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Request for District Plan Change

Proposed Selwyn District Plan

Rezoning of land at Blakes Road/Cairnbrae Drive, Prebbleton

***49-53 Blakes Road, 65 Blakes Road & 27
Cairnbrae Drive
William Blake Limited & M & N Coffey***

*December 2008
Reference P29731-002
Revision 3*

Document Control



Document ID: P:\29731\002-PES\DOCS\PLAN CHANGE - AMENDMENTS\PLAN CHANGE REQUEST REV 3 FINAL.DOC

Rev No	Date	Revision Details	Typist	Author	Verifier	Approver
1	21-12-07	Plan Change Request – 1 st Draft	ES	ES	MDA	GJD
2	08-04-08	Plan Change Request 2nd Draft	ES	ES	MDA	MDA
3	09-12-19	Plan Change Request - Final	ES	ES	MDA	MDA

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1. Introduction

- 1.1 This request for changes to the Proposed Selwyn District Plan (PDP) relates to the zoning of land on Blakes Road and Cairnbrae Drive, to the northwest of Prebbleton township. The request seeks to have approximately 18.85ha of land on Blakes Road and Cairnbrae Drive rezoned from Rural (Inner Plains) to Living XA (Deferred). This Plan Change is promoted by William Blake Ltd and M Coffey who wish to better utilise the potential of this land for residential development. The location of the land subject to this request is illustrated in the plan attached as **Appendix A**.
- 1.2 The changes being sought to the PDP are detailed in Section 3 of this document “Amendments Sought to the Proposed Selwyn District Plan”.
- 1.3 An assessment of the potential effects on the environment associated with the Change and a Section 32 Assessment have been completed as part of this Plan Change Request.

2. Site Description

Address	49-53 Blakes Road, 65 Blakes Road & 27 Cairnbrae Drive
Legal description	Pt Lot 4 DP 24908, Lot 105 DP 331951 & Lot 4 DP 8147
Certificates of Title	CB17B/913, 131081 & CB25K/767 (attached as Appendix B)
Total Area	18.85ha
Owners	CB17B/913 – William Blake Limited 131081 – Nicola Jane Coffey and Maurice Joseph Coffey CB25K/767 – Gerard Anthony O'Connell and Bernice Yvonne O'Connell

- 2.1 The site is located to the southwest of Blakes Road and to the north of Cairnbrae Drive and directly to the northwest of the urban area of Prebbleton Township. The site comprises three separate but adjoining parcels of land, legally described as Lot 105 DP 331951, Pt Lot 4 DP 24908, and Lot 4 DP 8147. There are no interests registered on any of the titles that restrict the proposed rezoning and residential development from taking place. A copy of the respective Titles is attached as **Appendix B**.
- 2.2 The southernmost portion of Lot 105 DP 331951 contains an existing dwelling and stable block. An existing dwelling is also located on the northern most section of Lot 4 DP 8147. The remainder of the subject site comprises open pasture land with shelter belts and or hedges demarcating the northern, eastern and southern extremities of the site. The parcels of land are generally flat in their terrain, with no outstanding natural topographical features. The application site is identified on the Location Plan attached as Appendix A. The existing PDP Planning Maps are attached as **Appendix C**.
- 2.3 Land to the north of the site is zoned Rural Inner Plains and contains a number of rural land uses plantations, open pasture land and some rural residential development. Land immediately to the south and southeast of the property is zoned a mixture of Living 1, Living 1A4, Living X and Living X Deferred. The majority of these areas have been developed for residential purposes. Allotment sizes in the vicinity of the subject site are in the range of 600m² to 1300m².
- 2.4 Blakes Road has a speed limit in the vicinity of the site of 70 km/hr, reducing to 50km/hr just before the current extent of the Living 1 Zone. William Street has a speed limit of 50km/hr, while Cairnbrae Drive is a cul-de-sac with two small side roads that provide access to approximately 40 dwellings. Blakes Road has a sealed carriageway with wide grassed swales on each side. The footpaths that exist to the east terminate just beyond the urban extent of the Living 1 Zone. Overhead power and telephone lines run along the northern side of Blakes Road, and in the surrounding area each dwelling has an overhead connection to these services. Reticulated sewage and water mains are located within Williams Street, Cairnbrae Drive and Warratah Park to the south west.
- 2.5 The application site is located in the Rural Inner Plains Zone (**Appendix C**). The relevant planning maps do not indicate that the site is subject to any designations, or other special notations. Directly adjoining the Living 1 and Living X Deferred zones of Prebbleton, the site's potential for intensive rural use is limited due to proximity to residential dwellings, in the adjacent urban area.

3 Explanation of Plan Change

3.1 The purpose of the Plan Change is to:

- (A) Rezone the subject site from its present Rural Inner Plains Zone to a new Living XA (Deferred) Zone specifically for the development of residential housing. The amended zoning maps are attached as **Appendix D**;
- (B) To add or amend the rules in the PDP as they relate to the development of residential development in the new Living XA (Deferred) Zone; and
- (C) To incorporate a new ODP in the PDP as a guide to development in the new Living XA (Deferred) Zone.

3.2 Introducing a new Living XA (Deferred) Zone as proposed (refer to amended Planning Maps at **Appendix D**) would enable a coordinated and consolidated approach to development that accords with the principles of Proposed Change No.1 to the Regional Policy Statement (here in referred to as Proposed Change 1).

Background summary of Proposed Change 1, Regional Policy Statement

- 3.3 On the 28th July 2007 Proposed Change 1 of the Regional Policy Statement was publicly notified. The principle aim of this document is to provide for the growth, development and enhancement of the urban and rural areas of the Greater Christchurch sub-region for the period to 2041. This is principally achieved through specifying the sub-regional land use distribution for Greater Christchurch, and identifying those strategic areas available for urban development, the household densities for various areas and other key components necessary for forging a consolidated and integrated approach to urban growth.
- 3.4 Proposed Change 1 anticipates that the population of Greater Christchurch will increase by 135,020 from 2006 to 2041 and that the number of new households will increase by 74,810 over the same period. Given the potential impact these growth predications could have on Greater Christchurch (particularly if development continues to result in a low density urban form), it is important to facilitate projected growth patterns in a sustainable and coordinated manner to ensure that future development meets the needs of people and communities. A principle objective of Proposed Change 1, therefore, is to manage and achieve consolidation of existing urban areas in order to avoid unsustainable expansion outside existing urban areas. Consolidation of existing strategic urban settlements is seen as a positive way forward to minimise potential adverse effects associated with development.
- 3.5 To achieve built environments within Greater Christchurch that are coordinated and sustainable, Proposed Change 1 aims to increase the proportion of residential growth through intensification by redevelopment within Christchurch City and through some growth within district towns that are strategically placed. In order to achieve the sustainable coordination of the latter, eight peripheral towns (inclusive of Prebbleton) have been identified as suitable and capable of accommodating some form of balanced growth. Proposed Change 1 specifies that future development shall henceforth be contained within the Urban Limits delineated on Map 1 (of which the application site forms part of urban growth pattern as delineated on Map 1 –H5 – **Appendix E**), at a density that makes the most sustainable use of available land to accommodate urban growth in a consolidated and compact manner. In accordance with the said Map, three Greenfield areas (SP1, SP2 and SP3) have been notated as suitable for accommodating (in part) the projected growth patterns within Prebbleton. Of these identified Greenfield sites the application site represents the south bound portion (south of Blakes Road) of SP1. In order to best preserve the nature and character of Prebbleton and existing infrastructure, and to meet the projected growth patterns, Proposed Change 1 specifies that

development within identified Greenfield areas must proceed with a minimum net density of 10 lots or households per hectare.

- 3.6 In light of the above, the applicants have initiated this request for a Plan Change as it is believed that the development of the site would best meet the objectives of the Proposed Change 1 in a sustainable and coordinated manner and because it is believed that the site is suitable for and would be more effectively utilised for residential development.
- 3.7 The details of this proposed Plan Change are set out below. The main focus of the proposed Plan Change is to make provision for urban growth within Greater Christchurch in a strategic and sustainable manner, at a density consistent with the provisions of Proposed Change 1 and compatible with the character of the area in general. Therefore, it is proposed to adopt a new Living XA Deferred Zone, which specifies a minimum net density of 10 lots or households per hectare. This minimum density standard is required in order to make the most sustainable use of available land to accommodate urban growth and to create a compact urban area that supports the existing suburban centre of Prebbleton. Subsequent development of the site will be in general accordance with a ODP, and subject to the standard bulk and location requirements contained in the PDP (e.g. building setbacks, building height, site coverage, etc).

4. Amendments to the Selwyn District Plan

4.1 For the purposes of the Plan Change Request, current PDP text is shown as “normal text”. Any text proposed to be added by this Plan Change Request is shown as **bold underlined with grey background** and text to be deleted as ~~**bold strikethrough with grey background**~~.

- Planning Map 47
- Planning Map 13: Prebbleton
- Description of Township Zones, Volume 1 - Part A, Section A4.5, Table A4.4
- Growth of Townships, Volume 1 - Part 2B, Section B4.1 – Residential Density – Strategy
- Volume 1, Part C, Living Zone Rules – Buildings: Table C4.1
- Volume 1, Part C, Living Zones Rules – Subdivision: Rule 4.9.12.
- Volume 1, Part C, Living Zone Rules – Subdivision – ‘Buildings and Site Coverage’.
- Volume 1 Part C, Chapter 12 Living Zone Rules – Subdivision. Rule 12.1.3.33 – 12.3.36
- Volume 1, Part C, Chapter 12 Living Zone Rules – Subdivision. Table C12.1 – Allotment Sizes.
- Volume 1, Part C, Chapter 12 Living Zone Rules – Subdivision. Rule 12.1.4.37-39

4.3 All other provisions of the PDP will remain unchanged.

4.4 Changes Sought:

Planning Map 47:

1. Include the area within the Prebbleton Urban Boundaries (see Amended Planning Map at **Appendix D**).

Planning Map 13: Prebbleton

2. Change the zoning of the subject site from Rural Inner Plains to Living XA (Deferred) (see Amended Planning Maps at **Appendix D**).

Description of Township Zones, Volume 1 - Part A, Section A4.5, Table A4.4 (page A4-010)

3. Add the following zone description to Table 4:

Zone	Description
<u>Living XA (Deferred)</u>	<u>Areas zoned as Living but not yet developed. Subdivision shall achieve a minimum of 10 lots per hectare with consideration given to maintaining and reinforcing the rural-urban interface with lots of not less than 1000m² along the common boundary of the Kingcraft Drive Existing Development Area.</u>

Growth of Townships, Volume 1 - Part B, Section B4.1 – Residential Density - Strategy (page B4-002)

4. Amend the second bullet point under II – Strategy as follows:
 - Existing residential areas have a similar density in the new plan, to the existing density. The residential density in new Living zones or undeveloped Living zones (Living X, **and Living XA Deferred**) is determined by the subdivider, but is not more dense than the

density in the Living 1 zone for the township, except for identified Greenfield sites where the Regional Policy Statement requires otherwise.

5. Amend Policy B4.1.4 of Section B4.1 (page B4-005) as follows:

Allow choice in residential density in Living X and Living XA Deferred zones, provided that development in the Living X zone is not more dense than that for the Living 1 zone(s) in that township, and that development in the Living XA Deferred zone is consistent with the density provisions of Chapter 12A of the Regional Policy Statement, and has regard to the form and character of development in the adjacent living zones, with a particular emphasis of maintaining residential lots of not less than 1000m² along the common boundary of the Kingcraft Drive Existing Development Area.

6. Amend the Explanation and Reasons text under Policy B4.1.4, Section B4.1, page 1B4-005) as follows:

Living X and Living XA Deferred zones are areas zoned for residential developmentPolicy 4.1.4 requires residential density for the Living X zone to be no greater than the Living 1 zone for the township, to maintain the 'spacious' character identified in Objective B4.1.1. Higher density residential areas can be provided for in Business 1 zones. Policy B4.1.4 also requires development of the Living XA Deferred zone to be consistent with the density provisions of the Regional Policy Statement, whilst having regard to the form and character of development of the adjacent living zones. This is to ensure development proceeds in a sustainable and compact manner, without adversely impacting on the 'spacious' character of existing development in the vicinity of the site.

Volume 1, Part C – Living Zone Rules – Buildings. Section 4.7 Buildings and site coverage, Table C4.1 Site Coverage Allowances (page C4-004) and any consequential changes limited to numbering

7. In the relevant section for Prebbleton, add the new rule

Table C4.1 Site Coverage Allowances

Zone		Site Coverage
Living XA (Deferred)	Prebbleton	35%

8. In the relevant section for Prebbleton, add the new rule

Volume 1, Part C – Living Zone Rules – Subdivision (page C12-005) and any consequential changes limited to numbering

9. In the relevant section for Prebbleton, add the rules below:

Rule 12.1.3.33 For the Living XA Deferred Zone in Prebbleton, no dwelling shall be sited within 5m of the common boundary with the Kingcraft Drive Existing Development Area, as identified in the ODP contained in Appendix 19.

Rule 12.1.3.34 In the Living XA Deferred Zone, any subdivision of land within the area shown on the ODP contained in Appendix 19 shall be in general accordance with that ODP.

Rule 12.1.3.35	In the Living XA Deferred Zone, any subdivision plan submitted to the Council shall be accompanied by a landscape plan detailing plantings to be undertaken:
	(i) along the common boundary with the Kingcraft Drive Existing Development Area, in accordance with the ODP contained in Appendix 19. At least 65% of the species identified on the landscape plan shall be from the list of species identified in Appendix 19. The deciduous tree species shall be a minimum of 1.5m in height at the time of planting and shall be at 10m centres. Native shrubs shall provide under planting to this tree row. The native shrubs shall form a continuous screening and obtain a mature height of approximately 2.5-3m.
	(ii) along the common boundary with Lot 1 DP 46168 (Meadow Mushrooms), in accordance with the ODP, contained in Appendix 19. At least 65% of the species from the landscape plan shall be from the list of deciduous tree species identified in Appendix 19. The deciduous tree species shall be a minimum of 1.5m in height at the time of planting and shall be at 10m centres.
	(iii) within any reserve adjacent to a residential allotment, in accordance with the ODP, in Appendix 19. At least 65% of the species from the required plan shall be from the list of species identified in Appendix 19. The deciduous tree species shall be a minimum of 1.5m in height at the time of planting and shall be at 10m centres.
12.1.3.36	In the Living XA Deferred Zone, any fencing proposed along the common boundary of the Kingcraft Drive Existing Development Area, and fronting onto Blakes Road shall be limited to post and wire fencing.
12.1.3.37	In the Living XA Deferred Zone, any fencing along a boundary adjoining a reserve or pedestrian accessway shall be limited to a height no greater than 1.2m.

10. In the relevant section for Prebbleton, add the new rule below Living XA (Deferred):

Table C12.1 Allotment Sizes

Township	Zone	Average Allotment Size Not Less Than
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Prebbleton	Living XA(Deferred)	4ha.
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Following either the Council passing a resolution that there is adequate capacity in the local authority operated reticulated sewage treatment facility to service a particular area of land subject to deferred living zoning, or following all necessary resource consents having been obtained for a method of treatment and disposal of sewage/stormwater from a particular area of land subject to a deferred living zone, the living zone shall cease to be deferred **and the following shall apply:**

Area A on ODP: minimum net site area of 1000m²

Area B on ODP: lot size to be contained
within a range of 600m² – 900m²

Area C on ODP: average lot size to be contained within
a range of 400m² – 600m².

In all cases development shall proceed in accordance with the ODP
and shall achieve a minimum density of 10 lots/ha once the entire
site has been developed.

Volume 1-Part C - Living Zone Rules – Subdivision, Part 12.1.4 (page C12-015).

11. In the relevant section for Prebbleton, **add** the new items for which the Council has restricted the exercise of its discretion for Living XA (Deferred) Zone, and any consequential changes limited to numbering:

12.1.4.37 In the Living XA Deferred zone at Prebbleton, the necessity for large allotments along the common boundary with the Kingcraft Drive Existing Development Area to provide section sizes sympathetic to the character of the adjoining the Kingcraft Drive Existing Development Area.

12.1.4.38 In the Living XA Deferred Zone in Prebbleton, the extent to which landscaping and the 5m building setback along the common boundary of the Kingcraft Drive Existing Development Area, is sufficient to clearly demarcate the rural-urban boundary.

12.1.4.39 In the Living XA Deferred Zone in Prebbleton, the extent to which the subdivision layout achieves a road network width which is suited to their particular function and the design techniques adopted to differentiate between priority roads and pedestrian/cycle network

12.1.4.40 In the Living XA Deferred Zone in Prebbleton, the extent to which the extension of Cairnbrae Drive is compatible with the existing road network in terms of carriageway width, footpaths, lighting, street furniture and landscaping.

12.1.4.41 In the Living XA Deferred Zone in Prebbleton, the extent to which the subdivision layout and design provides for a natural surveillance for the purpose of minimising the potential for criminal behaviour to occur.

12.1.4.42 In the Living XA Deferred Zone in Prebbleton, any measures to reduce reverse sensitivity on established adjoining landuses.

12.1.4.43 In the Living XA Deferred Zone in Prebbleton, any measures introduced to ensure subdivisions are able to factor in water demand managements and other household sustainability ideas.

Volume 1, Part C – Living Zone Rules – Buildings, Part 4.2 Buildings and Landscaping (page C4-001).-

11. Amend existing Rule 4.2.1 to read as follows:

4.2.1 Any principal building shall be a permitted activity

Note: Except that fences on boundaries adjoining reserve areas, cycleways or pedestrian access ways identified on the ODP for Lincoln in Appendix 18 **and for the Living XA Deferred Zone in Prebbleton** shall not exceed 1.2m on height.

Volume 1, Part C – Living Zone Rules – Buildings, Part 4.6 Buildings and Building Density (page C4-003).-

12. Amend existing Rule 4.6.6 to read as follows:

- 4.6.6 The erection on an allotment of any building (other than an accessory building) which does not comply with Rule 4.6.1 shall be a non-complying activity in the Living 1A, 1A2, 1A3, 1A4 **and the Living XA Deferred Zone** at Prebbleton and all Living 2 and 2A zones.

5. Assessment of Potential Effects on the Environment

Potential effects on the environment

- 5.1 The following is an assessment of the potential effects on the environment as it relates to the proposed Plan Change request and the type of development that is expected to follow.
- 5.2 In consideration of the Plan Change request and the actual and potential effects on the environment that may arise from subsequent development, the request is supported by the following reports:
- Traffic Impact Assessment (Traffic Design Group)
 - Servicing Report
 - Landscape Assessment

Existing environment

- 5.3 In order to assess the potential effects upon the environment, it is necessary to consider the nature of the surrounding land uses as they presently exist, and how these are likely to develop in the future given the nature of the surrounding zoning.
- 5.4 The subject site is located on the rural – urban interface, where the Living 1 and Living X (Deferred) Zone meets the Kingcraft Drive Existing Development Area. This interface is presently defined by existing residential development and land yet to be developed within the Living 1 and Living X (Deferred) Zones, which conclude at the zone boundary along the subject site's southern and eastern extent, and on the opposite side of Blakes Road. Residential development immediately to the south and east of the site comprises a mixture of relatively recent residential development (with the adjacent Cairnbrae and Waratah park subdivision) and an existing commercial business (Meadow Mushroom factory). Other residential development in the vicinity of the site extends to the east and north east of the site. A large area of currently undeveloped land lies immediately to the north and northwest of the site on the opposite side of Blakes Road. The said parcels of land will ultimately be developed for residential purposes.
- 5.5 In comparison, the subject site and adjoining Kingcraft Drive Existing Development Area to the west and south west is characterised by open fields supporting, in general, grazing and horticultural activities. A number of substantial trees and hedges define the site's boundaries along the western and northern extremities. As to be expected, residential activity is limited in the Rural (Inner Plains) Zone, with the majority of buildings and structures being directly associated with its productive purpose.
- 5.6 Land immediately in the vicinity of Springs Road, where it meets the intersection of Norris and Blakes Road, contains a variety of local services, including a primary school, early childhood learning centre, bakery, tavern and café. Land in the vicinity of Springs Road to the south of Cairnbrae Drive contains a Community Hall and Meadow Mushrooms factory (the latter has however been zoned for Living purposes). There is also a children's playground on Cairnbrae Drive and Williams Street and the village is regularly served by public transport along Springs Road.
- 5.7 Springs Road from Marshes Road, 2km north of Prebbleton, to Collins Road, south of Lincoln is classified as a strategic road, while Blakes Road is classified as a local road. Springs Road runs through the centre of Prebbleton with a formed road width that varies between 10m and 15m depending upon whether or not a parking lane is provided. The speed limit on Springs Road within Prebbleton is 50km/hr. Dedicated pedestrian crossing points are provided along Springs Road to ease access to local services.

- 5.8 Blakes Road west of the development site has a carriageway width of 6m which increase to 10m along the site frontage before increasing further to 14m east of the site. East of the site, Blakes Road includes a parking lane, which ends immediately east of the site. The posted speed limit on Blakes Road is 50km/hr from the Springs Road intersection to a point approximately 500m west of the intersection where it increases to 70km/hr.
- 5.9 The northern, north-western and north-eastern portions of Blakes Road and the northern portions of Springs Road and the wider suburb of Prebbleton have only recently been created and/or developed by way of subdivision within recent years. Therefore, the nature of the nearby land is currently changing from vacant allotments to more dense urban development. Immediately surrounding the site to the northeast, east, south and southeast is land zoned for residential purposes, while land immediately to the northwest and west of the site is zoned Rural (Inner Plains).
- 5.10 In summary, the nature of the nearby land immediately to the north, south and east is comprised of existing residential and commercial development, or has either recently changed, or will ultimately undergo change from vacant allotments to more dense urban development consistent with the provisions of the Living 1 Zone and or rural residential development. Immediately surrounding the site to the north and northwest of the site is land zoned for rural purposes, characterised by horticultural activities, low density residential and general openness.

Residential density

- 5.11 The purpose of the proposed Plan Change is to enable growth and development in a strategic and coordinated manner that is consistent with the provisions of Proposed Change 1 to the RPS. Accordingly, the proposed Living XA Deferred Zone will be specific to this purpose, providing for a minimum site density of 10 dwellings per hectare which is consistent with the provisions of the Proposed Change 1 and generally compatible with the density of existing and proposed development within the vicinity of the site (adjoining development at Cairnbrae Drive and Warratah Park has a site density in the order of 9.5 and 9 dwellings per hectare respectively).
- 5.12 As per the adjoining Living 1 zone, future development on the site will be subject to general standards relating to site coverage, open space and building setbacks. This, in combination with the provision of an ODP (which specifies the location of low, medium and high densities within the site), provision of direct and convenient linkages with existing residential streets and a clear and legible arrangement of open space reserves within the site, is considered sufficient to ensure a high level of amenity is achieved for development within the zone. The ODP identifies those parts of the site where landscaping is required, and stormwater elements provided.
- 5.13 Together these considerations will ensure that the proposed density of development is not inconsistent with the character of development found elsewhere in the township, and provides for an integrated and sustainable development strategy. Increasing residential densities on the subject site in accordance with Proposed Change 1 and in the manner contained within the ODP will create a compact urban area that supports the existing suburban centre, responds positively to the existing character within Prebbleton and is more efficiently served by strategic infrastructure.

Landscape and Visual Effects

- 5.14 The Landscape Assessment submitted in support of the application (refer to **Appendix F**) reports that the landscape effect of the proposed plan change and subsequent subdivision development will see a loss in open rural amenity associated with the current land use of the site, the extension of existing patterns of suburban development and roading patterns to within the site as well as a more structured effect to landscaping.

- 5.15 The principle viewing catchment will be from a small number of public spaces and adjoining houses. Notwithstanding the latter, the majority of adjacent houses have been assessed as receiving very low levels of visual effects, due to screening provided by intervening garden vegetation and fences.

Effects on Amenity

- 5.16 The Landscape Assessment submitted in support of the application surmises that there is a pattern of more recent development occurring within Prebbleton. This involves both suburban and rural residential development surrounding the site which collectively creates a lesser degree of sensitivity of the landscape setting to this proposal. As the site is surrounded by different zone types the ODP takes into consideration these different aspects of the landscape context. This is addressed with corresponding different residential densities within the site which reflect the densities of existing development and landscape buffer treatments. Further to this, assessment criteria relating to prioritising roads for different uses will provide some measure of defining the different functions of roads, as well as enhancing the overall character of the area though providing greater focus on pedestrian priority roads. Additional planting requirements, specific fence and building setbacks in combination with the existing standard bulk and location rules will provide additional measures which will ensure a high level of amenity is provided for within the site.
- 5.17 Retaining a clearly demarcated boundary between rural and urban land uses is also considered important to establish a definite outer edge to the development. Hence the proposed introduction of a landscape buffer and a 'no build' zone along the common boundary with the Rural Inner Plains Zone.

Open Space

- 5.18 In order to ensure a high degree of amenity within and around the site several green space reserves (both passive and active) have been included in the ODP. These include the provision of two green space (stormwater) reserves, one passive open green space and the extension of the existing playground to the west of William Street. The provision of which contributes to the four aspects of community well-being (social, environmental, economic and health) as is promoted in the Selwyn Community Plan (LTCCP) 2006-2016.
- 5.19 The provision of open space areas within the plan change site will prove beneficial in both the short and long term through the promotion of greater health within the district. The regularity of the reserves (which are supported by well defined and accessible links both within and around the site), provides further relief for outdoor recreational requirements for future residents within the site and the district in general. Other positive aspects of the inclusion of open space include enhancing biodiversity (through the provision of two stormwater detention ponds), and general visual pleasantness. Social benefits of the same include opportunities for family participation, play and exercise as well as a general sense of belonging.
- 5.20 In light of the above it is considered that the provision of both passive and active recreational space within the site positively responds to the community outcomes set out in the Selwyn Community Plan.

Existing environment and the rural-urban boundary

- 5.21 Retaining a clearly demarcated boundary between rural and urban land uses is one of the intentions of the PDP, as expressed in some of the objectives and policies addressed in Section 7 below. In respect of the rural-urban boundary in the vicinity of the subject site, the northern most aspect of the common boundary is presently demarcated by a substantial row of Blue Gum trees and other trees/hedges, which run perpendicular to Blakes Road. To be consistent with the intention of the PDP, the proposed rezoned site should thus exhibit physical

characteristics that represent a distinct boundary. As already referred to in section 5.14 a landscape buffer and 'no build' zone is thus introduced along the common boundary with the Rural Inner Plains Zone as indicated in the ODP attached as **Appendix G**.

- 5.22 In addition, the character of the adjacent area to the north of Blakes Road has been in part changed by recent subdivision and housing development. The consolidation of a residential enclave on the application site will therefore appear as a natural continuation of development and to that end the impact on the rural-urban interface will appear as a natural progression of the township in keeping with the physical features of adjacent built form.

Traffic

- 5.23 Traffic Design Group has been commissioned to undertake an assessment of the transportation matters arising from the Plan Change. Their findings are presented in the Transport Assessment attached as **Appendix H**.

Access and Site Distances

- 5.24 Access is available to the site from Cairnbrae Drive, William Street, the adjoining Warratah Park development and Blakes Road, the latter of which provides approximately 80m of frontage to the site. It is envisaged that the best means of providing access to the site is via a new intersection onto Blakes Road, a local road, while new roads within the site will connect to William Street and Cairnbrae Drive which are both cul-de-sacs.
- 5.25 The Transport Assessment identifies that it is not possible to measure the sight distance at the proposed site of the new Blakes Road intersection due to the presence of existing trees. However, it is reported that due to the relatively flat and straight nature of this section of the road, it is reasonable to expect the sight distance to exceed 45m to the east where the speed limit is 50km/h and 85m to the west where the speed limit is 70km/h when the intersection has been constructed.
- 5.26 The development will also create a new intersection with William Street at a point adjacent to the existing children's playground. The kerbs and footpaths for the new intersection are already formed and the measurements at the intersection indicate that the sight distance requirements of the District Plan will be exceeded.

Effect of development traffic on Road Network

- 5.27 The proposed Plan Change request seeks to provide for a development potential of approximately 200 dwellings. The attached Transport Assessment estimates that the trip generation rates will be similar to those observed for existing properties in the vicinity of the site. Therefore a rate of 1.4vph/ unit during the morning peak period and 1.0vph/unit during the evening peak period has been used in the analysis of the Plan Change.
- 5.28 As part of the trip distribution over the site, the Transport Assessment makes some assumptions that the majority of trips between the southern lot and destinations north and south of Prebbleton will use Cairnbrae Drive to access Springs road, while a small proportion of trips will travel through the Plan Change area to access Blakes Road and destinations west of Prebbleton. The pattern of trips for dwellings in the northern part of the Plan Change area is considered to be more complex because there is more route choice. Assumptions are however made that trips to and from the south of Prebbleton will use William Street to access Springs Road. Based on the existing travel pattern, trips to and from the north of Prebbleton will use Blakes Road.
- 5.29 Analysis of the intersection performance using aaSIDRA indicates that traffic volumes will cause a small increase in the average delay per vehicle for vehicles exiting from Cairnbrae Drive/Springs Road, Charles Street/Springs Road, Norris Street/Blakes Road and subdivision

Road/Blakes Road, with the greatest delays being from vehicles exiting Tosswill/Springs Road and Blakes/ Springs Road.

- 5.30 The Transport Assessment concludes that the transportation needs of the development will not have any significant adverse effect on the transportation system. Springs Road, which provides the major transportation corridor in the area, can accommodate the proposed Plan Change with retention of the existing good levels of service for road users.

Future Network Changes

- 5.31 The predicted changes in traffic distribution have been based on an assessment of the currently envisaged form of the road network within the Plan Change area and the existing patterns of traffic movements observed in Prebbleton.
- 5.32 The CRETTS transport strategy includes changes to the road network and hierarchy in Prebbleton, which could alter the expected distribution of traffic generation by the Plan Change area. Springs Road will remain as the primary route for travel between Prebbleton and its surrounds. Changes to the hierarchy for Blakes Road, Tosswill Road and Birchs Road mean that these roads could become attractive as connections to other routes such as Shands Road to the new Ellesmere Road district arterial.
- 5.33 These wider area traffic patterns have been addressed as part of the CRETTS study which has considered residential growth in Prebbleton from 503 households in 2001 to 2000 households in 2021. The TIA has focused on a worst-case scenario assessment of the Springs Road intersections, and it was concluded that the local transportation needs of the development are met without adversely impacting on the wider network.

Connectivity – Road connections and pedestrian/cycle links

- 5.34 The application site will be accessed through four junctions, with the principal junction being at Blakes Road. Access off Springs Road through Cairnbrae Drive will also be available with new access points being created off Williams Street and Warratah Park.
- 5.35 The proposed internal road network has a grid layout and therefore is considered conducive to good pedestrian permeability. The proposed road layout within the Plan Change Area will include provision for pedestrians in accordance with the District Plan's internal road layout requirements. An indicative pedestrian and cycle link is provided at the end of William Street to connect to the new subdivision road to facilitate connectivity to the township. It is further proposed to provide a pedestrian link extending north of the proposed road which connects to Warratah Park to the newly extended Cairnbrae Drive. The through road then connecting onto William Street will be developed to provide a wide berm and combined pedestrian/cycle pathway connecting up to an enlarged reserve served off William Street (refer to Concept Road Section – **Appendix I**).
- 5.36 An indicative pedestrian link is shown on the ODP linking the new internal north south road into William Street. It is considered that a full road connection is not necessary, as it would only provide transportation benefits for residents to the north-west end of William Street, when they wish to make vehicle movements connecting with the north-west section of Blakes Road. As the majority of vehicle movements generated by the Plan Change area are to be expected to be made to and from Springs Road, and access to Blakes Road is already available via Norris Street, it is considered that the road layout as indicated on the ODP would provide for efficient vehicle access, and an additional link off William Street is therefore not considered necessary.
- 5.37 Whilst it is acknowledged that SDC originally envisaged a north/south cycle/pedestrian link extending east of the proposed area (and terminating at a point on Norris Street), this was not considered to be a viable option for the following reasons:

- The density of land uses around the proposed pedestrian/cycle link (nominated by SDC) is intended for larger sections and therefore it is envisaged low density housing. This is not conducive for creating a safe environment which is passively overlooked by residential dwellings.
- The proposed link would follow a solid boundary wall adjacent to Meadow Mushrooms, which again is not conducive for creating a safe, conspicuous, comfortable environment for pedestrians/cyclist.
- The proposed pedestrian link relies on the purchase of land currently held in the ownership of a party not subject to this rezoning.

5.38 In contrast to this the benefits of the alternative link proposed are:

- The combined pedestrian/cycle link will be positioned so as to be passively overlooked by higher density development.
- The combined pedestrian/cycle link will have the dual benefit of being located next to and highly accessible to both passive and active amenity areas (stormwater retention pond and extended recreational reserve).

5.39 In addition to the above, it is understood that Selwyn District Council are in favour of a secondary stormwater pond being sited on the convergence points of the two water sheds and that a pedestrian/cycle connection follows this to connect up with Norris Street. However in order to achieve the said pedestrian link we are reliant on the consent of a third party (of which is outside the scope of this Plan Change). Recent endeavours to fulfil this have to date proved unsuccessful. Notwithstanding this, the development of said link would in reality follow a solid boundary wall adjacent to existing dwellings, which again is not conducive for creating a safe, conspicuous, comfortable environment for pedestrians/cyclist. The alternative instead being proposed through this plan change process is a clear legible road hierarchy as identified in the ODP which relates to specific road functions and their carrying capacity.

Bus Services

- 5.40 Currently, there are three buses per hour between Christchurch City and Lincoln (that pass through Prebbleton) during the day and higher frequency services operating during the morning and evening peak periods. It is expected that the demand for public transport generated by the Plan Change area can be accommodated by these services and the Plan Change will not in itself necessitate additional services.
- 5.41 Comments received from Environment Canterbury indicate that at present, the No: 81 Lincoln Metro service travels from the City to Lincoln, passing through Prebbleton along Springs and Birchs Road. It is noted that there are no plans to change this route, therefore it is unlikely that any buses would travel directly through the proposed Plan Change area.
- 5.42 Policy 1.2 of the Canterbury Regional Passenger Transport Plan 2006 set out that at least 90% of people resident in Christchurch shall be no more than 500m from a bus route. The majority of new dwellings within the Plan Change area will be within 500m of Springs Road and would be within the target walking distance for any existing or future bus services that operate on Springs Road. Notwithstanding this, a connection could be provided through the Plan Change area if this was justified in the future. Possible connections include the route provided by Cairnbrae Drive, the new subdivision roads and Blakes Road. Provision can be made in the detailed development stage of the project to provide sufficient road width and pavement strength for such options to be available in the future, should they be justified.

Stormwater Disposal

5.43 The findings of the Stormwater Assessment as Undertaken by Connell Wagner (**Appendix J**) indicate that Prebbleton township has a very limited stormwater reticulation network.

5.44 Accordingly, options identified for the disposal of stormwater for the application site include:

- Pre treatment of stormwater and discharge to ground. Discharge of private roof water directly to ground without pre-treatment
- Discharge of stormwater from roading and miscellaneous surfaces to an existing 450mm stormwater main following stormwater treatment and flow attenuation. Discharge of private roof water directly to ground without pre-treatment
- Mixture of both discharge to ground and discharge to surface water.

5.45 Discharge of stormwater to the ground in this instance is identified as the preferred option.

Discharge of Stormwater to Ground

5.46 The Geotechnical Investigation Report (prepared as part of the servicing report) indicates that sandy gravels are present at a depth of approximately 2m on the eastern portion of the site. These soil conditions would allow for the effective discharge of stormwater to ground. In order to dispose of stormwater via this method, it is proposed to construct an infiltration basin that is lined with an infiltration media, such as 150mm of topsoil in the base of the pond to provide treatment of the stormwater as it infiltrates through to the underlying sands and gravels. Flows in excess of the capacity of the system can be directed to the road as a secondary flow path.

5.47 Stormwater from the development will need to be treated to remove contaminants.

5.48 It is expected that there will be some pre-treatment (e.g. swales or proprietary treatment devices) prior to additional treatment such as the use of a stormwater pond or infiltration basin as required prior to discharging to surface or groundwater.

5.49 Discharge of stormwater to ground has been utilised in recent subdivisions to the north and south of the development area.

Discharge of Stormwater to SDC Stormwater Reticulation

5.50 An alternative option for the disposal of stormwater to ground is the discharge of stormwater to the Prebbleton reticulated pipe network, which ultimately discharges into the surface watercourse. In order to discharge to this pipe network stormwater treatment attenuation would be required to reduce the effect of the discharge on the receiving environment to acceptable levels.

5.51 The stormwater attenuation process will require the installation of a large buffering vessel such as a pond (refer to **Appendix J** for proposed location of pond). The pond would be designed to reduce the outflow rates to an acceptable level and would provide significant levels of treatment. The major constraint governing the rate at which this may occur is the capacity of the downstream Prebbleton stormwater pipework and ensuring the effects on the open drain are less than minor. Flows in excess of the capacity of the system can be directed to the road as a secondary flow path. The stormwater retention pond will be designed to adequately accommodate the entire site. Therefore it is not considered necessary to provide for an additional stormwater basin pond within other parts of the site.

5.52 In addition to the above, we understand that Council has requested a copy of the appropriate discharge consent to be submitted to Council. We however submit that until we have a chance to investigate the detailed design it is not appropriate to seek discharge consent. Conceptual

stormwater designs do not provide the level of detail required to obtain a meaningful ECan consent.

- 5.53 We have given ECan the opportunity to comment on this Plan Change application, but there was no formal feedback relating to the stormwater discharge

Sewage Disposal

- 5.54 The servicing report prepared by Connell Wagner states that Prebbleton has 906 permitted sewer connections which discharge to the CCC sewerage reticulation. These connections have all been allocated and therefore these connections are closed to further connections. Selwyn District Council is currently in the process of developing and adopting a Wastewater Strategy for Prebbleton and other surrounding smaller townships within its District. A report on the strategy went to the Council meeting of 12 December 2007.
- 5.55 Notwithstanding this the development area has three possible connection points, being William Street, Cairnbrae Drive and the Warratah Park, to the existing SDC reticulated sewer system. SDC have indicated that a new sewage pumping station to convey sewage to Rolleston sewage treatment plant is likely to be located near Trents Road.
- 5.56 A Preliminary reticulation plan has been prepared based on the proposed road layout for the area. Assuming that the topography of the site remains relatively unchanged following development, the investigations concluded that future subdivision can be serviced under gravity provided a trunk pipe is laid along the eastern boundary of the development area. For the purposes of determining the gravity sewer layout, it has been assumed that the development can in time connect to William Street, Cairnbrae Drive and Warratah Park. Following detailed design and confirmation of sewage pipe easements, some sections to the east of the site may be required to pump sewage from a private holding tank into the gravity sewage reticulation.

Water Supply

- 5.57 Existing water mains are located on Blakes Road, Cairnbrae Drive and William Street. Deficiencies in the existing Prebbleton water supply network mean that the network must be upgraded in order to provide the additional capacity required to service the proposed development. An area of land to the south of the Shands and Blakes Road intersection has been identified by the SDC as a possible location for this additional bore. It is expected that this additional bore could be brought online relatively quickly following SDC obtaining the required development contributions.
- 5.58 **Appendix K** of this document provides an assessment of the Plan Change against the Council's Five Waters Strategy. Amongst other matters, some thought has been provided for the manner in which future subdivisions within the Plan Change site are able to factor in education to homeowners on water demand management. Issues considered include, government rebates for water efficient practices and the introduction of education programmes to set community targets for water consumption.

Power services

- 5.59 It is anticipated that there are no constraints to the provision of underground electric power services to additional dwellings at this location.

Telecommunication services

- 5.60 It is anticipated that there are no constraints to Telecom servicing additional dwellings at this location.

Social Effects

- 5.61 The proposed Plan Change request seeks to provide for a form and density of development that helps to ensure that there is a range of housing choices available in sustainable and strategic locations to meet the projected growth patterns for Greater Christchurch.
- 5.62 The proposed Plan Change will enable a strategic and coordinated approach to development which is consistent with the provisions of Proposed Plan Change No.1 to the Regional Policy Statement. Such a coordinated approach of which will enhance lifestyles, environments, manage growth and promote prosperous economies.
- 5.63 In addition to the above the provision of a reserve served off William Street and two passive reserves conveniently located at road ends, will ensure easy access and connectivity to the same, as well as creating a means of encouraging and connecting the older part of Prebbleton with the new and creating a positive social framework for the community in general.

Economic effects

- 5.64 The provision of additional residential allotments directly adjacent to the existing urban area will boost local population levels with a likely increase in patronage of local businesses thereby strengthening their viability. There will also be temporary positive benefits during construction for future development of the site such as utilisation of local skills and labour and other flow-on effects on the local economy

Land and soil resources

- 5.65 The subject site has a generally flat terrain. The property is not susceptible to any known natural hazards, including flooding or unstable land.
- 5.66 Figure 4 of the Canterbury Regional Policy Statement indicates that the application site contains 'Versatile Soils'. Whilst relevant policies of the Regional Policy Statement and the PDP seek to protect versatile soils from irreversible use, it is acknowledged that there may be situations where it is not practical to protect versatile soils and it may be better to promote sustainable management of natural and physical resources to use versatile soils for urban expansion.
- 5.67 Accordingly, in this instance it is considered appropriate to consider the wider strategic benefits of developing the site in a sustainable and co-ordinated manner in order to meet the projected growth patterns for Greater Christchurch versus the loss of approximately 18ha of versatile soils. Taken in the wider context, the Regional Policy Statement for Canterbury specifies that there is approximately 2937km² of 'Versatile Soils' within the Canterbury Region. Of this, the land in question represents approximately 0.06% of the total percentage of versatile soils within the Canterbury Region. Relative to the remaining productive capacity of versatile soils in the region, it is considered that the loss of 0.06% of land for sustainable growth purposes outweighs the potential productive capacity of the soil. While it is regrettable that the development will ultimately result in the loss of versatile soils, it is considered that the use of the land in question for development purposes better achieves the purpose of the Act.

Cultural effects

- 5.68 There are no known sites of cultural or historical significance on or near the property in question. Consultation with Te Tununage and Te Ngai Tuahuri Ruangae has not identified any concerns with the proposed Plan Change.

Cumulative effects

- 5.69 As the existing services and road links can be utilised for residential development of the site with minimal extensions required for the same, efficient use can be made of the area's resources, and cumulative effects on the same will be no more than minor.

Reverse sensitivity effects

- 5.70 If the subject site were to be utilised for rural activities under its present Rural (Inner Plains) zoning, reverse sensitivity effects could arise due to the proximity of existing dwellings in the adjacent Living 1 Zone. As such, the rezoning of the subject site for residential purposes could in fact reduce the likelihood of reverse sensitivity effects occurring in the area.
- 5.71 While it is acknowledged that Meadow Mushrooms lies immediately to the southeast of the southern portion of the application site, impacts in terms of reverse sensitivity issues are considered to be minor, as the said site is bounded to the northeast and southwest by existing residential development. The northward and northwest expansion of additional residential development should not impact on the legitimate rights of Meadow Mushrooms to continue in accordance with their current operations.
- 5.72 Notwithstanding the above, we consider potential reverse sensitivity issues relate to odours associated with the composting activity and visual effects. With respect to the former, it is considered existing stringent environmental health provisions connected to the premises will ensure potential impacts associated with odours will be minimised. With respect to the latter, a mixed tree species buffer treatment provided along the common boundary of Meadow Mushrooms and the application site will in the fullness of time negate any concerns of reverse sensitivity in terms of visual effects.

Summary

- 5.73 The potential effects of the proposed Plan Change relating to traffic, stormwater management, visual impacts and soil versatility are able to be avoided, remedied or mitigated through the adoption of appropriate rules in the PDP, together with the existing Township rules pertaining to residential activities.
- 5.74 Overall, it is considered that the site is suitable for residential use at the scale and intensity proposed by the Plan Change request, and that the environmental effects of subsequent development will be no more than minor.

6 Consultation

Introduction

- 6.1 Preliminary consultation was undertaken during the course of preparing this Plan Change request. The First Schedule to the Resource Management Act 1991 provides some guidance on who is to be consulted during this phase.

Selwyn District Council

- 6.2 Preliminary discussions were held with the SDC's District Planner (Tim Harris) and SDC's Strategic Asset Manager (Anne Greenup), on 21st November 2007 in respect of the Plan Change request and the potential for future development of the site. The principle issue that was raised at the time related to the capacity of the reticulated sewage treatment plant for Selwyn District. We have however been advised that SDC are in the process of resolving this issue and hope to have this matter remedied within the next 6-18 months. Notwithstanding this, the proposed 'Deferred' status of the Living Zone shall ensure that until the deferred zoning is 'lifted' from the land, the average allotment size remains at 4ha and therefore potential impacts on the reticulated sewage infrastructure is considered to be no more than minor.
- 6.3 Following on from this a draft copy of the Proposed Plan Change was submitted to the Council on 30th January 2008 for feedback. On the 26th March 2008 SDC formally responded to the said document. With the exception of the proposed location of an additional pedestrian/cycle link (whereby an alternative route has been proposed) and an additional storm water pond, their comments have been taken on board. Reasons for the departure from Council's comments in respect of pedestrian/cycle links and stormwater have been discussed in paragraph 5.31 -5.32 and 5.42 of this report.

Other Parties as required under Clause 3 of the First Schedule

- 6.4 The following parties have been provided information about the content of the Plan Change request and have been invited to comment:
- The Minister for the Environment
 - Te Runanga o Ngai Tahu
 - Te Ngai Tuahuriri Runanga
 - Environment Canterbury
 - Meadow Mushrooms
 - Adjoining residents along the north-eastern rural interface boundary
 - Local residents association
 - Trents Road Berry Farm
- 6.5 Environment Canterbury verbally responded to the proposed Plan Change and commented on aspects of the Plan Change in relation to the need for consistency with Policy 8 of Proposed Change 1, the need for connectivity to the town, public transport and community services and the potential for expansion of reserves on and off site. Their comments have been duly noted and appropriate revisions made.
- 6.6 Meadow Mushrooms formally responded to the consultation letter sent out and highlighted that the existing business is likely to continue for the foreseeable future and therefore future development would need to be mindful of any reverse sensitivity issues. This matter has been addressed through the requirement for large allotments adjoining the said boundary, and the amendment to Rule 3, Table 2 of Section 5.1, which states:

"...the necessity for large allotments along the boundary of the zone adjoining Meadow Mushrooms, so as to mitigate minor odour and noise effects".

- 6.7 All other parties required to be consulted under Clause 3 of the First Schedule have not commented on the proposed Plan Change.

7. Section 32 Assessment

Section 32

- 7.1 Section 32 of the Resource Management Act (“the Act”) sets out the manner in which any proposed objective, policy, rule or other method is to be evaluated. The parts of Section 32 of the Act relevant to the present proposal are as follows:

- (3) *An evaluation must examine—*
- (a) *the extent to which each objective is the most appropriate way to achieve the purpose of this Act; and*
 - (b) *whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives.*
- (4) *For the purposes of the examinations referred to in subsections (3) and (3A), an evaluation must take into account—*
- (a) *the benefits and costs of policies, rules, or other methods; and*
 - (b) *the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods.*

- 7.2 The key matter referred to in Section 32(3)(a) is that the proposed change must be assessed in terms of whether the change is the most appropriate way to achieve the purpose of the Act. This matter is addressed in Section 7.4 below. Other relevant assessment matters relating to efficiency and effectiveness (Section 32(3)(b)), benefits and costs (Section 32(4)(a)), and any potential risks arising from uncertain or insufficient information (Section 32(4)(b)) are covered in Sections 7.4.4 – 7.4.9. At this stage, it should also be recognised that the proposed change relates to activities which fall within the scope of Council’s functions listed in Section 31 of the Act.

- 7.3 The parts of Section 31 relevant to the proposal are as follows:

- (1) *Every territorial authority shall have the following functions for the purpose of giving effect to this Act in its district:*
- (a) *The establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district:*
 - [(b) *the control of any actual or potential effects of the use, development, or protection of land, including for the purpose of—*
 - (i) *the avoidance or mitigation of natural hazards;...*

- 7.4 The PDP takes into account these functions, and the Plan Change request makes changes that are consistent with these functions of the Council.

Current Plan Provisions

- 7.5 The relevant objectives of the PDP are contained within Volume 1, Part B under the following sections:

- Section 1 Natural Resources
- Section 2 Physical Resources
- Section 3 People’s Health, Safety and Values

- Section 4 Growth of Townships

- 7.6 The objectives and policies from these sections are included in **APPENDIX L**. These objectives are discussed below with reference to their relevant policies.
- 7.7 It is only proposed to amend one existing policy as it is considered that the proposal is generally consistent with, and provided for within, the current policy framework. The changes proposed to the rules for the Living X Zone are to provide for the type and level of development specifically allowed by the new Living XA Zone. While the type of activities permitted on the subject site will obviously be of a nature and scale different to that otherwise allowed under the current zoning regime (Rural Inner Plains), this difference will not compromise the objectives and policies of the PDP, for the reasons discussed below.

Natural Resources Objectives

- 7.8 It is useful to consider the relevant objectives and policies for natural resources when comparing the status quo and the proposed change, since the provisions focus on issues in relation to the rural-urban interface of which the subject site is a part, the maintenance of versatile soil resources and ground and surface waters.
- 7.9 Of the 11 Natural Resource objectives, four are relevant in the consideration of the proposed Plan Change. Objective B1.1.2 of Section B1.1– Land and Soil, seeks to ensure that new residential or business activities do not create shortages of land or soil resources for other activities in the future. Objectives B1.2.1 and B1.2.2 of Section B1.1 – Water seek to ensure that the expansion of Selwyn and activities in general do not adversely impact on the quality of controlled waters. Objective B1.4.4 of Section B1.4 seeks to ensure that the distinction between the landscape of the rural area and townships of the Canterbury Plains is maintained. The proposed Plan Change seeks to rezone rural land on versatile soils and expands the township by approximately 18.84ha, and to this end the above-mentioned Objectives are of direct relevance.
- 7.10 In accordance with the Regional Policy Statement for Canterbury the land in question has been identified as containing 'Versatile Soil'. In determining whether the proposed Plan Change is contrary to objective B1.1.2 of Section B1.1 and Section 5(2)(a) of the Act, consideration needs to be given to the wider strategic benefits of developing the site in a sustainable and co-ordinated manner in order to meet the projected growth patterns for Greater Christchurch versus the loss of approximately 18ha of versatile soils. Taken in the wider context, the Regional Policy Statement for Canterbury specifies that there is approximately 2937km of 'Versatile Soils' within the Canterbury Region. Of this, the land in question represents approximately 0.06% of the total percentage of versatile soils within the Canterbury Region. Relative to the remaining productive capacity of versatile soils in the region, it is considered that the loss of 0.06% of land for sustainable growth purposes outweighs the potential productive capacity of the soil.
- 7.11 With regard to Objectives B1.2.1 and B1.2.2 of Section B1.1 – Water, ECAN's Proposed Natural Resources Regional Plan indicates that the application site is located on a semi-confined and unconfined aquifer within Zone NN (area where leaching of nitrate-nitrogen from land used activities may affect groundwater quality). The Servicing Report submitted in support of the proposed Plan Change indicates that the depth to groundwater in the Prebbleton area is approximately 5m-6m. The servicing report also indicates that the nearest community supply well is approximately 530m across the piezometric contour gradient and has a depth greater than 30m. Therefore the site does not fall within a theoretical Community Drinking Water Supply Protection Zone and appropriate mitigation measures will ensure potential impacts on the groundwater will be no more than minor.

- 7.12 The servicing report also indicates that in light of the underlying ground characteristics, disposal of stormwater to ground is feasible, and suitable means of treatment can be provided to ensure the development does not adversely impact on groundwater. In light of the above, it is considered that the proposed expansion of the town and resultant land uses will not adversely impact on groundwater in the vicinity of the site.
- 7.13 Objective B1.4.4 of Section B1.4 of the PDP seeks to retain the pattern of rural land uses and pockets of urban settlements on the Canterbury Plains. This is achieved by policies which encourage new settlement to be clustered around existing townships; and to avoid 'ribbon' residential development. The consolidation of a residential enclave to the west of Springs Road will appear as a natural continuation of development and to that end the impact on the rural-urban interface will appear as a natural progression of the township in keeping with the physical features of the adjacent built form that provide a logical physical boundary to the urban area.

Natural Resources Policies

- 7.14 Policy B1.1.8 of Section B1.1 and Policies B1.2.2 – B1.2.4 of Section B1.2 of the PDP are the main natural resource policies that underpin the current approach to safeguarding the productive capacity of versatile soils and maintaining or enhancing ground and surface waters.
- 7.15 Supporting Objective B1.1.2 of Section B1.1 for ensuring development does not create shortages of land or soil resources for the future, Policy B1.1.8 seeks to avoid rezoning land which contains versatile soils if there are other areas adjoining the township which are more appropriate. Notwithstanding this, for the reasons noted in Section 7.10 (Objectives) the loss of approximately 0.06% of versatile soils relative to the wider strategic benefits are considered to be minor, and should not adversely impact on the overall life supporting capacity of the remaining versatile soils.
- 7.16 Policies of B1.2.2 – B1.2.4 Section B1.2 specify the need for future development to have appropriate systems for water supply and effluent disposal. While the servicing report acknowledges the current deficiencies in existing servicing infrastructure in the area, it is anticipated that these deficiencies will be resolved in the near future and connections/and or effective means of disposals to the relevant systems can be adequately provided for. This matter aside, by virtue of the proposed deferred zoning of the site, the consequential land uses cannot be developed until capacity issues have been resolved.

Physical Resources Objectives

- 7.17 Of relevance to this section of the PDP is Objective B2.1.1 of Section B2.1, Objective B2.2.1 of Section B2.2 and Objective B2.3.1 of Section B2.3. Objective B2.1.1 of Section B2.1 seeks to ensure the safe and efficient operation of the District's transport networks and that the transportation networks are not impeded by adverse effects from residential growth. The Transport Assessment submitted in support of the Plan Change request demonstrates that the existing transport infrastructure has the capacity to accommodate the additional growth without adversely impacting on existing infrastructure.
- 7.18 Objective B2.2.1 of Section B2.2 promotes access to utilities to enable people and communities to carry out their activities. Costs of servicing are provided for by the developer, in accordance with existing development contribution policies, and therefore it is not anticipated that the proposed Plan Change will be contrary to this. The Plan Change is considered to be an effective and efficient method of achieving the objectives of the Utilities section.
- 7.19 Objective B2.3.1 of Section B2.3 encourages residents to have access to adequate community facilities. As referred to in Section 5 of this report the land in question is strategically well placed in relation to existing community facilities. The compact urban form of development and the density proposed, next to existing residential development, ensures development is strategically

well connected to existing community services and subsequent development will not detract from this.

Physical Resources Policies

- 7.20 Policies B2.1.1, B2.1.2, B2.1.3, B2.1.8, B2.1.9, B2.1.10 and B2.1.11 of section B2.1 of the PDP seek to provide for an efficient and effective road network that allows the City to function and develop with minimal conflict between land uses, traffic and people.
- 7.21 The proposed Plan Change will promote residential development while minimising the conflict between traffic and people. The site will include new local roads which will connect to Cairnbrae Drive, William Street, Warratah Park and Blakes Road, which have the capacity to absorb additional growth.
- 7.22 Public transport services through Prebbleton travel along Springs Road. New dwellings within the resultant subdivision will be between 400m and 600m walking distance to the closest bus stop on Springs Road. Footpaths are provided along the route and the area is level making the walk a practical proposition.
- 7.23 Road design, layout, parking and safety issues would be addressed at the time of subdivision, and the PDP's existing provisions are appropriate for dealing with these matters. For the reasons discussed in Section 5, the Plan Change is considered to be an effective and efficient method of achieving the Transport objectives.

People's Health, Safety and Values Objectives

- 7.24 The principle policy thrust of the PDP is to provide a quality living environment that safeguards people's health, safety and values. This is in part reflected through Objective B3.1.1 of Section B3.1 which seeks to avoid new development in areas known to be vulnerable to natural hazards, while Objective B3.4.1 of Section B3.4 recognises that townships need to be pleasant places to live and work and avoid effects between inappropriate activities.
- 7.25 The proposed Plan Change responds positively to these objectives insofar that the application site is not known to be located on a site known to contain natural hazards therefore development of the site should not intensify the effects of natural hazards. Furthermore, as the proposed Plan Change represents a natural and logical extension of the built form and is strategically well placed in relation to existing services and is compatible with the existing density of development the proposed Plan Change is considered to maintain the quality of the existing environment.

People's Health, Safety and Values Policies

- 7.26 Supporting the aforementioned objectives are Policies B3.1.2 and B3.1.7 of Section B3.1, and Policies B3.4.3 of Section B3.4. Policy B3.1.2 seeks to avoid development in areas at risk of natural hazards, while Policy B3.1.7 seeks to ensure development does not adversely affect the efficiency of the District's land drainage system. The site is not known to be susceptible to flood risk or any other known natural hazards. Furthermore, the servicing report prepared by Connell Wagner indicates that the site does not have a high water table and impacts from surface water runoff can adequately be mitigated and controlled in a manner to prevent flooding onsite and further downstream. Therefore, it is not anticipated that the proposed Plan Change will adversely impact on the efficiency of the District's land drainage system.
- 7.27 Furthermore, as the site has specifically been identified as a sustainable growth area and results in a consolidated form of development which follows the built form of development in a logical manner, impacts upon the adjacent rural character are considered to be no more than minor.

- 7.28 Policy B3.4.39 requires consideration of the presence of any surrounding incompatible activities. If the subject site were to be utilised for rural activities under the present Rural (Inner Plains) zoning, reverse sensitivity effects could arise due to the recent and future establishment of residential activities in the adjacent Living 1 and Living X Deferred zones. While regard is had to the existing Meadow Mushroom factory located directly to the southeast of the site, impacts in terms of reverse sensitivity issues are considered to be minor, as the said site is bounded to the north, east and south by existing residential development. The westward expansion of additional residential development should not impact on the legitimate rights of Meadow Mushrooms to continue in accordance with their current operations.
- 7.29 For the reasons outlined above it is considered that the proposed development is consistent with the said policies.

Growth of Townships Objectives

- 7.30 It is useful to consider the relevant objectives and policies for urban growth when comparing the status quo and the proposed change, since the provisions focus on issues specific to the rural-urban interface of which the subject site is a part, and accommodating a range of consolidated living environments.
- 7.31 Of the nine Growth of Township objectives, six are relevant in the consideration of the proposed Plan Change. Objective B4.1.1 of Section B4.1 seeks to accommodate a range of living environments, while maintaining the overall 'spacious' character of the Living zone, while Objective B4.1.2 of Section B4.1 seeks to ensure new residential areas are pleasant places to live and add to the character and amenity values of townships. Objective B4.3.1 of Section B4.3 provides for the expansion of townships in a manner that does not adversely affect (inter alia) natural and physical resources and amenity values, while Objective B4.3.2 and B4.3.3 of Section B4.3 ensure that new residential or business development adjoins existing townships at compatible urban densities to achieve compact township shape and that land rezoned for new residential development is undertaken in a consistent and equitable manner. Objective B4.4.1 of Section B4.4 ensures that the costs of establishing or upgrading utilities or facilities are met by the parties creating the need for the expenditure. In regard to the latter matter, it is considered that there are sufficient mechanisms within the PDP and SDC's LTCCP that will ensure future development of the site will meet this objective.
- 7.32 The urban growth objectives recognise the need to provide for the expansion of existing townships at a density that is compatible with the existing form and character of the area without adversely impacting on the natural and physical resources of the area. The desired outcome for new growth is a compact pattern of development as this is considered to be the most sustainable form of urban growth with less adverse effects on the natural environment than other growth options. The proposed Plan Change will provide for consolidation of an existing township, in a manner that complements the existing character of the area without adversely impacting on the existing natural and physical resources. The location of the site, being surrounded by existing residential and rural-residential development, will ensure that there are no adverse effects in terms of this township expansion on the surrounding rural environment and that the amenity values associated with the rural environment are not jeopardised.
- 7.33 Within the application site itself three different character areas (as defined through the three density areas) are proposed. Each of the said character areas have been strategically positioned to have regard to the existing amenities and character of the area in general. For instance, medium density development (600-800m²) follows the existing suburban boundary and positively responds to the size and scale of existing lots within the general vicinity. The positioning of lower density lots (minimum 1000m²) along the common boundary of the rural residential interface similarly responds to the size and scale of existing rural residential lots on adjoining land, while the placement of higher density development (400-600m²) within the

central part of the site will reduce the visual effect of this character area when viewed from existing surrounding properties. Furthermore the location of the higher density lots has been purposefully positioned around open space areas to ensure passive surveillance of the same.

- 7.34 Diverse living environments and a high standard of residential amenity are recognised as essential elements of wellbeing. The proposed Plan Change supports this ideal by providing an opportunity for residential development in a defined location adjacent to the existing urban edge. To this end, the proposal acknowledges the desirability of the subject site as a living area, and meets the strategic aims in respect of urban growth.
- 7.35 Furthermore adopting an ODP which allocates and defines the different character zones (by virtue of the different densities) and supports a well integrated roading network and areas of open space will ensure successful integration of the application site within the existing characters of Prebbleton.
- 7.36 Providing for a minimum density of development of 10 dwellings per hectare, in combination with the clear demarcation of different character areas and the retention of the existing Living 1 zone rules, will ensure that residential development occurs on the site under the same controls as the surrounding area to provide consistency and help meet the specific policies of conserving and maintaining the general character of the suburban living environment. In order to ensure visual cohesion between the low density lots and rural residential boundary is maintained (and future infill of the same is prevented) the proposed rule framework ensures that deviation from the lower site threshold will result in a non-complying status. This combined with a clear policy statement which specifies the strategic and visual importance of the low density character area will equip Council with the ability to refuse potential future infill schemes, which would otherwise compromise the intent of the spacious character of this area. Further to this, Rule 4.6.1 on page C4-003 of the Plan will ensure that the remaining character areas (medium to high density development) retain one dwelling. Deviation from this rule will result in non-compliance, thereby equipping Council with the ability to refuse future infill applications for the same.
- 7.37 For the reasons discussed above, the proposed change is considered to be consistent with the existing policy framework of the PDP.

Growth of Township Policies

- 7.38 Policy B4.1.3 of Section B4.1 seeks to allow low density development in and around the edge of townships where they will achieve (inter alia) a compact township, which maintain the distinction between rural areas and townships and avoids coalescence of townships. The proposed Plan Change is in direct response to this policy in that development of the site will result in a consolidated form of development that follows a natural and logical progression of the existing town at a density compatible with adjacent development.
- 7.39 Policies B4.3.1, B4.3.2 and B4.3.3 of Section B4.3 and Policies B4.3.56, B4.3.57 and 4 B4.3.59 of Section B4.3 are the main growth policies that underpin the current approach to growth within existing townships and in particular Prebbleton.
- 7.40 Supporting Objective B4.3.1 and B4.3.2 and of Section B4.3 in providing for appropriate growth, Policy B4.3.56 and B4.3.57 of Section B4.3 stipulates the preferred areas to be rezoned for residential development within Prebbleton. More specifically the said policies encourage land located to the east and west of the existing Living and Business zones that adjoin Springs Road is located as close as possible to the existing township as the preferred areas to be rezoned for new residential development. This is of direct relevance to the land in question as the proposed Plan Change seeks to extend the existing township in line with the Council's preferred pattern of development. The subsequent land development will result in a compact form of development that follows the existing patterns of development located to the north, south and east of the site

and avoids the adverse effects otherwise associated with dispersed and uncoordinated urban growth (e.g. inefficient extension of the rural-residential boundaries and loss of amenity values).

- 7.41 Policy B4.3.1 of Section B4.3 ensures that new residential development is appropriately zoned. The proposed re-zoning will allow for residential development at a density consistent with the adjoining residential area. The site is not considered to be inappropriate for normal residential densities for the reasons stated above.
- 7.42 Policy B4.3.2 of Section B4.3 requires any land rezoned for new residential development to adjoin, along at least one boundary, an existing Living or Business zone. As previously discussed in Section 2 of this report the site directly adjoins living zone land to the south and east, while land immediately to the north of Blakes Road is zoned for similar purposes.
- 7.43 Policy B4.3.3 of Section B4.3 seeks to avoid zoning patterns that leave land zoned Rural surrounded on three or more boundaries with land zoned Living. The sites southernmost, eastern and northern (albeit separated by Blakes Road) parts of the site are bound by Living Zones and if left to be utilised for productive farming practices could result in reverse sensitivity issues.

Plan Change Consistency with s74-75RMA

- 7.44 Regard should also be had to the matters set out in sections 74 and 75 of the Act in relation to decision making by territorial authorities. Matters raised in these sections that are relevant to the present proposal are as follows:

Section 74 - Matters to be considered by territorial authority

- (1) *A territorial authority shall prepare and change its district plan in accordance with its functions under section 31, the provisions of Part 2, a direction given under section 25A(2), its duty under section 32, and any regulations.*
- (2) *In addition to the requirements of section 75(3) and (4), when preparing or changing a district plan, a territorial authority shall have regard to—*
 - (a) *Any—*
 - (i) *Proposed regional policy statement; or*
 - (ii) *Proposed regional plan of its region in regard to any matter of regional significance or for which the regional council has primary responsibility under Part 4; and*
 - (b) *Any—*
 - (i) *Management plans and strategies prepared under other Acts; and*
 - (iia) *Relevant entry in the Historic Places Register;*
 - (c) *The extent to which the district plan needs to be consistent with the plans or proposed plans of adjacent territorial authorities.*
- (2A) *A territorial authority, when preparing or changing a district plan, must—*
 - (a) *take into account any relevant planning document recognised by an iwi authority and lodged with the territorial authority, to the extent that its content has a bearing on resource management issues of the district...*

75 Contents of district plans

- (3) *A district plan must give effect to—*
 - (c) *any regional policy statement.*
- (4) *A district plan must not be inconsistent with—*

- (b) a regional plan for any matter specified in section 30(1).
- (5) A district plan may incorporate material by reference under Part 3 of Schedule 1.

Regional Policy Statement (RPS)

- 7.45 On the 28th July 2007 Proposed Change No.1 to the Regional Policy Statement (Chapter 12A) was publicly notified. The principle aim of this document is to provide for the growth, development and enhancement of the urban and rural areas of the Greater Christchurch sub-region for the period to 2041. The relevant provisions of the RPS – Chapter 12A are included in **APPENDIX L**. The proposal is considered consistent with the provisions of Chapter 12A of the Regional Policy Statement, which provides direction for growth, development and enhancement of the urban and rural areas of the Greater Christchurch sub-region for the period 2041.
- 7.46 Objective 1 of Chapter 12A seeks to ensure that urban development in Greater Christchurch is managed to achieve consolidation of existing urban areas and to avoid unsustainable expansion outside existing urban areas. Objective 2 promotes a built environment that provides for a range of densities, has a sense of character and maintains a healthy environmentally sustainable, functionally efficient and vibrant built environment. Objective 3 seeks to provide for and manage urban growth while protecting the natural and physical environment. In addition to this Objective 8 of Chapter 12A seeks to achieve patterns of urban development that do not adversely affect the efficient operation, use and development of strategic infrastructure. Policy 1 of Chapter 12A establishes the Urban Limits for which development of Greater Christchurch shall be restricted to. Policy 4, builds on this further by specifying those peripheral towns in which development shall take place, while Policy 8 stipulates that development on greenfield areas shall occur in accordance with a ODP, which shall be prepared as a single plan for the whole area.
- 7.47 The proposed Plan Change responds positively to the above objectives and policies in that the application site has specifically been identified in Chapter 12A as a strategic site capable of accommodating and consolidating growth in a sustainable manner. The density of development proposed encourages a range of allotment sizes in recognition of the desirability of providing a range of choice, without unduly compromising the general character of the area which to date is essentially defined by low density development. In addition to the site's wider strategic value (accessibility to existing infrastructure, local services, public transport), the site is well placed in terms of having low environmental risks and low landscape or cultural significance. The westward expansion of the town and the intensification of development on site further minimises the impacts of ribbon development, better preserving the intrinsic character of the adjacent rural environment and minimising the coalescence of adjacent townships.
- 7.48 While it is acknowledged that a ODP has not been prepared for the whole of the identified greenfield site, it is not considered necessary in this instance as there is no functional relationship between the area south of Blakes Road with the area north of the same. This matter was discussed at a preliminary meeting at SDC and the relevant parties concurred with this.
- 7.49 In addition to the above, Policy 7 of Proposed Change 1 to the Regional Policy Statement specifies that the principles of Urban Design Protocol shall be observed when preparing any proposal shall be provided for:
- *Good safe connectivity within the area, and to surrounding areas, by a variety of transport modes, including motor vehicles, cycling, pedestrian and public transport, and provision for easy and safe transfer between modes of transport.*
- 7.50 The ODP positively responds to the above through the provision of a well integrated roading network, which distinguishes between principle through roads and pedestrian priority roads.

- *Location within walkable distance to community, social and commercial facilities.*
- 7.51 The ODP provides for convenient pedestrian and cycle linkages, which are within walking distance to the main commercial area, schools, reserves and churches.
- *Provision for effective, efficient and attractive walk and cycleways, preferably integrated with open space and stormwater detention areas, within, across and linking beyond the area.*
- 7.52 The open space framework proposed by the Plan Change includes areas for both passive and active recreational needs. The open space framework is concentrated around a well connected access network, thus enabling accessibility to the desired open space framework. The internal road network provides direct and convenient linkage with existing streets within Prebbleton. Whilst we are aware that Council has a preference for a secondary stormwater pond to be situated at the convergence of the two water sheds, for reasons of practicality and functionality the said secondary pond has been located to the north of this. The current position of the secondary pond is considered to have the following benefits:
- (i) Current location will ensure overland flow is directed onto the proposed new road network (as opposed to being directed onto adjoining properties to the east).
 - (ii) Consent from third parties is not required.
 - (iii) The proposed location of the secondary pond will be passively overlooked through a road which is proposed to line the reserve area. Should the proposed secondary pond have been sited at the convergence of the two water sheds, the said area would have been enclosed by 1.8m close boarded fences with properties that face away from the development. This is considered to be contrary to the relevant provisions of CPTED.
- 7.53 In addition to the above, we also note that Council originally indicated their preference for a walkway to be incorporated within the vicinity of the convergence of the two watersheds, through to Norris Street. In response to this for reasons of practicality this is not feasible due to third party land acquisition requirements. Instead, the circulation route proposed provides direct and convenient linkages with existing residential streets, which will be overlooked by medium and high density residential areas and provide direct and convenient links to the central commercial area of Prebbleton.
- *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.*
- 7.54 As shown on the ODP three different living densities are proposed. These are as follows:
- (ii) medium density (600 – 900m²) located near existing suburban areas,
 - (iii) lower density (minimum of 1000m²) in the vicinity of the rural residential boundary,
 - (iv) higher density (400 – 600m²) through the central area of the application site.
- Each of the respective densities are situated around a well integrated movement network, accessible to the principal commercial area (situated along Springs Road), church and school.
- *Provision for the protection of surface and groundwater quality, including appropriate stormwater management facilitates to avoid down stream flooding and to preserve or enhance water quality.*

- 7.55 Refer to Appendix I of this document.
- *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.*
- 7.56 The proposed Plan Change provides a clear and legible arrangement of public open space providing amenity at road ends near high density areas. The areas of public open space are accessible to the three proposed density areas as well as the wider township of Prebbleton. The extension of the William Street playground will be of benefit to both existing and proposed neighbourhoods and will aid in integrating the 'old' with the 'new'. Further to this the well integrated movement network which connects both passive and active recreational areas to the wider areas is an influential movement, allowing for connectivity both internally and externally.
- *Protection and enhancement of significant natural, ecological, landscape and historic heritage features.*
- 7.57 In accordance with the relevant provisions of the PDP the site does not benefit from any of the above. Development of the site for residential purposes therefore will not compromise the above.
- *Show how other adverse effects on the environment are to be avoided, remedied or mitigated.*
- 7.58 Residential development within the Plan Change site results in a compact form of development, sympathetic to the existing compact form of urban growth in Prebbleton. The provision of the three different density areas and their location responds positively to the existing character areas of Prebbleton.
- *A high standard of visual interest and amenity.*
- 7.59 The ODP provides an arrangement of different density residential areas which places higher density development centrally within the application site. This in turn has the effect of reducing the visual impact of this area from surrounding vantage points looking into the application site, as well as creating a degree of visual interest. A well planted streetscape will in the fullness of time provide continuity with the more established neighbourhoods of Norris and William Street. Positive features of Cairnbrae Drive will be repeated through the site to maintain a high standard of visual amenity.
- *People's health and well-being through good building design, including energy efficiency and the provision of natural light.*
- 7.60 The orientation of the road network goes some way to ensuring future development within the site will receive adequate levels of passive solar gain, as well as allowing for dwellings to provide a public 'front' to the road and a private 'back' for amenity.
- *Effective and efficient use of existing and new infrastructure networks.*
- 7.61 The ODP provides for the extension and linking of existing roads, providing the opportunity for a clear and legible road hierarchy within the site separating out a pedestrian priority road from a wider road through the site.
- 7.62 In order to implement Policy 7, Policy 8 of the Proposed Change No. 1 needs to be read in conjunction with the same. Policy 8 specifies that development of urban activities within the greenfield areas defined in Map 1 shall occur in accordance with an ODP. This Plan shall:

- (a) *Be prepared as a single plan for the whole area...in Map 1.*
- 7.63 While it is acknowledged that the ODP has not been prepared as a single plan for the whole Greenfield Area annotated as SP1 on Map 1 – H5, it is considered that to do so would undermine the ability of individuals/developers to initiate a plan change request, unless they have the 'buy-in' of all other landowners within the particular Greenfield Area. Furthermore, in this case there is no relationship between the proposed Plan Change site with that area north west of Blakes Road.
- (b) *Be prepared in accordance with the matter set out in Policy 7.*
- 7.64 See paragraphs 7.49 above.
- (c) *Show Proposed land uses, including*
- (v) *principal through roads*
 - (vi) *land uses for community facilities*
 - (vii) *parks and land required for recreation*
 - (viii) *land for business activities*
 - (ix) *Distribution of densities*
 - (x) *Land required for stormwater*
 - (xi) *Land reserved or otherwise set aside from development...landscape protection*
 - (xii) *Land reserved or otherwise set aside from development for any other reason...*
 - (xiii) *Pedestrian walkways, cycleways.*
- 7.65 The ODP clearly indicates all of the above, where these are relevant. Further elaboration is not necessary.
- (d) *Demonstrate how Policy 11 (residential density) will be met for residential areas within the area that is subject of the ODP.*
- 7.66 As discussed previously, within the application site itself three different character areas (as defined through the three density areas) are proposed. Each of the said character areas have been strategically positioned to have regard to the existing amenities and character of the area in general. For instance, medium density development (600-800m²) follows the existing suburban boundary and positively responds to the size and scale of existing lots within the general vicinity. The positioning of lower density lots (minimum 1000m²) along the common boundary of the rural residential interface similarly responds to the size and scale of existing rural residential lots on adjoining land, while the placement of higher density development (400-600m²) within the central part of the site will reduce the visual effect of this character area when viewed from existing surrounding properties. Furthermore the location of the higher density lots has been purposefully positioned around open space areas to ensure passive surveillance of the same. The site areas for the different character areas has been calculated to achieve an overall site density of 10 dwellings per hectare. Thus the proposed Plan Change positively responds to the above.
- (e) *Identify significant cultural, natural and historic or heritage features and values and how these are to be protected.*
- 7.67 This matter is not considered to be applicable to the Plan Change site.
- (f) *Document the infrastructure required, when it will be required and how it will be funded.*
- 7.68 Future subdivision will require the normal infrastructure associated with land development, i.e. roading, sewer, stormwater, water, power and telephone reticulations. This infrastructure will be required for each stage and will be installed by the developer, at their cost, as part of the

conditions of the subdivision consent. The developer will also be required to pay Development Contributions to the Council (as required by the LTCCP) for the upgrading and expansion of the existing Council infrastructure.

(g) *Set out the staging and co-ordination of subdivision and development between landowners*

7.69 Staging of the site is influenced by a number of factors. These include:-

- Multiple ownership
- The ability to dispose of stormwater
- The general slope of the land
- Physical access points
- Connection points of the existing infrastructure
- Market forces

7.70 It is envisaged that subdivision consent would be obtained for the whole development prior to staging. This would demonstrate the development would be in general accordance with the outline development plan, and that a minimum density of 10 lot/ha can be achieved.

7.71 Staging could then be developed around the approved layout. It is logical that the staging would start at the existing access points, and this is generally where the existing infrastructure also terminates. The staging would also have to consider any requirements for stormwater discharge, and in particular any requirements of any discharge consent from ECan. Creating stages that are not adjacent to existing access and infrastructure would be contingent on being able to supply the stage with adequate access and infrastructure to the satisfaction of both the Selwyn District Council and ECan. Also, market forces will have an impact on the size and timing of any stages.

(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.*

7.72 The ODP provides the opportunity for a clear and legible road hierarchy within the site separating out a pedestrian (and cyclists) priority road from a wider road through the site which will be suitable for bus access if required in the future. This is further supported through a rule framework which requires future subdivision applications to demonstrate the above.

(I) *Demonstrate how adverse effects from nearby existing or designated strategic infrastructure (as identified in Objective 8) will be avoided or mitigated.*

7.73 The proposed Plan Change will not adversely impact on the efficient operation, use and development of any rail corridors, Christchurch International airport or the like.

(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.*

7.74 The Stormwater Assessment concludes that existing ground conditions would allow for the effective discharge of stormwater to ground. This has effectively been demonstrated in the stormwater assessment contained in Appendix I.

7.75 The assessment of effects contained in Section 4 of this report together with the supporting technical reports, attests to the proposal's fulfilment of these provisions and concludes that no such adverse effects should arise from the proposed rezoning.

Regional Land Transport Strategy (RLTS)

- 7.76 This Strategy supports the greater use of public passenger transport (Policy 1.3), which can be achieved by encouraging new developments to locate so that they facilitate ease of access to passenger transport services.
- 7.77 Policy 4.1 seeks to promote the location of housing that supports sustainable transport choices and reduces the need to travel, especially by private motor vehicle. This can be achieved by accommodating new housing within or adjacent to existing urban areas at locations that are highly accessible by public passenger transport, walking and cycling, and ensuring priority is given to developing and maintaining an efficient land transport system when considering potential future developments in the locality.
- 7.78 Policy 4.3 seeks to ensure that land use, transportation planning and transport provisions are mutually supportive and priorities closely linked. The RLTS looks to achieve this through district plan provisions that protect the function of strategic transport infrastructure from other land use activities, and ensuring land use development and land transport systems are integrated through the development of area or structure plans.
- 7.79 For the reasons already discussed in the attached Traffic Assessment, the proposal is not considered inconsistent with these provisions, as the Plan Change will provide for housing adjacent to an established residential area, without undermining the level of service provided to cyclists and pedestrians in the area.

Proposed Natural Resources Regional Plan (NRRP)

- 7.80 An application for resource consent to discharge stormwater will be required at the time of subdivision development, providing the appropriate opportunity for environmental effects to be duly considered and mitigation measures identified. To this end, the proposed Plan Change will not be inconsistent with this planning document. Given that future development of the site will be serviced by reticulated effluent disposal and water supply systems once the deficiency issues have been resolved, there are no relevant provisions from the NRRP that relate to these aspects of the proposal.

Other Planning Documents

- 7.81 The subject site contains no archaeological, historical or cultural features that would then necessitate matters under any Iwi Resource Management Plan or the Historic Places Act to be assessed. There are no other relevant statutory planning documents or instruments to be considered.

Comparison of Options

- 7.82 Section 32 of the Act sets a methodology for assessing changes to plans with a focus on alternatives, benefits, and costs. In considering alternative methods it is necessary to consider different planning methods to achieve the purpose of the Act, including retaining the status quo and non-regulatory methods. In the case of the present proposal, non-regulatory methods would not be a suitable way to provide for residential development of the site since they could not overcome the existing regulatory provisions of the PDP and avoid the need for resource consent. Two options are considered with this Plan Change request:

1. the status quo
2. the proposed change

- 7.83 The discussion below provides a comparison of these two options. The following tables assess the benefits and costs of the proposed Plan Change.

Option 1: Retain the Status Quo

- 784 The following section addresses the appropriateness of the proposed changes in regards to achieving the purpose of the Act. In summary, it is considered that the existing rules in place are not necessary to achieve the purpose of the Act, as they are too restrictive on residential development at the urban fringe. The site appears to be well suited for a greater level of residential development than is provided for by the current zoning, and to this end the proposed change better achieves the purpose of the Act, given the enabling intention of the Act set out in sections 5, 9, and 32.
- 7.85 It is considered that the scale of the development proposed is such that it would be inconsistent with the existing provisions of the PDP relating to the subject site. Furthermore, a series of non-complying resource consent applications would be required which would result in an inefficient use of resources. Any such application would require specific proposals and works to be developed without certainty that consent would be forthcoming. Furthermore, it is considered unlikely that resource consent would be forthcoming; as such a grant could challenge the integrity of the current zoning rules and result in a proliferation of resource consent applications for similar land use activities on other rural zoned land. Consequently, the consistent administration of the PDP provisions could be brought into question if resource consent was granted for the proposed development.
- 7.86 In a case such as this it is considered that the better way of enabling people to provide for their needs involves changing the PDP.

Option 2: The Proposed Change

- 7.87 The Plan Change request seeks to introduce a new Living XA Deferred Zone specific to the subject site, thereby removing the current Rural (Inner Plains) Zoning, and introduce associated changes to the PDP provisions to provide for the residential development in line with the provisions of Proposed Change 1 to the RPS. Due to the difficulties of the status quo, this Plan Change request is considered the most advantageous course of action in this instance.

Extent to which the relevant objective is the most appropriate way to achieve the purpose of the RMA

- 7.88 Section 32(3)(a) requires plan change proposals to be assessed in order to determine whether the objective is the most appropriate way to achieve the purpose of the Act. In doing so, it is thus first essential to determine whether the objective will facilitate the purpose of the Act, and secondly to assess the efficiency and effectiveness of each method.
- 7.89 The proposed Living XA Deferred Zone is a new feature of the PDP, however the type of development that it provides for is not. To this end, the provisions relating to residential development in general have already been tested against Part II of the RMA. It is the introduction of a new zoning, specific to both the subject site and the proposed development, upon which the assessment is to be focused in regards to whether the change is the most appropriate way to achieve the purpose of the RMA when compared to the other option.
- 7.90 In this case the rezoning being sought will allow a greater level of development to occur than the present zoning does. It has been established in Section 5 of this assessment that positive effects will arise from the proposed change. Whether or not the proposed change is necessary to achieve the purpose of the Act ultimately turns on the adverse effects of the proposal. Such effects can be evaluated through a cost and benefit analysis as required by Section 32 of the Act and in accordance with Part II itself. The remainder of this section examines the proposal in light of the provisions of Part II, with Section 7.75 containing the cost-benefit analysis of the proposal.

- 7.91 The purpose of the Act is contained in Part II section 5:

The purpose of this Act is to promote the sustainable management of natural and physical resources.

In this Act, "sustainable management" means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety while -

Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and

Safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and

Avoiding, remedying, or mitigating any adverse effects of activities on the environment.

- 7.92 This purpose has two components, one enabling and one regulatory. The enabling component contained in the first paragraph entitles people and communities to use, develop, and protect resources in any way they desire in their pursuit of wellbeing. However, this may only occur if the proposed Plan Change satisfies the terms of the regulatory component in sub-paragraphs (a) – (c) that are refined and given further meaning by sections 6, 7 and 8. If these terms cannot be met then the proposed Plan Change falls short of achieving the purpose of the Act.
- 7.93 Turning to the enabling component of the Act, it is clear that the development of the land in the manner proposed will allow for peripheral urban development that provides for a scale and form of housing that is consistent with the principle of urban consolidation and Proposed Change No.1 to the Regional Policy Statement. The principle issue is whether the regulatory component can be satisfied.
- 7.94 The first regulatory matter addresses the potential needs as they relate to the subject land, which in our view are to fulfil a need to reinforce the rural-urban interface in a way that will not adversely affect the natural and physical resources. For the reasons given in the assessment of effects above, we do not believe that adverse effects on the site's resources or the surrounding environment will arise from this proposed Plan Change.
- 7.95 The second regulatory matter concerns safeguarding the life supporting capacity of air, water, soil, and ecosystems. It is considered that the proposed Plan Change will not threaten any of the matters mentioned. While the soils are classified as versatile, this needs to be weighed against the requirements of the Regional Policy Statement which specify appropriate areas of land to be developed in a compact form. It is therefore considered that the proposed development is consistent with the greater development strategy for Christchurch and preferential weight has been to other sustainability criteria, such as urban compactness, low environmental risk and safe and convenient access to services and public transport.
- 7.96 The final regulatory matter is that to do with avoiding, remedying and mitigating adverse effects. Potential losses of rural amenity and landscape character will be mitigated through the imposition of a "no-build" area for landscaping along the northern extremities, as depicted on the 'ODP' (**APPENDIX G**) as well as rules controlling the overall density of future development in a manner consistent with the provisions of the Regional Policy Statement and residential development in the area. As is concluded in the above assessment of effects, it is considered that the effects of this proposal will be no more than minor.

- 7.97 It is not considered that any part of Section 6 “Matters of National Importance” are relevant in this case.
- 7.98 However, regard should be made to sub-sections (b), (c) and (f) of Section 7 “Other Matters”
- (b) *The efficient use and development of natural and physical resources:*
- (c) *The maintenance and enhancement of amenity values:*
- (f) *Maintenance and enhancement of the quality of the environment:*
- 7.99 It is proposed to limit the density of development proposed as a means to control the scale of development and retain the general character of the township of Prebbleton. The existing landscape character of the site will undergo change, but overall the siting of the site on the western fringe of Springs Road will retain the compact character of the area, at a scale appropriate to the rural-urban interface. The provision of appropriately sited landscaping and larger allotments along the common boundary of the Rural Inner Plains Zone of the site will seek to assimilate the development into its surrounds and strengthen the rural-urban interface. For these reasons, it is considered that the amenity values, quality, and character of the area will be maintained and enhanced. The existing roading and other infrastructure are able to accommodate the development that will result from the proposed rezoning. Providing for residential development on a site adjacent to the existing urban edge, recreational opportunities and local services is an efficient use of the site's resources. The proposal will promote a consolidated and coordinated pattern of development, with subsequent efficiencies in the better utilisation of infrastructure and services.
- 7.100 Section 8 requires the principles of the Treaty of Waitangi to be taken into account when considering the proposal. This entails an obligation to consult with relevant iwi authorities. Te Runanga o Ngai Tahu and Taumutu Runanga have been advised of the proposed rezoning. Ngai Tahu and Taumutu Runanga have not responded to any consultations.
- 7.101 Overall it is considered that this proposed Plan Change is in general accordance with the purpose of the Act. While the existing zoning of the site does achieve the purpose of the Act by providing land for activities that will support and encourage productivity, it is considered that the proposed change will facilitate development that better achieves the purpose of the Act.

Taking into account the benefits and costs of the policy, rule, or other method

- 7.102 The following sections address the matters referred to in section 32(4)(a), being the benefits and costs of the proposed Plan Change.

Cost/Benefit Analysis: Proposed Plan Change

Benefits/Advantages	Costs/Disadvantages
<ul style="list-style-type: none"> • Would provide for the development of three separate rural properties, in a manner that is consistent with the provisions of Proposed Change No.1 of the RPS and the immediately surrounding environment. • Would allow for a greater number of residential units to be established in the township of Prebbleton and help meet the projected population growth demand for new housing. • Does not adversely affect the viability of the surrounding landscape. • Will achieve the Urban Growth objectives of the Urban Development Strategy and Proposed Plan Change No.1 to the Regional Policy Statement. • Provision of a ODP that sets density direction, ensures effective administration and coordination of development • Provision of a ODP that provides for certainty in terms of controlling the level of density and maintaining character areas to ensure, compatibility with existing land uses. 	<ul style="list-style-type: none"> • The plan change would provide for residential development on versatile soils. • The plan change would allow for the establishment of additional residential lots in close proximity to adjoining rural land and an existing commercial enterprise and as such may result in reverse sensitivity effects.

7.103 The proposal represents an efficient use of the site's resources. Whilst it is acknowledged that the existing sewage disposal and water supply are at capacity, this issue is currently in the process of being resolved by Selwyn District Council. Furthermore, in light of the proposed 'deferred' status of the development, the proposed rezoning of the land will in no way impact on existing infrastructure until such a time that deficiencies in existing infrastructure have been resolved. To this end, no inefficient extensions of these reticulated services are required. The costs of connecting to these services will be borne by the applicant.

7.104 The Selwyn District Council Five Waters Strategy (recently adopted) outlines the strategic vision for Selwyn District Council five waters community services. Amongst other matters this document looks at ways in which future subdivisions are able to factor in education to homeowners on water demand managements and other household sustainability ideas.

7.105 To that end subdivision design should encourage the use of water efficient practices through design, construction, council facilities and education programs including the following:

- Every facet of the subdivision should be planned to reduce impact on the environment
- Local government rebates for water efficient practices including rainwater tanks, water efficient shower robes, water efficient appliances including washing machines, dishwashers and toilets. Rebates encourage home owners to purchase water efficient products which are usually very expensive. These water efficient products could also be made mandatory for all new properties

- Plan new subdivisions to promote walking, cycling and public transport by the inclusion of footpaths, bike ways and bus stops
 - Landscaping to allow rainwater to percolate through parking areas to replenish the groundwater
 - Community facilities to encourage recycling
 - Education programs to set community targets for water consumption per person per day.
- 7.106 Matters relating to Council's Water Strategy has been include as an assessment criteria, thereby equipping Council with the means to ensure regard is had to the same.
- 7.107 In addition to this the Plan Change proposes a form of residential development that is already deemed acceptable at the urban fringe, having recently been approved by Council in relation to Warratah Park, Cairnbrae Drive and Blakes Road. The site is adjacent to the existing urban edge of Prebbleton, and will not result in detached, sporadic development with its consequential environmental effects. There will be a loss of what is currently three partial Greenfield sites, however this will be offset by a consolidated and coordinated development attached to an established residential environment. The proposal provides for the opportunity to control the level of development on the site, with the promotion of generous building setbacks and boundary plantings to ensure the rural-urban interface is reinforced along the common boundary of the Rural Inner Plains Zone. The Landscape Assessment submitted in support of the Plan Change notes that from rural views into the site the combined use of vegetative screening and building set back will reduce the apparent density of development from this perspective and prevents these zones from visually merging. By reinforcing the consolidation of the township of Prebbleton, and providing for residential development in line with the provisions of Proposed Change No.1 to the RPS the proposal is unlikely to generate pressure for ad hoc sporadic development. Future development of the site in accordance with the existing rules is likely to provide for a level of amenity and landscape quality that is consistent with and complementary to the receiving environment.
- 7.108 The establishment of connections to reticulated services in the long term will protect the site's natural resources, including groundwater quality. Appropriate stormwater retention systems will be implemented. There will be an increase in hard surfacing on the site, however the site coverage will not exceed that of the adjoining Living 1 Zone. Developing a residential subdivision on the site, in accordance with the existing PDP rules, will ensure the amenity values of the urban and rural environment will be maintained and in many respects enhanced.
- 7.109 Springs, William and Blakes Road will easily accommodate the additional vehicle movements that will arise from the proposed development, and no upgrading of the roading network will be required other than to meet typical residential standards (ie footpaths, kerb and channelling, lighting, etc). There also may be positive economic benefits in the form of increased local employment opportunities, firstly in the short term during the construction phase, and secondly though the enhanced viability of local businesses. More intensive use of the town's infrastructure may have positive economic effects by reducing the per capita costs of maintaining these services. Other potential social and recreational benefits will be gained through enhanced accessibility to recreational assets, improving residential amenity and people's passive enjoyment of the area.

Cost/Benefit Analysis – Alternatives

- 7.110 In addition to the Plan Change, the following alternative means or methods have been considered in terms of addressing the resource management issues, achieving the purpose of the Act, the environmental outcomes sought and their costs and benefits.
- 7.111 An alternative option is to apply for a non-complying subdivision and land use consent that would allow for the subdivision of the site into residential sized lots and for dwellings to be constructed on those lots.

Benefits/Advantages	Costs/Disadvantages
<ul style="list-style-type: none"> The assessment of the application as a non-complying activity would enable the applications to be considered on their merits against the relevant PDP objectives and policies. 	<ul style="list-style-type: none"> Administration would be costly and time consuming with resource consents likely to be needed for houses once the site has been subdivided. Potential for the property to be under utilised, and developed on an ad hoc basis.

7.112 To provide for residential development at the density proposed, a resource consent applicant would face a costly hearing process for a notified resource consent with an uncertainty of gaining approval.

7.113 A further alternative to this plan change is to do nothing i.e. retain current PDP provisions which zone the subject site Rural (Inner Plains) and as such restrict residential development on the site.

7.114 The advantages and disadvantages of doing nothing are shown in the following table:

Benefits/Advantages	Costs/Disadvantages
<ul style="list-style-type: none"> No requirement to notify plan change. No costs associated with the plan change process. Retain a Greenfield parcel of land comprised of versatile soils 	<ul style="list-style-type: none"> Limitations on the types of development that can occur on a block of rural land. Pressure on surrounding "less appropriate" rural land to meet the demand for housing. Inhibit the future projected growth patterns which may result in adhoc and sporadic development

7.115 The costs or disadvantages of doing nothing outweigh the benefits and therefore the "do-nothing" option is not considered to be the best means of achieving the purpose of the Act or the objectives and policies of the PDP.

Whether, having regard to their efficiency, the policies, rules or other methods are the most appropriate for achieving the above objectives

7.116 The provisions that are the most efficient are those that achieve the above objectives at the least overall cost when compared to other provisions. For the purpose of this section 32 evaluation, this is limited to those objectives, policies, and methods relevant to the change. The implementation of a ODP and a supporting rule and policy framework which sets direction for densities and the character of the street scene ensures not only integration with the wider context of Prebbleton in terms of connectivity, accessibility and visual cohesion, but a safe, efficient and inclusive area that connects the 'old' with the 'new'. In contrast to this, should any future development divorce itself from such detail, it could run the risk of resulting in a form of development that fails to have regard to the existing character areas (that being the existing form and scale of development), and is visually exclusive and separate from the existing pattern of development. This could have long term administrative costs, in terms of subsequent ad hoc development which places greater demand on the existing and proposed infrastructure network. The non-complying activity status afforded such development provides the appropriate mechanism for determining the appropriateness or otherwise of any departure from the ODP.

Whether, having regard to their effectiveness, the policies, rules or other methods are the most appropriate for achieving the above objectives

- 7.117 The outcomes under the Plan Change request provide for a comprehensive residential development that accords with the wider provisions of the Urban Development Strategy and Proposed Change No.1 to the RPS. The proposal will allow a specific land use that is already acknowledged as a legitimate activity in the PDP. Furthermore, future development will be subject to the same or similar standards than those that currently apply in the living zones. Accordingly, it has been demonstrated that the proposed method of zoning for residential development can be implemented, is enforceable and effective.

Taking into account the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods

- 7.118 Section 32(4)(b) seeks to ensure that the risk of acting on uncertain or insufficient information is taken into account. In regards to the proposal, the only potential area of uncertainty is considered to be that relating to sewage infrastructure. However SDC have indicated that sewage from additional development within Prebbleton will be directed to the Rolleston sewage treatment plant, which will be via a new sewage pumping station to be located on Trents Road. Preliminary calculations indicate that the development can be serviced under gravity although following finalised design some sections on the eastern boundary may be required to pump sewage in order to enter the Prebbleton sewage reticulation.
- 7.119 Notwithstanding these issues, the proposed 'Deferred' status of the development means that the application site cannot be developed, until either the Council passes a resolution that there is adequate capacity in a local authority operated reticulated sewage treatment facility to service a particular area of land. Or following all necessary resource consents having been obtained for a method of treatment and disposal of sewage/stormwater from a particular area of land subject to a deferred living zone.

Conclusion

- 7.120 The introduction of a new Living XA Deferred Zone, and associated additions and amendments to the existing rules, are necessary to provide certainty as to the ability to develop the subject site for residential purposes. Having assessed the proposed Plan Change against the provisions of Section 32, 74 and 75 of the RMA, it is considered that the proposal is the most appropriate way to achieve the purpose of the RMA, and that the implementation of the proposed change will not have significant adverse effects, costs, or risks.

8. Summary

- 8.1 The report and the supporting information act as an application to change parts of the PDP. Specifically, the proposal seeks to change the zoning of the land from rural to a new living zone for the exclusive purpose of establishing comprehensive residential development that accords with the wider spatial strategy of the Regional Policy Statement at a density specified as being appropriate for the township of Prebbleton.
- 8.2 The proposed Plan Change is to enable development in accordance with the existing and proposed rules and in general accordance with the proposed ODP. The proposal is in response to the projected population growth from 2006 to 2041.
- 8.3 The specialist reports prepared in support of the application, confirm that future development, in the manner anticipated by the Plan Change, is an appropriate use of the site. The effects of the proposed Plan Change will be no more than minor, and on balance, it is considered that the benefits of allowing the proposed Plan Change to proceed outweigh the costs of not doing so.
- 8.4 It is considered that the proposal meets the requirements of Part II, Sections 32, 74 and 75, and the First Schedule of the RMA, and can be granted approval.