



# Application for Private Plan Change

Dunweavin 2020 Limited

Selwyn District Council

December 2020

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

**Request by:** Dunweavin 2020 Limited  
C/- Aston Consultants Ltd  
PO Box 1435  
Christchurch 8140, Attn Fiona Aston

**To:** The Selwyn District Council

**Involving the:** Operative Selwyn District Plan

**The location** to which this application relates is:

A 12.969 ha site located on the south western edge of Rolleston with frontage to East Maddisons Road.

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

**Table 1**

<b>Registered Owner</b>	<b>Address</b>	<b>Appellation Title</b>	<b>Area (ha)</b>
	605 East Maddisons Road	Lot 1 DP 26880	4.047 ha
Dunweavin Ltd	617 East Maddisons Road	Lot 3 DP 74311	4.065 ha
	627 East Maddisons Road	Lot 1 DP 74311	4.857 ha
<b>TOTAL</b>			<b>12.969 ha</b>

**The Proposed Plan Change** seeks to amend the Operative Selwyn District Plan (OSDP) to enable development of the 12.969 ha site (the Site) for residential purposes, including some medium density lots in a sustainable and integrated manner that will provide for the needs of the Rolleston and Selwyn community.

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

- a) Amend OSDP Planning Maps by rezoning the land identified above from Rural Inner Plains to Living Z; and
- b) Insert the Outline Development Plan attached in **Appendix 1** to ensure a coordinated and consistent approach to land development; and

- c) Any consequential, further or alternative amendments to the Operative Selwyn District Plan to be consistent with and give effect to the intent of this application and the interests of the Applicant.

**Signed:** .....



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

Dated: 15 December 2020

*Address for Service:*

Aston Consultants

PO Box 1435

Christchurch 8140, Attn Fiona Aston

P 03 3322618/0275 332213 E [info@astonconsultants.co.nz](mailto:info@astonconsultants.co.nz)

*Address for Billing:*

Dunweavin 2020 Ltd

Attn. Alex Dunlop

5a Ryelands Drive

Lincoln

## TABLE OF CONTENTS

<b>OVERVIEW</b>	<b>7</b>
Purpose of the Plan Change Request	7
Reason for Request	7
The Site	8
Land ownership	9
Operative Selwyn District Plan Zoning	10
Approach and Key Features of the Proposed Plan Change	11
<b>ENVIRONMENTAL EFFECTS OF PROPOSED CHANGE</b>	<b>13</b>
Township growth and urban form	13
Neighbourhood and wider community effects	14
Well-functioning urban environments	15
Landscape and visual effects	17
Effects on ecosystems and habitats	19
Effects on natural and physical resources	20
Effects on tangata whenua values	21
Discharges of contaminants into the environment	21
Risks from natural hazards or hazardous installations	21
Geotechnical assessment	22
Contaminated land	22
Economic effects	23
Climate change effects	24
Positive effects	24
<b>SERVICING FOR THE PLAN CHANGE AND EFFECTS ARISING FROM SERVICING</b>	<b>25</b>
Wastewater	25
Roading and traffic effects	26
Stormwater servicing	26
Water supply	26
Electricity reticulation	26
2117.02 East Maddisons Road Plan Change	

<b>STATUTORY PLANNING ASSESSMENT</b>	<b>28</b>
Requests for plan changes	27
Sections 74 and 75 Matters to be considered	28
Functions under section 31 RMA	28
Part 2 Resource Management Act 1991	29
Direction under Section 25A(2) RMA	30
Evaluation under section 32 RMA	31
National Policy Statements	31
National Policy Statement – Urban Development 2020	31
Proposed National Policy Statement – Highly Productive Land	33
National Planning Standards	34
Canterbury Regional Policy Statement 2013 (CRPS)	34
Land and Water Regional Plan	40
Operative Selwyn District Plan (OSDP)	40
Proposed Selwyn District Plan (PSDP)	41
 <b>ASSESSMENT AGAINST OTHER PLANNING DOCUMENTS</b>	 <b>42</b>
Our Space (2019)	42
Rolleston Structure Plan (2019)	43
Selwyn 2031 District Development Strategy	45
Mahaanui Iwi Management Plan	46
 <b>CONCLUSION</b>	 <b>49</b>

## **Appendices:**

- Appendix 1: Outline Development Plan
- Appendix 2: Subdivision Draft Concept Plan
- Appendix 3: Infrastructure Report: SURVUS
- Appendix 4: Geotechnical investigation: Fraser Thomas
- Appendix 5: Preliminary Site Investigation: Fraser Thomas
- Appendix 6: Assessment of RPS Objectives and Policies
- Appendix 7: Assessment of Land and Water Regional Plan Objectives and Policies
- Appendix 8: Assessment of Operative District Plan Objectives and Policies
- Appendix 9: Assessment of Proposed District Plan Objectives and Policies
- Appendix 10: Assessment of National Policy Statement – Urban Development (NPS-UD) 2020
- Appendix 11: Section 32 Assessment

## **Figures:**

- Figure 1: The Site
- Figure 2: Nearby Proposed Plan Changes
- Figure 3: Zoning of the Site
- Figure 4: Operative District Plan Appendix 38 ODPs
- Figure 5: Adjoining ODP Areas 10 and 12
- Figure 6: Figure 16 Our Space
- Figure 7: Rolleston Structure Plan 2009

## Overview

### Purpose of the Plan Change Request

1. The purpose of the proposed Plan Change is to re-zone about 13 ha of Inner Plains land to Living Z to enable the residential development on the south western edge of Rolleston for a site with frontage to East Maddisons Road.
2. Development will be in accordance with an Outline Development Plan (ODP) to ensure an integrated approach to residential development including provision of appropriate road linkages to the existing urban area and possible future urban areas to the west and south of the Site.

### Reason for Request

3. The reasons for our submission are outlined below. In summary:
  - a) The proposed rezoning is both appropriate and necessary to achieve sustainable growth and development of Rolleston and meet the requirements of the National Policy Statement on Urban Development 2020 ('NPS-UD 2020').
  - b) The Site is an ideal and logical location for further urban growth of Rolleston and will achieve a compact, and efficient, urban form with excellent connectivity by multiple transport modes. It will bridge the residential development to the north and east, and proposed re-zoning to residential for large areas of land to the south and southeast (Faringdon extensions – Plan Changes 64 and 70).
  - c) The merits of re-zoning the Site should be assessed with an eye on the bigger picture of the land that is being developed now, and the nearby land that is subject to Plan Change requests or, it is understood, will be subject to submissions on the PSDP to re-zone. The Site forms part of a bigger and logical extension to the growth of SW Rolleston; the decision on this Site should go hand in glove with nearby re-zone decisions so the Site is not potentially left as an isolated block of Rural Inner Plains land surrounded on most sides by Living Z or Living 3 land.
  - d) Adjoining the Site are
    - Plan Change 64: Faringdon SW and Faringdon SE over 84 ha yielding about 1000 lots
    - Plan Change 70: covers 65 ha and yields about 800 lots
    - Plan Change 73: the Skellerup block covers 160 ha and yields 2110 lots.

- e) The rezoning will accommodate a further 155 households which represents the equivalent of 3% of the current housing stock (5304 households 2018 Census) at Rolleston; it will supply significant additional capacity and contribute to a well-functioning urban environment, meeting the NPS-UD Objective 6 c) and Policy 8 criteria for 'unanticipated' (in a Resource Management Act 1991 document) plan changes.
- f) Any adverse effects on the environment arising from the rezoning will be less than minor and able to be mitigated. A high amenity master planned development is proposed.
- g) Significant positive effects arise from the rezoning. It will enable the short term housing demand at Rolleston to be met, and will deliver affordable housing which is currently undersupplied.
- h) There is no additional cost to the Council in re-zoning the Site as there is capacity in the public utilities and the existing road network, including planned upgrades.
- i) The rezoning is consistent with the Operative Selwyn District Plan (OSDP) objectives and policies, except those relating to the Canterbury Regional Policy Statement ('CRPS') location of urban growth requirements which are already out of step with higher order RMA statutory documents because they do not give effect to the NPS-UD 2020.
- j) The alternative of retaining Rural Inner Plains is not an efficient use of the Site as it is immediately adjoining the urban area of Rolleston, and in a location highly accessible to the town centre by active transport modes as well as car.
- k) The rezoning is consistent with and the most appropriate, efficient and effective means of achieving the purpose of the RMA.

## The Site

- 4. The Site is a 12.969 ha block of land fronting East Maddisons Road, Rolleston (**Figure 1**).
- 5. The submitters own 617 East Maddisons Road and have included 605 and 627 East Maddisons Road to create a feasible development block.
- 6. There is an existing dwelling with established garden on each of the three titles.



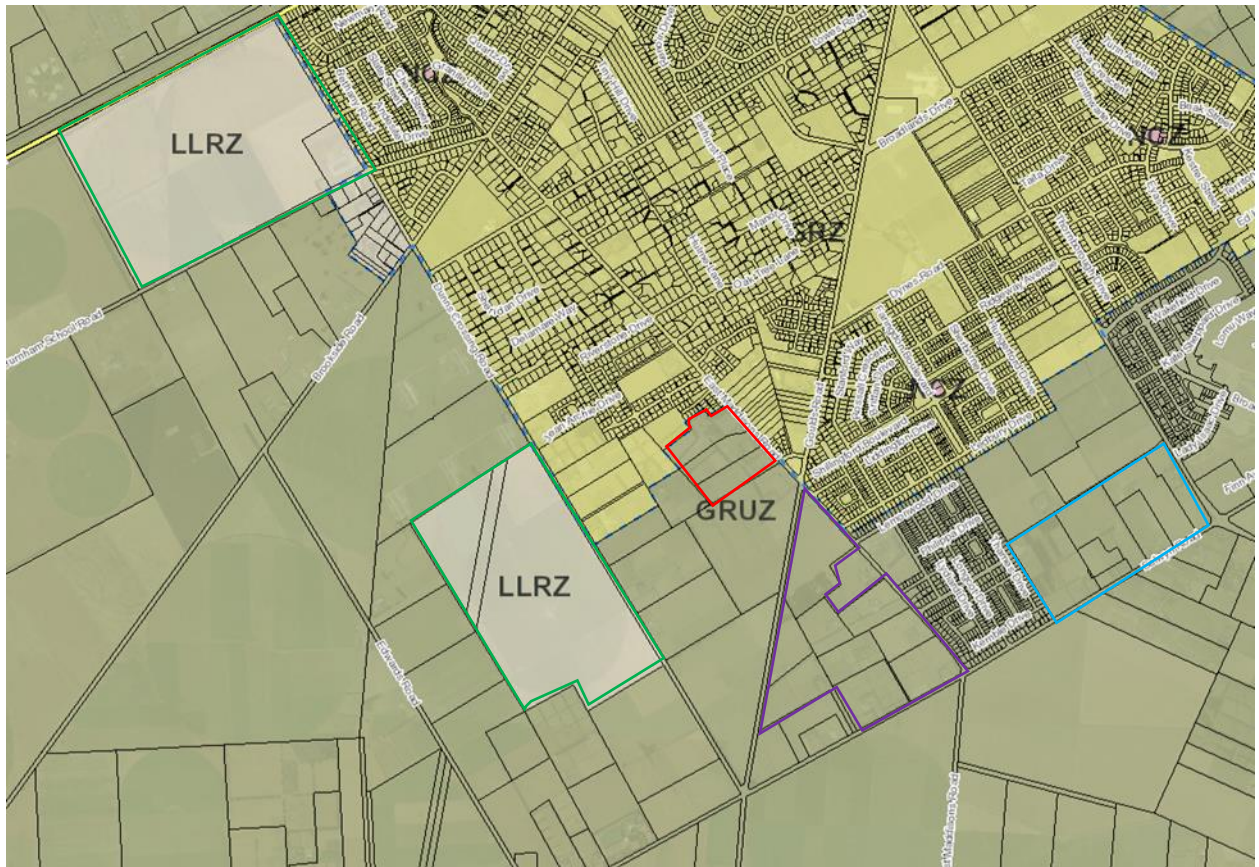


**Figure 1: The site (outlined in red),**

7. The Site has urban land to the east, and northwest. The township boundary which reflects Map A Chapter 6 CRPS and the Projected Infrastructure Boundary, follows East Maddison Road northwest and follows the title boundaries of 627 East Maddison Road in a zig zag southwest. Directly west are rural lifestyle blocks extending to Dunns Crossing Road. Adjoining the Site immediately to the south is the site of Plan Change 70 Faringdon Far West, a plan change for full residential development (**Figure 2**).
8. The Site sits at the southern edge of Rolleston. Rolleston presently has a population of 4,515 (2018 Census). It is rapidly growing:

2006 (count)	2013 (count)	2018 (count)
4959	9555	17499

Statistics NZ



**Figure 2: Nearby Proposed Plan Changes.**

Site Outlined in red. PC64 - outlined in blue. PC70 – outlined in purple, PC73 – outlined in green

### Operative Selwyn District Plan Zoning

9. The Site is zoned Inner Plains in the Operative Plan. The minimum lot size for subdivision and a dwelling is 4 ha.



## Approach and Key Features of the Proposed Plan Change

- 2117.02      East Maddisons Road    Plan Change

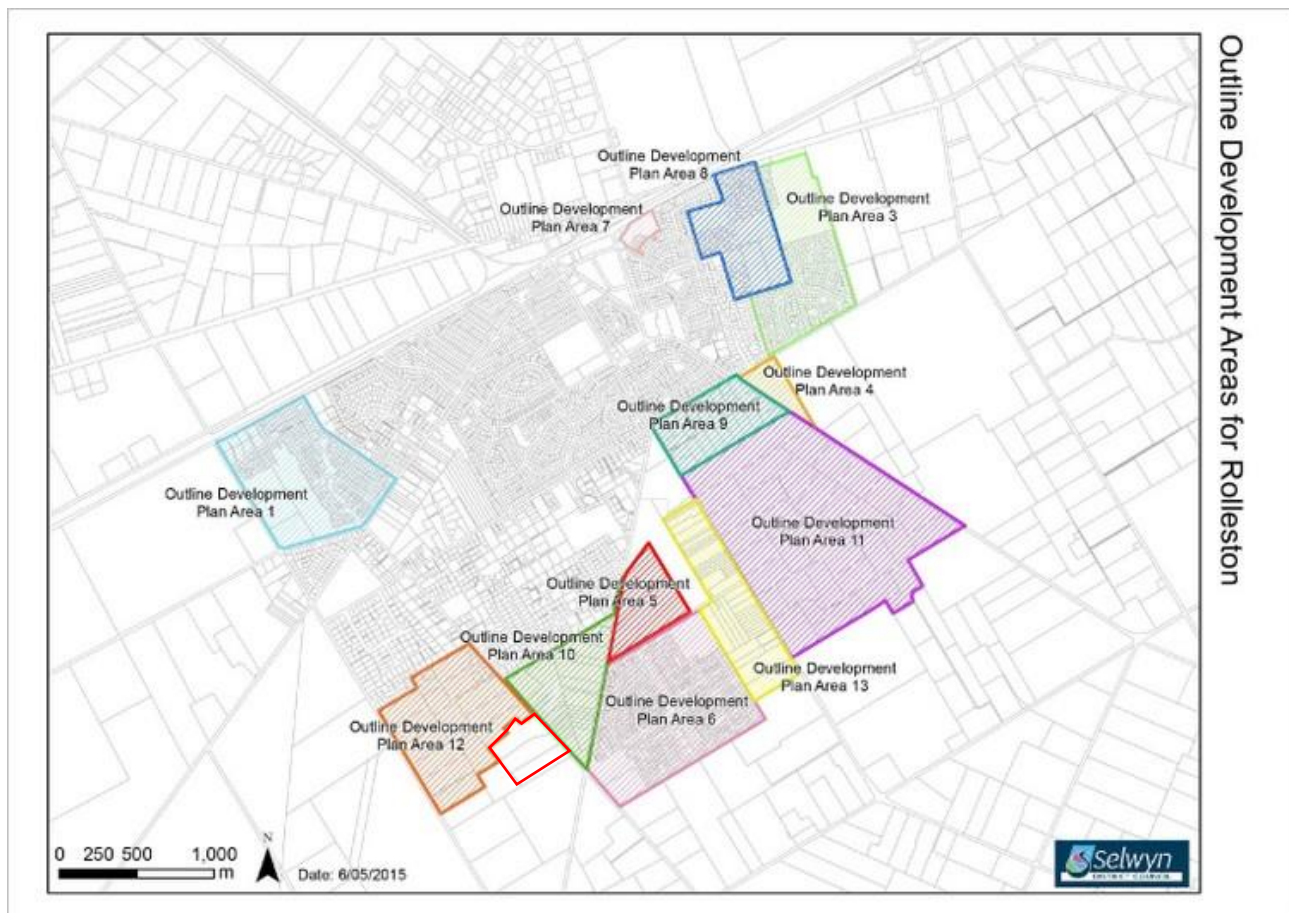
- d) Creating a high amenity and diverse residential neighbourhood by providing a variety of lot sizes with medium density housing central to the Site.
  - e) Creating a landscape feature for the development by creating a neighbourhood reserve.
  - f) Integrating existing lifestyle dwellings with larger domestic curtilage into the Living Z character of the proposed development where being retained, and thus enabling their established gardens to enhance the amenity of the surrounding streets and adjacent sites.
15. The development concept provides for sound urban design by:
- a) A hierarchy of movement corridors.
  - b) Enabling walking and cycling.
  - c) Block perimeters being kept as small as practicable to aid permeability and higher public amenity.
  - d) Providing for lifestyle choice and well-being through a range of lot sizes enabling a range of housing typologies with an area of medium density housing on the two central roads.
  - e) Achieving a minimum of 12 hh/ha (the existing house and garden sites can be subdivided as Future Development Sites, subject to any future subdivision meeting the requirement for 12 hh/ha).
16. A possible subdivision concept is attached as **Appendix 2**.

## ENVIRONMENTAL EFFECTS OF PROPOSED CHANGE

### Township growth and urban form

17. In terms of township growth there is significant pressure on extending the Township Boundary as population growth rates far exceed what was anticipated and planned for in strategic planning documents, and subsequently provided in the OSDP. There is no practical constraint on township growth.
18. The OSDP has in the Township Volume at Appendix 38 a series of adopted ODPs that provide for the outward growth of Rolleston. Immediately adjoining the Plan Change Site are ODPs 6, 10, and 12 (**Figure 4**). These clearly show how the Site is being encircled by urban growth planned and provided for by the OSDP.
19. The Site is immediately adjoining the current urban boundary and is the logical next block for urban development south west Rolleston. It will continue a pattern of compact, integrated development of new residential areas.

20. An issue of coherent urban form will arise if Plan Change 70 and 73 are adopted and the East Maddisons Plan Change Site is left zoned Rural Inner Plains. There is a prospect, if Plan Change 70 and 73 are adopted, that the Site will become an isolated island of General Rural land surrounded on most sides by Living Z land (**Figure 2**).
21. Figure 16 of the Our Space Report shows Future Development Areas in this location. There are clear defining boundaries available to the southwest and southeast on Dunns Crossing, Selwyn and Goulds Roads to define the outer boundary of Rolleston as Figure 16 has done. That provides a coherent outer limit to the form of Rolleston, so the merits of this plan change (and Plan Change 70 and 73) is more about timing than growth and form, and whether planning policies that have been overtaken by growth should now constrain the need to provide for that growth.



**Figure 4: Operative District Plan Appendix 38 ODPs** Site outlined in red (not hashed)

### **Neighbourhood and wider community effects**

22. The Site lies immediately adjoining residentially zoned land to the east, west and north of the Site. To the south is rural land but there is no intensive animal or crop production in the vicinity of the Plan Change area.
23. A key positive neighbourhood and community effect will arise from the timely provision of more choice in the land/housing market in Rolleston which presently is dominated by a limited number of big developers.
24. The Site will support a variety of residential building typologies and this will contribute to a mix of households within the development and provide built form variety and interest in the streetscape. To achieve the proposed minimum density of 12 households per ha some medium density housing will be required, as provided for under the General Residential rules (small site development and/or comprehensive development). This medium density housing is proposed to be located central to the Site, not on its boundaries thereby reducing the potential for adverse off-site effects.
25. Rolleston is well-positioned to accommodate and service the needs of a fast-growing resident population that will in turn support more business activity, schools, community facilities and community organisations.
26. No reverse sensitivity issues will be in play as the extent of residential activity edge to rural land is minimised. The Site is tucked like a jigsaw piece in against other residential land so it provides a continuity and consistency in urbanscape and the look and feel of SW Rolleston.

### **Well-functioning urban environments**

27. The Site immediately adjoins the existing built up urban area of Rolleston.
28. The conversion of the Site from present rural and rural lifestyle uses to residential will continue a pattern of outward expansion of Rolleston provided by the OSDP. A change to Living Z will be consistent with the forecast future of the Site being with the Projected Infrastructure Boundary delineation of the outer limit of Rolleston, if not the staged intentions provided by the identified Greenfield Priority Areas in Map A (**Figure 6**).
29. Rolleston is growing apace. It is attracting significant interest from new home buyers as people respond to the significant investment in upgraded transport links (Southern Motorway and public transport) and a growing economic base for employment in nearby industrial and commercial areas of the City and at Rolleston.

30. Rolleston has excellent connectivity to the City, both via the Southern Motorway Extension, and a cycleway link into the City. There is a very regular bus service every half hour. The standard trip takes 37 minutes, and the twice daily express service, 30 minutes.
31. It is important in planning terms to view Rolleston as part of Greater Christchurch. It is part of, and contributes to, a bigger economic and social network part of which has been in place a very long time.
32. Rolleston is close to (and made closer in travel times by the Southern Motorway) the substantial and fast growing south west Christchurch industrial area and is closer to that than much of Christchurch as a location for jobs. It is also close to, and readily accessible to, major employers at Lincoln including the university and research institutes.
33. The Site will help provide a squaring off of the southwest edge of Rolleston, and provide continuity in the urban form of Rolleston. It does not create an island of non-residential land which in itself potentially creates issue of land use fit and purpose. The Site is convenient to the town centre, and to many of the town's community facilities and amenities. Rolleston is, even at its burgeoning size, still a small town. There are not huge distances to travel to any point. This will enable easy walking and cycling access.
34. The ODP shows how provision is made in the Site for roading links in to adjoining residential areas and how it forms part of the new residential areas. Specific decisions on the location of common roads that link the various developments will be required, but the ODP indicatively show connectivity to the wider urban area (**Figure 5**).



**Figure 5: Adjoining ODP Areas 10 (to north) and 12 (to west)**

35. The following assessment of the criteria in the NPS-UD 2020 for determining a well-functioning urban environment shows that the plan change will deliver urban, housing and residential outcomes that meet those criteria. There will be a variety of homes enabled by three lot types from medium density to larger lots. The Site is well-positioned, building as it does on an existing township well-serviced by public transport and cycling options, to provide good accessibility to jobs, community services, and open spaces, as well as mitigating climate change impacts and future natural hazards as it is located away from the coast and well removed from major rivers.

NPS-UD Policy 1	Assessment
(a) have or enable a variety of homes that: (i) meet the needs, in terms of type, price, and location, of different households; and (ii) enable Māori to express their cultural traditions and norms;	The plan change is to have medium, and standard sized lots supporting different housing typologies. House and section prices in Rolleston are becoming expensive and the rezoning will generate varied and more affordable housing options in the locality.
(b) N/A business sectors	
(c) have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and	<p>The Site has frontage to East Maddisons Road which provides access in to the town centre, and Goulds Road offers an alternative route.</p> <p>It is expected public bus routes will be re-defined as Rolleston expands to provide public transport options closer to the Site.</p> <p>The site immediately is in walking distance of Foster Park.</p>
(d) support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and	<p>The demand for housing and land in Rolleston is largely ahead of the planning means to respond. This plan change will “top up” the land presently set aside in the ODP and provide a necessary 155 lot buffer to demand. The Site is held in three ownerships and the owners have been keen to release this land for development for some time; there is no prospect of land banking over the 13ha. The applicant has an interest in the middle block (617) and have a proven track record in subdivision development, having undertaken previous subdivisions at Rolleston.</p>



(e) support reductions in greenhouse gas emissions; and	<p>The Site has significant advantages in being within walking and cycling distance of the town centre and township reserves, community facilities and school.</p> <p>The plan change enables a consolidated form to Rolleston with enhanced connectivity and linkages to the town centre reducing the need for car travel.</p>
(f) are resilient to the likely current and future effects of climate change	<p>The Site is an inland site away from major rivers. It is not at risk from climate change induced extreme natural hazard events like sea level rise, or river flooding.</p>

### **Landscape and visual effects**

36. The ODP seeks to provide the basis for an integrated, cohesive and coherent development. The plan change will lead to a change in the landscape of the Site from a predominantly lifestyle block landscape with a mix of substantial houses and utilitarian rural buildings present with some plantings, to an urban environment dominated by residential building that will, in time, get the benefit of street tree and reserve plantings and landscape treatments around the houses.
37. The visual effects which will arise from a change in the number of vegetative and built elements in the landscape are significant, but not avoidable, if the Site is to contribute to the on-going growth of Rolleston. It will be just a different amenity and quality of environment, still of a high quality, and one that will be entirely consistent with and supportive of the urban and rural residential development that has proceeded around the Site already.

### **Effects on ecosystems and habitats**

38. The Site is held by three different landowners, with three 4 ha existing properties currently used for a mix of low intensity (grazing) farming, and lifestyle purposes. Shelter belts have been established.
39. There is an existing water race, which is currently flowing through the site from a north to south direction. Plan Change 70 has proposed to underground the water race at the boundary, meaning that there would be no further use of the water race once it leaves the Site. It is therefore proposed that the water race would be terminated at the northern extremity of the site where it enters the property.

40. No indigenous biodiversity values or remnant indigenous vegetation sites have been identified in the OSDP.

### **Effects on natural and physical resources**

41. None of the Site contains Land Use Classification 1-3 soils. The Site contains Lismore stony and shallow silt loam soils. These soils have limited ability to retain moisture and are considered to have severe limitation for food production even with irrigation.
42. There will be a degree of site disturbance for bulk earthworks as part of creating the roading network, and reserves, and as part of curtilage development on each lot.
43. The proposed use for residential activity inevitably leads to loss of some rural productive potential as built forms and hard surfaces become dominant.

### **Effects on tangata whenua values**

44. The Proposed District Plan does not identify any resources or sites of significance to tangata whenua on or in close proximity to the Site.
45. The site is not listed as an archaeological site on the NZ Archaeological Site database.
46. An assessment of the Mahaanui Iwi Management Plan is below.

### **Discharges of contaminants into the environment**

47. There will be no discharges of contaminants into the environment. Wastewater will discharge to the Council's reticulated system and stormwater discharges will be to ground as is the standard approach in Rolleston.

### **Risks from natural hazards or hazardous installations:**

48. The OSDP contains a chapter on natural hazards including objectives and policies.
49. The Planning Maps show no areas of flooding on the Site but the Plan Change has adopted the hazard maps from the Proposed Selwyn District Plan and will adopt the mitigation and design standards to address the 1:200 year flood risk.
50. There will be no hazardous installations.

### **Geotechnical assessment**

51. A report entitled “Review of liquefaction hazard information in eastern Canterbury, including Christchurch City and parts of Selwyn, Waimakariri and Hurunui Districts”, dated December 2012, was prepared by the Institute of Geological and Nuclear Sciences Limited (GNS Science) for the Environment Canterbury Regional Council.
52. The report was prepared in order to determine the parts of the Canterbury area that may be susceptible to the damaging effects of liquefaction induced ground deformations and areas where liquefaction induced damage is unlikely to occur.
53. Figure 2.1 of that report, indicates that the subject site is sited in the zone where damaging liquefaction induced ground deformation is considered to be “unlikely”.
54. The December 2012 report states that with respect to the zone which the subject site is located in close proximity to:  
*“...there is little or no likelihood of damaging liquefaction occurring during strong ground shaking. This assessment area consists of the western part of the project area, and most of Banks Peninsula. Within this area, investigations in most cases can be designed primarily for other geotechnical hazards. Liquefaction however must at least be considered by the geotechnical professional in all cases.”*
55. A geotechnical investigation of the Site by Fraser Thomas (**Appendix 4**) concludes in section 14.1 that:  
*In general terms and within the limits of the investigation as outlined and reported herein, no unusual problems, from a geotechnical perspective, are anticipated with residential development at the subject site.*  
*The site is, in general, considered suitable for its intended use, with satisfactory conditions for future residential building development, subject to the recommendations and qualifications reported herein, and provided the design and inspection of foundations are carried out as would be done under normal circumstances in accordance with the requirements of the relevant New Zealand Standard Codes of Practice.*
56. The Report includes a number of recommendations for Site development and building foundation design.

## Contaminated land

57. A Preliminary Site Investigation is attached (**Appendix 5**).
58. That investigation

*has confirmed that the majority of the subject site has only been used for grazing purposes. The NESCS does not apply to these portions of the site under Regulation 5(7).*

*This investigation has however, identified a few localised potential or actual HAIL activities:*

- a. *Activity A17: Storage tanks or drums for fuel, chemicals or liquid waste. This relates to the inferred fuel source for the boiler believed to have historically been located in Lot 126880.*
- b. *Activity F4: Motor vehicle workshops This relates to the vehicle workshop and empty oil containers located in Lot 2 DP 74311.*
- c. *Activity I: Land subject to intentional or accidental release of hazardous substances in sufficient quantity that it could be a risk to human health or the environment: This relates to the deteriorated condition of the paint on the older existing buildings on Lot 1*

*DP 26880. Additionally, other activities such as burn piles may have resulted in release of hazardous substances.*

- d. *Activity E1: Asbestos product manufacture or disposal including sites with buildings containing asbestos products know to be in a deteriorated condition. This relates to the demolished/removed building, deteriorated state of existing older buildings and alterations to existing dwelling on Lot 1 DP 26880, due to the fact that these buildings have been present since the early 1970s, and the dwelling appears to have had extension work undertaken at some stage.*

*In summary..., whilst it is clear that historic HAIL activities have occurred at the site, it is uncertain what effects, if any, they have had on site soils. Therefore, in accordance with NESCS requirements, a Detailed Site Investigation (DSI) is required in order to assess site soils to determine environmental effects, or otherwise. This should be undertaken as part of a future subdivision consent application. If further investigation is not undertaken prior to lodging for resource consent, then any future subdivision would be a discretionary activity under Regulation 11 of the NESCS.*

## **Economic effects**

59. The Site will yield approximately 155 new residential lots. As such it is a medium scale development but will contribute to the economic well-being of Rolleston and the trades and services that support residential development and subdivision according to that scale.
60. The development will generate local benefits to Rolleston, albeit some of these benefits will merely be a transfer from other locations in the Region or Selwyn itself. At a regional level much of the economic value generated by the development may not be net additional or new. This is because if the Site was not zoned for development then that demand for housing would presumably be satisfied in another location within the region.
61. The economic activity associated with the development of the Site includes economic activity supported during land development, construction of services and houses, and expenditure by residents once development is completed. There are also flow-on effects from residential development with builders, developers and new residents purchasing goods and services from other local business.
62. The additional households will increase the Rolleston rating base.

## **Climate change effects**

63. A well-functioning urban area that is designed and serviced in an integrated manner, applying sound urban design principles, will enable a reduction in greenhouse gas emissions compared to unplanned, ad hoc development that does not create compact urban forms located where the services and benefits of existing, established urban areas are not readily accessible.

64. There is a triangle of planning influence that can be brought to bear on reducing greenhouse gas emissions:
  - a) Compact urban form minimising distances between homes and work/play options;
  - b) Proximity of homes to community facilities, services and amenities and business/work areas; and
  - c) Design and provision of movement corridors and linkages that create opportunities other than for vehicles for getting around.
65. The Site of this plan change
  - a) Helps in building a compact urban form to Rolleston; it squares up the township.
  - b) Is located within 3.5 km of the town centre and convenient to Foster Park.
  - c) Is close to public transport route and a cycleway.
66. The Outline Development Plan has provided linkages to the existing urban area and provides for possible future urban growth west and south. The Site provides an area of open space able to be used for recreation.
67. Rolleston has excellent connectivity to the City, both via the Southern Motorway Extension, a cycleway link into the City and a very regular bus service (every half hour – the standard trip takes 37 minutes and the twice daily express service, 30 minutes). There is a Park n' Ride facility into Christchurch City at the north town centre (Kidman Street).

### Positive effects

68. The plan change will provide for the continued growth of Rolleston by managing the development through an ODP (**Appendix 1**). The plan change will yield significantly more lots as Living Z than Living 3 and provide a supply buffer to on-going high level demand for lots in Rolleston. The Plan Change is anticipating a form of development that is a much more efficient use of a prime site supporting a well-functioning urban area. It is a positive endorsement of Rolleston as a growth node in the District.
69. The plan change is consistent with the signal provided by Fig 16 of the Our Space Report which showed this area of SW Rolleston as a Future Development Area (**Figure 7**).
70. The ODP provides a basis for an efficient use and integrated development of the Site and adjoining land.
71. From a community well-being perspective, the provision of additional land for residential growth will continue to support the Council's investment in community infrastructure by

maintaining and facilitating growth rates, increasing the rating base and attracting development contributions.

## **SERVICING FOR THE PLAN CHANGE**

72. An Infrastructure Report by Survus (**Appendix 3**) provides an assessment of the current situation for utilities in and around the Site, and indicative servicing proposals.

### **Wastewater**

73. There is an existing 225mm uPVC sewer main in East Maddisons Road that was installed in 2016. The Council has advised that this pipe has sufficient capacity to take the subject site.
74. The existing sewer line is approx. 3.6m deep, which will provide sufficient depth to service the entire subject site catchment by gravity reticulation.

### **Roading and traffic**

75. There are two proposed main connections onto the subject property. The first connection enters the site from Lennon Drive to the north. This has been extended through to the southern boundary of the subject site and is intended to link up with the adjacent Plan Change PC70 boundary to the south. It is noted that this existing road is 15.0m legal width.
76. The second proposed connection enters the site from East Maddisons Road and links through to the boundary of PC70. There is no roading link shown on PC70 in this location, but it is believed that there would be connectivity benefits from such a link providing better interconnectivity between the two developments.
77. It is anticipated that the East Maddisons Road frontage will be required to be upgraded to full roading standard. This includes kerb and channel, footpath and piping the stormwater drain.

### **Stormwater servicing**

78. There is currently no existing reticulated stormwater network located on the subject site, or close to the site.
79. The proposed stormwater network for the development is proposed to be a surface water conveyance system which will discharge to soakage trenches or soakpits. Individual lots will need to apply for individual consents for lot discharges to ground.
80. The ground water level is between 6 - 10.0m Below Ground Level (BGL).

### **Water supply**

81. A 375mm watermain has been laid along the East Maddisons frontage of the Site. Discussions with Council have indicated that this is ready to connect onto. There is an existing water main located to the north in Lennon Drive.
82. It is proposed that a ring water main would be extended from East Maddisons Road and connected to the Lennon Drive watermain. Additional mains would be extended through the development to connect onto other watermains if available.
83. The unrestricted supply will have sufficient pressure, and the water system will comply with NZS PAS 4509:2008 for firefighting purposes.

### **Electricity/Telecommunications reticulation**

84. There is an existing overhead HV line on the western side of East Maddisons Road. It is envisaged that the subject site will be reticulated from this line.
85. The subject site is within an Enable supply area. It is noted that all new subdivided land to the north have current Enable connections

### **ECAN consents**

86. Regional Council Consents will be required for the following activities;
  - a) To use land for excavation and earthworks
  - b) Discharge construction phase stormwater
  - c) Discharge operational discharge to land

These consents will be applied for at the time of subdivision consent or engineering approval.

## **STATUTORY PLANNING ASSESSMENT**

### **Requests for Changes to Plans**

87. Under Clause 22(1) of the First Schedule, a plan change request shall explain the purpose of, and reasons for, the change to a plan, and contain an evaluation report prepared in accordance with section 32 for the proposed change (**Appendix 11**). The purpose of and reasons for are covered in detail in the earlier sections of this application.
88. Under Clause 22(2) where environmental effects are anticipated, the request shall describe those effects, taking into account clauses 6 and 7 of Schedule 4, in such detail as corresponds with the scale and significance of the actual or potential environmental effects anticipated from the implementation of the change. Where relevant these matters are

addressed in earlier sections of this application, however no effects are anticipated as a result of the plan change as any further subdivision (i.e. implementation of the plan change) of the Site, once rezoned, will require consent under the Selwyn District Plan and environmental effects will be addressed in full at this time.

89. It is requested that the proposed Plan Change request be accepted in accordance with Clause 25(2)(b) of the First Schedule of the RMA and that the Selwyn District Council proceed to publicly notify the request under Clause 26.

90. It is considered that there is no reason(s) to reject the request in whole or part under Clause 25(4) of the First Schedule:

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

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

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

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

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

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

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

## **SECTIONS 74 AND 75 – MATTERS TO BE CONSIDERED**

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

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

**74** *Matters to be considered by territorial authority*

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

*(a) its functions under section 31; and*

*(b) the provisions of Part 2; and*

*(c) a direction given under section 25A(2); and*

*(d) its obligation (if any) to prepare an evaluation report in accordance with section 32; and*

*(e) its obligation to have particular regard to an evaluation report prepared in accordance with section 32; and*



- (ea) a national policy statement, a New Zealand coastal policy statement, and a national planning standard; and*
- (f) any regulations.*

## **75 Contents of district plans**

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

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

## **Functions under section 31**

94. The plan change, if approved, will form part of the Selwyn District Plan and will enable the Council to give effect to its obligations under section 31 RMA, specifically the establishment, implementation and review of objectives and policies and methods to give effect to the RMA in its District.
95. Those functions relevantly for this plan change include:
- (a) integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district:*
    - (aa) the establishment, implementation, and review of objectives, policies, and methods to ensure that there is sufficient development capacity in respect of housing and business land to meet the expected demands of the district:*
    - (b) the control of any actual or potential effects of the use, development, or protection of land*
96. The Plan change includes provisions to address these matters and will ensure sufficient residential land of a form, location, urban design and development and subdivision standards to achieve a number of Operative District Plan policies. It will help deliver the Council's strategic intentions for Rolleston.
97. The Council has the key function of maintaining a district plan as provided in section 73 RMA
- (1) There must at all times be 1 district plan for each district, prepared in the manner set out in the relevant Part of Schedule 1.*
  - (1A) A district plan may be changed in the manner set out in the relevant Part of Schedule 1.*

*(2) Any person may request a territorial authority to change a district plan, and the plan may be changed in the manner set out in Part 2 or 5 of Schedule 1.*

## **Part 2 Resource Management Act 1991**

98. The Plan change will only be approved if the Council determines that the proposed plan change will achieve the purpose of the Act, this being the essence of Part 2. There are checks and balances in the plan change process to assist with that decision including public consultation, submissions and hearings, and the documentation requirements of the First Schedule and section 32 RMA.
99. Section 5 of the RMA states that the purpose of the Act is “to promote the sustainable management of natural and physical resources”. The terms “sustainable management” is defined in the RMA as:

*...managing the use, development, and protection of natural and physical resources in a way, or at a rate which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety while—*

- (a) sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
- (b) safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
- (c) avoiding, remedying, or mitigating any adverse effects of activities on the environment.*

100. The plan change is necessary to allow Council to meet the reasonably foreseeable needs for housing in Rolleston and will provide a range of housing typologies thus achieving the enabling elements of section 5 RMA.
101. Use of a part of the Site for medium density residential development is consistent with section 5 of the RMA, and any effects of future subdivision as a result of layout and servicing can be assessed at that time as consent will be required.
102. Section 6 of the RMA requires certain matters to be recognised and provided for in relation to managing the use, development, and protection of natural and physical resources. None of these matters of national importance are considered to be relevant to the plan change.
103. Section 7 of the RMA lists other matters to which particular regard shall be had. Of relevance to this plan change are the following:

- (b) The efficient use and development of natural and physical resources*
- (c) The maintenance and enhancement of amenity values*

(f) *Maintenance and enhancement of the quality of the environment*

104. The plan change will enable future residential use of the Site which is an efficient use of land due to the Site's proximity to the existing urban Rolleston township. The plan change has been designed so as to provide for a high-quality residential environment. The provisions of the Selwyn District Plan will ensure that any future subdivision maintains and enhances the quality of the environment.
105. Section 8 of the RMA requires Councils to take into account the principals of the Treaty of Waitangi. An assessment of the plan change against the Mahaanui Iwi Management Plan is undertaken below and it is considered that the plan change will not be inconsistent with the Principals of the Treaty of Waitangi.
106. The plan change has been based on expert advice, and has met all the requirements of the First Schedule to assist in setting out how the plan change will achieve Part 2 purposes.

**Direction under Section 25A(2) RMA**

107. The plan change does not arise from a direction from the Minister.

**Evaluation under section 32 RMA**

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

**National Policy Statements**

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

110. The NPS–UD 2020 applies to this plan change as it is directed at Tier 1 urban environments, and Tier 1 local authorities which includes Selwyn District as part of the Christchurch urban environment. This is defined in Table 1 of the NPS-UD 2020, and additionally defined as:  
*any area of land (regardless of size, and irrespective of local authority or statistical boundaries) that is, or is intended to be, predominantly urban in character; and is, or is intended to be, part of a housing and labour market of at least 10,000 people.*

111. The NPS-UD 2020 recognises the national significance of:

- a) Having well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future; and
- b) Providing sufficient development capacity to meet the different needs of people and communities.

112. This outcome is to be achieved through objectives that address:

- a) Planning decisions improving housing affordability by supporting competitive land and development markets
- b) Regional policy statements and district plans enabling more people to live in areas of urban environments near centres or areas with employment opportunities, area well serviced by public transport or a high demand for housing in the area.
- c) Urban environments developing and changing over time in response to diverse and changing needs of people, communities and future generations
- d) Local authority decisions on urban development being integrated with infrastructure planning and are strategic over the medium term and long term
- e) Local authority decisions on urban development are responsive particularly for proposals supplying significant development capacity.

With respect to a), there is a diminishing supply of development capacity remaining at Rolleston (discussed below). A Report “Housing and Business Development Capacity Assessment Update” to the Council on 9 December 2020 confirmed a shortfall in capacity in the medium term. It summarises the situation in this way:

*The key changes from this update is available capacity. This has reduced to 5,663 from 9,717, a change of just over 4,000. The change in capacity, as a result of: take-up (accounts for almost ¾ of reduction in capacity), misidentification of available capacity, and underutilisation; has meant that Selwyn has a shortfall in the next ten years (medium term).*

*With a recalculation of the Housing Bottom Lines, this leaves Selwyn with a shortfall of 1,464.*

113. Objective 2 of the NPS-UD 2020 is

2117.02 East Maddisons Road Plan Change

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

It is imperative that land rezoned at Rolleston is held by a mix of developers. Otherwise Objective 2 will not be met. The land market is dominated by a few developers. Rezoning the Site, in multiple ownership, will create a more competitive market.

114. The key method to implementing the above objectives is by development of a Future Development Strategy (FDS). This will set out how the Councils will provide for sufficient development capacity over the next 30 years to meet expected demand. There is no FDS for the greater Christchurch Urban Area that meets the requirements of the NPS-UD 2020.

115. However, there has been work on development capacity completed for the NPS - UDC 2016 by the Greater Christchurch Partnership. This took the form of an update of the existing Urban Development Strategy (UDS) – Our Space. This work confirmed what feasible development capacity was available to support future housing and business growth for the medium (next 10 years) and long term (10 to 30 years) periods but is out of date as it does not address the requirements of the NPS-UD 2020. It directed all new growth in Selwyn District to Future Development Areas in south Rolleston.

NPS-UD 2020 Policy	Assessment
Policy 1 – Planning decisions for well-functioning urban environments	Assessed at para 35.
Policy 2 - Sufficient development capacity Tier 1, 2, and 3 local authorities, at all times, provide at least sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term, and long term.	The proposed rezoning is anticipated to provide for approximately 155 lots/houses. This will mean sections will be available for the short term (up to 3 years) and into the medium term (3-10 years) if adopting a more conservative outlook. The locational and amenity advantages of Rolleston also favour strong ongoing demand.

116. The detailed assessment of the objectives and policies contained in **Appendix 10** confirms the rezoning plan change at East Maddisons Road achieves the desired outcomes. The absence of operative criteria in the CRPS for determining what constitutes “adding significantly to development capacity” is not a bar to considering this application on its merits. The Council can and must apply Policy 8 as from the date the NPS-UD 2020 came into effect.
117. Accepting this application to rezone the Site, and enable the proposed development, at East Maddisons Road will satisfy the objectives of the NPS-UD 2020.

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

118. The Government proposed in 2019 a NPS-HPL to prevent the loss of productive land and promote its sustainable management. The overall purpose of the proposed NPS-HPL is to improve the way highly-productive land is managed under the RMA to:
  - a) Recognise the full range of values and benefits associated with its use for primary production;
  - b) Maintain its availability for primary production for future generations; and
  - c) Protect it from inappropriate subdivision, use, and development.
119. The NPS-HPL is still a proposal and not intended to take effect until after Gazettal anticipated mid-2021. At the time this plan change was lodged the NPS had no effect and no assessment of it is required for the purposes of this application.
120. The Proposed NPS-HPL interim definition of highly productive land is land defined as Land Use Capability Class 1-3 soils. There are no Class 1 - 3 soils on the Site.
121. Highly productive use of these soils is not realistic given the small size of the individual titles, existing land ownership pattern and urban edge location (with potential for reverse sensitivity effects arising with more intensive production). Its present use as lifestyle blocks, low level grazing and agistment is the more likely long run use of the Site.
122. Importantly Objective 3 of the Proposed NPS-HPL specifically refers to highly productive soils being protected by avoiding *“uncoordinated urban expansion on highly productive land that has not been subject to a strategic planning process”*. The Site has been identified through a coordinated strategic planning process (Our Space, Rolleston Structure Plan) as a preferred site for residential development – an ‘urban use’.
123. It is considered that the plan change is in accordance with the Proposed NPS-HPL.

### **National Planning Standards**

124. The National Planning standards prescribe various matters under the RMA so that there is consistency among planning documents most relevantly here in terms of appellations for zones, and the standards applying to these zones.
125. The plan change here adopts the existing Operative District Plan zone and rules framework for consistency.

### **Canterbury Regional Policy Statement 2013**

126. Chapter 6 of the CRPS “provides a resource management framework for the recovery of Greater Christchurch, to enable and support recovery and rebuilding, including restoration and enhancement, for the area through to 2028. Recovery in Greater Christchurch is also supported by the provisions in Chapter 5 notated as ‘Entire Region’. The provisions in the remainder of the RPS also apply.”<sup>1</sup> “
127. Chapter 6 was amended in 2019 with the insertion of housing capacity targets for the period 2018-2048 (Table 6.1 below).

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

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

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

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

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

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

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

<sup>1</sup> RPS Introduction

households, and a shortage of capacity in the long term of 5475 households (see Table 3 below).

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

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

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

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

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

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

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

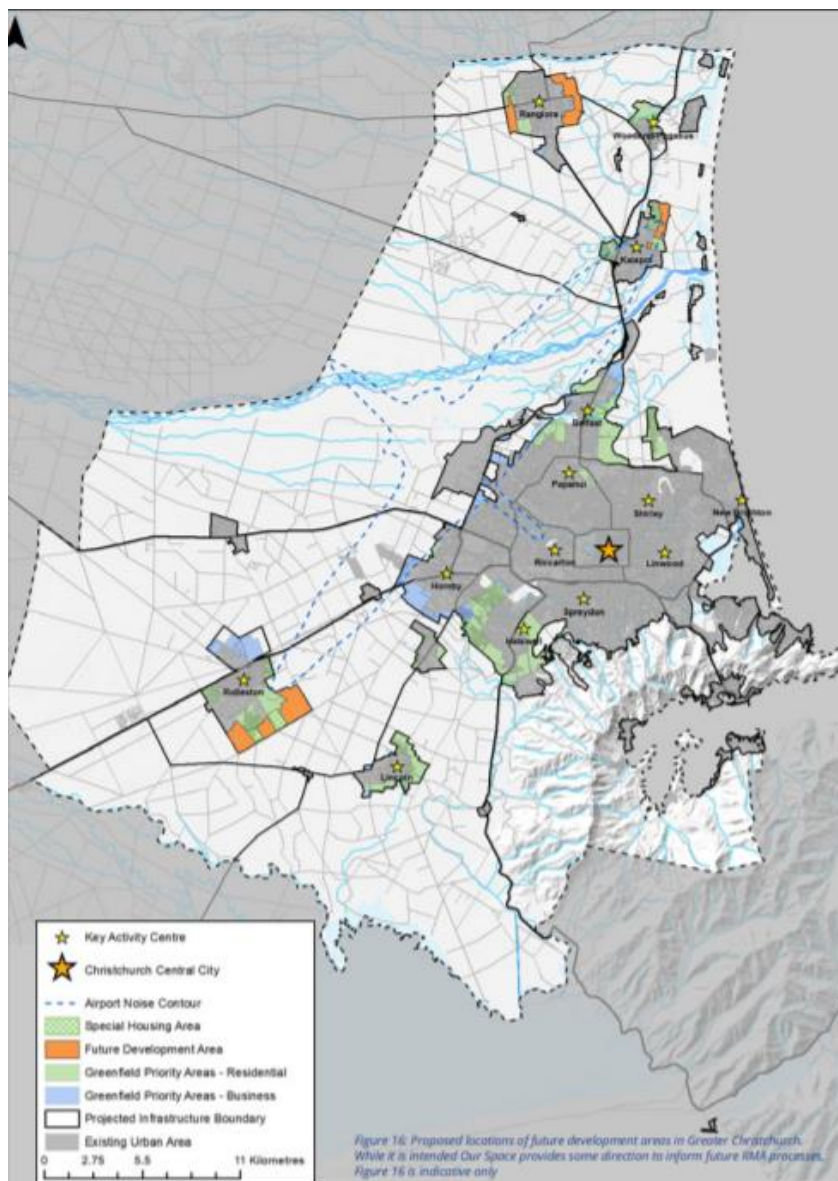
*\*\* These capacity figures are derived from a qualitative assessment of greenfield land only. An alternative modelled scenario, including existing zoned land and incorporating changes in prices and costs over time, identified development capacity for the long term of approximately 9,200 dwellings in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

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

130. The NPS-UDC targets were intended to be ‘minimums’ not ‘maximums’. They were added under s55 of the RMA without any opportunity for challenge through the normal RMA submissions, hearing and appeals process. The overall intent of the NPS-UDC was to ensure planning decisions actively enabled urban development in a way that maximized wellbeing now and in the future. This included by providing plenty of opportunities for development, and thus contributing to a competitive land and development market and lower house prices<sup>2</sup>.
131. Our Space recognizes that the greenfield priority areas on CRPS Map A are not adequate to supply housing capacity requirements in the long term for Selwyn District, (and medium and long term in Waimakariri District). It recommends Future Development Areas (FDA) (marked orange on Our Space Fig 16 below as **Figure 6**). The only FDA in Selwyn District is at Rolleston and includes the Site.

<sup>2</sup> NPS-UDC Introduction





**Figure 6: Figure 16 Our Space Proposed Development Areas (Orange)**

132. Our Space anticipated a change to the CRPS in 2019 which “*would ensure that land can be rezoned to meet medium term capacity needs, and the longer term will be considered as part of the comprehensive review of the CRPS scheduled for 2022.*”<sup>3</sup>
133. A draft CRPS plan change was prepared but has not proceeded because the NPS-UDC has been replaced by the NPS-UD 2020 (Gazetted August 2020), and this changes the policy framework for any CRPS change.

<sup>3</sup> CRPS, Chapter 6 Section 5.3

134. Given all of the above, the current CRPS is not consistent with the NPS-UDC, or its replacement, the NPS-UD 2020. It retains a 'hard and fast' urban/rural boundary line which predates both NPSs and there is no ability to rezone land outside the Map A greenfield priority or existing urban areas.<sup>4</sup> Even if parts of the FDA areas are added to meet minimum targets for medium term needs, this does not enable Councils to consider proposals which contribute further capacity above those 'minimums'.
135. With respect to Selwyn, the FDA land is at Rolleston only. Highly desirable locations such as Rolleston, where there is very strong demand for further housing, is unable to contribute to meeting that demand due to restrictive provisions of the CRPS.
136. One of the key changes in the NPS-UD 2020 is that local authority decisions on urban development that affects urban environments are responsive, particularly to proposals that would supply significant additional capacity.<sup>5</sup> It also amends the required methodology for housing and business capacity assessments.
137. The current CRPS does not meet the new NPS-UD 2020 requirement in relation to proposals for significant additional capacity. Regional councils are required to include criteria in the CRPS to determine what plan changes will be treated for the purposes of Policy 8 as adding significantly to development capacity<sup>6</sup> as soon as practicable.<sup>7</sup> ECAN has yet to respond to this requirement.
138. The NPS-UD 2020 has immediate effect, so in the meantime, proposals (such as this plan change) must interpret 'significant development capacity' in the context of the overall intent and purpose of the NPS-UD 2020 as articulated in the NPS-UD 2020 objectives and policies. This includes that NZ has well-functioning environments; provides sufficient development capacity to meet the different needs of people and communities; planning decisions improve housing affordability to contributing to competitive house and land markets; and RMA plans enable more people to live near major employment areas, where there is existing or planned public transport, and where there is high demand for housing.
139. The NPS-UD 2020 is the higher order document and its requirements override those of lower order documents where there is a conflict, including regional and district RMA plans.
140. An assessment of this plan change against the relevant CRPS Objectives and Policies is set

---

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

<sup>5</sup> NPS-UD Objective 6c) and Policy 8

<sup>6</sup> NPS-UD Clause 3.8(3)

<sup>7</sup> NPS-UD Clause 4.1(4)

out in **Appendix 6**. This should be read in the context of the above assessment of the current 'weight' to be afforded to the CRPS.

141. That assessment shows that

- a) The development proposal achieves the objectives for the location, design and function of new developments
- b) The traffic effects of the plan change do not give rise to adverse effects and so achieves CRPS objectives for the strategic land transport network
- c) There is a fundamental inconsistency with Map of Chapter 6 but is consistent with the approach of the NPS-UD 2020 for significant development capacity.
- d) The environmental effects assessment included in this application establish that the proposed development is consistent and will not give rise to any concerns with respect to all the matters listed in Policy 6.2.1 clauses 4. to 11. These matters are:

## **RECOVERY AND REBUILDING OF GREATER CHRISTCHURCH**

### **6.2 OBJECTIVES**

#### **6.2.1 Recovery framework**

*Recovery, rebuilding and development are enabled within Greater Christchurch through a land use and infrastructure framework that:*

1. *identifies priority areas for urban development within Greater Christchurch;*
2. *identifies Key Activity Centres which provide a focus for high quality, and, where appropriate, mixed-use development that incorporates the principles of good urban design;*
3. *avoids urban development outside of existing urban areas or greenfield priority areas for development, unless expressly provided for in the CRPS*
4. *protects outstanding natural features and landscapes including those within the Port Hills from inappropriate subdivision, use and development;*
5. *protects and enhances indigenous biodiversity and public space;*
6. *maintains or improves the quantity and quality of water in groundwater aquifers and surface waterbodies, and quality of ambient air;*
7. *maintains the character and amenity of rural areas and settlements;*
8. *protects people from unacceptable risk from natural hazards and the effects of sea-level rise;*
9. *integrates strategic and other infrastructure and services with land use development;*
10. *achieves development that does not adversely affect the efficient operation, use, development, appropriate upgrade, and future planning of strategic infrastructure and freight hubs;*
11. *optimises use of existing infrastructure; and*
12. *N/A*

e) The plan change achieves policies relating to

- Urban form and settlement patterns
- Sustainability
- Integration of transport infrastructure and land use

- Development within Greater Christchurch
- Urban design
- Residential location and yield
- Biodiversity, natural hazards, landscape, soils, contaminated land

### **Land and Water Regional Plan**

142. An assessment of this plan change against the relevant Regional Plan Objectives and Policies is set out in **Appendix 7**.
143. That assessment shows that the plan change is entirely consistent with the relevant objectives and policies.
144. The plan change achieves objectives relating to land uses responding to socio-economic and community demand (in this case for more housing), sustainability of ground water resources, minimising contamination of soils, and protecting the region's fresh water resources.
145. The plan change is consistent with policies seeking:
- a) No direct discharges to water; stormwater is to ground
  - b) Sewage will be collected and managed in a reticulated system built to Council specifications.
  - c) The site will be developed subject to subdivision consent(s) that will impose necessary conditions about earthworks during construction including sediment control plans.
  - d) A geotechnical assessment concluded the Site is suitable for intended residential use.
146. The Policy requirement for a stormwater management plan can be addressed at subdivision stage.

### **Operative Selwyn District Plan (OSDP)**

147. An assessment of this plan change against the relevant Operative District Plan Objectives and Policies is set out in **Appendix 8**.
148. That assessment shows that the plan change is entirely consistent with the relevant objectives and policies subject to paragraph 150 below.
149. The plan change achieves policies relating to natural resources, transport, community infrastructure and reserves, natural hazards, townships and township growth. This includes policies seeking:
- a) Compact and sustainable towns;
  - b) Integration of land use and infrastructure; and

c) Consolidated and compact urban forms

150. The exception to the above, is Objective B4.3.3 requiring new residential development to be within existing urban areas and priority greenfield areas identified in the CRPS. The Site is outside these areas. However as noted above, the CRPS has not been revised to give effect to the NPS-UD 2020, which takes priority, and provides for unanticipated plan changes which supply significant additional development capacity, as is the case with the proposed rezoning.

### **Proposed Selwyn District Plan (PSDP)**

151. An assessment of this plan change against the relevant Proposed District Plan Objectives and Policies as notified on 5 October 2020 is set out in **Appendix 9**.
152. That assessment shows that the plan change is entirely consistent with the relevant objectives and policies. With respect to urban growth, the plan change is not consistent with UG-P3 because the Site is not within an Urban Growth Overlay.
153. The plan change achieves policies relating to
- a) Strategic directions with respect to:
    - Compact and sustainable towns;
    - Urban growth and development; and
    - Integration of land use and infrastructure
  - b) Contaminated land and natural hazards
  - c) Subdivision outcomes
  - d) Urban growth with respect to
    - Achieving attractive, pleasant, high quality, and resilient urban environments
    - Consolidated and compact urban forms
    - Sufficiency of feasible housing capacity
  - e) Development being supported by a development plan
  - f) Urban form and scale outcomes
  - g) Integration with existing urban environments, and optimise the efficient and cost-effective provision of infrastructure.
154. Importantly the plan change meets the objectives of UG-01 relating to the qualities and characteristics of urban growth identified in clauses 1 – 8:

*Urban growth is provided for in a strategic manner that:*

1. *Achieves attractive, pleasant, high quality, and resilient urban environments;*
2. *Maintains and enhances the amenity values and character anticipated within each residential, kainga nohoanga, or business area;*

3. *Recognises and protect identified Heritage Sites, Heritage Settings, and Notable Trees;*
4. *Protects the health and well-being of water bodies, freshwater ecosystems, and receiving environments;*
5. *Provides for the intensification and redevelopment of existing urban sites;*
6. *Integrates with existing residential neighbourhoods, commercial centres, industrial hubs, inland ports, or knowledge areas;*
7. *Is coordinated with available infrastructure and utilities, including land transport infrastructure; and*
8. *Enables people and communities, now and future, to provide for their wellbeing, and their health and safety.*

## ASSESSMENT AGAINST OTHER PLANNING DOCUMENTS

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

155. Our Space is a non-statutory document prepared under the Local Government Act. It *“responds to the new Government Policy Statement on Land Transport, which has increased funding for mass public transit schemes, and meets the requirement of the National Policy Statement on Urban Development Capacity (NPS-UDC) 2016 to prepare a future development strategy.... Specifically, it:*
  - sets out how targets for housing for the next 30 years will be met, accommodating an additional 150,000 people;*
  - identifies locations for housing growth, encouraging Central City and suburban centre living while providing for township growth in Rolleston, Rangiora and Kaiapoi;...*
  - promotes a compact urban form, which provides for efficient transport and locates development in a manner that takes into account climate change and sea level rise.<sup>8</sup>.**..Underpinning this settlement pattern approach is the vision for a transformation of the transport network that fosters much greater public and active transport usage, and reduced reliance on the private vehicle.*
156. Our Space acknowledges that this will require commitment from the Government to invest in the necessary improvements to our transport system, which could include investing in rapid transit services. To date, there has been no successful business case for improved public transportation, including not as a Covid 19 fast track infrastructure project.
157. The Our Space housing capacity targets (Table 3) and Future Development Areas are reproduced above (under ‘Canterbury Regional Policy Statement’).
158. Our Space, like the CRPS (and Operative District Plan) are now out of date, as they do not reflect or give effect to the new requirements of the NPS-UD 2020.

---

<sup>8</sup> Our Space Executive Summary

## Rolleston Structure Plan 2009

129. A Structure Plan was adopted by the Council in 2009.



Figure 5.2: Rolleston Structure Plan

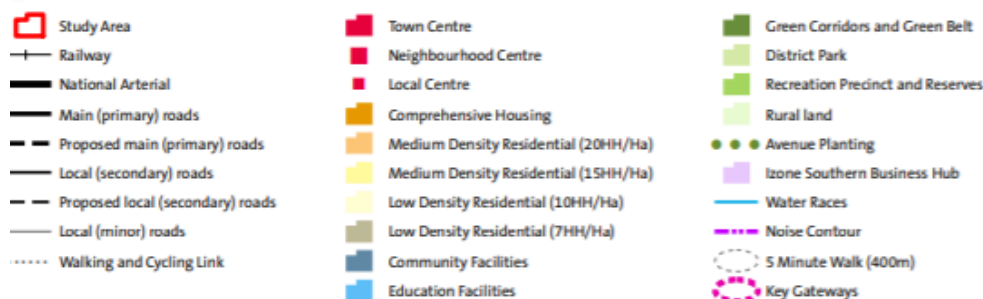


Figure 7: Rolleston Structure Plan 2009.

Site location (appx) marked with red star

130. The Structure Plan was a planning product for its time. It has provided a comprehensive and integrated proposal for coordinating rapid growth. A decade on it clearly needs review if it is to remain relevant and to take Rolleston in to the next decade or longer. The pace of change and development in Rolleston has meant that the “long view” has largely been delivered in 2020.

131. The Census data shows that Rolleston is almost doubling its population every five years.

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

2117.02 East Maddisons Road Plan Change

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

132. The Structure Plan was based on assumptions that its 7000 population in 2009 would grow to 20,000 over 35 years (Background). That 35 year assumption has largely been delivered by 2020.
133. The effect of this unparalleled growth is that
  - a) The Plan usefully speaks to developments within the Structure Plan boundary but provides no commentary or direction about growth beyond those boundaries
  - b) The Plan no longer provides adequate planning lead-in time to facilitate on-going urban development if growth continues apace.
  - c) The regional planning strategy is also well out of step with this growth and can no longer help shape responses to proposals for growth.
134. The Rolleston Structure Plan should not be a hurdle for new private plan changes as it does not deliver NPS-UD outcomes, and is the antithesis now of providing flexible planning responses to “out-of-sequence” plan changes that add significant development capacity.

### **District Development Strategy 2031 (DDS)**

159. The DDS 2031 (2014) adopts the following key growth concepts
  - a) Establishment of a township network, which provides a support framework for managing the scale, character and intensity of urban growth across the whole district;
  - b) Establishment of an activity centre network, which provides a support framework for managing the scale and intensity of business areas throughout the district townships;
  - c) Encouraging self-sufficiency at a district-wide level.
160. Rolleston was identified in the DDS within the township network as being the District Centre:
  - a) Estimated population range: 12,000 + (2031)
  - b) Functions as the primary population, commercial and industrial base of the district.
161. The DDS explains the purpose of the Township Network in these terms:
 

*...(it) provides the framework for managing the scale, character and intensity of urban growth across the whole district.*

*This will enable investment decisions by the Council to be made within an appropriate context and ensure that the infrastructure provided supports the population base of the township, having regard to its scale and relationship to the wider area. It will also present residents and businesses with an opportunity to achieve better living environments and greater economic growth by focusing on those investment decisions that will be of most benefit to each individual community.*

*Each township has therefore been categorised to reflect its projected population at 2031 and its anticipated role in relation to surrounding townships and the district as a whole.*



162. The planning assumptions underpinning growth strategies such as the DDS have not anticipated the rate of growth and are now well out of step with actual growth. That calls in to question the weight to be given to these non-statutory documents including the District Plan provisions that are based on those growth assumptions. They are also inconsistent with the NPS-UD 2020 which requires providing sufficient development capacity to meet demand, not to 'cap' this at a certain upper level irrespective of demand.

### **Mahaanui Iwi Management Plan**

163. The Mahaanui Iwi Management Plan (MIMP) 2013 was released on 1 March 2013. It was prepared by the six Papatipu Rūnanga of the takiwā that extends from the from the Hurunui River in the north, to the Hakatere/Ashburton River in the south, inland to Kā Tiritiri o Te Moana (the Southern Alps), and including Te Pātaka o Rākaihautū (Banks Peninsula), and the coast.
164. The MIMP is a tool for tangata whenua to express their identity as manawhenua and their objectives as kaitiaki, to protect their taonga and resources, and their relationships with these. The MIMP seeks to ensure that these taonga and resources are recognised and protected in the decision-making of agencies with statutory responsibilities to tangata whenua. Importantly it is also a tool that assists Papatipu Rūnanga representatives to articulate their values, issues and policy into statutory processes.
165. The MIMP includes both general objectives and policies about the management of land, air, and water, and also includes region specific objectives and policies. Under section 74(2A) of the RMA, the Council must take into account any such plan to the extent that it has a bearing on the resource management issues of the District.
166. With respect to general objectives and policies the plan change and application site will not affect landscapes, or sites of cultural heritage or significance (Chapter 5.8). The Site does not contain any areas of significant biodiversity, and the plan change seeks to include landscaping within the reserves, and in road corridors adding to the overall biodiversity of the Canterbury Plains consistent with Chapter 5.5 of the MIMP.
167. The plan change provides for full urban reticulation of the three waters and is consistent with the objectives and policies contained in Chapters 5.3 and 5.4 of the MIMP. The plan change does not preclude individual land owners from installing rainwater collection and use from roof areas at the time of building development.
168. Chapter 6.11 is the area specific section for the Te Waihora area and has a key theme of Ki Uta Ki Tai (from the mountains to the sea) with respect to effects on Te Waihora/ Lake
- 2117.02 East Maddisons Road Plan Change

Ellesmere. The plan change has been designed taking into consideration the potential effect of resultant subdivision and development on the rivers and streams that flow into Te Waihora/Lake Ellesmere.

169. There are no identified sites of significance within the Site, nor are there any known areas of mahinga kai. The Site has a long history of use for lifestyle, and grazing purposes.
170. Overall it is considered that the plan change will not have adverse impact on the cultural values of iwi as set out within the MIMP.

## SECTION 32 ASSESSMENT

171. A full Section 32 assessment is contained in **Appendix 11**.
172. In summary, the OSDP zoning and associated rules (Inner Plains Zone with a minimum lot size for subdivision and a dwelling 4ha) do not reflect the present lifestyle development on the Site.
173. Neither Inner Plains nor Living 3 is an efficient use of this block of land located as it is immediately adjoining the urban area of Rolleston, and in a location highly accessible to the town centre by active transport modes as well as car (it is within easy walking and cycling distance).
174. If this Site is not zoned for Living Z use to enable residential development then it will drive pressure to re-zone elsewhere, and potentially without the significant benefits to Rolleston long term in relation to enabling a well-functioning urban environment that enables people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future. Additionally re-zoning to Living Z (13 ha) contributes to providing additional development capacity to meet the different needs of people and communities in a planned manner and consistent with the NPS-UD 2020.
175. The Site can readily be developed to reflect the principles of the Urban Design Protocol with values of character, context, and connectivity as confirmed in the ODP (**Appendix 1**).
176. The Section 32 assessment concludes that the proposal to re-zone the Site from Inner Plains to Living Z is the most appropriate method for achieving the objectives of the plan change, than the other alternatives considered.
177. Option 2 of the s32 assessment is consistent with a range of District Plan policies.
178. Option 2 to re-zone the site for Living Z densities is the most appropriate given:
  - a) The plan change adopts the Operative District Plan zone, and development and activity standards. This ensures continuity of District Plan anticipated environmental outcomes and urban amenity for Rolleston and adjoining residential areas;

- b) Will be consistent with and give effect to the relevant Operative District Plan objectives and policies;
  - c) It is a logical extension to the developed and developing residential land adjoining the Site while achieving a compact, efficient urban form that removes pressure on isolated rural land elsewhere in the Inner Plains Zone;
  - d) There is no additional cost to the Council in re-zoning the Site land in this plan change as there is capacity in the public utilities and the existing road network;
  - e) The plan change will bridge the existing urban area to the north and the proposed Faringdon subdivision extensions to the south and southeast; and
  - f) The ODP provides certainty of the final form and disposition of the re-zoned area including its proposals for reserves, roading, future linkages for pedestrian and vehicular traffic.
179. The inclusion of Living Z in the plan change is considered to be appropriate to achieve the long term sustainable growth and development of Rolleston.
180. The economic, social and environmental benefits of the plan change outweigh any potential costs.
181. The overall efficiency and effectiveness of the plan change is high, in comparison the alternative options which are low (Options One and Four of the s32 assessment) or low to moderate (Option Three).
182. The plan change is considered to be the most appropriate, efficient and effective means of achieving the purpose of the Resource Management Act 1991.

## CONCLUSION

183. The proposed Plan Change seeks to rezone 12.969 ha of land adjoining Rolleston from Inner Plains Zone to Living Z.
184. The Site has a long history of rural lifestyle use and is not restricted by potential natural hazards, sites of significance to iwi, there are no water bodies or rivers. The Site has frontage to East Maddisons Road, is planned to connect with adjoining developments, immediately adjoins the urban area of Rolleston, and is well located to join in to Council utility services. It is well suited for conversion to residential use.
185. The Site is in a location that achieves compact town growth offering ease of access to business services, community facilities, reserves and the primary road network.

186. The plan change provides for a connected and high amenity residential living environment while avoiding and/or mitigating any potential adverse effects on the environment. It will provide for continuing high demand for a variety of residential sections in an ideal location, within easy walking distance of the existing town centre services and facilities. It will broaden the range of housing available.
187. The use of this Site for residential purposes has been demonstrated through this application to be a sustainable and efficient use of land and infrastructure. The rezoning better provides for the social, economic, environmental well-being of the Rolleston community than continuation of the current low intensity lifestyle land use, or any form of large lot/low density residential use.
188. The potential adverse effects of the implementation of the proposed zoning have been described in this application. Capacity has been confirmed for infrastructure, power and road network. Any future subdivision of the Site will need to confirm water supply and wastewater treatment and disposal options.
189. Rezoning of the site to Living Z zones is consistent with the policies and objectives of the OSDP and the CRPS, except those relating to urban growth which are out of line with the NPS-UD 2020, in particular a restrictive urban growth approach based on meeting but not exceeding minimum anticipated housing land capacity targets and an 'immovable' urban/rural boundary line.
190. As the plan change helps achieve the purpose of the RMA, and has been shown to be consistent with the relevant provisions of the NPS-UD 2020, and the relevant regional and district policies and plans, it can be accepted by Selwyn District Council in accordance with Clause 25(2) of the First Schedule of the RMA.



.....  
(Signature of applicant or person authorized to sign on behalf of the submitter)

Date: December 15, 2020

#### **Appendices:**

Appendix 1: Outline Development Plan

Appendix 2: Subdivision Concept Plan

2117.02      East Maddisons Road   Plan Change

Appendix 3: Infrastructure Report: SURVUS

Appendix 4: Geotechnical Investigation: Fraser Thomas

Appendix 5: Preliminary Site Investigation: Fraser Thomas

Appendix 6: Assessment of RPS Objectives and Policies

Appendix 7: Assessment of Land and Water Regional Plan Objectives and Policies

Appendix 8: Assessment of Operative District Plan Objectives and Policies

Appendix 9: Assessment of Proposed District Plan Objectives and Policies

Appendix 10: Assessment of NPS-UD 2020

Appendix 11: Section 32 Assessment

**Figures:**

Figure 1: The Site

Figure 2: Nearby Proposed Plan Change Sites

Figure 3: Operative District Plan Zoning

Figure 4: Operative District Plan Appendix 38 Rolleston ODP Areas

Figure 5: Adjoining ODP Areas 10 and 12

Figure 6: Our Space Figure 16 Proposed Development Areas

Figure 7: Rolleston Structure Plan