

## ***APPENDIX L***

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### ***Relevant Provisions of Planning Documents***

## Other Plans and Documents

The Council's Waste Management Strategy and Plan address options for the efficient collection and disposal of municipal waste (waste collected by the Council) and options for reusing and recycling resources.

The Council's Asset Management Plans are the appropriate documents to address energy efficiency in the management of the Council's own operations and activities.

## A4.5 TOWNSHIPS AND ZONES

### Introduction

As stated previously, the District Plan is divided into two volumes: Townships and Rural. Areas in the Townships are further divided into: Living and Business zones.

### Townships and the Rural Area

Selwyn District has four urban areas of similar size (Leeston, Lincoln, Rolleston and Darfield), and many smaller townships and villages.

The District Plan has classified the 23 largest settlements as 'townships'. All townships have a Living zone(s); some also have a Business zone(s). They are areas where further residential or business development is compatible with the existing built environment and amenity values.

### Use of Zones

Zoning is a planning tool to manage large diverse areas by dividing them into smaller areas with common features. In the past, zones were based on the type of activities occurring in the area. Typically these were residential, commercial, industrial or rural.

This District Plan continues to use zones, but in a slightly different way. Zones are based on the characteristics of an area. The Plan's objectives, policies and rules seek to maintain those characteristics.

The township volume of the Plan has two principal zones: Living and Business. In addition there are sub-zones to each of these principal zones. Table A4.4 describes their basic characteristics. Fundamentally, the types of activities occurring in an area contribute to its character. In this plan, any activity may set up in any zone, provided any effects of the activity are compatible with the character of the zone. For example, some business activities may be able to operate in Living zones.

**Table A4.4 – Description of Township Zones**

Zone	Description
Living 1	Areas that are managed to maintain environments that are most pleasant for residing in. Activities in Living zones have effects which are compatible with residential activities and amenity values.

<b>Zone</b>	<b>Description</b>
Living 2	As for Living 1 Zone, but with lower building density and development reflective of the rural character expected of low density living environments. While generally adjoining existing living zones, in some circumstances, low density Living 2 Zones can be located on the edge of townships. Larger sections, more space between dwellings, panoramic views and rural outlook are characteristic of this zone.
Living X	Areas zoned as Living but not yet developed. The developer may choose the residential density for the zone, but it may not be more dense than that of the Living 1 Zone in the township.
Business 1	Business 1 Zones have environments which are noisier and busier than Living zones, with more traffic, people, signs and building coverage. Business 1 Zones are still pleasant areas for people to live or work in, with good amenity/aesthetic values. They are also areas where higher density housing can be established as a permitted activity.
Business 2	Business 2 Zones are areas where activities likely to be considered less pleasant by people are located. Aesthetic and amenity standards are less than those in Living or Business 1 Zones. Activities are still managed to protect natural resources and people's health or well-being.  Activities likely to cause 'reverse sensitivity' issues are discouraged in Business 2 Zones e.g. residential activities.
Business 3	The Business 3 Zone includes Lincoln University and the research organisations located at Lincoln. The zone is a 'hybrid' of Business 1 and 2. Some activities in this zone are likely to be considered unpleasant by people. Activities are also likely to be sensitive to effects from activities that would locate in a Business 2 Zone. Reasonably high aesthetic/amenity values are desirable in the Business 3 Zone due to both: <ul style="list-style-type: none"> <li>- Its location, and</li> <li>- The number of customers/visitors to the site.</li> </ul>
"A" Zones	A number of Living and Business zones have an "A" after the number, which indicates that the particular zone has some special rules or requirements. These special requirements are identified in the policies and rules for each zone.

The boundaries of each zone are based on the existing character of an area. The Plan has not zoned land in anticipation of changes in activities and character except where:

- The zoning has been altered by a plan change; or
- The land was rezoned in the proposed plan 1995 and there are no resource management constraints on the proposed rezoning; or
- Zone boundaries are being rationalised; or
- It is appropriate to encourage a Business zone to consolidate in one area of a township.

The District Plan contemplates the use of private plan changes procedures under the Act as the method by which to expand townships. Any person may request a plan change to rezone their land at almost any time. The plan contains a policy framework to guide decisions to rezone land, to ensure it promotes 'sustainable management'. The policy framework for rezoning land as Living or Business, and the Councils' reasons for using this method, are outlined in Part B, Section 4.3.

Some areas in townships which have been zoned as Residential, Commercial or Rural-Residential in the past have not retained these zonings in the Plan. This does not mean that these areas cannot be rezoned as Living or Business if there is a proposal to develop the area for these purposes.

Arthur's Pass, Darfield, Springfield and Springston have areas of land which are no longer needed for their designated purpose, but do not have any new, proposed use. Those areas have been excluded from the respective township in the interim, except for an area at Darfield, which has been zoned a combination of Living 1, Business 1 and Business 2.

## **LAND AND SOIL — OBJECTIVES**

### **Objective B1.1.1**

**Adverse effects on people, and their activities, ecosystems and land and soil resources from contaminated soil or unstable land, are minimised.**

### **Objective B1.1.2**

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

#### **Explanation and Reasons**

Objective B1.1.1 seeks to minimise the effects of contaminated soil or unstable land on people and their activities, and broader effects on ecosystems and the potential value of land and soil for other uses. A dual approach is used to implement the objective:

- Measures to avoid creating new sites of contaminated soil or unstable land in the first instance.
- Controls on future uses of sites which already have contaminated soil or unstable land, until the site is treated.

Objective B1.1.2 addresses the issue of irreversible uses of land and soil resources. The objective is to ensure that any use of land or soil achieves section 5(2)(a) of the Act –

“sustains the potential of natural and physical resources to meet the reasonably foreseeable needs of future generations”.

The Plan cannot state, conclusively, that irreversible uses of land or soil resources will or will not achieve section 5(2)(a) of the Act because there are many factors that contribute to this matter, as discussed in B1.1 – Issues.

Objective B1.1.2 may be achieved two ways:

- In the Rural zone, buildings are kept at a density that ensures land and soil are available for other uses.
- Land must be rezoned for buildings to occur at densities found in urban areas.

Policy B1.1.8 provides some guidance on the type of effects which may not promote sustainable management of natural and physical resources, when rezoning land to allow townships to expand.



- Rules to take esplanade strips to protect the natural character of waterbodies, and esplanade reserves to allow public access along specifically identified waterbodies.
- Voluntary programmes to enhance vegetation planted along waterbodies and the opportunity to use esplanade reserves, strips and planting to improve amenity and natural character.<sup>v30</sup>
- Focusing on water quality, the Plan provisions should also help:
  - To maintain and enhance the ecological habitat values of the waterbodies and riparian margins; and
  - To protect or enhance the values of sites of mahinga kai, waahi tapu and waahi taonga

## **WATER – OBJECTIVES**

### **Objective B1.2.1**

**Expansion of townships in Selwyn District maintains or enhances the quality of ground or surface water resources.**

### **Objective B1.2.2**

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

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

#### **Explanation and Reasons**

Most activities that directly affect water quality and water quantity are controlled by Regional Councils under section 30 of the Act. Objectives B1.2.1 and B1.2.2 can only relate to activities which District Councils manage under the Act:

- The location of new residential and business areas and, thus, where the demand for – associated water takes and discharges is likely to occur.
- Managing activities on water that do not involve intentional discharges to or near water, but could have accidental effects on water quality;
- Managing activities that impact upon the natural character, ecological, cultural, recreational or aesthetic values of waterbodies.

## **OUTSTANDING NATURAL FEATURES AND LANDSCAPES — STRATEGY**

The Township Volume of the District Plan uses the following basic strategy to address issues with townships and outstanding natural features and landscapes:

- In policies, identify the effects on particular outstanding natural features and landscapes which should be avoided when towns expand.
- Describe the effects which activities in or adjoining the townships of Arthur's Pass; Castle Hill; or Lake Coleridge Village should have to maintain the landscape and amenity values of the high country.
- Ensure any land rezoned for the expansion of any town does not have these effects.
- Consider effects from the expansion of townships on the landscape values of the Canterbury Plains.

## **OUTSTANDING NATURAL FEATURES AND LANDSCAPES — OBJECTIVES**

### **Objective B1.4.1**

**The expansion of townships does not adversely affect the values of outstanding natural features and landscapes.**

### **Objective B1.4.2**

**The landscape and amenity values of the high country surroundings of Arthur's Pass, Castle Hill and Lake Coleridge Village are recognised and retained.**

### **Objective B1.4.3**

**The special location of Arthur's Pass Village within the National Park is recognised, its alpine and historic amenity values maintained and enhanced and the outstanding landscape values of adjoining areas of the Park protected.**

### **Objective B1.4.4**

**The distinction between the landscapes of the rural area and townships on the Canterbury Plains is maintained.**

### **Explanation and Reasons**

Objective B1.4.1 is to ensure that any proposal to rezone land for new residential or business activities adjoining any townships does not adversely affect outstanding natural features and landscapes. The policies identify the specific landscapes or natural features that may be adversely affected by the expansion of townships.

Objective B1.4.2 recognises unique landscape and amenity values of the high country surrounding Arthur's Pass; Castle Hill and Lake Coleridge Village. The objective and associated policies do not prevent further residential or business development in or adjoining these towns,

- Information to accompany plan changes to rezone land.

## **PERMANENT USE OF LAND FOR ONE ACTIVITY**

### **Policy B1.1.8**

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

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

#### **Explanation and Reasons**

The RPS requires District Councils to consider the effects of “irreversible uses” on versatile soils, because these are the soils most readily suited to growing a wide range of plants, with the least inputs.

Policy B1.1.8 sets out a limb stage process for deciding whether erecting buildings on versatile soils promotes sustainable management of natural and physical resources. Stage 1 is to establish whether that site is useful for other activities such as primary production. This depends on the soil types on the site and several other factors such as distance to markets; climate; water resources; and activities on surrounding sites.

If a site is useful for primary production the second limb of Policy B1.1.8 applies. The second limb is to avoid rezoning that site if there are alternative sites adjoining the township which are suitable for erecting new buildings and do not contain versatile soils.

Other sites are only alternatives for erecting buildings if these sites do not have other resource management constraints to urban expansion such as – flooding or ‘reverse sensitivity’ with surrounding activities. The Act does not recognise adverse effects of activities on soils as having primacy over adverse effects on other parts of the environment.

Policy B1.1.8 confines the comparison of site to those adjoining the same township. The reasons are:

- By promoting residential growth in and adjoining existing townships, versatile soils in the Rural Zone are available for other uses.
- All townships in Selwyn District need an opportunity to expand, to have the population to support services and facilities within the town and reduce demand for transport. This is consistent with Objective 5 and Policy 7 of Chapter 12 of the RPS (p. 198) and Policy 3 of Chapter 15 of the RPS (p. 235).

#### **Method**

District Plan policies

- Policy framework for assessing plan changes to rezone land.

### **Policy B1.1.9**

**Monitor the rate, quantity and type of soil and land resources being used for irreversible activities in the District.**



# **WATER – POLICIES AND METHODS**

## **GENERAL**

### **Policy B1.2.1**

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

#### **Explanation and Reasons**

Buildings in townships should have methods to supply water and dispose of effluent and stormwater that minimise adverse effects on the quality of ground or surface water or surface waterbodies. The methods required to comply with this policy may vary between townships depending on: their size; the depth to groundwater; and subsurface conditions.

In order to be habitable under the Building Act 2004, a building is required to have sanitary effluent treatment and disposal. That Act does not specify the standard of treatment and disposal needed to protect groundwater from adverse effects. The Transitional Regional Plan (General Authorisation) sets standards for effluent treatment and disposal, to protect groundwater. The District Plan identifies townships where reticulated effluent treatment and disposal is needed to avoid adverse effects on groundwater (Policy B1.2.5). Policy B1.2.6 identifies townships in Selwyn District where on-site effluent treatment and disposal may require a specialist designed on-site system to comply with the Transitional Regional Plan requirements.

#### **Method**

##### **District Plan Rules**

- Subdivision – General (all zones)
- Building – Water Supply (all zones)
- Sewage Treatment and Disposal

### **Policy B1.2.2**

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

#### **Explanation and Reasons**

When land is rezoned, separate resource consents are sometimes required for water supply, and effluent and stormwater disposal, depending on how it is done. These consents are usually not applied for until after the plan change is granted. Therefore, plan change applications must include sufficient information that the District Council and any submitters can be satisfied that the new residential or business area can be supplied with water and with effluent and stormwater disposal, without adversely affecting waterbodies or ground water.

The Council does not think it promotes sustainable management of natural or physical resources to rezone land to expand townships, if that land cannot be serviced with water supplies, and



effluent and stormwater disposal in accordance with Part 2 of the Act. The Council has a function to achieve the integrated management of the natural and physical resources of the District (section 31(l)(a)). Effects of stormwater disposal on flooding are addressed in Section B3.1 – Natural Hazards.

#### Method

District Plan Policies

- Matter to be considered when assessing plan change requests to rezone land

## WATER SUPPLIES

### Policy B1.2.3

**Require the water supply to any allotment or building in any township to comply with the current New Zealand Drinking Water Standards and to be reticulated in all townships, except for sites in the existing Living 1 Zone at Doyleston.**

#### Explanation and Reasons

Water supplies in all townships should be reticulated, to minimise the potential for groundwater to become contaminated as the result of land uses. The Plan also requires any extension of new Living or Business zones at Doyleston to have a reticulated water supply.

Part B, Section 2.2 – Utility, Policy B2.2.2 requires connections to water supplies to be available at the boundary of new allotments, before they can be sold.

#### Method

District Plan Rules

- Subdivision – General (all zones)
- Buildings – Water Supply (all zones)

### Policy B1.2.4

**Recognise and promote the need for protection zones around water supply bores, to reduce the risk of contamination from land uses.**

#### Explanation and Reasons

Water supply bores need an area around them where any activities which may contaminate groundwater are managed to reduce the risk of contaminating water supplies. This area is known as a Zone of Influence. It's size decreases as the well depth increases because the risk of contamination is reduced by the filtering effect of the subsoil and gravels.

The discharge of contaminants on to land within Zones of Influence that can affect water quality is managed by Environment Canterbury through separation distances between activities discharging to water and activities taking water. However, land uses which do not require discharge permits can also affect groundwater in the Zone of Influence. Conversely, Zones of Influence that extend beyond the boundary of a site, can also affect other people's activities on their own land.

### **Reverse Sensitivity Effects**

- The Plan policies encourage townships to grow in patterns where new residential areas are not developed parallel with and along main roads or railway lines.
- The Plan policies are to avoid rezoning land for new residential development within the Airport noise contours shown on the Planning Maps.

## **TRANSPORT NETWORKS – OBJECTIVES**

### **ROAD, RAIL AND AIRFIELDS**

#### **Objective B2.1.1**

**The safe and efficient operation of the District's transport networks is not impeded by adverse effects from activities on surrounding land or by residential growth.**

#### **Objective B2.1.2**

**Adverse effects of transport networks on adjoining land uses.**

#### **Objective B2.1.3**

**The establishment of land uses is to be avoided where they may give rise to “reverse sensitivity” effects on the operation of transport networks.**

#### **Objective B2.1.4**

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

#### **Objective B2.1.5**

**Adverse effects of land transport networks on natural or physical resources or amenity values, are minimised.**

### **Explanation and Reasons**

Transport networks are vital to social and economic activities in the District. People need access to transport networks, to move themselves and their goods. People want them moved safely and efficiently.

At the same time, residents living near transport networks sometimes object to effects such as noise, dust and vibration from the network. Objectives B2.1.1 to B2.1.3 are centred on ensuring transport networks operate safely and efficiently while not adversely affecting people living nearby.

Objective B2.1.4 focuses specifically on Christchurch International Airport. The Plan recognises the unrestricted operation of CIAL.

## **Provision of Utilities**

Traditionally, utilities were provided by central or local government. This was usually done by designations. Increasingly, private organisations are providing utilities, as well. Some private organisations are requiring authorities (they can designate land). However, the District Plan needs to make provision for utilities using other methods than designations, because:

- It is consistent with Part II and section 32 of the Act to allow activities which have only minor effects as permitted activities.
- It is necessary to provide for the installation, maintenance and upgrade of utilities on sites which are not designated; or by utility operators that are not requiring authorities.

## **UTILITIES – STRATEGY**

The Township Volume of the District Plan uses the following basic strategy to address issues associated with utilities:

### **Demand & Effects on Utilities**

Information on effects of new residential or business growth on utilities must be included in any plan change request to rezone land.

### **Efficient Use**

- Residential or business growth is not promoted or restricted based on the capacity of existing utilities.
- Utility services needed for each area are set out in the Plan and provision made to recover the costs of providing Council owned utilities.
- Any controls on utilities relate to effects, not the type of utility or who provides it.

### **Effects of Utilities**

- Effects of utilities on the environment are managed
- Potential 'reverse sensitivity' effects of activities on utilities are also managed, similar to any other activity.

## **UTILITIES – OBJECTIVES**

### **Objective B2.2.1**

**Access to utilities to enable people and communities to carry out their activities.**

### **Objective B2.2.2**

**Efficient use of utilities is promoted.**



### **Adverse Effects**

- The Plan has policies and rules to manage effects of community facilities, in the same way as other activities.

The Council's Asset Management Plans identify when community facilities vested in the Council may require additions or upgrades; and what the work is that is required. Other organisations that provide community facilities may have similar plans or policies.

## **COMMUNITY FACILITIES (AND RESERVES) – OBJECTIVES**

### **Objective B2.3.1**

**Residents have access to adequate community facilities.**

### **Objective B2.3.2**

**Community facilities do not adversely affect residential amenity values or other parts of the environment.**

#### **Explanation and Reasons**

Community facilities are essential to meet people's needs and expectations. Objective B2.3.1 aims to ensure people have access to community facilities: ensuring the facilities are provided; they are adequate to meet demand; and they are easy to get to, especially for children and less mobile residents.

Like all activities, community facilities should not have adverse effects on the environment, including people and other activities. The Plan allows community facilities in Living zones (subject to effects based rules) because they enhance local neighbourhoods and to make them easily accessible for and to residents. The effects based rules for activities in Living zones, generally ensure community facilities will not disturb residents in Living zones.

## **COMMUNITY FACILITIES (AND RESERVES) – POLICIES AND METHODS**

### **Policy B2.3.1**

**Encourage co-ordination between the provision of community facilities, and new residential and business development.**

#### **Explanation and Reasons**

New residential and some new business development in townships create additional demand for community facilities. In some townships, this demand can be met by existing, under-utilised facilities. In other townships, additional facilities will be needed.

Any person can request a plan change to rezone land for new residential or business development at, almost, any time. Therefore, parties providing community facilities must be consulted about effects of extra residents on community facilities; and how any new or upgraded



## **TRANSPORT NETWORKS— POLICIES AND METHODS**

### **ROADS**

#### **Policy B2.1.1**

Apply a road hierarchy in Selwyn District.

#### **Policy B2.1.2**

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

#### **Policy B2.1.3**

Manage roads classified as Strategic Roads in Part E, Appendix 7, primarily to ensure the safe and efficient flow of 'through' traffic en route to its destination.

#### **Policy B2.1.4(a)**

Ensure all sites, allotments or properties have legal access to a legal road which is formed to the standard necessary to meet the needs of the activity considering:

- the number and type of vehicle movements generated by the activity;
- the road classification and function; and
- any pedestrian, cycle or stock access required by the activity.

#### **Policy B2.1.4(b)**

Avoid adverse effects on the safe flow of traffic along Strategic Roads and Arterial Roads from new property access, where the speed limit is more than 70 km/hr.

#### **Explanation and Reasons**

Each road in the District is classified using a combination of destination (the link the road provides) and the number of vehicles using it. The rules for the design and formation of roads, vehicular accessways, vehicle crossings and effects of adjoining land uses relate to the classification the road has in the road hierarchy. The road hierarchy is listed in Part E, Appendix 7.

Roads classified as Strategic Roads in the road hierarchy carry large volumes of traffic between destinations, often at high speeds. Due to the volume and speed of traffic, the function of Strategic Roads to carry 'through' traffic takes precedence over other functions of these roads. Activities which may affect this function such as: property access; signs; car parking; and stock droving are managed. The Strategic Roads in Selwyn District include all state highways and major road links with Christchurch City.

In most townships in the District, the speed limit on Strategic Roads is restricted to 70 km/hr or less. Property access directly onto a Strategic Road may be allowed where the speed limit

### Method

District Plan Rules

- Car Parking
- Loading Facilities

### Policy B2.1.7

**Ensure the siting and design of vehicular accessways and road intersections avoids impairing the visibility of motorists or pedestrians to minimise traffic conflicts.**

### Explanation and Reasons

If vehicular accessways and intersections are located too close to one another, visibility is insufficient for motor vehicles to manoeuvre on and off the road safely.

### Method

District Plan Rule

- Distance to intersections

### Policy B2.1.8

**Ensure roads are designed, maintained and upgraded to an appropriate standard to carry the volume and types of traffic safely and efficiently.**

### Explanation and Reasons

As land use changes, the volume and type of traffic on a road also changes. As roads get busier, they require different design standards to ensure safe and efficient traffic movements.

### Methods

Information

- SDC Engineering Standards

District Plan Rules

- Subdivision
- Roads and Vehicular Accessways

## **Policy B2.1.9**

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

### **Explanation and Reasons**

A new residential or business activity may alter the volume or type of traffic using roads in the local area. The impact of this change on: the design of the road; its ability to carry traffic safely; and on the amenity values of the area, should be addressed.

New residential or business development in the Selwyn District also increases the volume of traffic using the District's main road network, particularly main roads between the Selwyn District and Christchurch City. Christchurch City is a major employment centre for residents of the Selwyn District. An estimated 4,000 to 5,000 people commute in private motor vehicles between the two areas (Barber 1999, p. II). The Christchurch City Council staff have identified the following road links as areas where continued traffic increases will have adverse effects:

Halswell-Sabys Road and traffic moving through Hoon Hay into and out of the City; and Springs Road.

The City Council have also expressed concerns about continued increase of traffic along SH73 and SH1 between Christchurch City and Selwyn District. However, these roads are managed by Transit New Zealand.

### **Method**

District Plan Policies

- To assess plan change requests to rezone land for the expansion of townships
- Pursuant to clause 3 of the First Schedule of the Act, Christchurch City Council receives a copy of any plan change request to rezone land in Selwyn District.

## **Policy B2.1.10**

**Assess the effects of allowing or disallowing residential growth in townships in Selwyn District on transport demand and promote land use patterns that will reduce the demand for transport.**

### **Explanation and Reasons**

Demand for transport and associated effects on: roads, energy use, and air quality, are effects of residential growth. Environment Canterbury has been urging territorial local authorities to consider the effects of allowing residential growth on transport demands – particularly commuting to Christchurch City to work using private motor vehicles. This is an effect that needs to be considered when rezoning land for residential growth. Conversely, territorial local authorities and Environment Canterbury must also consider the impact on transport demands and patterns of not allowing residential growth to occur where the market is wanting. For example, rather than encouraging people to live in Christchurch City, it may encourage these people to live in townships or on lifestyle blocks even further away from the City and to commute longer distances.

The Council is required to have regard to the Regional Land Transport Strategy (RLTS) under section 74(2)(b)(i) of the RMA in preparing its District Plan. This Strategy identifies Canterbury's



future land transport needs and provides a direction for the development of the transport system for the next 25 years. The above policy is considered to integrate with the policies of the RLTS.

### Method

District Plan Rules

- To assess plan changes to rezone land for expansion of towns

## **Policy B2.1.11**

**Encourage people to walk or cycle within and between townships.**

### Explanation and Reasons

All of Selwyn District's townships are small enough that business and community facilities are within easy walking or cycling distance for residents. The Council cannot 'force' residents not to use cars, but it can help develop walkways, cycleways and street designs which make walking or cycling safer and more pleasant (see Part B, section 2.1 Policy B2.1.20).

To be useful cycleways and walkways need to: be easy to access; be perceived as "safe" to use; and lead to focal points such as shops, recreation areas or the school.

As stated in the explanation to Policy B2.1.10 above, the Council is required to have regard to the Regional Land Transport Strategy (RLTS) in preparing its District Plan. The RLTS promotes the use of alternative modes of transport (e.g. buses, bicycles, and walking). It is therefore considered that the above policy integrates with the policies of the RLTS.

### Methods

District Plan Policies

- To assess plan changes to rezone land for expansion of towns

District Plan Rules

- Subdivision, provisions for cycleways/ walkways

Annual Plan

- Funding to assist communities to develop walkways and cycleways

## **Policy B2.1.12**

**Encourage network utility operators to install, maintain and repair utilities located in road reserves at times and in ways that minimise any potential adverse effects on:**

- **traffic safety;**
- **traffic flow; and**
- **activities on adjoining land.**

### Explanation and Reasons

The maintenance or repair of roads and the installation, repair or replacement of pipes, cables and other utilities laid under the road disrupts traffic flow. If broken seal, holes or other 'hazards'



## **NATURAL HAZARDS — OBJECTIVES**

### **Objective B3.1.1**

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

### **Objective B3.1.2**

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

### **Objective B3.1.3**

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

#### **Explanation and Reasons**

Objective B3.1.1 aims to avoid natural hazards in the first instance by not allowing people or property in areas known to experience flooding, landslips or earthquakes, unless the risk of damage can be mitigated to an acceptable level.

District-wide hazard events with catastrophic effects are infrequent. The Council believes the most efficient method to address such events is to inform people how to respond should one occur. For high magnitude events – even of low frequency - it is not possible. For some minor events, the applicant may choose to accept the cost of property damage instead of the cost of mitigation measures.

Objective B3.1.3 seeks to avoid any adverse effects that mitigation measures may have on other people or the environment. For example stopbanks can exacerbate flooding by restricting the natural spread of floodwaters. Similarly the construction of stopbanks can adversely affect the natural character and ecological values of the margins of waterbodies.

## **NATURAL HAZARDS — POLICIES AND METHODS**

### **DISTRICT-WIDE NATURAL HAZARDS**

#### **Policy B3.1.1**

**Promote awareness among residents in Selwyn District of the potential for a District-wide natural hazard, and how to respond to minimise loss of life and damage to property.**

#### **Explanation and Reasons**

District-wide natural hazards with catastrophic effects are infrequent events. The Council believes the most efficient method to address effects from District-wide natural hazards is to inform people about how to respond should one occur. This is most efficiently achieved through the Council's Civil Defence Programme.

- Business 2 zones have lower standards for aesthetics and nuisance effects, but people's health and safety are protected. Activities in Business 2 zones are protected from 'reverse sensitivity' effects.
- The Business 3 Zone accommodates effects from research and education activities at Lincoln. These activities have some effects that are characteristic of Business 1 and 2 Zones. They have activities that will create adverse effects, but may also be sensitive to effects of other activities characteristics of Business 2 zones.

Please refer to Part A, Section 4.5 (Townships and Zones) for more information on zones in the District Plan.

## **QUALITY OF THE ENVIRONMENT – OBJECTIVES**

### **Objective B3.4.1**

**The District's townships are pleasant places to live and work in.**

### **Objective B3.4.2**

**A variety of activities are provided for in townships, while maintaining the character and amenity values of each zone.**

### **Objective B3.4.3**

**"Reverse sensitivity" effects between activities are avoided.**

#### **Explanation and Reasons**

Townships in the Selwyn District are pleasant places to live and work in with, generally, low levels of pollution or nuisance effects and high aesthetic and amenity values, compared with metropolitan areas. Objective B3.4.1 is to maintain this quality of the environment.

Many townships in the District often have a variety of activities intermixed, rather than separated into residential and business areas. The small scale of many activities means this mixing can occur without creating adverse effects. Objective B3.4.2 recognises and provides for this land use pattern, provided potential, adverse effects are managed.

Some townships in Selwyn District have 'reverse sensitivity' issues. These are usually caused between 'industrial type' and 'residential type' activities, but may also arise when residential development or other noise sensitive activities establish within the 50 dBA Ldn noise contour of Christchurch International Airport. They arise when either:

- The industry or Christchurch International Airport alters its operation and its effects increase; or
- The township grows and residents live closer to the industry or within the 50 dBA Ldn noise contour of the Christchurch International Airport; or
- New residents arrive who object to the industry or operations of the Christchurch International Airport.

Objective B3.4.3 recognises and addresses this effect.

## Method

Civil Defence Planning through:

- Public lectures
- Field trips
- Brochures

## LOCALISED NATURAL HAZARDS

### Policy B3.1.2

**Avoid allowing new residential or business development in areas known to be vulnerable to a natural hazard, unless any potential risk of loss of life or damage to property is adequately mitigated.**

## Explanation and Reasons

Places in and around several townships in Selwyn District have historical records of flooding, seismic activity or unstable land. Topography, location or climate indicate that they may be vulnerable to these potentially damaging events, and therefore would be unsuitable for new residential or business development, or would require specific measures to be undertaken to mitigate the risk of damage.

For these reasons, natural hazards is an issue that needs to be assessed when a request is made for a residential or business rezoning. In addition, the Council has an obligation under section 106 of the Act to decline consent to a subdivision in areas where natural hazards cannot be adequately mitigated.

Section 71 of the Building Act deals with building on hazard prone land. Under this section, the Council may be obliged to refuse a building consent application on land subject to such hazard events as erosion, falling debris, subsidence, inundation or slippage.

The building code contains standards to ensure that any structure is designed to remain standing in a certain magnitude earthquake.

In addition the Council advises any person requesting Land Information Memoranda (LIM) of any known natural hazard affecting land subject to the LIM. Accordingly in Whitecliffs, Hororata and Tai Tapu, where there is known to be hazards from stormwater run off, landslip, erosion or inundation, information on these natural hazards is recorded on any LIM requested for land in these townships affected by a hazard.

## Methods

District Plan Policies

- To assess plan changes to rezone new residential or business development

District Plan Rules

- Earthworks
- Natural Hazards
- Subdivision



## Explanation and Reasons

Measures proposed to mitigate natural hazards should not lead to or intensify potential damage elsewhere, for example: by diverting or displacing floodwater on to someone else's property. Works to mitigate natural hazards can have adverse effects on other parts of the environment. For example, stopbanks can affect the natural character and habitat values of riparian margins or access along waterbodies. Retaining walls or rock nets (gabions) can affect the landscape values of hill slopes. These adverse effects need to be addressed. The extent to which they are addressed will depend on: the severity of the effect; the feasibility and cost of mitigation measures; and the potential 'costs' and effects of alternative methods to mitigate the natural hazard, including the cost of "doing nothing".

## Method

### District Plan Rules

- Activities near waterbodies
- Earthworks
- Buildings
- Natural Hazards

## Policy B3.1.7

**Ensure any new residential or business development does not adversely affect the efficiency of the District's land drainage system or the risk of flooding from waterbodies.**

## Explanation and Reasons

The eastern part of the Selwyn District has a high water table.

Much of the land is drained by a comprehensive land drainage scheme using and extending streams running into Te Waihora/Lake Ellesmere. Stormwater disposal is reticulated to these waterbodies. When land is changed from rural uses to new residential or business areas, the rate at which stormwater runs off the land and into waterbodies increases because there is less land area for it to pond on. This means waterbodies may get higher flood levels sooner, which can increase the likelihood of them overflowing and flooding land "downstream". Policy B3.1.7 seeks to avoid this effect. New residential and business developments may need to include stormwater systems that store water and release it more slowly into the waterbodies. Waterbodies where this policy may apply include: Halswell River; LI and LII waterbodies; Lower Selwyn River/Waikirikiri; Doyleston Main Drain and Boggy Creek.

## Methods

### District Plan Policies

- To assess plan change requests to rezone land for new residential or business development

### District Plan Rules

- Subdivision



### **Policy B3.4.3**

To provide Living zones which:

- are pleasant places to live in and provide for the health and safety of people and their communities
- are less busy and more spacious than residential areas in metropolitan centres; and
- have safe and easy access for residents to associated services and facilities

#### **Explanation and Reasons**

Living zones are the zones which have the character and quality of the environment most compatible with residential activities. Other activities can be located in Living zones, provided their effects do not detract from the amenity values of the zone. All townships in Selwyn District have a Living zone. In most townships, that zone has a variety of residential, business and community activities.

#### **Method**

District Plan Rules

- Living zones

### **Policy B3.4.4**

To provide Business 1 Zones which enable a range of business activities to operate while maintaining environmental quality and aesthetic and amenity values which make the zone(s) attractive to people.

#### **Explanation and Reasons**

Business 1 Zones are areas which accommodate activities that have noise, traffic, signage, visitors, large scale buildings and similar effects that would detract from the environment in the relatively "quieter" Living zones. They are areas where people gather for work, social occasions or higher density living environments. Therefore, low levels of nuisance effects and good aesthetic standards are required. The larger townships in Selwyn District have Business 1 Zones.

#### **Method**

District Plan Rules

- Business 1 Zones

### **Policy B3.4.5**

To provide Business 2 Zones with few requirements for aesthetic or amenity values, but which have sufficient provisions: to safeguard people's health and well-being and to avoid pollution of natural resources or potential 'reverse sensitivity' effects.

For some locations in and around townships, a low density Living 2 environment which result in a compact town form and is consistent with preferred growth direction for townships, may be appropriate. Such a low density residential area will add to the range of living environments within the District.

Any new living zones shall be consistent with the General Policies, Town Form policies and any relevant Specific Township policies by which all plan change requests are judged.

At some locations around townships, a low density Living 2 environment may be appropriate on the edge of towns. Within such low density living environments particular regard should be had to reducing the potential for reverse sensitivity by increasing the size of allotments at the rural interface, reducing the number of people exposed to potential reverse sensitivity effects and in turn providing an appropriate buffer between the rural area proper and the more concentrated township areas.

New residential areas should be attractively laid out, with allotments of an appropriate shape to build a house, and with access to sunlight. As well as functional utilities, new residential areas need some open space, plantings and landscaping to make them aesthetically pleasing. Objective B4.1.2 is to ensure future residential areas maintain the current attractive layout of Selwyn's townships. For low density Living 2 Zones, the careful consideration and application of design treatment to such matters as road formation, kerbs, letterboxes, power supply, entry treatment, fencing, landscaping, lighting and the like will ensure the retention of open, spacious rural character. The market can be relied on to achieve this to a certain extent – many people won't buy sections in an unattractive area. However, not all people have the money to choose allotments in more attractive subdivisions. The District Plan provisions set some "bottom lines" to ensure all new residential areas achieve a standard of aesthetic appeal.

## **RESIDENTIAL DENSITY — POLICIES AND METHODS**

### **Policy B4.1.1**

**Provide for a variety of allotment sizes for erecting dwellings in Living 1 Zones, while maintaining average section size similar to that for existing residential areas in townships.**

#### **Explanation and Reasons**

Policy B4.1.1 and associated rules allow for a variety of section sizes when land is subdivided to erect dwellings in Living 1 Zones, provided small sections are balanced with larger ones. This keeps residential density more spacious than in Christchurch City. Subdivision rules include an average section size for each Living zone. The rules allow for a smaller average section size for flats or townhouses. The number of these allotments in each zone is controlled through the resource consent process. There is no average section size in Business zones.

#### **Method**

District Plan Rules

- Subdivision (Living zones)

### **Policy B4.1.2**

**Maintain Living 2 Zones as areas with residential density which is considerably lower than that in Living 1 Zones.**



## Explanation and Reasons

Living 2 Zones replaced rural-residential zones in the Transitional District Plan, where these zones adjoin townships. Average section sizes in these zones vary from 0.5 to 1 hectare. Roads and other utilities have been designed for a population of that density to reflect the sense of open space and 'spaciousness' anticipated by persons wishing to live in a low density residential environment.

Policy B4.1.2 retains Living 2 Zones areas with lower residential density than Living 1 Zones. The policy refers to 'considerably lower' which acknowledges that low density living zones be spacious and reflect something of the rural characteristics in which they are located. Currently they are from 6 to 12 times lower. The Council suggests average section sizes would need to remain between 3 and 6 times lower than that of Living 1 Zones, to have a visually discernible difference in residential density. If more intensive residential density than this is desired in Living 2 Zones, the area should be rezoned to another Living zone.

In recent years the Council has received applications from landowners in Living 2 zones to subdivide their sections. The information supplied in those applications and in response to the Council's township surveys (November 1998 and April 1999) suggest that 1 hectare or even 0.5 hectare allotments are larger than necessary to meet at least some of the demand for larger residential sections. However some proposals for further subdivision of allotments in Living 2 Zones have been opposed by surrounding residents, who have purchased properties in that area because the residential density is one house per hectare or 0.5 of a hectare.

Subdivision of land into smaller allotments in Living 2 Zones may be desirable if it:

- Makes more efficient use of the land;
- Enables people to provide for their economic well-being by selling surplus land; or
- Improves the amenity values of the area because allotments are easier to maintain.

When considering adverse effects on amenity values the consent authority should consider that a change in residential density per se, is not necessarily an adverse effect. For example, if people are having difficulty maintaining larger allotments, drains or water races or vehicular accessways, increasing residential density may improve the amenity of the area.

## Method

District Plan Rules

- Subdivision (Living 2 Zones)

### **Policy B4.1.3**

**To allow, where appropriate, the development of low density living environments in locations in and around the edge of townships where they will achieve the following:**

- **A compact township shape;**
- **Consistent with preferred growth options for townships;**
- **Maintains the distinction between rural areas and townships;**
- **Maintains a separation between townships and Christchurch City boundary;**
- **Avoid the coalescence of townships with each other;**



# **RESIDENTIAL AND BUSINESS DEVELOPMENT — POLICY FRAMEWORK**

## **INTRODUCTION**

Any plan change request to rezone land for residential or business development should be either: consistent with the objectives and policies of the District Plan; or change the provisions with which it is inconsistent. If a plan change request seeks changes to the Plan's objectives or policies, the request needs to show why the objective(s) or policy(ies) is not appropriate under the RMA. This is necessary so the Council can carry out its duties under section 32(1)(c) of the Act (see Part A, Section 3.2).

There are three sets of policies that apply to the growth of townships:

- **General Policies**
  - The objectives and policies from Part B, Sections 1.1 to 4.2 and Section 4.4. Table B4.3.1 is a cross reference to the general objectives and policies which may be particularly relevant to rezoning land for residential or business development.
- **Town Form Policies**
  - Policies B4.3.1 – B4.3.5 relate to township expansion in terms of the shape and form. They address potential adverse effects on: existing activities; infrastructure; and town 'character'. These policies apply as well as the general policies from Part B, Sections 1.1 to 4.2 and 4.4.
- **Specific Township Policies**
  - Policies B4.3.6 – B4.3.95 relate to the expansion of specific townships. The policies are derived from applying the General Policies in Part B, Sections 1.1 to 4.2 and the Town Form policies B4.3.1 – B4.3.5 to the specific townships. In some townships there are clear, preferred areas for expansion while in others there is not. The specific township policies are based on the circumstances of each township at the time of writing the Plan. If they become inconsistent with the General and Town Form policies the more general policies in those two Sections apply.

## **RESIDENTIAL AND BUSINESS DEVELOPMENT — OBJECTIVES**

### **Objective B4.3.1**

The expansion of townships does not adversely affect:

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

### **Objective B4.3.2**

New residential or business development adjoins existing townships at compatible urban densities or at a low density around townships to achieve a compact township shape which is consistent with the preferred growth direction for townships and other provisions in the Plan.

### **Objective B4.3.3**

**Land is rezoned for new residential or business development by use of a consistent and equitable process.**

#### **Explanation and Reasons**

Objective B4.3.1 outlines the types of effects that the expansion of townships should avoid. It includes both tangible effects on natural and physical resources; and intangible effects on the 'character' of both townships and rural areas. The intangible effects are often the most difficult to manage. The plan does this using a zoning system to identify and manage areas based on their character. For example, Living zones provide an environment that is most pleasant for residential activities. Business zones accommodate the effects of business activities as well as residential activities.

Objective B4.3.2 seeks to maintain the distinction between 'town and country' in Selwyn District by promoting most residential and business development in or adjoining existing townships. Residential and business development can occur in the rural areas but at densities and under conditions that maintain rural character. In particular, the maintenance of a ratio of buildings to 'open space' and dominance of vegetation cover rather than hard-standing.

Objective B4.3.2 also encourages the expansion of existing townships in preference to the creation of new settlement areas. Further, new low density living environments need not necessarily be adjoining townships but should be located around the edge of existing townships where they will promote a compact town shape and consolidated form. Selwyn District already has 22 townships. None are sufficiently large to provide employment for most residents. Many do not have sufficient population to sustain basic business services and community facilities, or to fund basic utilities, such as reticulated sewage treatment and disposal.

Objective B4.3.3 recognises that rezoning land for residential or business development can significantly increase the value of a property, especially in an area where there is demand for land for this purpose. Therefore, any method to provide for the expansion of townships needs to be consistently applied to all landowners, and relate to effects on the environment. Objective B4.3.3 may be implemented through consideration of:

- Submissions on this plan;
- Variations to the Proposed Plan;
- Proposed Changes to this plan once it has become operative (arising either by privately initiated request or on the Council's own motion);
- The objectives and policies of this plan as a guide to decision-making.

The relevant policies are outlined in the next three subsections.

## **RESIDENTIAL AND BUSINESS DEVELOPMENT – GENERAL POLICIES**

All objectives and policies in Part B, Sections 1.1 to 4.2 and 4.4 apply to the expansion of townships. Any variation or plan change request to rezone land should be either consistent with those objectives and policies, or seek to change them.

Table B4.3.1 provides cross references to the objectives and policies in Part B, Sections 1.1 to 4.2 and 4.4 which may be particularly relevant to rezoning land for new residential or business development. Table B4.3.1 does not limit the application of Part B of the Plan. It does not purport to be either complete or exclusive, and is included for ease of reference only.



**NOTE:**

Esplanade reserves and strips – see Part B, Sections 1.3 and 2.3 and Part C, Sections 12 and 24 respectively.

## **DEVELOPMENT CONTRIBUTIONS – STRATEGY**

The provision to take development contributions under the LTCCP Development Contribution Policy will be complimentary to the subdivision consent process. Esplanade reserves/strips will be taken under the subdivision consent process, while consideration of the form of land to be provided as reserves will also be considered at the time of subdivision.

The LTCCP Development Contribution Policy will ensure that those responsible for development and/or subdivision that places additional demands on the Council's provision of reserves and network or community infrastructure will contribute a fair and reasonable contribution towards the expansion of those services.

## **DEVELOPMENT CONTRIBUTIONS – OBJECTIVES**

### **Objective 4.4.1**

The parties creating the need for the expenditure meet the costs of establishing or upgrading reserves and network and community infrastructure and developing and enhancing the recreational and amenity values of the District.

### **Objective 4.4.2**

The Council uses its discretion to take development contributions under the LTCCP Development Contribution Policy in a transparent and consistent manner.

#### **Explanation and Reasons**

Development contributions are taken to help address the fiscal effects which a new development may have on the existing ratepayers of an area. If development contributions are not taken, the costs of addressing these effects must be funded from general rates.

## **DEVELOPMENT CONTRIBUTIONS – POLICIES AND METHODS**

### **Policy 4.4.1**

To ensure that subdividers and/or developers meet the costs of any required provision of works and services as a result of land use development and/or subdivision.

#### **Explanation and Reasons**

The Council has decided that all development contributions for new or upgraded reserves or network and community infrastructure as a result of development and/or subdivision will be in accordance with the Development Contribution Policy under the LTCCP and the Local Government Act 2002. This Policy will enable the Council to ensure that those responsible for development and/or subdivision that places additional demands on the Council's provision of reserves and



## Explanation and Reasons

Living 2 Zones replaced rural-residential zones in the Transitional District Plan, where these zones adjoin townships. Average section sizes in these zones vary from 0.5 to 1 hectare. Roads and other utilities have been designed for a population of that density to reflect the sense of open space and 'spaciousness' anticipated by persons wishing to live in a low density residential environment.

Policy B4.1.2 retains Living 2 Zones areas with lower residential density than Living 1 Zones. The policy refers to 'considerably lower' which acknowledges that low density living zones be spacious and reflect something of the rural characteristics in which they are located. Currently they are from 6 to 12 times lower. The Council suggests average section sizes would need to remain between 3 and 6 times lower than that of Living 1 Zones, to have a visually discernible difference in residential density. If more intensive residential density than this is desired in Living 2 Zones, the area should be rezoned to another Living zone.

In recent years the Council has received applications from landowners in Living 2 zones to subdivide their sections. The information supplied in those applications and in response to the Council's township surveys (November 1998 and April 1999) suggest that 1 hectare or even 0.5 hectare allotments are larger than necessary to meet at least some of the demand for larger residential sections. However some proposals for further subdivision of allotments in Living 2 Zones have been opposed by surrounding residents, who have purchased properties in that area because the residential density is one house per hectare or 0.5 of a hectare.

Subdivision of land into smaller allotments in Living 2 Zones may be desirable if it:

- Makes more efficient use of the land;
- Enables people to provide for their economic well-being by selling surplus land; or
- Improves the amenity values of the area because allotments are easier to maintain.

When considering adverse effects on amenity values the consent authority should consider that a change in residential density per se, is not necessarily an adverse effect. For example, if people are having difficulty maintaining larger allotments, drains or water races or vehicular accessways, increasing residential density may improve the amenity of the area.

## Method

District Plan Rules

- Subdivision (Living 2 Zones)

### **Policy B4.1.3**

**To allow, where appropriate, the development of low density living environments in locations in and around the edge of townships where they will achieve the following:**

- **A compact township shape;**
- **Consistent with preferred growth options for townships;**
- **Maintains the distinction between rural areas and townships;**
- **Maintains a separation between townships and Christchurch City boundary;**
- **Avoid the coalescence of townships with each other;**

- **Reduce the exposure to reverse sensitivity effects;**
- **Maintain the sustainability of the land, soil and water resource;**
- **Efficient and cost-effective operation and provision of infrastructure.**

#### Explanation and Reasons

Low density living zones reflect a desire by some to live on a small holding while undertaking only limited “farming” if desired. It is essentially a life-style rather than occupation and has both urban and rural characteristics. While this form of low density living need not necessarily adjoin an existing township, it must be consistent with the objectives and policies of the District Plan including developing a compact and consolidated township shape, and be consistent with preferred growth options for townships.

It is possible to accommodate this type of residential activity selectively in the District, while minimising the use of versatile soils thereby sustaining the productivity of the District. However, the location and extent of the low density living environment must take account a number of factors including: effluent treatment and disposal (water quality), water supply, accessibility and walkability to community services and facilities, natural hazards, and compatibility with surrounding rural activities.

Low density living environments need to be provided with adequate and safe road access in order to reduce any impacts on the functioning of the roading network, both locally and further a field. Similarly servicing by an acceptable means will be required to adequately dispose of sewage and stormwater to protect the quality of surface and underground waters. An adequate and reliable water supply must also be provided.

In some areas a low density living environment may detract from rural character and amenity associated with a rural area. People who live in rural areas value their sense of open space, panoramic views and rural outlook and low density living development should reflect something of the rural character they are associated with. It is also desirable to avoid coalescence of townships and of townships with Christchurch City. It is appropriate that low density living environments do not result in a blurring of the distinction between the rural, township, and Christchurch City.

Proposals for low density living environments must have regard to compatibility with existing rural and rural related uses, such as intensive livestock production, boarding and keeping of animals, recreational uses, machinery depots and effects from day to day rural activities including noise and smell. Existing rural and rural related activities, while having adverse effects in themselves, may also have their operations duly impinged upon by inappropriately located low density living environments. Effort should be made to reduce the potential for reverse sensitivity effects by increasing lot sizes and reducing the number of people exposed to effects.

### **Policy B4.1.4**

**Allow choice in residential density in Living X Zones, provided that it is not more dense than that for the Living 1 Zone(s) in that township.**

#### Explanation and Reasons

Living X Zones are areas zoned for residential development but have not been subdivided yet. Rather than ‘second guessing’ what future demand for residential density shall be, the District Plan provides for the landowner or subdivider to nominate section sizes and other conditions for residential density at the time the land is subdivided. Similarly, if land is rezoned for residential



## Methods

- Variations to the Proposed Plan; or
- Plan Changes once this plan is operative.

### NOTE:

See guide in Appendix 14 for information to be included with plan changes.

## RESIDENTIAL AND BUSINESS DEVELOPMENT — TOWN FORM POLICIES

Policies B4.3.1 to B4.3.5 of this section apply to rezoning of land for residential or business development in addition to the general policies in Part B, Sections 1.1 to 4.2 and 4.4. Any variation or plan change request should be consistent with each and every relevant policy in these two parts of the Plan or seek to change those policies with which it is not consistent.

### Policy B4.3.1

**Ensure new residential or business development either:**

- **Complies with the Plan policies for the Rural Zone; or**
- **The land is rezoned to an appropriate Living or Business zone.**

### Explanation and Reasons

Zoning is an integral part of the approach the District Plan uses to promote sustainable management of natural and physical resources. New residential or business activities need to occur on land which is appropriately zoned, to ensure the most appropriate policies and rules in the Plan apply to the activity.

### Policy B4.3.2

**Require any land rezoned for new residential or business development to adjoin, along at least one boundary, an existing Living or Business zone in a township, except that low density living environments need not adjoin a boundary provided they are located in a manner that achieves a compact township shape.**

### Policy B4.3.3

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

### Explanation and Reasons

To achieve Objective B4.3.2, any land rezoned for new residential or business development should adjoin an existing township zone along at least one boundary, except in the case of low density residential development located around townships that achieve a compact and consolidated town shape. The new zoning pattern should also avoid leaving a patch of land zoned 'Rural' surrounded by Living or Business zones. Such a land zoning pattern can increase the potential for 'reverse sensitivity' issues between the site and adjoining zones. It also makes the provision of utilities and services more difficult, because it is uncertain whether this land will be



rezoned in the future. In turn there are uncertainties about whether pipes and cables installed past the boundary should include capacity to serve the area, and, if so, who pays for it.

'Adjoining' land includes land separated by a road, water race, drain, easement or other vehicular accessway.

### **Policy B4.3.4**

**Encourage new residential or business development to occur on vacant land in existing Living or Business zones, if that land is available and appropriate for the proposed activity.**

#### **Explanation and Reasons**

Many townships in Selwyn District have sites within existing Living or Business zones that may be able to be used for new residential or business activities. The Council encourages use of sites, in existing zones, in the first instance, to encourage a consolidated township area. Consolidated Living or Business areas may have the following benefits:

- Reduced potential 'reverse sensitivity' issues with activities in the Rural zone by reducing the 'interface' of the zones.
- More efficient utilisation of infrastructure, especially reticulated utilities.
- Fostering of a 'village' atmosphere.

Policy B4.3.4 Also recognises that sites in existing zones may not always be available for new activities. In addition they may not be available at an appropriate price, or be suitable for the proposed activity.

### **Policy B4.3.5**

**Encourage townships to expand in a compact shape where practical.**

#### **Explanation and Reasons**

New residential or business development, Policy B4.3.5 promotes shapes and situations that foster a compact or consolidated town shape. Compact means zones of similar lengths and widths, rather than long, thin strips of land following a particular road, waterbodies or other feature.

A compact shaped township helps mitigate adverse effects in the following ways:

- Reduction of the number of allotments that share a boundary with the Rural Zone, and therefore the area for potential conflicts between incompatible activities.
- Facilitating of cost-effective provision of services such as reticulated water, sewage, roads and footpaths because more connections are provided, or houses served, per kilometre of pipe or road.
- Reduction in the distance of houses to businesses and community facilities, which may encourage people to walk or cycle rather than use motor vehicles for short trips. It may also help to facilitate the 'village' atmosphere of townships, such that the shopping centre and community facilities are close to all houses.
- Reduction in the impacts on the road network, and more opportunity to impose lower speed limits in the township (refer to Part B, Section 2.1).
- Maintenance of the visual distinction between the rural area and townships (refer to Part B, Section 3.4).

## **PREBBLETON**

### **Preferred Growth Option**

The first preferred areas for expansion of Prebbleton are east and west of Springs Road, between the north and south limits of the existing Living and Business zones as identified in Appendix 31.

### **Specific Policies**

#### **Policy B4.3.56**

**Encourage land located to the east and west of the existing Living and Business zones, being those Living and Business zones that adjoin Springs Road, which is located as close as possible to the existing township centre as the first preferred areas to be rezoned for new residential development at Prebbleton, provided sites are available and appropriate for the proposed activity.**

#### **Explanation and Reasons**

Much land rezoned for residential development at Prebbleton has been to the south of the township, to avoid using land containing 'versatile soils' (LUC Class I or II). As a result, Prebbleton is developing in an elongated north-south pattern along Springs Road. The Council's preferred areas for future residential development are east and west of Springs Road located as close as possible to the existing town centre. This policy is consistent with:

- Creating a compact shaped township; Town Form Policy B4.3.5.
- Minimising effects on Springs Road as a Strategic Road; Policy B2.1.18.
- Minimising the length of "rural-residential" boundaries and potential for "reverse sensitivity" issues; Policy B3.4.39.

Although this area contains LUC Class II soils, there are other resource management effects of continuing residential development on soils that are not "versatile" at Prebbleton.

#### **Policy B4.3.57**

**Discourage further expansion of Prebbleton township north or south of the existing Living zone boundaries adjoining Springs Road.**

#### **Explanation and Reasons**

Springs Road is one of the busiest Strategic Roads in Selwyn District. Further elongation of Prebbleton township north-south along Springs Road is inconsistent with Policy B2.1.18 and Town Form Policy B4.3.5.

#### **Policy B4.3.58**

**Encourage rezoning of any land for new business development to adjoin the existing Business 1 Zone on the east side of Springs Road.**

#### **Explanation and Reasons**

Confining Business 1 Zones to one side of Springs Road may lessen the number of pedestrian and vehicle movements crossing the road than if Business 1 Zones were to occur on both sides of the road. This policy is consistent with Policy B2.1.3. Consolidating similar Business 1 Zones into one area in a township is consistent with policies B3.4.35 and B3.4.36.

## Policy B4.3.59

**Consider any potential adverse effects of rezoning land for new residential or business development at Prebbleton on the 'rural-urban' landscape contrast of the area with Christchurch City, as identified in the RPS.**

### Explanation and Reasons

Objective 3 and Policy 5 of Chapter 12 of the RPS identify an area of land between Christchurch City and a line extending from West Melton to Tai Tapu as having important landscape and amenity values. The RPS seeks to maintain this land in "rural and recreational" uses. Policy B1.4.17 of the District Plan addresses this issue.

### General Policies

General policies that may be particularly relevant to Prebbleton include:

Plan Section	Objectives / Policies	Issue
1.1 Land and Soil	Policy B1.1.8	Many areas around Prebbleton contain "versatile soils" (LUC Class I or II)
1.2 Water	Policy B1.2.5	Reticulated sewage (see note below)
2.1 Transport	Policies B2.1.3, B2.1.9, B2.1.10 and B2.1.18	Effects of additional traffic on Springs Road. Growth of a township "straddling" a Strategic Road.
2.2 Utilities	Policy 2.2.1	Impact of rate of town growth on utilities
2.3 Community Facilities (and Reserves)	Policy 2.3.1	Impact of rate of town growth on community facilities
3.4 Quality of the Environment	Policy B3.4.38	Reverse sensitivity issues, Rural zone

### Reticulated Sewage and Deferred Zoning

Reticulated sewage treatment and disposal is required at Prebbleton. The capacity of the existing public reticulated sewage treatment and disposal system is currently limited by:

- An agreement between Christchurch City Council and Selwyn District Council over the volume of effluent piped to the City.
- The capacity in the sewerage reticulation system of Christchurch City.

However, in recognition of the appropriateness of land at Prebbleton meeting the specific policies above, the Council has rezoned limited areas of land that adjoin existing Living 1, Living X or Business 1 zoned land as either Living X (Deferred), Living 1A (Deferred), Living 2A (Deferred), Living 1A5 (Deferred) or Business 1 (Deferred).



## **Issue 7: Rural Residential Impacts**

Rural-residential development, if unconstrained, has the potential to change the character of rural areas and to create adverse effects on established rural and farming activities and also through generating sporadic demands for services including water and sewerage.

### **Explanation**

There is a long history of rural residential development in New Zealand. From the experience gained to date it is clear that such development if allowed to cluster on any significant scale especially close to existing settlements will give rise to requests for the extension of urban services. This can lead to pressures for closer urbanisation, which is difficult to achieve in an effective manner given that the land use pattern has been established for a different purpose.

## **12A.3 OBJECTIVES**

### **Objective 1: Urban Consolidation**

Urban Development in Greater Christchurch shall be managed to achieve consolidation of existing urban areas and to avoid unsustainable expansion outside existing urban areas in order to achieve:

- Higher density living environments, particularly in inner Christchurch, in and around key activity centres, and in new greenfields subdivision areas
- Reinforcement of the role of the Christchurch Central Business District within the Greater Christchurch sub-region
- Greenfields development on the periphery of Christchurch City, and surrounding towns at a rate which enables the efficient provision and use of network infrastructure
- Initiatives by the Christchurch City Council to promote intensification within Christchurch City
- A move towards sustainable and self-sufficient growth of the towns of Rangiora, Kaiapoi, Woodend, Lincoln, Rolleston and Prebbleton
- Growth in rural-residential households restricted to no more than 5% of the growth of residential households

Policies 1- 8, 11, 14.

### **Explanation**

Consolidation of existing urban settlements is the form of development most likely to minimise the adverse effects of travel for work, business and recreation, minimise the costs of new infrastructure and avoid adverse effects of development on sensitive landscapes, natural features and areas of high amenity. Greater intensification within Christchurch City will reduce the need for expansion of peripheral areas.

Changing demographic patterns including an ageing population and smaller households is expected to increase the desirability of higher density housing while the ageing of housing stock in older parts of Christchurch City provides an opportunity for redevelopment at higher densities. Increased intensification is anticipated to occur over time requiring appropriately located and designed greenfields development during the time of transition.

Limitations to infrastructure within Christchurch City until 2016 means that greenfields development around surrounding towns will continue to be required. It will be important that the

- provision for a range of areas of residential densities and lot sizes, with higher residential densities located within walking distance of Key Activity Centres and commercial centres,
- provision for the protection of surface and groundwater quality, including appropriate stormwater management facilities to avoid down stream flooding and to preserve or enhance water quality,
- provision for sufficient and integrated open spaces and parks to enable people to meet their recreation needs, with higher levels of public open space for areas of higher residential densities,
- protection and enhancement of significant natural, ecological, landscape and historic heritage features,
- show how other adverse effects on the environment are to be avoided, remedied or mitigated,
- a high standard of visual interest and amenity,
- people's health and well-being through good building design, including energy efficiency and the provision of natural light,
- effective and efficient use of existing and new infrastructure networks.

## Methods

- 7.1 Territorial authorities and developers will apply the Urban Design Protocol (Ministry for the Environment, 2005).
- 7.2 Territorial authorities will ensure that Outline Development Plans are completed in accordance with Policies 7 and 8 for inclusion in the district plans.
- 7.3 Territorial authorities shall attach appropriate conditions to resource consent approvals in order to give effect to the Outline Development Plans.

## Explanation

Good urban design will increase the success of urban areas in Greater Christchurch. It will benefit both economic performance of Greater Christchurch and the quality of life of its residents. In particular the factors listed will:

- reduce travel times, fuel usage and dependence on the private car,
- provide for a high standard of physical amenities,
- avoid adverse effects on other areas such as flooding, traffic congestion and degraded water, and
- protect important features of the natural environment

The Urban Design Protocol contains many principles to enhance the sustainability and quality of urban environments. It is important that good urban design is achieved consistently across all parts of Greater Christchurch.

## Policy 8: Outline Development Plans and Changes of Zoning in District Plans

Development of urban activities within the greenfields areas defined in Map 1 shall occur in accordance with an Outline Development Plan. This Plan shall be prepared when it is proposed to amend the district plan and be included in the district plan to provide for urban activities (Greenfields land). Outline Development Plans shall:

- (a) Be prepared as a single plan for the whole area or in accordance with a comprehensive plan such as a District Development Strategy, an Area Plan or a



Structure Plan, which includes the whole of the relevant Greenfield Area identified in Map 1,

- (b) Be prepared in accordance with the matters set out in Policy 7 (Development Form and Design),
- (c) show proposed land uses, including:
  - (i) principal through roads, connection and integration with the surrounding road network and trunk infrastructure,
  - (ii) any land to be set aside for community facilities or schools,
  - (iii) parks and land required for recreation,
  - (iv) any land to be set aside for business activities,
  - (v) the distribution of different residential densities,
  - (vi) land required for stormwater treatment, retention and drainage paths,
  - (vii) land reserved or otherwise set aside from development for environmental or landscape protection,
  - (viii) land reserved or otherwise set aside from development for any other reason, and the reasons for its protection from development, and
  - (ix) pedestrian walkways, cycleways, bus routes both within and adjoining the area to be developed.
- (d) Demonstrate how Policy 11 (residential density) will be met for residential areas within the area that is subject of the Outline Development Plan,
- (e) Identify significant cultural, natural and historic or heritage features and values and show how they are to be protected,
- (f) Document the infrastructure required, when it will be required and how it will be funded,
- (g) Set out the staging and co-ordination of subdivision and development between landowners,
- (h) Demonstrate how effective provision is made for a range of transport options and changing between transport modes, including – pedestrian, cycling, passenger transport, freight, private motor vehicles,
- (i) Demonstrate how adverse effects from nearby existing or designated (including requirements for designations) strategic infrastructure as identified in Objective 8 will be avoided or appropriately mitigated,
- (j) 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,
- (k) Include any other information which is relevant to an understanding of the development and its proposed zoning.

#### Methods

- 8.1 Territorial authorities shall ensure that Outline Development Plans are prepared for each Greenfield Development Area for inclusion in the district plans
- 8.2 Territorial authorities shall ensure financial provision is made for infrastructure required to be provided for each Greenfield Development Area

#### Explanation

Outline Development Plans provide a mechanism for integrating urban development with infrastructure, making the best use of existing infrastructure, and identifying and providing for the additional infrastructure required to meet the needs of incoming residents and businesses. They