

Appendix 14: Assessment of CRPS Objectives and Policies

Chapter 5: Land use and Infrastructure

Objective 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;*

The plan change application site is located outside of the current township and infrastructure boundaries as identified in the CRPS. It is noted the CRPS and more specifically the urban boundaries and greenfield priority areas have not been updated since released and do not reflect the how much of this land has already been developed. In the meantime, residential development in Selwyn, particularly the areas within the metropolitan areas of Christchurch have continued to push these boundaries. The proposed plan change seeks to enable residential use at varying densities to be accommodated on the application site adjoining an existing township, providing for well-designed and sustainable growth in and around an existing urban area. This will provide for long term future growth needs for the region. It is proposed to provide connections to reticulated services and active transport linkages from the site to the township and the Birchs Road Reserve. Overall, the development of the application site will enable a range of housing choices within Prebbleton and the Selwyn District.

- (d) *minimises energy use and/or improves energy efficiency;*
- (e) *enables rural activities that support the rural environment including primary production;*

The pattern of development influences the use of energy particularly in relation to transportation. The location of the application site is on Birchs Road with public transport and pedestrian/cycle connections through to both the centre of Prebbleton and to Christchurch. Given the site of the proposed plan change and its close proximity to the township, the change in activity status from rural activities to residential activities is not likely to significantly reduce the rural productivity of the wider area. The ODP includes a primary road on the western boundary with a legal width of 21m to ensure rural activities (on the opposite side of the proposed road) adjoining the site are not compromised.

- (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;*

As assessed in the ITA (Appendix 6) the proposed plan change will not result on any adverse effects on the adjoining road network.

- (i) *avoids conflicts between incompatible activities.*

The application site is bounded by Hamptons Road and Birchs Road to the north and east and rural land to the south and west. The Integrated Traffic Assessment and the Notice of Requirement associated with the Birchs Road Reserve indicate the speed limits along both roads will be lowered to an urban environment speed. With a reduced speed environment, the potential for conflict between the road operation and residential use is reduced. A primary road connection is proposed along the western boundary to provide a separation between the proposed residential use and rural productive use. No specific treatment is proposed along the southern boundary of the application site, although the ODP text includes avoiding higher density use on rural boundaries. It is noted there are many instances within the district where residential use immediately adjoins rural use and given the Inner Plains zoning and less intensive uses associated with this zoning it is considered the proposed residential use is not incompatible. Rural productive use on the application site is already limited by small parcels with dwellings present and limited availability of water for irrigation. Given the Inner Plains zoning and the predominance of small scale rather than large scale land holdings it is considered the potential effects of rural productive use adjoining the application site can be adequately avoided. It is noted the proposed residential use will integrate with and activate the proposed reserve and associated uses on the opposite side of Birchs Road.

Policy 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.*

The effects of the proposed change in zoning have been assessed in the ITA and conclude the effects of the proposed residential use on the surrounding road network can be accommodated and will not adversely affect the safe and efficient functioning of the surrounding road network.

Chapter 6 Recovery and Rebuilding of Greater Christchurch

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.

The proposed development is outside of the current township and infrastructure boundaries and will provide for greenfield expansion rather than intensification. However, the proposal seeks to provide an urban link between Prebbleton township and the Birchs Road Reserve, which will promote greater use of this recreational space. The Urban area is adjoining the existing township, and provides for a consolidated pattern of development, particularly given location of the reserve area. The rezoning of the application site will enable the anticipated demand for housing supply, identified by recent research but not yet embedded into the district and regional planning documents, to be met. The proposed plan change will allow for a variety of allotment sizes for the long-term development of Prebbleton to meet anticipated demand. The proposed development will allow population increase in Prebbleton which can in turn add to the self-sufficiency of the township as a greater population base increases demand for commercial uses and services in close proximity.

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

The CRPS recognizes for Greater Christchurch particular attention should be paid to the provision of open space, maintenance and promotion of a sense of identity and character, and the availability of community and recreation facilities and appropriately located business centres, so as to ensure the maintenance and/or provision of high-quality living environments. The proposed ODP provides multimodal permeability to enable a high-quality living environment with multiple transport options. The location along Birchs Road supports the current bus service and will put users in close proximity to the Birchs Road Reserve, Lincoln, Lincoln University and Christchurch. The cycleway provides connection to the off-street cycleway which provides direct connection to the centre of Prebbleton. In addition, the proposed zoning will allow for a variety of allotment sizes and neighbourhood scale commercial use to be accommodate through the future subdivision of the site consistent with the OSDP which anticipates and provides for healthy, environmentally sustainable, functionally efficient and prosperous communities.

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.

The application site is located along a public transport route and active transport route, with multimodal permeability provided within the site. The existing bus route provides connection south the Lincoln and Lincoln University and north to Christchurch. A Traffic Assessment has been provided (in Appendix 6) and confirms the development of the application site inclusive of both residential and commercial use, as proposed, can integrate into the existing transport network surrounding the application site without compromising the safe and efficient operation of this network.

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 commercial film or video production activities in appropriate commercial, industrial and rural zones within the Christchurch District;
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.

The application site is outside of the urban form as identified in Map A of the CRPS, however as previously discussed Map A is currently under review to include additional development areas and will be further reviewed during an updated of the CRPS in the next few years. It is anticipated any future update to Map A will reflect the level of development which has occurred and the uptake of appropriately zoned land for residential use since this time. However, the Plan Change will provide for long term growth and support future infrastructure delivery as anticipated by the policy. As the application site has not been specifically provided for within the CRPS Map A the proposal is not consistent with this policy, however it is noted the NPS-UD is the higher order document and requires consistency from District and Regional Plans, which has not at this time been implemented. It is considered consistency with the NPS-UD being the higher order document should be provided more weight when considering the consistency of this proposal with the existing policy framework. The other considerations as noted above are not relevant to the application site or the proposed residential and commercial use.

Policy 6.3.2 Development form and urban design

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

1. *Tūrangawaewae – the sense of place and belonging – recognition and incorporation of the identity of the place, the context and the core elements that comprise the site 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 transport*
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.*

An assessment of the character of the application site has been provided in the Landscape and Visual Assessment (Appendix 11). There are no specific elements to the site which would require special consideration and the identity of the application site has been assessed as typical of the Canterbury Plains. A sense of place and belonging will be provided through the high level of connectivity within the site and to the surrounding area, including the Birchs Road Reserve, which will form a landmark feature for the site. The application site is well integrated and connected in terms of multimodal transport options and future development of the site will seek to take advantage of and enhance these networks, providing and appropriate form and pattern of residential development. The proposed ODP provides for a minimum density of 15 hh/ha and enables up to 74 hh/ha through the proposed Living MD Prebbleton zoning. The intention is to provide flexibility for the future subdivision of the application site to allow such development to be responsive to housing demands at the time of development and allow for neighbourhood scale commercial use to service this new urban area.

An assessment of the proposed plan change against the Urban Design Protocol is provided in the Urban Design Statement in Appendix 5 of this application.

Policy 6.3.3 Development in accordance with outline development plans

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

1. *Be prepared as:*
 - a. *a single plan for the whole of the priority area ; or*
 - b. *where an integrated plan adopted by the territorial authority exists for the whole of the priority area and the outline development plan is consistent with the integrated plan, part of that integrated plan ; or*
 - c. *a single plan for the whole of a rural residential area ; and*
2. *Be prepared in accordance with the matters set out in Policy 6.3.2 ;*
3. *To the extent relevant show proposed land uses including:*
 - a. *Principal through roads, connections with surrounding road networks, relevant infrastructure services and areas for possible future development;*
 - b. *Land required for community facilities or schools;*
 - c. *Parks and other land for recreation;*
 - d. *Land to be used for business activities;*
 - e. *The distribution of different residential densities, in accordance with Policy 6.3.7;*
 - f. *Land required for stormwater treatment, retention and drainage paths;*
 - g. *Land reserved or otherwise set aside from development for environmental, historic heritage, or landscape protection or enhancement;*
 - h. *Land reserved or otherwise set aside from development for any other reason, and the reasons for its protection from development;*
 - i. *Pedestrian walkways, cycleways and public transport routes both within and adjoining the area to be developed;*

4. Demonstrate how Policy 6.3.7 will be achieved for residential areas within the area that is the subject of the outline development plan, including any staging ;
5. Identify significant cultural, natural or historic heritage features and values, and show how they are to be protected and/or enhanced ;
6. Document the infrastructure required, when it will be required and how it will be funded ;
7. Set out the staging and co-ordination of subdivision and development between landowners ;
8. Demonstrate how effective provision is made for a range of transport options including public transport options and integration between transport modes, including pedestrian, cycling, public transport, freight, and private motor vehicles ;
9. Show how other potential adverse effects on and/or from nearby existing or designated strategic infrastructure (including requirements for designations, or planned infrastructure) will be avoided, remedied or appropriately mitigated ;
10. Show how other potential adverse effects on the environment, including the protection and enhancement of surface and groundwater quality, are to be avoided, remedied or mitigated ;
11. Show how the adverse effects associated with natural hazards are to be avoided, remedied or mitigated as appropriate and in accordance with Chapter 11 and any relevant guidelines ; and
12. Include any other information that is relevant to an understanding of the development and its proposed zoning.

The proposed ODP has been prepared in accordance with the above requirements, with a single plan covering the whole application site. It is considered due to the presence of the Birchs Road Reserve no additional large reserves are required, however a central reserve has been identified on the ODP through the middle of the site and additional neighbourhood scale reserves and can be provided at the time of detailed subdivision design, if identified as appropriate by Council and the developer at the time of subdivision.

Policy 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.

The proposed zoning makes use of the existing strategic road network of Birchs and Hamptons Roads providing both vehicular and active transport connections and providing multimodal travel choice. Further to this the proposed ODP requires a supporting ITA at such time as any subdivision is sought, which considers the maximum potential yield enabled by the proposed zoning, and identifies any upgrades required. This is in recognition that although the current roading network can accommodate the anticipated development potential (i.e. 527 - 1581 residential units) the proposed zoning will enable a greater number of residential units, which may require roading upgrades but this is best determined at the time of subdivision when certainty is provided as to the total number of allotments to be created.

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 ;*
 - d. *ensure that new commercial film or video production facilities are connected to reticulated water and wastewater systems; and*
 - e. *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 ;*

It is proposed reticulated services for potable water supply and sewer will be provided to the site, extended down Birchs Road to the application site. This can be coordinated with any upgrades/extension to the network to serve areas south of the existing township. Provisions 4 and 5 of this policy are not applicable as the application site is not located near the Christchurch International Airport, strategic infrastructure or a freight hub.

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.*

The application site is within Greater Christchurch but is outside of the Map A current greenfield area boundaries. Notwithstanding this a density of at least 15 households/hectare is proposed by the ODP, with an upper limit determined by the enabling provisions of the Living MD Prebbleton zone. The upper limits of residential units enabled by the Living MD Prebbleton far exceed this requirement but is considered fanciful at this time. Although the density requirements of this policy are met as the application site is outside of development areas identified by Map A and therefore the proposal cannot be consistent with this policy. This should be weighed against the fact these areas were intended to provide capacity out to 2028, now only six years out from this, no new additional areas for future residential expansion have been identified for Prebbleton, with the exception of the two plan changes currently before Council. Furthermore, the time scales of a plan change, subsequent resource consent and construction phase are such that sections from the application site will not be available to the market immediately, and so any development of this site will provide for growth beyond 2028.

Chapter 11 Natural hazards

Objective 11.2.1 Avoid new subdivision, use and development of land that increases risks associated with natural hazards

Policy 11.3.1 Avoidance of inappropriate development in high hazard areas

To avoid new subdivision, use and development (except as provided for in Policy 11.3.4) of land in high hazard areas, unless the subdivision, use or development:

1. is not likely to result in loss of life or serious injuries in the event of a natural hazard occurrence; and
2. is not likely to suffer significant damage or loss in the event of a natural hazard occurrence; and
3. is not likely to require new or upgraded hazard mitigation works to mitigate or avoid the natural hazard; and
4. is not likely to exacerbate the effects of the natural hazard; or
5. Outside of greater Christchurch, is proposed to be located in an area zoned or identified in a district plan for urban residential, industrial or commercial use, at the date of notification of the CRPS, in which case the effects of the natural hazard must be mitigated; or
6. Within greater Christchurch, is proposed to be located in an area zoned in a district plan for urban residential, industrial or commercial use, or identified as a "Greenfield Priority Area" on Map A of Chapter 6, both at the date the Land Use Recovery Plan was notified in the Gazette, in which case the effects of the natural hazard must be avoided or appropriately mitigated; or
7. Within greater Christchurch, relates to the maintenance and/or upgrading of existing critical or significant infrastructure.

The site is located in an area at risk of flooding but does not contain any areas identified as High Flood Hazard. Any effects of flood risk on the site can be managed and mitigated through compliance with appropriate Finished Floor Levels at the time of subdivision or building development and can therefore be considered as consistent with the above objectives and associated policies. Existing provisions in the OSDP and the building consent process (under the Building Code) ensures floor levels are provided for new buildings appropriate to the predicted level of flood risk.