

Request for a Change to the Selwyn District Plan

**Selwyn Road and Lincoln Rolleston Road, Rolleston**

December 2020



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

To:: The Selwyn District Council

Urban Estates request changes the Selwyn District Plan as detailed below.

1. This request relates to the following land:

Location: Land south of Falcons Landing and East of Acland Park, Rolleston  
Frontages: Lincoln Rolleston Road and Selwyn Road, Rolleston  
Legal Descriptions: See table below  
Total Area: 63.326 hectares  
Address: See table below

2. The Proposed Plan Change involves:

- a. Amending Selwyn District Plan Planning Maps rezoning the following block of land from Rural Inner Plains to Living Z:

	Legal Description	Address	Title	Total Area (ha)
1.	Lot 2 DP 357634	127 Lincoln Rolleston Road	234366	5.1760
2.	Lot 2 DP 48064	391 Lincoln Rolleston Road	CB27A/1004	12.4190
3.	Lot 1 DP 393937	548 Selwyn Road	375900	4.0005
4.	Lot 4 DP 393937	2/554 Selwyn Road	375901	4.2997
5.	Lot 2 DP 350871	1/554 Selwyn Road	208227	4.0340
6.	Lot 3 DP 350871	3/554 Selwyn Road	375901	4.0005
7.	Lot 1 DP 337894	582 Selwyn Road	155850	4.0030
8.	Lot 3 DP 337894	2/572 Selwyn Road	155852	4.0004
9.	Lot 5 DP 337894	5/572 Selwyn Road	155854	4.0006
10.	Lot 2 DP 337894	1/572 Selwyn Road	155851	4.0192
11.	Lot 4 DP 337894	4/572 Selwyn Road	155853	4.0008
12.	Lot 6 DP 337894	6/572 Selwyn Road	155855	4.0007
13.	Lot 44 DP 547617	7/572 Selwyn Road	935287	0.4289
14.	Lot 1 DP 59909	564 Selwyn Road	155850	4.0500
15.	Lot 45 DP 547617	Access lot	935288	0.9179
	<b>TOTAL</b>			<b>63.3512</b>

- b. Inserting new Outline Development Plan Area Rolleston East in **Appendix 38** of Volume 1 Townships as illustrated in Attachment 1
- c. Any other consequential amendments including but not limited to renumbering of clauses and District Plan maps as appropriate

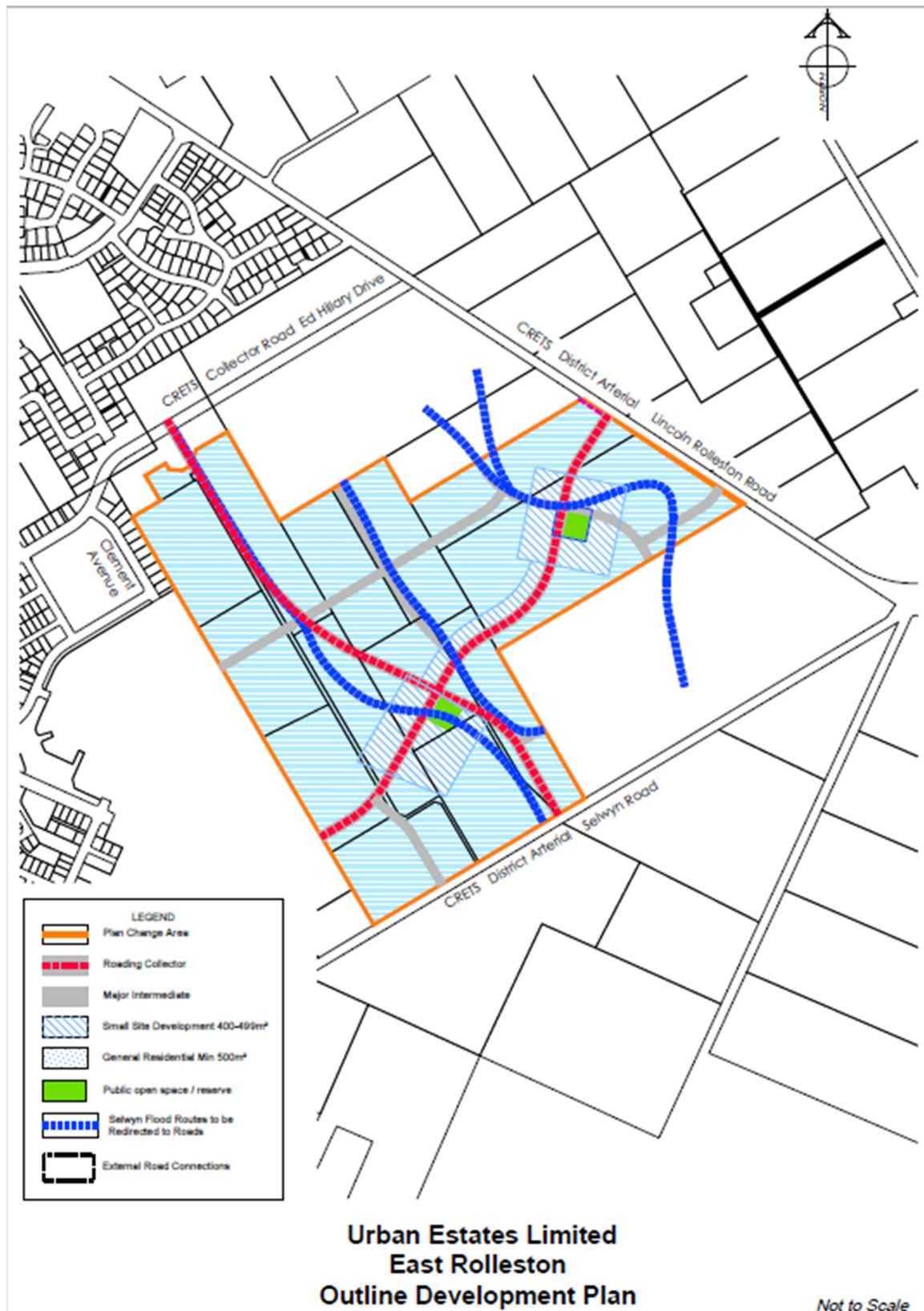


DATED: 22 December 2020

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

<p>Title and address for service:</p> <p>Urban Estates  c/- <b>McCracken &amp; Associates Limited</b>  P O Box 2551, Christchurch, 8140  Phone: Kim McCracken 021 363 497  Email: <a href="mailto:office@rgmc.co.nz">office@rgmc.co.nz</a>  Christchurch 8140  Attention: Kim McCracken</p>	<p>Address for the applicant and all Council fees:</p> <p><b>Urban Estates Limited</b>  612 Robinsons Road  RD6 7676</p> <p>Attention: Justin McDonald  Telephone: 021 512 444</p>
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# Attachment A – Proposed Outline Development Plan Rolleston East



# TABLE OF CONTENTS

Private Plan Change Request .....	1
1 Introduction .....	1
2 Area to be rezoned.....	1
3 The Plan Change.....	2
4 Context of rezoning request .....	3
4.1 Provision for growth.....	3
4.2 Location of rezoning .....	3
5 Assessment of effects .....	4
5.1 Benefits of the Plan Change.....	4
5.2 Servicing .....	4
6 Well-functioning urban environment .....	9
7 Policy and Plan Analysis .....	10
7.1 National Policy Framework.....	10
7.2 Regional Policy and Plans .....	14
7.3 District Policy and Plans.....	25
8 Statutory Requirements of Section 32 of the Act .....	31
8.1 Objectives and Policies of the Selwyn District Plan .....	31
8.2 Assessment of the Benefits and Costs of the Proposed Change .....	32
8.3 Effectiveness .....	35
8.4 Efficiency.....	35
8.5 Overall Assessment.....	36

## Appendices

- A. Infrastructure Report
- B. Geotechnical Assessment
- C. Preliminary Site Investigation, Soil Contamination
- D. Integrated Transport Assessment
- E. Design Statement
- F. Economic Assessment –Significant Development Assessment
- G. Future Growth Staging
- H. Records of Title

## Private Plan Change Request

### To: Selwyn District Council – Selwyn District Plan

#### 1 Introduction

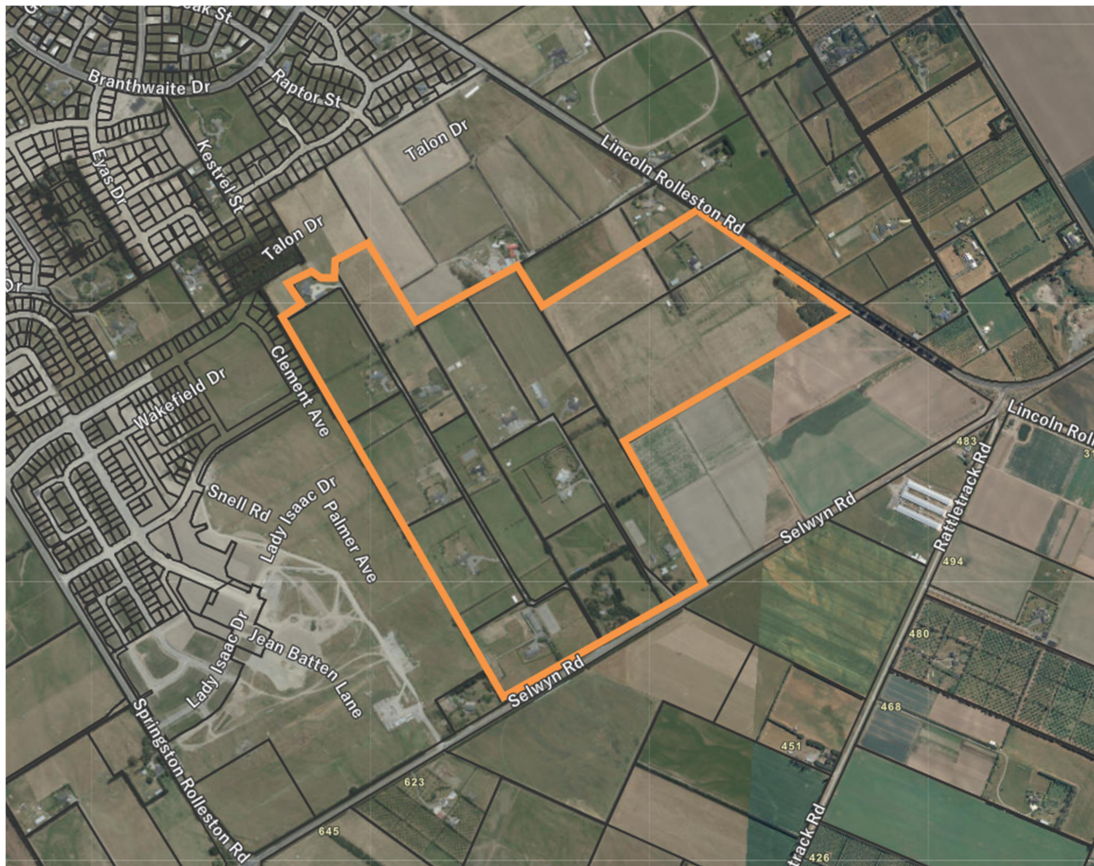
Urban Estates Ltd request a change to the Selwyn District Plan by rezoning of a block of land on the south west corner of Selwyn Road and Lincoln Rolleston Road with a total area of 63.326 hectares from Rural Inner Plains to Living Z.

The following documents are attached to this Plan Change Request:

- Infrastructure Report - (Appendix A)
- Engeo Geotechnical Assessments - (Appendix B)
- Engeo Preliminary Site Investigations, Soil Contamination - (Appendix C)
- Abley Transportation Assessment - (Appendix D)
- Design Statement (Appendix E)
- Urban Economics Economic Assessment (Appendix F)
- Future Growth Strategy (Appendix G)
- Records of Title – (Appendix H)

#### 2 Area to be rezoned

The land proposed to be rezoned by this requested Plan Change to the Operative Selwyn District Plan is in the south eastern sector of Rolleston as shown in Figure 1 below.



**Figure 1 – From Canterbury Maps**

This land area includes 14 properties the titles of which are contained in **Attachment A** to the Request. The land has a 400m frontage onto Lincoln Rolleston Road which is approximately 370m



north-west of the Selwyn/ Lincoln-Rolleston corner. There is also frontage onto Selwyn Road for a length of 500m some 1460m west of the Selwyn/ Lincoln-Rolleston corner.

The land is currently occupied by rural activities being predominantly farmland and rural residential holdings. The site comprises relatively flat land with gentle undulations and depressions in some areas. There are 11 houses within the block and these are largely associated with rectangular 4ha blocks, some of which are accessed from lengthy rights of way.

The site is outside any flood zone and the subsurface materials and depth to groundwater indicate that the potential for liquefaction and lateral spreading on the site is very low.

The table below lists the properties within the Rolleston East block along with their address and ownership details.

	<b>TABLE 1</b>			
	<b>Legal Description</b>	<b>Address</b>	<b>Title</b>	<b>Total Area (ha)</b>
1.	Lot 2 DP 357634	127 Lincoln Rolleston Road	234366	5.1760
2.	Lot 2 DP 48064	391 Lincoln Rolleston Road	CB27A/1004	12.4190
3.	Lot 1 DP 393937	548 Selwyn Road	375900	4.0005
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	<b>TOTAL</b>			<b>63.3512</b>

### 3 The Plan Change

It is proposed to rezone 63.35 hectares of Rural Inner Plains land to Living Z. The details of the properties being rezoned are set out in Table 1 above. This rezoning provides the opportunity to develop approximately 756 residential allotments. The allotments are to be developed to achieve at least 12 households per hectare and in accordance with Living Z standards with a low density average allotment area of 650m<sup>2</sup> and medium density (small lot) maximum average allotment area of 500m<sup>2</sup>. Some comprehensive development is also anticipated.

The Outline Development Plan (ODP) providing overall guidance for the development contains:

- A mixture of lower density and medium density (anticipated to involve both small lot and comprehensive development) is proposed.
- Medium Density is based around the north-south collector and will have a focus around public open space areas. The remainder of the area will be developed to the lower minimum density of 500m<sup>2</sup>.

- The north–south collector will provide a link from Lincoln Rolleston Road through to the south eastern corner of the Acland Park development. The other major collector will run from Selwyn Road almost through to Ed Hillary Drive the CRETS collector road.
- Major intermediate routes are also included in the ODP which provide linkages through to Acland Park and land to the north west (south of Falcons Landing) and to the south east (the land on the western corner of Lincoln Rolleston Road and Selwyn Road).

This Plan Change only involves rezoning of the land detailed in Table 1 above. No change is requested in relation to the objectives, policies or rules of the Selwyn District Plan. The required changes to the operative Selwyn District Plan are:

- Amending the Selwyn District Plan Planning Maps by rezoning the Rolleston East block from Rural Inner Plains to Living Z
- Inserting Outline Development Plan Area XX, Rolleston East in Appendix 38 of Volume 1 Townships as illustrated in Attachment 1 to this Plan Change Request

## **4 Context of rezoning request**

### **4.1 Provision for growth**

Chapter 6 of the Canterbury Regional Policy Statement specifies the extent of Rolleston boundaries for urban development. This Chapter has been reconsidered as part the review of the urban development capacity of Greater Christchurch. This review has resulted in a proposed change to the urban limit which will be implemented through a change to the Canterbury Regional Policy Statement. This change, which involves the addition of new “Future Development Areas” to address a shortfall in the capacity to meet medium term targets, was originally expected to be publicly notified in late 2020 but this has been delayed. This extended urban area involves a Future Development area which extends the eastern urban limits in Rolleston through to south west side of Weedons Road and to the north-west side of Selwyn Road. This brings it into alignment with the Projected Infrastructure Boundary identified in Plan Change 1. This Plan Change proposed by Urban Estates will largely complete the residential rezoning and development “corner” of Rolleston as envisaged by the CRPS, the Rolleston Structure Plan and the Rolleston Master Plan 2017-2048 and Future Growth Staging the last two of which are illustrated in **Appendix G** of this Request.

### **4.2 Location of rezoning**

The area proposed to be rezoned adjoins the north eastern extent of Acland Park which was provided for through the Housing Accords and Special Housing Areas Act 2013. All of the stages in the western part of Acland Park which adjoins Springston Rolleston Road have been completed and built on. The remainder of the area through to the western boundary is being earthworked in preparation for roading and housing. The blocks to the north through to Falcons Landing and the block in the south eastern corner are in private ownership and the applicant is not aware of any proposal for development of this land at this stage. The southern block is in rural use and has no buildings on site. The northern block is also predominately used for farming but there is a house and various farm buildings on one of the properties.

Land on the opposite side of Lincoln Rolleston Road is divided into various rural lifestyle blocks with accompanying rural activities and productive use. To the south across Selwyn Road there is open farmland and what appears to be three poultry raising sheds near the Selwyn, Lincoln Rolleston, Rattletrack Roads intersection.



## 5 Assessment of effects

### 5.1 Benefits of the Plan Change

Rezoning of this block of land will enable at least 756 new lots to be created for residential use in the medium (10 years) to long term (10-30yrs). The development is also expected to pave the way for development in the remainder of the south/south east area of Rolleston by establishing servicing and roading links. The ODP ensures that linkages with adjoining sites will occur as well as providing for a link to the CRETS Road (Ed Hillary Drive) which serves a wide area and is expected to become a public transport route.

With regard to medium density the Design Statement in **Appendix E** sets out the benefits of the proposed medium density housing as:

- Enabling greater residential density with the development and in particular within close proximity to recreation
- Providing a choice of section size and house size within the development
- Situating the higher density areas in a position where they are buffered by lower density development.

The ODP area will adjoin the Acland Park development which is being progressively developed towards the shared boundary. Some elements of the recently installed infrastructure may be able to be utilised creating efficiencies. It is recognised that new mains for sewerage and water supply and sewage pump stations will need to be constructed and installed for this development. However over time these will enable other development in the vicinity to connect to these existing services thus potentially creating efficiencies overall in the south east area.

More generally the rezoning will ultimately result in growth which will increase the rating base and generate a higher level of development contributions.

The economic activity associated with the development of Rolleston East include land purchase and development, infrastructure construction and installation, built development and increased expenditure from new residents. There are also the consequential effects on the local economy including builders and new residents purchasing goods and services from other local businesses. Development associated with the development of new residential areas is therefore expected to generate significant direct expenditure over all phases of the development as well as subsequent flow on effects. Urban Economics in their assessment contained in **Appendix F** conclude that the proposal would enable on-going high rates of construction that would provide employment for 780 FTEs over the life of the development which is equivalent to 210 FTE per annum. With regard to the positive impact on the local economy Urban Economics have calculated that the net present values of the project is in the order of 469.4 million. This assessment has been based on (amongst other assumptions) 10% of the development incorporating terrace housing. Even if this is an over-estimate it is clear that development of the rezoned land will add significantly to the local economy.

### 5.2 Servicing

Details of the servicing requirements which involve connection to Council services for the development are contained in the Infrastructure Report in **Appendix A** and are summarised as follows:

- Wastewater will be catered for through gravity connections to existing and proposed infrastructure. It is anticipated that the current pump capacity of the RADAR pump station on

the corner of Selwyn Road and Springston Rolleston Road will need to be increased to accommodate a number of new developments in the general area. It is assumed that Rolleston East can be part of that design catchment. This will require the sewage to be conveyed, along with other catchments to the RADAR pump station. From there the sewage will be pumped to The Pines treatment plant on Burnham School Road. The sewer main routes to service the Rolleston East from the pump station area would be within primary and collector road links.

- Water reticulation will involve connecting into the existing water mains constructed in Lincoln Rolleston, Acland Park, Falcons Landing and Springston Rolleston Roads. The size of the pipes will be determined by modelling based on the Councils overall Networks Analysis Model. A new watermain may be laid along Selwyn Road to connect to the existing 450mm pipe on the corner of that road and Springston Rolleston Road should the Acland Park connection prove to be too small.
- Roof stormwater from the site will be discharged to ground via soakholes. All other stormwater emanating from roads, berms and lot frontages will be collected by sumps and pipes and directed to disposal systems within the streets. The development will be designed to ensure that secondary flow will safely drain through the site via the road networks.
- Power and telecommunications will be provided to all sites to utility company and industry standards. All cables will be placed underground and all kiosks will be constructed on separate individual lots.
- Roading will incorporate a number of collector roads one of which connect with a CRETS network road (Ed Hillary Drive) .There will also be direct connections with Selwyn and Lincoln Rolleston Roads.

### 5.3 Transportation

The following assessment is largely drawn from the Integrated Transportation Assessment prepared by Abley which is attached as **Appendix D** to the Plan Change Request.

**Roading layout** - The Outline Development Plan indicates roading through the development by way of two collector spine roads. The first collector is from Lincoln Rolleston Road south west through to Acland Park some 200m north of Selwyn Road. The second collector runs north from Selwyn Road through to the northern extent of the block. This enables the road to be connected through to an extension of Ed Hillary Drive which is a CRETS road providing east-west linkage through the southern areas of Rolleston. These roads will have pedestrian and carriageway formations to support low traffic volumes and speeds and provide for cycling and walking. The collector connection on Lincoln Rolleston Road will join the existing Rolleston to Lincoln shared path. Overall access the rezoned area will gain access to the existing road network in seven locations, namely:

- Two points on Lincoln Rolleston Road
- Two access points on Selwyn Road
- Extension of Lovelock Road (Acland Park)
- Extension of Lady Isaac Drive (Acland Park)
- One access on the CRETS Collector Road (variously titled as Ed Hillary Drive and Talon Drive)

**Surrounding Roads** – Lincoln Rolleston Road is an arterial road which runs in a northwest-southeast orientation between the Lowes Road/Levi Road roundabout south to Selwyn Road. The current speed limit in the immediate area is 100km which is expected to be reviewed following rezoning and development of the block. Selwyn Road has an overall length of 18.5km and provides frontage along its southern boundary of 500m. It is also an arterial road which provides frontage to this block. The road is consistent along its length with a 6.4m carriageway width with

no footpaths on either side. The posted speed on Selwyn Road in the vicinity of the site is 80km/h. In all cases Abley consider it would be appropriate to review the speed limits on these roads should the plan change be approved.

**Surrounding intersections** – There are three main intersections connected to the site namely:

- Intersection of Lincoln Rolleston and Selwyn Road – The curved intersection is proposed to be upgraded to a seagull-type priority intersection in the future.
- Intersection of Selwyn Road and Springston Rolleston Road – no planned improvement.
- Intersections of Selwyn and Weedons Road - Intersection proposed to be upgraded to a roundabout
- Improvement of Levi Road/Lincoln Rolleston/Masefield Drive roundabout. Abley assume this improvement would involve a conversion to traffic signals.

**Safety** – The crash history is concentrated on intersections referred to above due to higher levels of traffic travelling on these arterial routes. The intersection potentially of most concern is the Selwyn-Springston Rolleston Road intersection however at this stage the Council has no plans to upgrade this intersection. Overall the number of crashes on the surrounding roads are low and do not indicate a strong underlying safety issue.

**Walking and cycling** – There are a mix of on-road and off-road walking and cycling facilities in the general area which can be extended to serve this new area. Initially the most likely connections will be with Acland Park.

**Public transport-** Public transport within Rolleston is limited at this stage but it is gradually being extended building on existing connections to Lincoln, Burnham, Christchurch and Springston. The growth in housing numbers in the southern sections of Rolleston in the short to medium term and the establishment of a new primary and secondary school are anticipated to result in improved public transport in the area.

**Accessibility** – Abley analysed Statistics New Zealand's updated commuter maps which show the destination that people are travelling to and from. Trips relating to employment and education were assessed in terms of travel times to and from the main commuter destinations from Rolleston South East. Interestingly travel durations within Rolleston are largely comparable between private vehicles and cycling in terms of travel time. For travel between Rolleston and Lincoln West all three modes (private vehicle, public transport and cycling) were comparable. For trips to Hornby-Islington and Christchurch Central-South travel times for private vehicles and public transport were similar with cycling being much longer. Overall they concluded that Rolleston South East is well connected to the rest of Rolleston and Lincoln across all modes and well connected with Christchurch, though cycling takes an increasing amount of time due to the distance to be covered.

**Network effects assessment** – Abley modelled the impact of the traffic generated from area to be rezoned. This general area had already been modelled and so the modelling involved dividing up the general area into the area to be rezoned and the remainder. The modelling adopted infrastructure planned up until 2027/28 which includes the intersection of Lincoln Rolleston and Selwyn Roads being upgraded with a seagull-type priority intersection and completion of the CRETS Collector Road between Lincoln Rolleston Road and the western end of Shillingford Boulevard. Two scenarios were modelled which were a 2028 base scenario for existing trip demands and the demands within the 2028 model. This was compared to the 2028 future development scenario which includes the additional trip demands generated by the site to be

rezoned. The modelling was confined to impacts on the performance of intersections in the vicinity of the site, as follows:

- Selwyn Road/Weedons Road roundabout – The change in average delay is small with there being a 2 second increase on any approach. This has resulted in no change in the Level of Service with it remaining at LOS A.
- Lincoln Rolleston Road/Selwyn Road seagull type priority intersection – Changes in the average delay are small with there being at most a 1 second increase on any approach. The levels of service remain the same. The AM peak remains as LOC A and PM peak being LOS C in particular for the Selwyn Road South approach.
- Lincoln Rolleston/CRETS collector priority intersection - Changes in the average delay are small with no intersection increasing by more than 4 seconds. Due to right turning vehicles the CRETS collector road east approach in the morning and Lincoln Rolleston north approach in the evening change from LOS A to LOS B.
- Springston Rolleston Road/Selwyn priority intersection – There is an AM increase in delay on the Selwyn Road west approach resulting in a change from LOS B to C. In the evening there are more noticeable changes as this intersection is already stressed in the base model. The delay on Selwyn Road west approach is increased by 25 seconds with the LOS changing from C to E. The modelling indicates that the intersection require upgrade regardless of the traffic generated by the Proposed rezoning.

Sensitivity testing of the Springston Rolleston Road/Selwyn priority intersection indicates that the delays at this intersection cannot be attributed to the proposed rezoning, rather it results from the cumulative effect of a substantial residential development set to occur in the south of Rolleston Township.

**Overall Conclusion of Assessment** – The location has good accessibility by all modes to key destinations within Rolleston and Lincoln and good accessibility by car and public transport to key destination in the Greater Christchurch Area. Future planned upgrades will deliver safety and efficient improvements in the vicinity. The results of modelling of the nearby intersections demonstrate that the planned upgrades to the Selwyn/Weedons and Lincoln Rolleston/Selwyn intersections will have ample capacity to accommodate extra traffic that would result from the proposed rezoning. Deficiencies have been identified at the Springston Rolleston/Selwyn intersection for which no upgrades have been proposed. These deficiencies will result from the cumulative impact of growth across the south of Rolleston and cannot be attributed to this particular proposal.

Abley's policy assessment concluded that the proposal was consistent with all the relevant objectives and policies of the Selwyn District Plan.

#### **5.4 Soil contamination**

A Preliminary Site Investigation on potential for soil contamination has been undertaken for the westernmost properties to be rezoned in terms of the Ministry for the Environment's Contaminated Land Management Guidelines No 1: Reporting on Contaminated Sites in New Zealand, 2011. These Investigations are contained in **Appendix C** to this Plan Change request.

As is common in the Rolleston area the investigations involving site histories and walkovers generally found that activities on site have given rise to no soil contamination. The most common potential for soil contamination arises is from localised small burn sites and waste sites, chemicals stored in farm buildings and the potential for asbestos associated with cladding of existing buildings. The report recommends that a Detailed Site investigation is undertaken on these areas. Following receipt of this a remedial strategy needs to be formulated in conjunction with the final

development plans and with the District and Regional councils. Possible remedial actions could include:

- The areas of potential concern being managed appropriately during development earthworks. This would include excavation and off-site disposal of the burn pit and waste material to a licensed disposal location and observation of the soils in the area of ground disturbance. Should waste be present then further assessment would be required.
- For buildings constructed prior to 1 January 2000 which are to be demolished or refurbished as full asbestos survey must be undertaken by a competent person. It is noted however that the residential buildings are intended to be retained on site.

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

### **5.5 Natural hazards and geotechnical constraints**

A Geotechnical investigation has been prepared by Engeo in relation to the properties in this block – refer **Appendix B**. The report states that there are no mapped faults in the immediate area but that this area could be subject to ground shaking from movement of faults elsewhere. The area is located between the Greendale Fault and the Port Hills Fault, the latter of which has not been mapped because it did not result in any surface rupture. With regard to the liquefaction potential for the site, the Engeo report concludes that damaging liquefaction is unlikely consistent with a TC1 zoning.

The site is outside any defined flood zones in the District Plan. The Council has undertaken computer based modelling of the depth of flooding associated with 1 in 200 year and 1 in 500 year critical storm event in the vicinity of the Plan Change area refer Figure 1 in the Engeo Report in **Appendix B**. This modelling indicates that the water depth through the site may be up to 0.8m deep in the existing channel feature during a 1 in 500 year flood. The site is relatively flat. As part of the works to develop the subdivision the lots will become elevated and roads will be lowered. The roads then become secondary flow paths for stormwater off the sections, effectively replacing natural channels. These flow paths direct the water so that it can rejoin the natural flow paths in the area. The flows through the site generally have an increased velocity compared to the natural flows which results in reduced water depths and therefore reduced localised flooding potential.

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

### **5.6 Water quality**

Effluent treatment and disposal or stormwater generated by increases in impervious surface coverage have the potential to adversely impact water quality, and in particular, groundwater quality. There will be no adverse effects from effluent treatment and disposal due to the development being connected into the Council's reticulated system within Rolleston. Appropriate infrastructure will be installed within the subdivision to connect to the Council's reticulated system.

All stormwater generated on site will be collected and then discharged to ground in accordance with Council's requirements of residential stormwater to ensure that groundwater quality is not adversely impacted. The groundwater has been recorded as being 7m to 14m deep within the site

which limits the potential for contamination groundwater from surface activities. Consent will be obtained from Environment Canterbury for this discharge, and will ultimately be transferred to the Council.

#### **5.7 Versatile soils**

This block contains both LUC class 2 and 3 soils containing Templeton silt loams. These soils are moderately well drained. Without irrigation the soils are droughty and are generally used for pastoral farming and mixed cropping. With irrigation the soil can be used for intensive pastoral farming and cropping and a wide range of horticultural crops. A commonly used land use/soil classification system used in planning, particularly plans under the Town and Country Planning Acts, is the Land Use Classification. Under this system the eastern half of block of land proposed for rezoning is Land Use Class 252 which is described as “terraces and plains with shallow and stony soils of medium to low fertility in seasonally moisture deficient districts”. The western half is Land Use class 355 which indicates that the basic fertility is more limited as well as requiring irrigation to enable good growth in the root zone. It has less potential overall than the class 252 soils.

#### **5.8 Potential reverse sensitivity**

Activities on neighbouring properties are largely rural and rural lifestyle. There is no intensive animal or crop production in the vicinity of the Plan Change area however it is noted that there appears to be some form of intensive indoor farming and/or buildings 483 Selwyn Road which is opposite the corner property which is not part of the proposed rezoning. To the west is Acland Park which is being developed in successive phases and it is expected on this basis that there will be housing built up to their boundary with the applicants block with 2-5 years. To the north is land still zoned for rural purposes but it is possible that over time the land will effectively become an extension of Falcons Landing. In general then the block proposed to be rezoned is expected to largely border on residential development or border on arterial roads.

There is potential for people living on the edge of townships to be impacted by noise, odour, and traffic impacts of rural activities as is the case here. It is expected that new residents living opposite rural areas will have chosen to live on these sites with some expectation of these impacts. However this cannot be assured in all cases. There is therefore potential for amenity impacts and consequent complaints by residents to farmers. The number of complaints however is not expected to increase significantly rather the location of the interface will change.

Given the proposed Living Z zoning it will be possible to create larger lots on the outer edges of the development which are opposite farming activities across Selwyn Road and Lincoln Rolleston Road. Detailed subdivision design and landscaping can also adopt techniques to soften the interface if desired (e.g. larger front yards or landscaping). This could also be achieved within the immediate area, however it is considered likely that adjoining land may be rezoned for residential growth in the foreseeable future given its inclusion in a regional Future Development Area and Projected infrastructure Boundary as well as being within an Urban Growth Overlay in the Proposed Selwyn District Plan.

### **6 Well-functioning urban environment**

The proposed Outline Development Plan captures the essential components of an underlying conceptual subdivision plan while retaining a measure of flexibility to response to additional opportunities and constraints provided by neighbouring developments, as well as market changes. In summary the ODP either facilitates or enables:



- connectivity within south-eastern Rolleston through direct connections with the extension of Lady Isaac Drive and potentially CRETs Collector Ed Hillary Drive and provides for future connection to adjacent residential development in the future;
- residential development at a density of 12 households/hectare and provides for a variety of residential house types, lifestyles and price points;
- social interaction and neighbourhood interconnection cohesion with its neighbourhood reserves;
- active transport modes with shared paths and on-road cycle lanes;
- a sensitive response to its interfaces with both existing and future adjacent development;

The zoning will enable a range of section sizes and housing typologies providing future residents with choice including more affordable options. Medium density housing is generally to be located close to open spaces to provide those residents with additional opportunity for outlook, active and passive recreation and car parking. In addition the public open space compensates for smaller rear yards and reduced recreation opportunity on adjacent more compact housing typologies/sections. In addition higher numbers of dwellings surrounding open spaces promotes their active use, making better use of the land resource and more easily justifying investment and maintenance costs.

Walking and cycling is promoted through the provision of streetscapes with different formations depending on their role within the development and the wider area. The connected roading patterns and minimum residential densities encourage the provision of public transport.

Because the area to be rezoned does not include the full block of land sitting between Acland Park and Falcon's Landing the ODP has necessarily been kept at a high level. This will provide flexibility and enable connections and adaptations which result in complementarity between the areas to the benefit of residents of the immediate and adjoin areas.

All these elements and the intention to provide and enable coordinated and complementary development in this sector of Rolleston is considered to result to add to Rolleston as a well-functioning urban environment.

## 7 Policy and Plan Analysis

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

### 7.1 National Policy Framework

#### **Part II of the Resource Management Act**

The most relevant sections of Part II are sections 5 and 7 as there are no relevant matters of national importance that are relevant to this proposal. As the proposed rezoning of Rolleston East is in an area already earmarked for residential growth in district and regional planning documents it is considered that the proposal is an efficient and sustainable use of the land resource. This increase in housing supply within Rolleston will provide more choice in housing options.

The ODP is intended to achieve a high level of integration with existing and future neighbouring areas being developed for residential purposes. This will be achieved primarily through roading connections and associated infrastructure servicing.

## **National Policy Statement on Urban Development Capacity**

This Policy Statement recognised the national significance of:

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

In response to this NPS "Our Space 2018-2018 – Greater Christchurch Settlement Pattern Update" was undertaken. This Update provides for residential development within the Projected Infrastructure Boundary identified in Map A contained in Chapter 6 of the CRPS. In Rolleston the south eastern extent of the Projected Infrastructure Boundary is Selwyn Road and the eastern extent is Weedons Road. The land proposed to be rezoned Living Z in this Plan Change sits within this area and therefore is assumed to satisfy the updated settlement pattern for Greater Christchurch and also this National Policy Statement .

As detailed Urban Economic's Economic Assessment contained in **Appendix F**

- the Our Space Greater Christchurch Settlement Pattern Update report includes a growth projection over the next decade that is derived from Statistics NZ 2013 base projections.
- these projections are now considered to be out of date and unreliable by Statistics NZ. This has shown to be the case with the disparity between the projections being 70% below actual growth for Greater Christchurch.
- Rolleston it now accounts 35% of all lots sold in Greater Christchurch which is almost entirely due to its comparative advantage in producing houses in the \$400,000-\$500,000 range. This comparative advantage is in part supported by the range of social and commercial amenities available.

## **National Policy Statement on Urban Development 2020**

The National Policy Statement on Urban Development (NPS-UD) is intended to ensure regional policy statements and regional and district plans provide adequate opportunity for land development for housing and business to meet community needs. This is to be achieved by improving the responsiveness and competitiveness of land and development markets to support productive and well-functioning cities.

The NPS-UD has the primary objective of creating well-functioning urban environments now and into the future. Importantly regional policy statements and district plans are to enable people to live in urban environments near centres or other areas with employment opportunities, or are well serviced by public transport and/or where there is a high demand for housing in the area. Objectives of the NPS-UD also strive for (amongst other matters) urban environments that provide for social, economic and cultural well-being and planning decisions that improve housing affordability by supporting competitive land and development markets.

To achieve this it is expected that there is provision of sufficient development capacity over the next 30 years to meet expected demand. The NPS-UD requires future development strategies to achieved this capacity. No strategies have been developed at this stage but the Greater Christchurch Partnership has already done an assessment on development capacity which has been incorporated into an "Update" of the UDS. This is intended to provide medium (10 years) and long term (10 to 30 years) for future housing and business growth for the medium period. This Update has been incorporated into proposed Change 6 to the Canterbury Regional Policy Statement through creation of "Future Development Areas". These areas together with greenfield priority areas are to provide for future residential growth in Greater Christchurch. As detailed in

Urban Economic's Economic Assessment in **Appendix F** these initiatives have been based on very conservative demand projections.

Urban Economics have undertaken an alternative capacity assessment for Rolleston and concluded that it has infill development capacity in the order of 1,250 dwellings. With a demand for 9,000 additional dwellings over the next 10 years (accounting for the NPS-UD 10% buffer and the Our Space distributional objective between the territorial authorities) Rolleston will have a shortage of 7,750 dwellings without rezoning. This would only meet 1.4 years of demand and therefore does not meet the NPS-UD requirements.

The greenfield priority areas are largely developed whereas the future development areas have a notable amount of development capacity being in the order of 5,550 dwellings. The Urban Economic's Economic Assessment concludes that if the existing infill, greenfield priority and future development areas are all zoned this would result in a shortfall of 3,120 dwellings and only enable 8.7 years of capacity. They advise that this would not meet the NPS-UD capacity requirements. Accordingly the Assessment concludes that the proposed rezoning of the Rolleston East block will create 0.9 years of supply that would contribute to offsetting the immediate shortage facing Rolleston and provide a small part of the additional capacity required to meet the NPS-UD requirements. This addition may also be boosted by extensions of surrounding development in this area including Falcons Landing.

**Rezoning** of land at Rolleston East is assessed below in relation to the relevant policies of the NPS-UD: This assessment supports the rezoning as appropriate and an efficient means of implementing the NPS.

#### **Policy 1 – Planning decisions**

The rezoning is in a location which will enable easy access to jobs, community services, and open space and transport routes for both public and active transport. The outline development plan provides the basic form of development with medium and lower density areas. This will be further refined through the subdivision process ensuring that a range of section sizes and shapes will provide for different housing types.

Resilience to likely current and future effects of climate change the primary manner in which this can be achieved within new urban development through encouraging reduced greenhouse gas emissions. Given that the rezoning is providing for growth reduced greenhouse gas emissions can be achieved through a compact urban form, proximity to community and business services and reduced reliance on vehicle travel. The proposed development area lies within Rolleston's infrastructure boundary and forms part of the Rolleston Structure Plan which was prepared to ensure future growth was planned in an orderly and consolidated manner. It is relatively close to key community infrastructure such as Foster Park and the Selwyn Aquatic Centre being a 5-8 minute drive and being accessible by least cycling. The main commercial areas at Rolleston Square are 6-8 minute drive and contain a range of amenities such as food, banks and medical facilities. It is inevitable however that development in this south east "corner" of Rolleston will have limitations in terms of proximity to facilities such as the existing schools. However the development will be very close to the new primary school at Acland Park being some 60m away. In addition it is understood that a new high school will be developed in the south eastern sector of Rolleston which will be convenient for residents of the new development.

The proposed development has been laid out to become part of the wider transport network including the possibility of a public transport route via the CRETS collector road. The area will be designed to provide a minimum net housing density of 12 households per hectare which at some

point in the future will provide a critical mass in support of public transport. This public transport may be part of a district-wide service or a more locally-based service.

#### **Policy 2 - Sufficient development capacity**

The proposed rezoning has been calculated to provide for a minimum of 756 houses over a period of 2022 through to 2029. The Economic analysis in **Appendix F** concludes that there is likely to be a shortage of residential capacity in the coming decade within Selwyn and Rolleston. There is therefore a need for more residential land to be zoned to meet the needs of the community and that the required rezoning should occur soon due to allow for the usual consenting and development phases involved in bringing housing to the market. Urban Economics consider that if Rolleston East is zoned in 2020/2021 the residential component will be easily developed in the coming decade thereby contributing to meeting current and anticipated demand.

#### **Policy 8 – Responsiveness to plan changes**

This policy requires local authority decisions to be responsive to plan changes that add significantly to development capacity and contribute to well-functioning urban environments even if the development capacity is not anticipated by current RMA documents or is out-of-sequence for planned land release. Due to the very recent coming into force of the NPS-UD no council has yet defined the criteria for assessing what constitutes “significance” in terms of development capacity. The proposed rezoning will provide for at least 756 new dwellings to be developed in Rolleston. This is almost the equivalent of a year’s supply given averaging of building consent in recent years.

#### **Draft National Policy Statement for Highly Productive Land**

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

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

Based on the draft NPS regional councils will be required to identify areas of highly productive land based on specific criteria based primarily on:

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

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

In relation to the issue of urban expansion onto highly productive land the document contains proposed Objective 3 which states:

#### ***Objective 3: Protecting from inappropriate subdivision, use and development***

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

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

As assessed in relation to the effects of development on versatile soils the soils of Rolleston East Templeton silt loams. The eastern half of the block is Land Use Class 2s2 which contains soils of medium to low fertility in seasonally moisture deficient districts which this area would be. The

eastern half has more limited fertility being class 3s5. These soils have limited ability to retain moisture and are considered to have severe limitation for food production even with irrigation.

With regard to the proposed Objective 3 these soils would not be regarded as highly productive land, both because the majority of the soils have poor water retention although with irrigation the class 2 is expected to have improved productivity.

Objective 3 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*”. This block of land has been identified through Our Space which provides for limited urban extensions for land inside the Projected Infrastructure Boundary. Its rezoning is therefore does not conflict with the proposed National Policy Statement for highly productive land.

## **7.2 Regional Policy and Plans**

### **The Canterbury Regional Policy Statement (CRPS)**

The CRPS sets out matters relevant to the growth of settlements within the region. Chapter 5 of the CRPS addresses concerns resulting from land use and infrastructure on a region-wide basis, and the objectives and policies of this chapter seek to ensure that development and growth does not have an adverse effect on the environment. Chapter 6 was developed in response to the Canterbury earthquakes. It provides a resource management framework for the recovery of Greater Christchurch to enable and support earthquake recovery and rebuilding including restoration and enhancement through to 2028.

Assessment of the relevant objectives and assessment of Chapter 5 are set out below:

### **CHAPTER 5- LAND-USE AND INFRASTRUCTURE**

#### **5.2 OBJECTIVES**

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

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

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

- h. facilitates the establishment of papakāinga and marae; and
- i. avoids conflicts between incompatible activities.

**Assessment:**

The key aspect of this objective is to achieve *consolidated, well designed and sustainable growth in and around existing urban areas*. The proposed rezoning will meet this outcome as it is within an identified boundary for Rolleston which has been developed over time to address the desire for a compact and consolidated urban area. The rezoning of the block will address the second element as it will enable the Greater Christchurch community to provide for their social, economic and cultural wellbeing through provision of additional housing as part of an established town. The development areas will also provide for future generations as some of the development of this block is expected to medium term development.

Clause 2 set out location and design parameters. These are assessed as follows:

- There are no areas of particular or significant natural values, nor is there any significant regional infrastructure.
- The area has the primary purpose of provision of housing choice for people of the region, and in particular, greater Christchurch.
- The development does not specifically provide for business use. However economic and business activity is continually expanding within Selwyn District and in particular in and around Rolleston.
- The land being rezoned is currently used for relatively limited productive purposes
- Potential conflict is expected to be limited due to the land use history of the area.

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

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

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

**Assessment:**

The Transportation Assessment attached to the Plan Change request considers the impact of the additional traffic generated by the requested residential rezoning. The assessment concludes that the additional traffic can be accommodated into the existing, new and planned elements of the road network serving Rolleston and Greater Christchurch without any adverse safety impacts. With regard to safety, the level of service of some intersections used by resident and visitors close to and beyond the immediate area is expected to reduce slightly resulting from a small increase in waiting time. This degree of impact is considered to be of such a small scale that it is of no regional significance. The rezoning will be consistent with Objective 5.3.7.

The proposal is effectively an extension of existing residential development (Acland Park). It therefore implements the requirements of consolidation and integration. The rezoning provides additional housing choice for the community, and will connect into existing infrastructure, although an additional sewage pumping station on Selwyn Road will be required. The rezoning combined with the development requirements such as reticulation of services, ensures that the completed proposal will have minimal effects on the physical environment, as set out in the AEE.



## **Chapter 6 CRPS**

A focus of Chapter 6 is responding to the anticipated demand for business and residential activities which needed to be replaced or relocated as a result of the earthquakes. This recovery has largely occurred in relation to provision and uptake of identified (and now zoned) land for business and residential activities impacted by the earthquakes. This needs to be taken into account in assessing consistency with the objectives and policies in Chapter 6. In particular there is ongoing demand for residential land for housing simply due to population growth. There is now a strong demand for lower cost housing, particularly outside Christchurch City and particularly in Rolleston. With regard to supply a number of areas identified for residential development have not become available as anticipated.

As mentioned previously the Update to the Urban development Strategy, which is contained in the report "Our Space 2018-2018 – Greater Christchurch Settlement Pattern Update", provides for residential development out to the Projected Infrastructure Boundary identified in Map A contained in Chapter 6 of the CRPS. In Rolleston the south eastern extent of the Projected Infrastructure Boundary is Selwyn Road and the eastern extent is Lincoln Rolleston Road. The land proposed to be rezoned Living Z in this Plan Change sits north of Selwyn Road and east of Lincoln Rolleston Road and is therefore within the Projected Infrastructure Boundary. It therefore satisfies and implements the Updated settlement pattern. Implementation of this updated settlement pattern is to be by way of a change to Chapter 6.

### **Objective 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. *provides for development opportunities on Māori Reserves in Greater Christchurch.*

### **Assessment:**

This Objective sets out the basis for the land use and infrastructure framework which includes identification of priority areas for urban development. The area proposed to be rezoned is inside

the infrastructure boundary and will be identified in the CRPS early 2021. The other matters listed in this objective are satisfied or are not relevant.

**Policy 6.3.1 Development within the Greater Christchurch area**

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

**Assessment:**

This policy 6.3.1 mirrors Objective 6.2.1 but adds specific reference to identified greenfield priority areas on Map A. These areas were based the anticipated demand largely created by the recovery and rebuilding process following the Canterbury earthquakes. This has now been overtaken by the necessity of providing for future needs associated with natural growth in the population and their housing needs. The proposed rezoning is not consistent with this policy in regard to Map A, however proposed change to Chapter 6 of the CRPS will change this early in 2021.

**Objective 6.2.2 Urban form and settlement pattern**

*The urban form and settlement pattern in Greater Christchurch is managed to provide sufficient land for rebuilding and recovery needs and set a foundation for future growth, with an urban form that achieves consolidation and intensification of urban areas, and avoids unplanned expansion of urban areas, by:*

1. *aiming to achieve the following targets for intensification as a proportion of overall growth through the period of recovery:*
  - a. *35% averaged over the period between 2013 and 2016*
  - b. *45% averaged over the period between 2016 to 2021*
  - c. *55% averaged over the period between 2022 and 2028;*
2. *providing higher density living environments including mixed use developments and a greater range of housing types, particularly in and around the Central City, in and around Key Activity Centres, and larger neighbourhood centres, and in greenfield priority areas and brownfield sites;*
3. *reinforcing the role of the Christchurch central business district within the Greater Christchurch area as identified in the Christchurch Central Recovery Plan;*
4. *providing for the development of greenfield priority areas on the periphery of Christchurch's urban area, and surrounding towns at a rate and in locations that meet anticipated demand and enables the efficient provision and use of network infrastructure;*

5. *encouraging sustainable and self-sufficient growth of the towns of Rangiora, Kaiapoi, Woodend, Lincoln, Rolleston and Prebbleton and consolidation of the existing settlement of West Melton;*
6. *Managing rural residential development outside of existing urban and priority areas; and*
7. *Providing for development opportunities on Māori Reserves.*

**Policy 6.3.1 Development within the Greater Christchurch area**

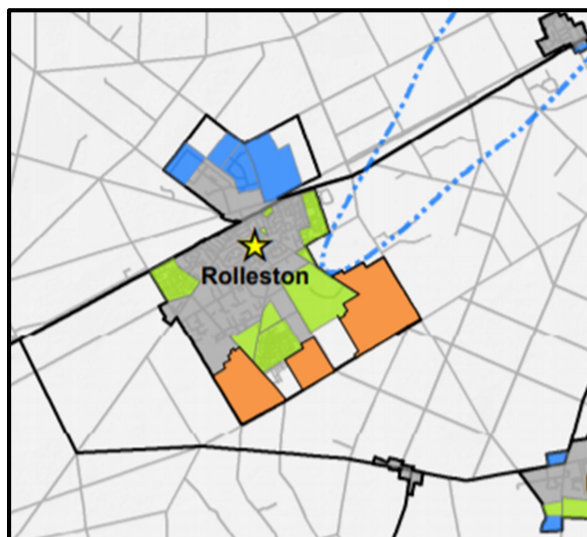
*In relation to recovery and rebuilding for Greater Christchurch:*

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

**Assessment:**

This objective and policy are very relevant as they not only provide for sufficient land for the recovery but also want this to set a foundation for future growth. This has already been signalled by identification of Projected Infrastructure Boundary on Map A. This boundary provides a logical and clear southern and south-eastern boundary for the growth of Rolleston through to Selwyn and Lincoln Rolleston Roads and has been adopted for this proposed rezoning as it follows through to these outer boundaries.

The Selwyn Housing Accord identified a lack of capacity within Rolleston for existing and anticipated demand for housing. This lack of capacity has resulted in two major changes in the statutory planning framework relating to Rolleston. Firstly, Central Government have added two areas to Schedule 1 of the Housing Accord and Special Housing Areas Act, namely Faringdon South and Acland Park (refer grey areas between the orange Future Development Areas in the plan below). This has allowed these areas to be developed for urban purposes. Secondly, this capacity issue has been recognised and identified at regional level in the report *Our Space, 2018-2048 - Greater Christchurch Settlement Pattern Update* prepared by the Greater Christchurch Partnership. Of greater significance is the identification of three "Future development area" (shown in orange in the plan below adjoining Selwyn Road) for inclusion into Map A and Chapter 6 through a change to the CRPS. The eastern Future Development Area is one of the three areas proposed for rezoning.



The proposed plan change does not give effect to the current version of Map A, however it will do so when the proposed change to the Canterbury Regional Policy Statement is processed.

There is sufficient overall infrastructure capacity to provide for development of Rolleston East however there will need to be significant modelling to determined localised infrastructure needs. The outline development area plan has been prepared in accordance with the specified minimum density of 12 household per hectare.

#### **Objective 6.2.3 Sustainability**

*Recovery and rebuilding is undertaken in Greater Christchurch that:*

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

#### **Assessment Objective 6.2.3:**

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

#### **6.2.4 Integration of transport infrastructure and land use**

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

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

#### **Assessment Policy 6.2.4:**

This policy is not directly relevant to the Plan Change request.

#### **6.3.2 Development form and urban design**

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

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

#### **6.3.3 Development in accordance with outline development plans**

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

1. *Be prepared as:*
  - a. *a single plan for the whole of the priority area; or*
  - b. *where an integrated plan adopted by the territorial authority exists for the whole of the priority area and the outline development plan is consistent with the integrated plan, part of that integrated plan; or*
  - c. *a single plan for the whole of a rural residential area; and*
2. *Be prepared in accordance with the matters set out in [Policy 6.3.2](#);*
3. *To the extent relevant show proposed land uses including:*
  - a. *Principal through roads, connections with surrounding road networks, relevant infrastructure services and areas for possible future development;*
  - b. *Land required for community facilities or schools;*

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

### **Assessment Policy 6.3.2 and 6.3.3**

The urban design approach detailed in the outline development plan for Rolleston East is anticipated to achieve a good level of amenity and efficiency for residents and for the neighbourhood.

### **6.3.4 Transport effectiveness**

*Ensure that an efficient and effective transport network that supports business and residential recovery is restored, protected and enhanced so that it maintains and improves movement of people and goods around Greater Christchurch by:*

1. *avoiding development that will overload strategic freight routes;*
2. *providing patterns of development that optimise use of existing network capacity and ensuring that, where possible, new building projects support increased uptake of active and public transport, and provide opportunities for modal choice;*
3. *providing opportunities for travel demand management;*



4. *requiring integrated transport assessment for substantial developments; and*
5. *improving road user safety.*

#### **Assessment of Policy 6.3.4**

The new residential area will be able to make use of arterial routes to the key activity centre at Rolleston which is currently undergoing expansion to serve the growing population. The location also connects well to routes to the east such as Lincoln (bus service uses the Springston Rolleston Road), existing routes to Prebbleton and Christchurch and to the Christchurch Southern Motorway stage 2 with associated overbridges providing quicker and more efficient routes between Christchurch and Rolleston. The changes are also anticipated to improve safety by reducing the number of vehicles using roads crossing main routes. While not directly served with public transport, the development effectively adjoins the CRETS collector route which is a logical route for future public transport. In general it is considered that the Plan Change is consistent with this policy.

#### **Policy 6.3.5 Integration of land use and infrastructure**

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

1. *Identifying priority areas for development to enable reliable forward planning for infrastructure development and delivery;*
2. *Ensuring that the nature, timing and sequencing of new development are co-ordinated with the development, funding, implementation and operation of transport and other infrastructure in order to:*
  - a. *optimise the efficient and affordable provision of both the development and the infrastructure;*
  - b. *maintain or enhance the operational effectiveness, viability and safety of existing and planned infrastructure;*
  - c. *protect investment in existing and planned infrastructure; and*
  - d. *ensure new development does not occur until provision for appropriate infrastructure is in place;*
3. *Providing that the efficient and effective functioning of infrastructure, including transport corridors, is maintained, and the ability to maintain and upgrade that infrastructure is retained;*
4. *Only providing for new development that does not affect the efficient operation, use, development, appropriate upgrading and safety of existing strategic infrastructure, including by avoiding noise sensitive activities within the 50dBA Ldn airport noise contour for Christchurch International Airport, unless the activity is within an existing residentially zoned urban area, residential greenfield area identified for Kaiapoi, or residential greenfield priority area identified in Map A (page 6-28); and*
5. *Managing the effects of land use activities on infrastructure, including avoiding activities that have the potential to limit the efficient and effective, provision, operation, maintenance or upgrade of strategic infrastructure and freight hubs.*

#### **Assessment of Policy 6.3.5**

To date the growth areas have been in the general area of the proposed rezonings at Rolleston but have not extended through to Selwyn Road or the lower end of Lincoln Rolleston Road. In addition, two significant areas have recently been developed under the Special Housing legislation. The efficient use and development of infrastructure was a key determinant in choosing these areas. The servicing of the proposed new area is addressed in the Plan Change request. The proposed area will make efficient use of existing infrastructure including the new RADAR sewer pump station on the corner of Selwyn Road and Springston Rolleston Road and the recently

modified layout of this intersection. There will however need to be at least a new sewage pumping station established in Selwyn Road constructed as part of this development which will serve other undeveloped land in the general area. Water supply can be efficiently connected and stormwater treated and disposed of within the development sites. The proposal therefore gives effect to this policy.

#### **6.3.7 Residential location, yield and intensification**

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

#### **Assessment of Policy 6.3.7**

This policy is similar to **Objective 6.2.1** Recovery Framework, **Objective 6.2.2** Urban Form and settlement pattern and **Policy 6.3.1** Development with the Greater Christchurch Area, which want urban growth to occur within identified greenfield priority areas on Map A in Chapter 6 of the CRPS. As referred to above the greenfield areas identified on Map A were developed on the primary basis of anticipated demand created by the recovery and rebuilding process following the Canterbury earthquakes. Recent analysis of population growth and take-up of land for new housing has shown that the growth requirements up to 2028 were underestimated and land availability overestimated. This has resulted in an Update of the Urban Development Strategy which provides for residential development out to the Projected Infrastructure Boundary identified in Map A. The land proposed to be rezoned is within the Projected Infrastructure Boundary Living Z being west of Lincoln Rolleston Road and north of Selwyn Road. It therefore is in accordance with the Updated settlement pattern.

The proposed plan change will give effect to Map A as soon as the proposed change to the Canterbury Regional Policy Statement is processed. The Plan Change has been requested at this stage to avoid a delay in proceeding with development of these areas i.e. it will enable these areas

to be developed as soon as Map A is formally amended. The lack of consistency of the requested Plan Change with the current version of Map A is a function of timing.

### **Draft Proposed Change to Chapter 6 of the CRPS**

This Plan Change amends Chapter 6 of the CRPS as referred to in the above assessments. It updates the development capacity tables and related policies. Environment Canterbury in consultation with Christchurch City, Waimakariri and Selwyn District Councils prepared a draft change which has been approved by the Minister for the Environment under the Streamlined Planning Process provisions. The main change to Chapter 6 is the inclusion of references to “Future Development Areas” as areas, alongside greenfield priority areas, that are to provide for future residential growth in Greater Christchurch. These areas are bounded by projected infrastructure boundary in the Revised Map A. This plan change is to be publicly notified/finalised in late January 2021. The Plan Change includes criteria for new development in these new areas. These largely address the same matters as exist in the CRPs including:

- The requirement to have an outline development plan
- Infrastructure to be in place
- Safe and convenient access to community, social and commercial services
- Urban consolidation continues to be achieved
- Development does not increase the risk of contamination of drinking water sources
- Open space character between urban areas is maintained-
- Operation capacity of infrastructure not compromised
- The effects of natural hazards are avoided or appropriately mitigated

These matters have been assessed elsewhere in this Plan Change Request.

### **Mahaanui - Iwi Management Plan, 2013**

The Mahaanui Iwi Management Plan (IMP) contains Ngāi Tahu’s objectives, issues and policies for natural resource and environmental management within the area bounded by the Hurunui River in the north and the Ashburton River in the south. The IMP is a tool for the Rūnanga in the area it covers; the plan also provides guidance to territorial authorities and others. The IMP sets out the broad issues as well as the specifics for particular areas. The relevant matters are considered below. The IMP does not identify any specific cultural values associated with this land that might be adversely impacted by its development.

#### ***Ranginui***

The relevant matters identified in IMP are discharges to air and the protection of night time darkness. The proposed Plan Change does not contain controls on these matters. The main discharge to air that could occur through this proposal is the establishment of log burners or similar within individual houses. These discharges are controlled by Environment Canterbury through the Regional Air Plan. With regard to street lighting the Proposed Selwyn District Plan now has controls on sky-glow which sets limits on the amount of light spilled by outdoor lighting which may assist in reducing potential increases in night light.

#### ***Wai Māori***

Freshwater is of considerable cultural significance to Rūnanga. The main matters of concern relate to water quality and quantity and mixing waters from different waterbodies. The land to be rezoned does not contain any waterways. With the reticulation of effluent disposal from the proposed new dwellings the potential from adverse impacts on groundwater quality are limited. The site will also be connected to a Council water supply, which is more efficient way to service the development than through a separate well or wells. Stormwater generated by the new road will be treated and disposed of through swales or alternative treatment methods, ensuring that no

untreated stormwater will reach the water race or groundwater which is at least 7m-8m below ground level. Roof stormwater will be disposed of straight to ground as is commonplace in Rolleston. All of these aspects of the development combine to ensure that there will be minimum adverse impact on the freshwater quality or quantity within this locality.

#### ***Papatūānuku***

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

#### ***Tāne Mahuta***

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

#### ***Ngā Tūtohu Whenua***

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

#### ***Te Waihora***

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

#### ***Summary***

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

## **7.3 District Policy and Plans**

### **Assessment of Selwyn District Plan Township Section Objectives and Policies**

#### **Township Section Part B1 Natural Resources**

Objective B1.1.1 and Policy 1.1.3 seek to limit the effects on people from contaminated soils, primarily through avoiding the exposure of people to contaminated soils. PSIs have been undertaken, and minor contamination identified. Further work including detailed site investigations will follow up to determine whether soils within the site are contaminated and from this remediation action plans can be prepared and implemented.

Objective B1.1.2 deals with the issue of loss of soil from production. From this Policy B1.1.8 directs avoidance of land being zoned which contains versatile soils. Versatile soils are not defined in the District Plan, however they are defined in the Canterbury Regional Policy Statement 2013 as being

soils with a Land Use Capability (LUC) class of 1 or 2. Information obtained from Landcare Research's New Zealand Land Resource Inventory identifies the eastern half of the site as Class 2 and the western half as class 3. The use of the eastern half is therefore inconsistent with this Objective however the zoning proposed is part of a strategic growth policy and so is considered to have merit as opposed to other land.

Objective B1.2.1 wants expansion of townships to either maintain or enhance the quality of ground or surface water resources within the District, while Objective 1.2.2 is directed towards ensuring activities do not adversely impact on water resources. The policies that implement these objectives provide direction on the provision of water supplies at both an individual lot and township level. They require that provision of effluent and stormwater disposal systems avoid adverse effects on the quality of ground water. The details of the infrastructure to be provided for Rolleston East are set out in Section 5.2 above and discussed in more detail in the attached Infrastructure Report (Appendix A). This infrastructure will ensure that the development occurs in a manner sought by these objectives.

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

### **Township Section Part B2 Physical Resources**

The objectives and policies within Part B2.1 Transport Networks address the issues of the integration of landuse and transport, ensuring a safe and efficient transport network, the provision for the future transport network and managing the effects of activities on the transport network and vice versa. The Rolleston East ODP includes a road network scheme for the development which will achieve integration with the surrounding environment. This will be achieved by providing for future connections to existing residential land that adjoins. The layout will ensure the safety, permeability and accessibility for vehicles, pedestrians and cyclists. The road geometry and layout will in part be a continuation of the Acland Park layout. In addition there will be a link to the CRETS collector road to the north. The design and streetscapes are expected to follow those in the area providing a consistent experienced for resident and visitors. These aspects of the proposal are consistent with the outcomes sought by the objectives and policies within Part B2.1 Transport Networks.

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

Objectives B2.3.1 and B2.3.2 and their associated policies address the provision of community facilities and reserves within townships. The only community facilities required by the outline development plan are two local open space reserves. However further facilities may establish over time such as a pre-school which could also serve the neighbouring Acland Park development. This aspect of proposal is in keeping with the Objective B2.3.1 and B2.3.2 and their associated policies.

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

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

The matter of natural hazards has been assessed in Section 5.3, which concluded the development is unlikely to result in an increase in natural hazard risk for future residents or for residents of surrounding land. Given this it is considered that the outcomes sought by the objectives and policies within Part B3.1 Natural Hazards are achieved for this development.

Parts B3.2 Hazardous Substances and B3.3 Culture and Historic Heritage objectives and policies are not relevant to this proposal. The objectives B3.4.1 to B3.4.3 of B3.4 Quality of the Environment address the issues associated with ensuring that the townships are pleasant places to work and live and provide for a range of activities to occur. The objectives seek to ensure that the character and amenity of zones is maintained and that reverse sensitivity effects between activities are avoided. These matters have all been addressed in the assessment of effects where it has been concluded that a good standard of choice and amenity will be provided for residents in this new area as has occurred in recent Living Z developments.

Objectives B3.4.4 deals with the growth of townships and requires a compact form and a range of living environments and housing choices. The ODP identifies areas suitable for lower density and medium density development. The Living Z framework within the District Plan ensures a variety of lot sizes, areas and shapes can be provided within low and medium density areas. The density requirements along with the rules framework allow a range of living environments and housing choice to be achieved. In this regard the Rolleston East rezoning and development will be well placed to implement this objective.

Objective B3.4.5 requires that the growth of townships provides a high level of connectivity both within the new developments and with adjoining areas, and enables access to a variety of forms of transport. The ODP provides for the primary connection points to the existing residential areas as well as provision for future connections to adjoining land, enabling a variety of transports forms to be used by future residents. There are however unknowns as to when and what form future development will take on the corner of Lincoln Rolleston and Selwyn Road and on land to the south of Falcons Landing. The ODP has provided options for connections to these areas however there may need to be some variations to ensure more efficient integration.

Policies B3.4.1 and B3.4.3 implement the objectives relating to the Quality of Environment. These are implemented by zoning. This Plan Change requests Living Z zoning including the provision of medium density housing as the rezoning of this area has been delayed due to need to also alter the Canterbury Regional Policy Statement to provide for this growth. This process is now occurring and is expected to be completed early in 20210. Accordingly this requested Plan Change is considered to be the most appropriate tool to achieve the intent of these policies.

### **Township Section Part B4 Growth of Townships**

Objectives B4.1.1 and B4.1.2 seek a range of living environments, including the provision of medium density areas, that provide a high quality of living and that the new areas are pleasant places to live. The Rolleston East development provides for a mix of medium and low density development which is consistent with the provision of high quality development.

Policy B4.1.1(a) provides for a range of allotments sizes within living zones, including the provision of medium density areas within identified areas of the Living Z zone. The provision of a mix of low and medium density allotments achieves this policy. In addition, it is anticipated that the resultant built development within the medium density areas will implement policies B4.1.6 and B4.1.7 in relation to site coverage and will achieve a good level of urban design as sought by policy B4.1.13. In taking into these matters into consideration, Rolleston East is consistent with Objectives B4.1.1 and B4.1.2 and their policies.



The objectives and policies within B4.2 Subdivision of Land address the issues relating to subdivision and ensuring the resulting development is fit for purpose. At this stage only rezoning is being sought by this Plan Change, however the ODP has been designed with the ultimate subdivision in mind and has focussed on creating a good level of amenity to support the density of development being supplied. On the basis of the ODP it is anticipated that there will be very limited rear allotments developed.

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

Objective B4.3.3 requires new residential development within townships in the Greater Christchurch area to be provided within existing zoned land or priority areas identified in the Regional Policy Statement (RPS). Any such development is to be in general accordance with an operative ODP. Rolleston East is not located within an existing zoned area or one that is identified as a priority area in the current CRPS. However *Our Space 2018-2048* which identifies and provides for implementation of the updated Greater Christchurch settlement pattern envisages rezoning of land out to the Projected Infrastructure Boundary contained in Map A in Chapter 6 of the CRPS. The Update of the settlement pattern identifies that some of the land that has been identified for growth within the RPS has very fragmented ownership and despite being zoned for some time thereby limiting land that can be considered available for development.

Objective B4.3.4 directs that new areas of residential development should support the timely, efficient and integrated provision of infrastructure. At this stage detailed modelling has not been undertaken to determine the most efficient provision for sewerage. It is expected that additional pumping will be required as this area is currently not part of any reticulated regime. The cost sharing associated with additional infrastructure will need to be determined as a consequence of this modelling and subsequent design of any new infrastructure. While the form of these new services is not known at this stage there are procedures to be followed which will ensure that any system is efficient and that the Council will not be required fund services to any extent greater than what normally occurs. Given these factors it is considered that this development is consistent with Objective B4.3.4.

Objective B4.3.5 directs that sufficient land is available to accommodate that anticipated household growth within the District between 2013 and 2028 through both Greenfield growth areas and consolidation within existing townships. The fragmented ownership of much of the zoned but underdeveloped land within Rolleston means that whilst there is zoned land available to provide for this growth, the ability for this to occur is restricted. In response to this situation the applicant has facilitated a group of landowners working together to achieve rezoning and development. This combined request to rezone within a new Future Development Area will assist in overcoming some of the shortfall.

Objective B4.3.6 requires that the development of Living Z zoned land achieves an average net density of at least 10 households per hectare over an ODP area. The proposed ODP Area has been prepared on the basis of achieving a minimum yield of 12 households per hectare. This yield is reflective of the requirements of the Council's Special Housing Policy and a clear indication

articulated through the Our Space process that 12hh/ha is the preferred net density to apply to future growth areas.

Policies B4.3.1, B4.3.3, and B4.3.4 manage residential growth through zoning and the use of ODPs to ensure a compact shape in a manner that avoids surrounding rural zoned land with urban development, and encourages the use of existing zoned land. Policy B4.3.7 relates specifically to the Living Z zones, and stipulates that the growth areas should not be developed until an Outline Development Plan is included within the District Plan; whilst policy B4.3.9 identifies the phasing of any Living Z zone land within Rolleston. The proposed rezoning will include a new ODP into the Plan and the phasing of development will then be consistent with the Operative Plan.

In conclusion it is considered that the requested rezoning of the Rolleston East is consistent with the objectives and policies of the Township Section of the District Plan.

### **Assessment of Selwyn District Plan Rural Section Objectives and Policies.**

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

The objectives and policies of these two sections of the District Plan are similar to those contained within the Township section. The conclusions reached in the assessment of the Township objectives and policies that the development of this land is appropriate and is generally consistent with the outcomes sought also applies here.

The one matter not considered is possible reverse sensitivity effects, addressed by Objective B3.4.2 and Policies B3.4.20 to B3.4.22. This objective and its policies seek to ensure that new activities do not give rise to any reverse sensitivity effects. For reverse sensitivity effects to arise, there must be an effect from a permitted activity that would give cause for complaints to occur that could impact on the ability for that permitted activity to operate. Typically, within rural areas this arises from horticultural and vinicultural activities, intensive farming (such as poultry and pig farms) and quarrying. Aerial photography and site visits to the surrounding land indicate that the primary use of this area is for lifestyle blocks, some cropping and pastoral use and possibly an indoor poultry farm. Pastoral farming is typically not an activity associated with reverse sensitivity effects. However there is potential for aspects of cropping and poultry farming to create some nuisance. Given this environment it is considered that there is some potential for a limited number of residents to have reduced amenity however this does not necessarily result in reverse sensitivity effects being generated. Again it is noted that the area where the poultry farm is opposite land that is not part of the rezoning at this stage.

#### ***Rural Section Part B4 Growth of Rural Area***

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

### **Rolleston Structure Plan**

This Structure Plan which was prepared in 2009 with the primary goals of a sustainable, well-designed, realistic and attainable Rolleston. The boundary chosen for the Structure Plan came

from Variation 1 to Proposed Change 1 of the Regional Policy Statement (RPS PC1). The area follows Dunns Crossing Road as the western boundary, Weedons Road on the Eastern boundary and Selwyn Road on the southern boundary. This is effectively the same boundaries that now form the basis for growth in the short to medium term.

The Structure Plan looks at many aspects of Rolleston including the strategic locations of the town centre, neighbourhood centres and local centres, land use patterns and community facilities and movement networks. The recommendation in relation to the recommended in the Structure Plan regarding residential and community growth areas have been largely followed with them being the same or similar to what has been developed or is proposed to be developed.

The staging of Greenfield Residential Development set out in the Rolleston Structure Plan is based on the progressive availability of infrastructure required for residential development. This approach favours the south western areas of Rolleston as the next areas for development (Stage 2) followed by the eastern corner (Stage 3). Stage 1 in the Rolleston Structure Plan covers what was the initial stage of Faringdon which is completed. Stage 2A (for the period 2017-2026) includes what is now referred to as Faringdon South block which was approved and developed under the Housing Accords and Special Housing Areas Act (HASHA). The development is also completed ahead of its timeframe. Land either side of Faringdon south is now the subject of private plan shares requesting residential zoning to respond the significant demand for more housing.

This sequencing contained in the Structure Plan has been partially superseded by the Faringdon South and Acland Park developments proceeding under the HASHA process. These developments created the need for new wastewater servicing in the area. This has involved construction and operation of a new pump station on the corner of Springston Rolleston Road and Selwyn Road and the installation of sewer mains along the Springston Rolleston Road and along Selwyn Road from Faringdon South through to the pump station. This amended sequencing has been reflected in Council's recent master planning to inform the Long term Plan – refer **Appendix G** "Potential Future Growth Staging" for Rolleston. The land proposed to be rezoned by this plan change is now Stage 3A. To service this area the developers will need to install a sewer pump station on Selwyn Road which will accept gravity fed sewage from this block and pump it to the RADAR station on the southern corner of the Selwyn/Springston Rolleston Road corner.

### **District Development Strategy 2031**

The District Development Strategy is based on population estimates and capacity assessments available at 2014. From this data analysis Selwyn 2031 puts forward three key growth concepts being:

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

The Strategy proposes that sufficient zoned land is provided to accommodate projected household and business growth to assist earthquake Recovery within the Greater Christchurch area. Actions to provide sufficient land are limited to rezoning of land in Rolleston and Lincoln including greenfield land ODP Areas 4, 9 - 13. As the majority of land within the listed Rolleston ODP areas has now been developed and new capacity assessments have been undertaken it is considered that the District Development Strategy is not directly relevant to the consideration of current growth proposals.

## 8 Statutory Requirements of Section 32 of the Act

Section 32 of the Resource Management Act requires evaluation of a private plan change by the person making the request. The evaluation, carried out under Section 32 of the, must examine:

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

The evaluation is required to take into account:

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

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

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

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

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

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

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

### 8.1 Objectives and Policies of the Selwyn District Plan

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

Although an assessment of the appropriateness of the objectives and policies of the Plan is not required, it is worthwhile to consider the proposed Plan Change against the proposed objectives and policies contained within the Selwyn District Plan relating to providing for urban growth. A detailed assessment of these objectives and policies has been undertaken in Section 7.3 of this assessment and it concludes that requested rezoning of the Rolleston East block meets the outcomes sought for urban growth and new residential areas.

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

Given the conclusions within Sections 5 on the effects of the proposal on the environment and the above assessment, the proposed rezoning of the Rolleston East block is considered to be an appropriate means of achieving the outcomes sought by the objectives and policies of the District Plan.

## 8.2 Assessment of the Benefits and Costs of the Proposed Change

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

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

The following is an assessment of these options.

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

Benefits/Advantages	Costs/Disadvantages
<ul style="list-style-type: none"> <li>• Maintains the existing character of the area.</li> <li>• Allows the Council to implement Our Space 2018-2048 Greater Christchurch Settlement Pattern Update and the associated changes to the Canterbury Regional Policy Statement (CRPS) within their own timeframe.</li> </ul>	<ul style="list-style-type: none"> <li>• Does not fulfil the District Plan's objective of an equitable process to rezoning land.</li> <li>• Does not implement Proposed Change to the CRPS 2019/20 which seeks a settlement pattern that provides sufficient land for future growth.</li> <li>• Reduces the level of choice for potential purchasers of residential allotments.</li> <li>• Does not contribute to the cost of existing reticulation of services.</li> </ul>

### Benefits and Costs of Option 2 - Rezoning land as Living Z by private plan change

Benefits/Advantages	Costs/Disadvantages
<ul style="list-style-type: none"> <li>• Implements Our Space 2018-2048 Greater Christchurch Settlement Pattern Update and the associated changes to the Canterbury Regional Policy Statement</li> <li>• Implements the National Policy Statement on Urban Development Capacity</li> <li>• The area is not dependent on the development of other land to provide access or infrastructure, such as stormwater disposal.</li> </ul>	<ul style="list-style-type: none"> <li>• Loss of rural land for productive purposes.</li> <li>• Change in character of the area from rural to residential.</li> <li>• Increase in traffic generated within and around Rolleston.</li> <li>• Does not take into account other land that may be suitable to provide for growth</li> </ul>

Benefits/Advantages	Costs/Disadvantages
<ul style="list-style-type: none"> <li>• Provides an alternative for prospective purchasers of residential allotments within Selwyn District and elsewhere.</li> <li>• Economic benefit to Council from larger rating base through additional properties being added upon subdivision, and the payment of development contributions for new infrastructure (e.g. Eastern Selwyn Sewerage Scheme).</li> <li>• Provides long-term certainty for both the developer and potential purchasers as to the use of the land.</li> <li>• Supports and extends existing Council reticulated services, e.g. sewer system and water supply.</li> <li>• Costs of assessments and development of ODPs fall on the developer, not the Council.</li> </ul>	

***Benefits and Costs of Option 3 – Wait for Council to rezone land as Living Z or General Residential Zone***

Benefits/Advantages	Costs/Disadvantages
<ul style="list-style-type: none"> <li>Allows the Council to implement Our Space 2018-2048 Greater Christchurch Settlement Pattern Update and the associated changes to the Canterbury Regional Policy Statement (CRPS) within their own timeframe.</li> <li>Implements the National Policy Statement on Urban Development Capacity</li> <li>Provides an alternative for prospective purchasers of residential allotments within Selwyn District and elsewhere.</li> <li>Economic benefit to Council from larger rating base through additional properties being added upon subdivision, and the payment of development contributions for new infrastructure (e.g. Eastern Selwyn Sewerage Scheme).</li> <li>Provides long-term certainty for both the developer and potential purchasers as to the use of the land.</li> <li>Supports and extends existing Council reticulated services, e.g. sewer system and water supply.</li> </ul>	<ul style="list-style-type: none"> <li>Could result in uncertainty and delay regarding rezoning for urban growth as Council has indicated it does not want to be directly involved in rezoning land.</li> <li>Council would have to determine which land is to be rezoned and so undertake detailed comparative analysis.</li> <li>Council would have to undertake detailed assessments (e.g. geotech, soil contamination,) which are a cost to the ratepayer.</li> <li>Council would have to develop ODPs for the rezoned areas which are not something it normally undertakes and which would be at a cost for ratepayers.</li> <li>Loss of rural land for productive purposes.</li> <li>Change in character of the area from rural to residential.</li> <li>Increase in traffic generated within and around Rolleston.</li> </ul>

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

Benefits/Advantages	Costs/Disadvantages
<ul style="list-style-type: none"> <li>Council has the ability to place stricter controls on the development through consent conditions than may be possible through a plan change.</li> <li>Potential for greater environmental benefit through Council having greater control over development, and being able to require some land for environmental compensation for the use proposed.</li> </ul>	<ul style="list-style-type: none"> <li>Potential social cost arising from lack of long-term certainty for future purchasers and adjoining neighbours as to the use of the land, as additional consents to alter conditions can be sought.</li> <li>Potential and future purchasers would need to obtain consent if they were to alter uses, for example home occupation rules from the rural zone would still apply.</li> <li>Restricted timeframe in which land has to be developed and houses built, leading to potential economic costs for landowner/developer.</li> <li>Less flexibility in being able to develop the land.</li> <li>Possibly higher costs to develop land through the placing of tighter controls on the development by way of strict conditions on a consent.</li> <li>Unwanted precedent in terms of allowing</li> </ul>

Benefits/Advantages	Costs/Disadvantages
	large scale residential activity in the rural zone through consent only.

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

### 8.3 Effectiveness

In determining the effectiveness of the Plan Change and other options to achieve the objectives, it is considered appropriate to include within “the objectives” the objectives of the relevant broader policy documents. These matters are considered in more detail in Sections 7 of this report. These latter objectives are particularly relevant because they set out, at a strategic level, how growth should be provided for within the Selwyn District as part of Greater Christchurch. On this basis the proposed Plan Change is assessed to be the most effective to achieve the objectives of the District Plan, and of implementing the proposed Change to Canterbury Regional Policy Statement and the decision and recommendations of Our Space 2018-2048.

The same rezoning could be achieved through incorporation of the rezoning into the review of the Selwyn District Plan that has recently been publicly notified. As has been shown by the proposed Plan the Council prefers the initiative of rezoning to be taken by landowners who are familiar with the detailed characteristics of the land blocks as well as the challenges of developing them in a way that ensures a high level of integration with existing residential development in the south end of Rolleston. In addition if the rezoning is to be implemented through the proposed Selwyn Replacement District Plan it would likely result in a delay of 2 or more years before the zoning was finalised. Such a delay could adversely affect the delivery of lots to meet the assessed and known demand. This not only creates frustration for buyers and sellers but also has the potential to result in an escalation of costs making house ownership more difficult.

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

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

### 8.4 Efficiency

In determining efficiency, it is necessary to compare the costs and benefits of the four options listed in the tables above. These costs and benefits relate to a variety of matters including environmental, process and land use compatibility. In relation to all these matters Option 2 has a greater number of benefits/advantages as compared to Options 1, 3 and 4 while Option 2 has the same or lesser costs/disadvantages.

#### ***Assessment Regarding Information Provided***

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



## **8.5 Overall Assessment**

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