2 and summarised in Council's 'Technical Memo on Growth Planning' contained in Appendix 7 is an important touchstone when evaluating the extent to which PC76 'gives effect' to the objectives and policies of the NPS-UD. This confirms that an urban consolidation approach has been applied through the UDS, LURP Actions, Our SPACE, Selwyn 2031, and the Rolleston Structure Plan, which have been implemented through the SDP and CRPS.

- 8.9. Council's 'Technical Memo on Growth Planning' signals the current work programmes that are underway through the Greater Christchurch Partnership, or are being advanced by Council, to manage growth through the application of the urban consolidation principles and to 'give effect' to the NPS-UD, including:
- a. 'Greater Christchurch 2050', which is intended to set a vision for Greater Christchurch to achieve intergenerational wellbeing that also responds to climate change and moving towards a zero-carbon economy. It is also intended to be based on partnership priorities that include enabling sustainable urban form that aligns and integrates with the transport system.
 - b. Investigation of Mass Rapid Transit opportunities.
 - c. Development of a Greater Christchurch Spatial Plan, intended to build on and replace the UDS and Our Space, integrate with the Mass Rapid Transit Business Case and ultimately inform Long Term Plans, the Regional Policy Statement, District Plans, and the Regional Land Transport Plan.
 - d. An update to the Rolleston Structure Plan.
- 8.10. Council's 'Technical Memo on Growth Planning' also outlines how housing capacity within the District has been assessed, how further capacity will be provided to meet projected demand, as well as why the proposed distribution of capacity – focussed primarily on Rolleston – has been preferred. In summary, this is to improve self-sufficiency of the local economy, provide greater certainty to inform investment decisions, improve the amenity of the Rolleston Town Centre and the efficient use of its social infrastructure, and promote the efficient use of infrastructure and transport networks.
- 8.11. I consider that the PC76 is consistent with Objectives 1 and 2 and Policies 1 and 6 of the NPS-UD because it will enable a variety of homes to meet estimated market demand for feasible development capacity within the medium-term timeframe provided in the CRPS. In doing so, PC76 will support the competitive operation of land and development markets, both within Selwyn District and the Greater Christchurch sub-region. This is demonstrated by the fact that PC76 will assist in providing additional housing capacity in accordance with the FDA in CRPS Chapter 6 Map A and Our SPACE, the Selwyn 2031 township network and the residential growth areas in the Rolleston Structure Plan.
- 8.12. The submission from Environment Canterbury (S76-006-002) takes a neutral position on the granting of the request, while considering that a determination needs to be made that the scale of the proposed development will deliver significant development capacity under Policy 8 of the NPS-UD and that the development needs to better align with the identified housing needs.
- 8.13. The PC76 site is identified as a location where Council and the community would prefer urban growth to be located based on the spatial plans and statutory instrument in place to facilitate its development. The request is therefore not considered to be 'unanticipated' or 'out of sequence' development in the context of Policy 8. The identification of the land as a FDA in the CRPS and Our SPACE confirm that the PC76 site is part of the responsive planning undertaken within the Greater Christchurch sub-region to add development capacity and contribute to a well-functioning urban environment. I therefore oppose the relief sought by Environment Canterbury on the basis that PC76 is consistent Policy 8 of the NPS-UD.

- 8.14. PC76 will provide additional plan-enabled housing capacity for approximately 155 mixed density sections that will go some way to meeting the projected 2,089 medium term capacity shortfalls for the District⁵⁷, which forms a component part of the housing shortfall across the Greater Christchurch sub-region. In doing so, the request will enable Council to carry out its functions under s31(1)(aa) by ensuring there is sufficient development capacity in respect of housing and business land to meet the expected demands of the district.
- 8.15. I consider that PC76 represents a ‘well-functioning urban environment’ as it will be able to satisfy the NPS-UD Policy 1 criteria and Policy 6 to some extent, including by: (a) enabling a variety of homes that meet the needs of different households at densities that are in excess of the 10hh/ha minimum densities provided in the CRPS and SDP; (b) supporting, and limiting as much as possible adverse impacts on, the competitive operation of land and development markets; (c) having good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and (d) supporting reductions in greenhouse gas emissions through current and future Council and Greater Christchurch Partnership transport initiatives and investment. The reasons for this position are detailed in the following paragraphs.
- 8.16. It is recognised that Rolleston is reliant to some extent on Christchurch City for employment (and access to other services and facilities) and that the rezoning of the PC76 site will inevitably increase demand on the strategic transport network associated with commuter traffic. I also acknowledge that the site and township do not have the employment opportunities or access to large scale public transport when compared to residential ‘greenfield’ areas in the country’s large metropolitan centres. However, Our SPACE seeks to direct additional capacity to Rolleston (as well as Rangiora and Kaiapoi) in order to support public transport enhancement opportunities. Our SPACE also notes that having a compact urban form increases the ability to contribute to the uptake of public transport opportunities, as well as reduced trip distances that enable active modes of transport. The employment offerings in Rolleston have also progressively increased through expansions to the I-Zone and I-Port industrial parks and town centre development. I also consider that the development and growth of Rolleston contributes to the economic and social wellbeing of residents in Christchurch City.
- 8.17. The PC76 site is therefore more optimal than alternative locations outside the FDA in terms of achieving the urban consolidation principles contained in the CRPS, UDS and Our SPACE. There has also been a significant investment in preparing spatial plans (including Selwyn 2031 and the Rolleston Structure Plan), investing in network capacity upgrades and public transport funding to manage the effects associated with this projected growth. PC76 is unlikely to reduce greenhouse gas emissions identified in Objective 8 and Policies 1 and 6 without the Council and sub-regional initiatives detailed in Appendix 7.⁵⁸ However, I consider that this would be challenging for any ‘Tier 1 urban environment’ that isn’t within a metropolitan centre and located in close proximity to significant public transport facilities to achieve without a broad

⁵⁷ Appendix 7 - Identified Surplus and Shortfall, paragraphs 70 to 73.

⁵⁸ Council’s ‘Technical Memo on Growth Planning’ in Appendix 7 identifies that the Greater Christchurch Partnership is progressing GC 2050 to respond to climate change and move towards a zero-carbon economy. Investigations into Mass Rapid Transport is also being investigated.

range of Government and regional policy interventions, market-based responses, and changes in individual choices.

- 8.18. I am not aware of any reasons why Environment Canterbury’s public transport network could not be extended to and through the site in the future or that the additional demand would undermine the efficient operation of local facilities, such as the Rolleston Park N’ Rides. I consider that the recommendations contained in Mr. Collins and Ms. Wolfer’s evidence (summarised in Section 9 and detailed in Appendix 1 and 2 of this report) will ensure that changes are made to the ODP to promote connectivity, encourage active travel modes, and improve access to future public transport facilities. These changes will also assist to connect suburban neighbourhoods and contribute to a well-integrated transport network.
- 8.19. Objective 6 and Policy 1 of the NPS-UD require that decisions made by local authorities on urban development that affect urban environments to be integrated with infrastructure planning and funding decisions to respond to proposals providing significant housing capacity. The provision of an ODP, alignment of the request with Council’s infrastructure planning and the evidence of Mr. England confirm that there is sufficient capacity in the reticulated public water and wastewater networks, and feasible options to manage stormwater. I therefore consider that PC76 is consistent with these aspects of Objective 6 and Policy 1.
- 8.20. The following implementation directions in Part 3 of the NPS-UD are also relevant to the consideration of PC76:
- Policy 3.2 requires that “at least” sufficient development capacity is provided within the district to meet the expected demand for housing, in the short, medium, and long terms.
- 8.21. The granting of the request will provide additional plan enabled development capacity within Rolleston and the Greater Christchurch sub-region to meet the projected medium-term shortfalls.
- Policy 3.5 requires that local authorities are satisfied that additional infrastructure to service the development is likely to be available.
- 8.22. Mr. England’s evidence confirms that there are no infrastructure servicing constraints.
- Policy 3.8 provides direction on how local authorities consider plan change requests that provide significant development capacity that is not otherwise enabled in a plan or is not in sequence with planned land release.
- 8.23. As identified previously, I do not consider that PC76 is ‘unanticipated’ or ‘out of sequence’ urban development.
- 8.24. On the basis of the above discussion, I consider that PC76 is not contrary to any of the objectives and policies of the NPS-UD.
- [National Environmental Standard for Assessing and Managing Contaminations in Soil to Protect Human Health \(NESCS\)](#)
- 8.25. As this is a request for a zone change, and not to determine the actual use of the site, the NESCS does not strictly apply. The requirements of the NESCS will have to be appropriately addressed at any subsequent subdivision or building consent stage and, depending on the nature of any

future activity, may either satisfy the permitted activity requirements or require resource consent under the NESCS.

- 8.26. As identified in the Section 7, I consider that any risk of developing the land for residential purposes to people's health can be effectively managed under the NESCS.

[Canterbury Regional Policy Statement \(CRPS\)](#)

- 8.27. The request contains an assessment of PC76 against the CRPS (refer to paragraphs 131 to 151 and Appendix 8). As identified previously, Chapter 6 of the CRPS applies urban consolidation principles to manage urban growth and development across the Greater Christchurch sub-region. The CRPS and SDP Living Z Zone are the primary mechanisms for implementing the UDS, Our SPACE and Rolleston Structure Plan.

- 8.28. The appropriateness of PC76 against the relevant objectives and policies of the CRPS are assessed below:

- Objective 6.2.2 (Urban form and settlement pattern) establishes that any expansion to the township of Rolleston is to be within the residential 'greenfield' priority areas or FDA in Map A. This growth is required to support a range of housing types, encourage sustainable and promote the self-sufficient growth of Rolleston. Policies 6.3.1 and 6.3.7 'give effect' to the desired urban form illustrated in Map A, requires a minimum net density of 10hh/ha in 'greenfield' areas in Selwyn district and promotes housing affordability through the provision of 'greenfield' land that provides a range of lot sizes and densities to meet the housing development capacity targets identified in Objective 6.2.1a and Policy 6.3.12.

- 8.29. As identified previously, the PC76 site is identified within the Rolleston Structure, Our SPACE, and a FDA in CRPS Map A. The rezoning therefore aligns with the preferred urban form and is consistent with the desired consolidated settlement pattern. The Living Z Zone that is being sought to apply to the site supports a range of housing types and will provide plan enabled capacity within the medium-term period identified within Table 6.1 of Objective 6.2.1a. The District Plan Review and the initiatives outlined in Council's 'Technical Memo on Growth Planning' (Appendix 7) are being developed to encourage intensification. This may result in increases to the minimum household densities and lot sizes to meet the estimated longer term housing needs of the township and the Greater Christchurch sub-region (through potential future changes to the CRPS and SDP). The Greater Christchurch Partnership are also investigating opportunities to enable and incentivise housing affordability. I therefore consider that PC76 is consistent with Objectives 6.2.1 and 6.2.2 and Policies 6.3.1 and 6.3.7.

- Objective 6.2.3 (Sustainability) promotes the provision of quality living environments that include a range of densities and uses. Policy 6.3.2 (Development form and urban design) requires urban development to be coordinated through an ODP that incorporates the identified good urban design principles. Policy 6.3.3. (Development in accordance with ODP) prescribes the elements that need to be covered by an ODP, which include principal roads and integrated transport networks, pedestrian/cycling network and public transport routes, land to be set aside for reserves and the identification of areas of significance requiring protection.

8.30. PC76 includes an ODP that applies the principles outlined in the CRPS to coordinate land development and subdivision within the Rolleston FDA. The Living Z Zone that is being sought to apply to the site and the subdivision rules contained within the SDP are consistent with Objectives 6.2.3 and Policies 6.3.2 and 6.3.3. Ms. Wolfer has identified changes to the ODP to integrate other best practice urban design considerations into the ODP, which I support (as summarised in Section 9 and detailed in Appendix 1 and 2 of this report) while considering that some of these recommendations can be managed through the subdivision process. Mr. Collins recommends changes to the ODP to achieve an integrated transport network (as summarised in Section 9 and detailed in Appendix 1 and 2 of this report), to encourage active modes of travel and enable access to future public transport facilities, which I support. I therefore consider that PC76 is consistent with Objective 6.2.3 and Policies 6.3.2 and 6.3.3 on the basis that the recommended changes to the ODP are implemented.

- Objective 6.2.4 (Integration of transport infrastructure and land use) requires urban development to manage congestion, reduce vehicle emission, promote active and public transport modes, and enhance transport safety. Policy 6.3.4 (transport effectiveness) requires that urban development does not overload the strategic freight route, optimises existing network capacity, and supports the uptake of active and public transport to improve modal choice. Policy 6.3.5 (Integration of land use and infrastructure) requires urban development to optimise the efficient and affordable provision of infrastructure and to ensure new development does not occur until provision for appropriate infrastructure is in place.

8.31. The evidence of Mr. Collins establishes that PC76 is 'in-sequence' with the planned transport network upgrades that are being coordinated through the Long-Term Plan. I support the changes to the ODP that are recommended in Mr. Collins and Ms. Wolfer's evidence, which will ensure that the PC76 site is integrated into the wider transport network. Mr. Collins has also indicated what additional wider network upgrades are required to be advanced by Council to respond to the cumulative impacts that the granting of the private plan change requests currently being considered by Council would have on the wider transport network (under the scenario that they are all granted). Overall, I consider that PC76 is consistent with Objective 6.2.4 and Policy 6.3.4 on the basis of the requests ITA, Mr. Collins and Ms. Wolfer's evidence and the incorporation of the recommended changes to the ODP.

- Policy 6.3.12 (Future Development Areas) is the most critical in evaluating PC76 as it establishes the circumstances that need to be satisfied to enable the FDA identified on Map A to be zoned and developed, which include:
 - i. There is a need to provide further feasible development capacity through the zoning of additional land in a district plan to address a shortfall in the sufficiency of feasible residential development capacity to meet the medium-term targets (as set out in Table 6.1, Objective 6.2.1a). The CRPS indicates a medium-term shortfall of 8,600 in Selwyn District and 32,300 across Greater Christchurch sub-region up to 2028.
 - ii. The development would promote the efficient use of urban land and support the pattern of settlement and principles for future urban growth set out in Objectives 6.2.1 and 6.2.2, including providing opportunities for

higher density living, housing mix and choice through a range of housing types, enabling the efficient provision and use of network infrastructure.

- iii. The timing and sequencing of development is appropriately aligned with the provision and protection of network infrastructure.
 - iv. Development occurs in accordance with an ODP and the requirements of Policy 6.3.3.
 - v. The circumstances under Policy 6.3.11(5) are met (which include infrastructure is in place or can be provided, access to community, social and commercial facilities is available, urban consolidation has been achieved, development does not increase the risk of contamination to drinking water supplies, sufficient rural land remains to maintain open space rural character and the operational capacity of strategic infrastructure is not compromised).
 - vi. The effects of natural hazards are avoided or appropriately mitigated in accordance with the objectives and policies set out in Chapter 11.
- 8.32. In respect to feasibility of development capacity, the Council's 'Technical Memo on Growth Planning' confirms that PC76, if zoned, would contribute to the medium-term plan-enabled capacity that has been identified as being required for Rolleston and the Greater Christchurch 'Tier 1 urban environment' and the housing targets in Table 6.1, Objective 6.2.1a. The granting of PC76 would also go some way to addressing the 2,089 medium term capacity shortfalls for the District⁵⁹.
- 8.33. With respect to the efficient use of urban land, supporting the desired settlement pattern and principles for future urban growth assessed above, I consider that PC76 is consistent with the preferred urban form and will go some way to meeting the desired consolidated settlement pattern identified in Objectives 6.2.1 and 6.2.2. The proposed minimum density of 12hh/ha will promote the opportunity for higher densities and will improve housing choice and mix when considered against the minimum 10hh/ha requirement in Policy 6.3.7.
- 8.34. In respect to the timing and sequencing of development, the evidence of Mr. England in respect to infrastructure and Mr. Collins in respect to the transport network establish that PC76 is 'in-sequence' with planned infrastructure upgrades that are being coordinated through the Long-Term Plan.
- 8.35. In respect to the future development being coordinated by an ODP, I consider that the PC76 ODP incorporates the matters listed in Policy 6.3.3 to ensure the site is integrated with the adjoining urban environment, consistent with the Rolleston ODP's contained in Appendix E38 of the SDP Township Volume. The recommended changes to the PC76 ODP that are summarised in Section 9 and detailed in Appendix 1 and 2 of this report to achieve transport and urban design outcomes will assist in ensuring the desired outcomes if the land is subdivided and developed.
- 8.36. In respect to the pre-requisites set out under Policy 6.3.11(5), Mr. England's evidence confirms that there is sufficient capacity available in the reticulated public water and wastewater

⁵⁹ Appendix 7 - Identified Surplus and Shortfall, paragraphs 70 to 73.

networks, that the rezoning does not present an unreasonable risk to the drinking water supply, and that there are viable options to manage stormwater. Mr. Collins confirms that the proportional impact of PC76 on the wider transport network is negligible and that the projected cumulative effects can be effectively managed by Council through a future upgrade programmed to ensure there is capacity and that the ODP will support a safe and efficient transport network.

- 8.37. The ODP as amended by Mr. Collins recommendations and wider transport network upgrades will ensure there are appropriate connections available to commercial centres and community facilities. The ODP changes recommended by Ms. Wolfer will ensure that the size and location of the open space reserve is sufficient to meet local needs and contributing to the wider reserve network. The identification of the site within the Rolleston Structure Plan and Our SPACE and CRPS FDA confirm that the urban consolidation principles of the UDS and CRPS will be achieved. The site is contained within the future growth path of the township, that extends as far as Selwyn Road to the south and Dunns Crossing Road to the west. This ensures that the open space landscape character between settlements in Selwyn District and the Christchurch City territorial authority boundary will be maintained.
- 8.38. In respect to natural hazards, the Rolleston Structure Plan and Our SPACE have not identified any natural hazards associated with the site and there are no related scheduled sites in the SDP. The evidence from Mr. McCahon confirms that there is no land stability or geotechnical risk to the site. As identified below, I consider that PC76 is consistent with the objectives and policies of CRPS Chapter 11.
- 8.39. Overall, I consider that PC76 satisfies the identified pre-requisites for enabling the FDA to be rezoned, thereby ensuring consistency with Policy 6.3.12, subject to the amendments being made to the ODP.
- 8.40. The objectives and policies within Chapter 5 require that development is appropriate and efficiently served for the management of stormwater. Chapter 7 seeks to protect and maintain water quality and Chapter 11 provides a framework for managing natural hazard risk in Canterbury, including flooding.
- 8.41. There are no known natural hazards or land constraints that would preclude the granting of PC76. The site can be connected to reticulated public water and wastewater networks, stormwater can be managed on-site, and the future subdivision can be integrated into the land transport network. As identified in Section 7, I consider that the impact of PC76 on the Canterbury region's versatile soil resource will be negligible. The site has been identified as a FDA within CRPS Chapter 6 and the balance of the resource is being effectively managed through the SDP Rural (Outer Plains) Zone consistent with CRPS Policy 5.3.12.
- 8.42. Overall, I consider that PC76 is consistent with the relevant objectives and policies of the CRPS. This conclusion is subject to the modifications being made to the ODP that are outlined in Section 9 and detailed in Appendices 1 and 2 of this report being made.
- [Canterbury Land and Water Regional Plan \(LWRP\) and Canterbury Air Regional Plan \(CARP\)](#)
- 8.43. Under s75(4)(b) of the RMA, the District Plan cannot be inconsistent with a regional plan, which in respect to PC76 includes the LWRP and CARP. The establishment of activities within the site

will either need to meet the permitted activity conditions of these plans or resource consents will be required to be obtained under the regional plans that are in place at the time. There is nothing unique about the site or its proximity to other land uses that would preclude any future consenting process should PC76 be granted. I also note that Environment Canterbury, in their submission, did not raise any concerns with the incompatibility of the development of the site for residential purposes with the provisions of the LWRP or CARP.

- 8.44. I therefore consider that the plan change can be efficiently and effectively developed and serviced in a manner that is consistent with the outcomes sought by the LWRP and CARP.

[Mahaanui Iwi Management Plan 2013](#)

- 8.45. The Mahaanui Iwi Management Plan is a planning document recognised by an iwi authority and lodged with the council, which includes content that relates to the district's resource management issues. The request includes an assessment of the relevant provisions of the Iwi Management Plan (refer to paragraphs 174 to 181 of PC76), and I agree with the content and conclusions of that assessment.

- 8.46. Overall, I consider that PC76 has 'taken into account' the Iwi Management Plan under s74(2A) and there are no specific resource management issues, or specific sites of significance to Mana Whenua, that would be compromised by the rezoning.

[Selwyn 2031: District Development Strategy, UDS, Our SPACE 2018-2048 and Rolleston Structure Plan](#)

- 8.47. As discussed, throughout this evidence, I consider that the PC76 has given sufficient regard to management plans and strategies under s74(2), including the UDS, Our SPACE, Selwyn 2031, and the Rolleston Structure Plan.

[Consistency with the plans of adjacent territorial authorities](#)

- 8.48. Matters of cross-boundary interest are detailed in the District Plan (in Section A1.5 of the Township Volume). As outlined in Section 6 above and Council's 'Technical Memo on Growth Planning' (Appendix 7), the cross-boundary interests associated with the rezoning of the site have primarily been identified, and managed, through the Greater Christchurch Partnership arrangements.

- 8.49. Of more specific interest to PC76 is the Christchurch City Council (S76-005-001) and Environment Canterbury (S76-006-002) submissions identifying concerns with the impact of the request on the sub-regional transport network, the environmental effects relating to the anticipated additional movements and lack of public transport to achieve modal shift.

- 8.50. As identified in Section 7 and in Mr. Collins evidence, while I agree in principle with the submissions from Christchurch City Council and Environment Canterbury that seek to avoid adverse impacts on the transport network and the effects on environment associated with commuter travel, I oppose the relief being sought in part. This is on the basis that the funding and implementation of an improved public transport system and network upgrades detailed in Mr. Collins evidence are required for Rolleston as a whole, rather than as a specific consequence of this request. There is also investment confirmed to upgrade the network to manage the effects of growth in the township, and responses being advanced by Central Government, the Council, and the Greater Christchurch Partnership, to manage the impacts of growth on the

strategic transport network. Overall, I consider that the cross-boundary effects of PC76 have been appropriately identified, considered, and addressed.

Consideration of alternatives, benefits, and costs

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

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

- 8.52. As set out in the request⁶⁰, the proposal does not involve any new objectives, or any changes to the existing objectives within the SDP. The assessment required under s32(1)(a) is therefore the extent to which the objective of the proposal is the most appropriate way to achieve the purpose of the RMA.
- 8.53. The stated objective of PC76 is to:

“...rezone about 13 ha of Inner Plains land to Living Z to enable the residential development of the south western edge of Rolleston for a site with frontage to East Maddisons Road. Development will be in accordance with an Outline Development Plan...”

- 8.54. Having evaluated the request, I consider that the objective of PC76 will achieve the purpose of the RMA when considered against the relevant statutory tests. In the case of PC76 this includes its consistency with the operative objectives, policies, and methods of the NPS-UD, CRPS and of the SDP. The identification of the land as a FDA in Our SPACE and CRPS Chapter 6 Map A signal that it is a preferred urban growth path in the District and Greater Christchurch context. The granting of the request will also provide plan enabled medium-term housing capacity for the township, which forms a component part of the supply across the Greater Christchurch sub-region. PC76 will therefore also enable Council to meet its functions under s31(1)(aa) in respect to ensuring there is sufficient development capacity to meet the expected housing demands of the District.
- 8.55. It is recognised that additional policy changes and ongoing investment is required to optimise the use of ‘greenfield’ land in Rolleston, including potential increases to the minimum household densities in the CPRS and SDP, improvements to the land transport network to maintain safety and efficiency and to promote modal shift and public transport, and options to improve housing affordability. However, the alternative of declining the request would likely either require council to ‘actively zone’ the land or potentially result in less optimal locations taking up the housing shortfalls at some point in time. I consider that these alternative scenarios may not achieve the purpose of the Act to the same extent as PC76. This conclusion is subject to the modifications being made to the ODP that are outlined in Section 9 and detailed in Appendices 1 and 2 of this report being made.

⁶⁰ PC76 Overview, Purpose of the Plan Change Request, paragraphs 1 and 2 (Pg.7).

Whether the provisions in the Proposal are the most appropriate way to achieve the Objectives

- 8.56. PC 76 seeks to utilise the operative Living Z Zone by amending the land use zoning from Rural (Inner Plains) to Living Z, introducing an ODP into Appendix E38 of the Township Volume and amending the references to it in Policies B4.3.9 and Policy B4.3.77. Importantly, the schedule of District Plan amendments contained in PC76 do not propose any substantial changes to the operative objectives or policies for managing the settlement pattern and the growth of the townships in the District⁶¹.
- 8.57. The proposed amendments are limited to addressing site specific issues and integrating the zoning into the wider environment through the ODP. The proposed change to Policy B4.3.9 is limited to referencing the number of sites that are subject to an ODP in Rolleston. The proposed change to Policy B4.3.77 is required to detail the fundamental aspects of the ODP.
- 8.58. Overall, I consider that PC76 is consistent with the relevant objectives and policies in the SDP, has taken appropriate account of the strategic guidance provided by Our SPACE, Selwyn 2031 and Rolleston Structure Plan and will effectively integrate with the operative Living Z Zone framework. I accept the conclusion reached in the request that the proposed plan change is consistent with the existing objectives and policies of the Township Volume of the SDP. This conclusion is subject to the modifications being made to the ODP that are outlined in Section 9 and detailed in Appendix 1 and 2 of this report being made.

9. Proposed Amendments to the District Plan

- 9.1. Having evaluated the appropriateness of the proposed changes sought by PC76, I consider that the proposed amendments to the SDP that are set out in the request should be approved with the following modifications. These modifications are assessed in Section 7, detailed in Appendix 1 and 2 and are required to address matters raised in submissions and evidence to ensure the request satisfies the statutory tests that would enable PC76 to be granted. They include:
- a. The ODP and Policy B4.3.77 are amended to indicate the need for a ‘frontage upgrade’ along East Maddisons Road, which should be determined by the developer in collaboration with Council in accordance with the Engineering Code of Practice requirements.
 - b. The ODP and Policy B4.3.77 are amended to align the primary road network within PC76 with the roading network established in the subdivisions on the opposite side of East Maddisons Road.
 - c. The ODP and Policy B4.3.77 are amended to illustrate a more direct east to west aligned road through the site.
 - d. The ODP is amended to illustrate the walking and cycling routes within the site, including an east-west cycle route.
 - e. The ODP plan and legend are amended to replace the references to ‘indicative roads’ to ‘primary’ and ‘secondary routes’.

⁶¹ [Selwyn District Plan](#). Township Volume, Objectives and Policies, B4 Growth of Townships.

- f. ODP text is submitted with the plan change proponent's evidence for inclusion in Appendix E38 of the SDP.

10. Conclusions and Recommendation

- 10.1. As set out in Section 6, the statutory matters that must be considered in relation to a plan change require the assessment of s31, 32, 74 and 75, and regard must be had to the overall purpose and principles set out in Part 2 of the Act.
- 10.2. As assessed under Sections 7 to 9 of this report, I consider that PC76 satisfies these statutory tests and consider that it is appropriate to grant the rezoning request with the modifications that are evaluated in this report, summarised in Section 9, and detailed in Appendices 1 and 2.

Appendix 1 – Proposed District Plan Text Changes

All changes requested to the SDP by the plan change proponent are shown as underlined and deletions as ~~striketrough~~. Where amendments have been proposed as part of this report, these are shown in ***bold italics***. Deletions are shown as ~~**bold with striketrough**~~. It is anticipated consequential renumbering will take place as required.

Planning Maps

Amend the Selwyn District Plan Planning Maps, by rezoning the site to Living Z.

Township Volume Appendices

To amend the Township Volume, Appendix 38 ODP Rolleston by inserting the ODP attached in Attachment 2 as ODP Area 14.

The changes detailed in Appendix 2 are required to the PC76 ODP.

Township Volume, B4 Growth of Townships

Amend the following District Plan provisions, including any other consequential amendments including but not limited to renumbering of clauses:

Policy B4.3.9

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

In Rolleston ~~13~~14 Living Z areas have been identified, and an Outline Development Plan for ~~12~~13 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 (East Maddisons)

- ODP Area 14 to align with ODP Areas 10 and 12;
- Provision of a direct north-south primary ~~route~~ road connection from ~~Lennon Drive~~ Brenley Drive (ODP Area 12) to ODP Area 14;
- Provision of an east-west ~~primary route~~ indirect road connection from East Maddisons Road to ODP Area 10;
- Provision of a mix of low and medium density housing areas with a minimum net density of 12 households per hectare averaged over the ODP area.
- Provision of pedestrian and cycle links within and through the ODP area to connect to adjoining urban areas;
- Provision of frontage upgrades along East Maddisons Road.
- Provision of a comprehensive stormwater system that has sufficient capacity for the ODP area;
- Provision of reticulated water supply and wastewater systems that have sufficient capacity for the ODP area;
- Provision of a neighbourhood park.

Appendix 2 – Recommended changes to the Outline Development Plan

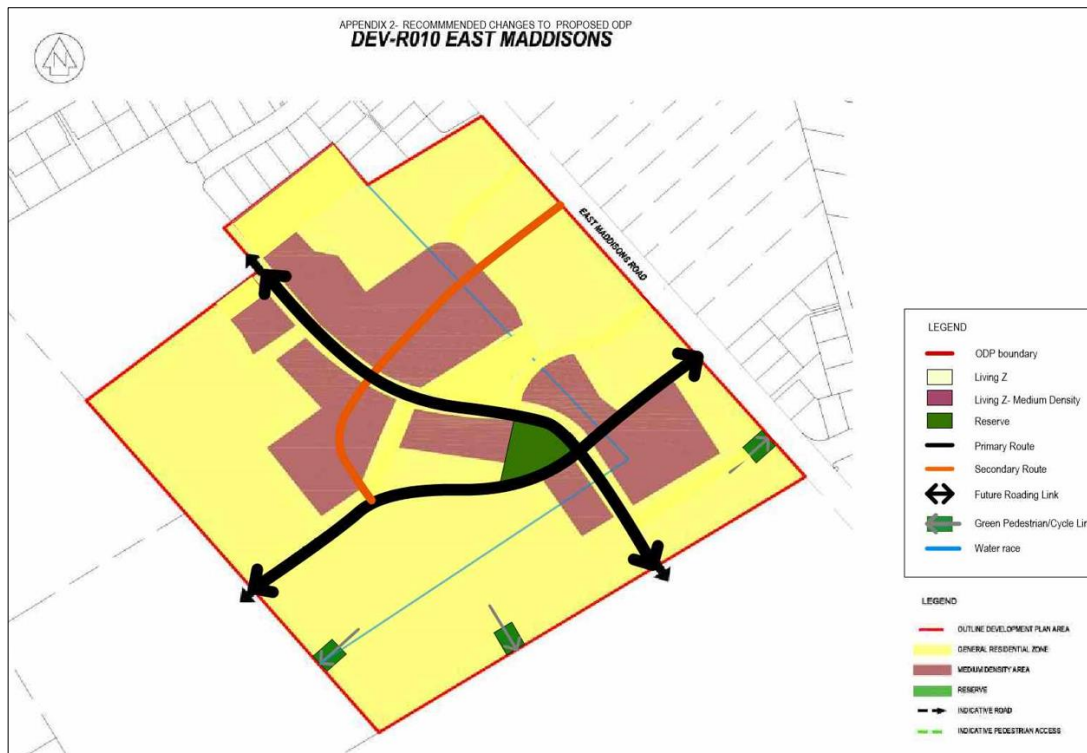


Figure A: Recommended urban design amendments to the PC76 ODP Plan⁶²

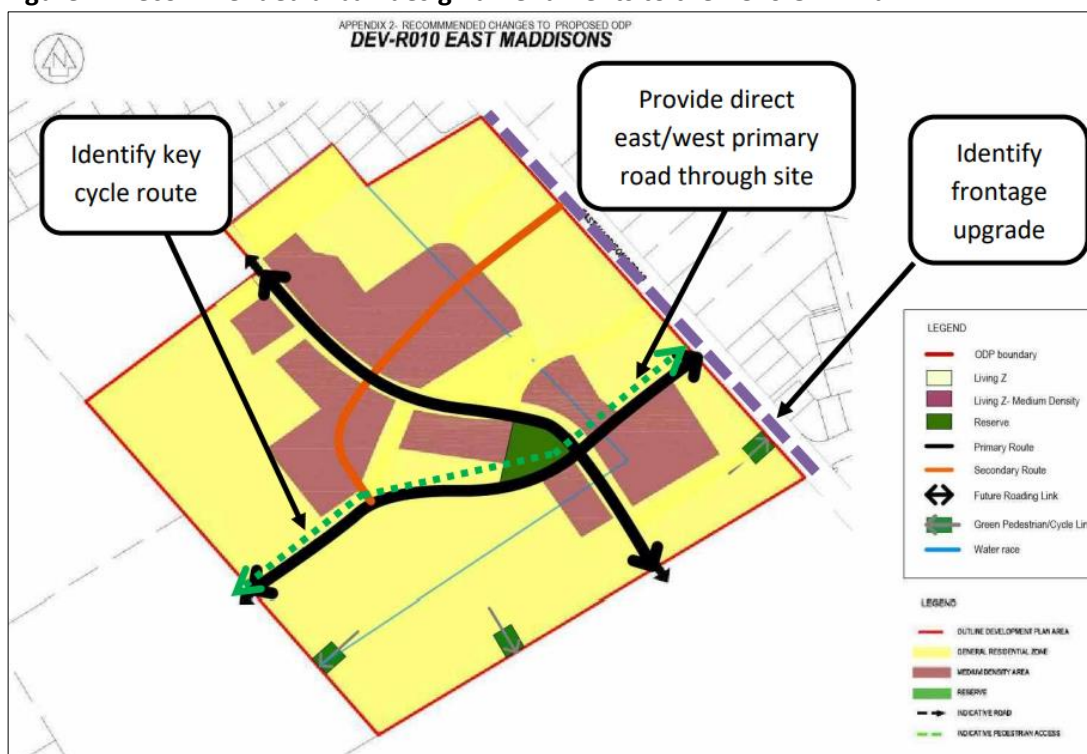


Figure B: Recommended transport amendments to the PC76 ODP Plan⁶³

⁶² Evidence of Ms. Wolfer, Appendix 2: Proposed changes to ODP, Pg.11.

⁶³ Evidence pf Mr. Collins, Figure 5: Recommended amendments to the ODP. Pg.17.

Appendix 3 – Evidence of Murray England, Asset Manager Water Services

Appendix 4 – Evidence of Mat Collins, Principal Transportation Planner

Appendix 5 – Evidence of Gabi Wolfer, Senior Urban Designer/Town Planner

Appendix 6 – Geotech Consulting Ltd geotechnical peer review

Appendix 7 – Technical Memo on Growth Planning in Selwyn District