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**Request for Change to the Selwyn District Plan  
prepared for**

**ROLLESTON  
INDUSTRIAL  
DEVELOPMENTS  
LIMITED**

**Dunns Crossing Road, Rolleston**

**~~October~~ December 2021**

**Request for Change to the Selwyn District Plan**  
**prepared for**

**ROLLESTON INDUSTRIAL DEVELOPMENTS LIMITED**

**Dunns Crossing Road, Rolleston**

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

TO: The Selwyn District Council

**Rolleston Industrial Developments Limited ('RIDL')** requests changes to the Selwyn District Plan as described below.

1. The location to which this request relates is:
  - The subject land is located at the south-western corner of the Rolleston township, to the west of Dunns Crossing Road and north of Selwyn Road.
  - The subject land is currently zoned Rural Outer Plains and is comprised of the following properties:
    - o 423 Selwyn Road, RS 23614, being the 8.2ha parcel located at the intersection of Dunns Crossing Road and Selwyn Road.
    - o 423 Selwyn Road, RS 25807, being a 20.2ha parcel with frontage to Dunns Crossing Road.
  - Total Area: 28.4 hectares (approximately).
  - Legal Descriptions: See **Attachment 1**.
  - A location plan indicating the location of the subject land is included as **Attachment 2**.
  - A plan indicating proposed amendments to the District Planning maps is included as **Attachment 3**.
  - An outline development plan proposed for the subject land is included as **Attachment 4**.
2. The Proposed Plan Change undertakes the following changes to the Selwyn District Plan:
  1. To amend the Selwyn District Plan Planning Maps, by rezoning the site to Living Z as detailed in **Attachment 3**.
  2. To amend the Township Volume, "Appendix XX Outline Development Plan-Skellerup South Block", Rolleston by inserting the ODP attached in **Attachment 4**.
  3. To amend the following District Plan provisions:

***Township Volume, B4 Growth of Townships***

*Policy B4.3.9*

*The phasing of any Living Z Zone shown on the Planning Maps and Appendices occurs as follows:*



- *In Rolleston 'XX' Living Z areas have been identified, and an Outline Development Plan for 'XX' of these areas has been incorporated into the District Plan. The remaining Living Z ODP Area has been deferred. The deferment for this area shall be lifted once an operative Outline Development Plan for that area has been incorporated into the District Plan.*

*Policy B4.3.77*

*Ensure that development within each of the Outline Development Plan areas identified on the Planning Maps and Appendices within Rolleston addresses the specific matters relevant to each ODP Area number listed below:*

...

*Outline Development Plan Area 'XX'*

- *Provision of a ~~CRETS Collector road~~/Primary road on a north-south alignment across the ODP area;*
  - *Provision of a secondary road network internal to the ODP area and providing connections to the south and north of the ODP area;*
  - *Provision of a neighbourhood park centrally and adjacent the ~~CRETS Collector road~~/Primary road;*
  - *Provision for medium density development adjacent the reserve;*
  - *Provision of pedestrian and cycle links within and through the ODP area to connect to adjoining urban areas;*
  - *Provision of reticulated water supply and wastewater systems that have sufficient capacity for the ODP area;*
  - *Provision of a comprehensive stormwater system that has sufficient capacity for the ODP area;*
  - *Provision of a minimum net density of 12 households per hectare averaged over the ODP Area.*
4. Any other consequential amendments including but not limited to renumbering of clauses.
  3. An assessment is provided in **Attachment 5** in accordance with the requirements of the Resource Management Act 1991 and including Section 32 of the Act.



**DATED:** ~~14 October 2021~~  
December 2021

**Richard Bigsby, Planner**

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

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## **Attachment 1: Records of Title**



## Attachment 2: Location Plan



## **Attachment 3: Proposed Planning Map Changes**



## Attachment 4: Proposed Outline Development Plan 81XX – Skellerup South Block, Rolleston



## **Attachment 5: Section 32 Evaluation**



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Appendix C Preliminary Site Investigation (PSI) Report
Appendix D Integrated Transport Assessment
Appendix E Landscape and Urban Design Assessment
Appendix F Ecological Assessment
Appendix G Economic Assessment
Appendix H Mahaanui Kurataiao Ltd Statement (from Plan Change 73)





## Introduction

1. Rolleston Industrial Developments Limited ('RIDL') requests a change to the Selwyn District Plan to rezone approximately 28.4ha hectares of Rural - Outer Plains zoned land, to Living Z, at Rolleston.
2. This document forms the Section 32 evaluation of the plan change, consisting of an evaluation of the contents of the Proposed Plan Change, and incorporates material from the following documents:
  - **Appendix A** Infrastructure Assessment
  - **Appendix B** Geotechnical Assessment
  - **Appendix C** Preliminary Site Investigation (PSI) Report
  - **Appendix D** Integrated Transport Assessment
  - **Appendix E** Landscape and Urban Design Assessment
  - **Appendix F** Ecological Assessment
  - **Appendix G** Economic Assessment
  - **Appendix H** Mahaanui Kurataiao Ltd Statement (from Plan Change 73)
3. The subject land is presently zoned Rural – Outer Plains. The site immediately adjoins a Living 3 zone (Skellerup Block) to the north (concurrently subject to a plan change application to adopt Living Z zoning – PC73) and the Rural Inner Plains zone on the eastern side of Dunns Crossing Road (concurrently subject to a plan change application to adopt Living Z zoning - PC70).
4. The density of development and Outline Development Plan (ODP) layout proposed via this plan change application is consistent, and compatible with that of the adjoining plan change applications, and the Living Z zoned land to the north on Dunns Crossing Road. The proposed ODP will achieve a minimum density of 12hh/ha.
5. This plan change specifically accounts for the National Policy Statement on Urban Development 2020 (NPS-UD) which recognises the national significance of: having well-functioning urban environments; and providing sufficient development capacity to meet the different needs of people and communities.
6. The Ministry for the Environment (MfE) note that the NPS-UD is needed because: *'Some urban areas in New Zealand are growing quickly. To support productive and well-functioning cities, it is important that there are adequate opportunities for land to be developed to meet community business and housing needs'*<sup>1</sup>. MfE further note: *'The NPS-UD 2020 requires councils to plan well for growth and ensure a well-functioning urban environment for all people, communities and future generations. This includes... ensuring*

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<sup>1</sup> <https://www.mfe.govt.nz/about-national-policy-statement-urban-development>



***that plans make room for growth both ‘up’ and ‘out’, and that rules are not unnecessarily constraining growth’.***

7. This plan change strongly supports and is consistent with the NPS-UD, as is explained further in the assessment that follows.



## Statutory Requirements of the Act

8. This Plan Change request is made under the Resource Management Act 1991. This section sets out the relevant framework of the Act under which the request is made, with the subsequent sections then providing the relevant assessment of each part of the framework.
9. Section 73(2) of the RMA provides that: '*Any person may request a territorial authority to change a district plan, and the plan may be changed in the manner set out in Part 2 or 5 of Schedule 1*'.
10. Part 5 of Schedule 1 is not relevant to this particular plan change application as it relates to the use of the 'streamlined planning process', which is not proposed in this instance.
11. Part 2 of Schedule 1 relevantly relates to requests for changes to plans of local authorities. Clause 21(1) re-states that any person may request a change to a district plan. Clause 22 of Part 2 of Schedule 1 states:

*(1) A request made under clause 21 shall be made to the appropriate local authority in writing and shall explain the purpose of, and reasons for, the proposed plan or change to a policy statement or plan and contain an evaluation report prepared in accordance with section 32 for the proposed plan or change.*

*(2) Where environmental effects are anticipated, the request shall describe those effects, taking into account clauses 6 and 7 of Schedule 4, in such detail as corresponds with the scale and significance of the actual or potential environmental effects anticipated from the implementation of the change, policy statement, or plan.*

12. The **purpose** of this Plan Change is to provide for an extension of the adjoining existing urban residential area of Rolleston in a manner that adds significantly to development capacity and provides for increased competition and choice in residential land markets, whilst managing adverse effects of the change in land use on the surrounding area.
13. Provision for a variety of densities (including medium density and lower density development) within the Plan Change area is considered appropriate to provide choice, help address declining housing affordability, and enable persons and the community to provide for their health and wellbeing, while avoiding, remedying or mitigating potential adverse effects. While the proposal will result in a change to an urban form from the rural form that exists currently, the proposal is considered to be an efficient use of the physical land resource.
14. The **reasons** for the Plan Change are:
  - a. The site directly adjoins the existing Rolleston Township, which will eventually be subject to residential development under the provisions afforded by the District Plan (irrespective of the success of the concurrent plan change application – PC70).



- b. The location of the site is considered appropriate for an expansion of this type of development accounting for: efficiencies gained by the expansion of the existing Rolleston residential area and associated infrastructure; and the site's adjacency to existing urban residential activity and the associated high level of accessibility and connectivity to the surrounding area.
  - c. The existing development and grazing occurring on the subject land, is considered an inefficient use of the land relative to urban-residential use and development.
  - d. As concluded in the economic assessment (**Appendix G**), the proposed Plan Change:
    - i. Will provide for increased competition and choice in residential land markets and help address declining housing affordability. It may also increase levels of economic activity and population in Rolleston and the Selwyn District.
    - ii. Will not give rise to economic externality costs.
    - iii. Would add significantly to residential development capacity both in the context of the existing scale of Rolleston and the Selwyn District, and for the future forecast growth of both areas.
  - e. The proposed Plan Change will give effect to the Government's recently released National Policy Statement on Urban Development 2020. In particular, it will enable *'people and communities to provide for their ... economic (and social) ... well being'*; and promote *'the efficient use and development of natural and physical resources'*.
15. The evaluation report undertaken in accordance with section 32 of the RMA is set out in the 'Evaluation of the Proposal' and 'Evaluation of the preferred option for provisions' in Sections 5 and 6 of this report, and an assessment of the environmental effects anticipated by the implementation of the changes is set out later in this report.
16. Consideration needs to be given to whether the Plan Change accords with and will assist the Council in carrying out its functions under section 31 of the RMA to, among other things, achieve integrated management of the effects of the use, development, or protection of land and associated resources. This includes the control of the actual and potential effects of land use or development on the environment in accordance with the provisions of Part 2 while recognising and providing for section 6 matters, having particular regard to section 7 matters and taking into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).
17. Sections 74 and 75 of the RMA also set out legal obligations when changing a district plan. As required by these sections, the Plan Change must specifically be in accordance with, give effect to, not be inconsistent with, take into account, or have regard to the specified documents / provisions. Consideration of these documents is set out later this report.



## The Site and Surrounding Environment

18. The subject land is located at the south-western corner of the existing Rolleston Township, to the west of Dunns Crossing Road, and to the north of Selwyn Road.
19. The subject land has an area of approximately 28.4 hectares and is comprised of the following parcels:
  - 423 Selwyn Road, RS 23614, being the 8.2ha parcel located at the intersection of Dunns Crossing Road and Selwyn Road.
  - 423 Selwyn Road, RS 25807, being a 20.2ha parcel with frontage to Dunns Crossing Road.
20. The Records of Title of affected land are included in **Attachment 1** of the Plan Change Application. The site's location is indicated on the aerial photograph in **Figure 1** below, and in the location plan, planning map proposal, and ODP contained in **Attachment 4** of the Plan Change Application.
21. The site has frontage and access to/from Dunns Crossing Road to the east and from Selwyn Road to the south. Dunns Crossing Road extends from Selwyn Road to the south to Main South Road (State Highway 1) to the north. It has an arterial classification between Lowes Road and Main South Road, with the remainder of the road having a local classification (including the frontage to the site).
22. Selwyn Road has an arterial classification between the intersections of Lincoln Rolleston Road and Shands Road. The remainder of the road has a local classification, which includes the frontage of the application site.
23. To the north and east of the site is the existing Rolleston township, including recently constructed and progressively developing residential subdivisions within ODP Area 12 in the Selwyn District Plan and the Special Housing Areas (Faringdon South & Acland Park).
24. To the south and west is rural zoned land that is used predominantly for rural activities. The Rolleston Wastewater Treatment Plant and Rolleston Resource Recovery Park are located to the north-west.
25. The attributes of the site and locality are further described in the technical reports appended to this assessment, including:
  - a. Infrastructure / servicing, and ground and surface water characteristics (**Appendix A**);
  - b. Geotechnical and land characteristics (**Appendices B and C**);
  - c. Transport (**Appendix D**);
  - d. Landscape and urban design attributes (**Appendix E**); and
  - e. Ecological attributes, including waterbodies (**Appendix F**).

- 
- LEGEND**
- Site Boundary
  - Legal Road Boundary
  - Abutted Boundary
  - Existing Easement Boundary
  - Existing Contour Major (5.0m)
  - Existing Contour Minor (1.0m)
  - Existing Water Race
  - Existing Sewer Main
  - Existing Water Main
- Territorial Authority:** Selwyn District Council  
**Application Address:** Selwyn Road, Rolleston  
**Compared In:** CB27007, CB88245  
**Owner:** Rural - Residential  
**Registered Owner:** Rolleston Industrial Developments Ltd  
**Total Area:** 28.43 ha  
**Legal Description:** RS 23614, RS 25807, RS 4376
- NOTES**
- Areas and dimensions are subject to final survey.
- Scale:** 1:1000  
**Scale:** 1:1000  
**Scale:** 1:1000
- Project:** SKELLERUP SOUTH PLAN CHANGE  
**Client:** ROLLESTON INDUSTRIAL DEVELOPMENTS LTD  
**Design:** GNS  
**Drawn:** TBL  
**Check:** TBL  
**Date:** 7.10.2021
- Site:** EXISTING SITE PLAN & LIDAR CONTOURS  
**RS 23614, RS 25807**
- For Information**  
**15084-AP-001**

**novogroup.co.nz**



## The Plan Change

### Description of the Proposal

27. It is proposed to rezone approximately 28.4ha hectares of Outer Plains land for residential purposes, with an Outline Development Plan (ODP) guiding the form and layout of future development.
28. The Plan Change and ODP adopts one zone type from the District Plan, being the Living Z zone. Aside from a change to the planning map and insertion of a new ODP into the Plan and the consequential amendments to Policies B4.3.9 & B4.3.77, no other substantive changes, additions or deletions are proposed to the current content of the District Plan.
29. The Living Z zone is proposed for the entirety of the plan change site and this is a logical extension of the existing residential area to the north of the site, and also on the opposite (eastern) side of Dunns Crossing Road (subject to proposed plan change - PC70).
30. This zone will provide for variable lot sizes, including Low Density (average allotment size of 650m<sup>2</sup> and a minimum individual allotment size of 550m<sup>2</sup>), Medium Density Small-lot (maximum average of 500m<sup>2</sup>, with minimum of 400m<sup>2</sup>), and Medium Density Comprehensive (maximum average of 350m<sup>2</sup>, with no minimum site size).
31. No Business 1 zoned local centre is proposed, given the positioning of the site at the fringe of the township and the inclusion of multiple neighbourhood centres in the surrounding area (PC70 & PC73).
32. The ODP area is designed to achieve an overall minimum net density of 12 households per hectare, noting that the ODP may provide higher density (15hh/Ha) residential areas adjacent to key open spaces and green corridors. Based on these densities and the developable areas on the plan change site<sup>2</sup>, the proposed Plan Change is envisaged to provide for the establishment of up to 350 new households.

### Outline Development Plan

33. **Attachment 4** to the Plan Change entails the overall ODP.
34. The ODP embodies a development framework and utilises design concepts that are in accordance with:
  - a. The Land Use Recovery Plan (LURP)
  - b. The Canterbury Regional Policy Statement
  - c. The Greater Christchurch Urban Development Strategy (UDS)
  - d. The Ministry for the Environment's Urban Design Protocol

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<sup>2</sup> The developable area of the plan change land accounts for the definition of 'net density' in the Canterbury Regional Policy Statement which specifies land that is to be included and excluded for the purposes of determining net density.



- e. The Selwyn District Council's 2009 Subdivision Design Guide.
- 35. A single Overall ODP is accompanied by further detail in the covering text for the ODP (see **Attachment 4**).

## Urban Design Attributes

- 36. The urban design attributes of the Plan Change are described in detail in the urban design, landscape and visual impact assessment by DCM Urban Design in **Appendix E**.

- 37. The assessment relevantly notes that:

*'In terms of urban character, the Plan Change will be viewed as an extension of existing residential development located to the northeast. Development will continue at a similar scale already experienced in Rolleston, with primary connections provided to surrounding existing and proposed facilities. Mitigation measures such as restricting fencing and access along Selwyn Road and creating high amenity streetscapes ensures there will not be any significant effects on surrounding rural land and its residents'.*

- 38. The urban design, landscape and visual impact assessment also provides a summary of the key mitigation measures which are incorporated in the ODP, underpinning the Plan Change, noting the ODP will:

- a. *'Create streets which have a high level of amenity, provide for different modal allocation, and allow for an efficient use of land by having a street hierarchy with different road reserve widths depending on their classification. Encourage the use of low impact design techniques including grass swales and detention basins.*
- b. *Create a well-connected walking and cycling network internally and across Dunns Crossing Road which combines with the green network and existing facilities connecting to key destinations (schools, commercial centres, green space), prioritising walking and cycling with a mix of on-road, separate, and off-road facilities to promote active transport modes.*
- c. *Avoid direct vehicle access onto Selwyn Road for individual properties to allow for a high-quality landscape treatment along this corridor and minimize potential effects on this road.*
- d. *Provide a quantity of greenspace and facilities appropriate for the future population with green links extending through the plan change area and connecting with adjoining residential and rural areas.*
- e. *Solid fencing should preferably be restricted to rear and side yards to retain an open character along streets and existing roads or at a minimum front boundary fencing will have restrictions. Side fencing should not extend forward of the front wall closest to the street of a house or would need to be limited in height.*



- f. Provide a diversity of house size and lot size to provide choice, with higher density development located close to high amenity areas'.*

## Transport Attributes

39. The proposal does not entail any changes to the transport provisions of the District Plan, which will apply at the time any physical subdivision or development of the land is proposed.
40. The Transport Assessment in **Appendix D** otherwise describes the relevant transport attributes of the proposal. The ODP indicates a primary road network within the application site, which includes two accesses to Dunns Crossing Road, and one access to Selwyn Road, with each existing road retaining priority. The location of the accesses to Dunns Crossing Road will intentionally link to the planned realignment of the Goulds Road intersection, and also to the proposed Plan Change 70 access located on the eastern side of Dunns Crossing Road.
41. The ODP includes a commitment to upgrading Dunns Crossing Road frontage along the site boundary. This upgrade would be discussed with Council at the time of subdivision and is anticipated to provide an urban treatment, as has occurred elsewhere along Dunns Crossing Road to the north. The road frontage upgrade along the Dunns Crossing Road would also include a shared path (pedestrian and cycle facility) on the same side of the road as the application site. A pedestrian crossing facility is also proposed at the Dunns Crossing / realigned Goulds Road/ Site Access intersection. A segment of land has been set aside in the south-eastern corner of the site to assist in facilitating the proposed upgrade of the Goulds Road / Dunns Crossing Road / Selwyn Road intersection.
42. It is proposed that the following infrastructure upgrades would be complete prior to occupation of any development at the Application site:
- i. SH1 / Walkers Road / Dunns Crossing Road upgrade;
  - ii. Dunns Crossing Road / Burnham School Road traffic signals; and
  - iii. Goulds Road / Dunns Crossing Road / Selwyn Road intersection.
43. The above are all planned by Council or Waka Kotahi, although the timing of development of the Plan Change site would likely bring these forward. In this regard, development contributions are understood to be provided from a range of Plan Change sites that will fund the work (for the Goulds Road / Dunns Crossing Road / Selwyn Road intersection in particular) and this Plan Change has allocated land to provide for the upgrade.
44. It has been identified that existing passenger transport routes could be extended to serve the site, should Environment Canterbury be amenable to this change. The site will facilitate the shared path along Dunns Crossing Road to tie in with a similar facility provided for adjacent Plan Change sites. There would also be pedestrian and cycle facilities (if required) provided within the Plan Change site.
45. For the land on the opposite side of Dunns Crossing Road, future development can be suitably aligned (or otherwise) in terms of roading and transport connections with potential future residential land. These connections, intersection types, alignments and Levels of



Service are indicated on the ODP, but would be finalised at the time of subdivision – ideally to enable continuous links to be provided.

## Infrastructure – Reserves

46. The open space provision is characterised by a large, centrally located reserve in a location that will be readily accessible to future residents via a pedestrian and cycle path network.
47. The greenways are proposed to provide a high amenity green link between residential blocks, allowing for off-road pedestrian and cycle movement. Furthermore, they intercept and focus people's movements towards the local commercial areas proposed on adjacent properties, the existing schools within the area, and the Rolleston township generally to the north-east. Pockets of native planting will be added along the corridors to assist with biodiversity and adding to the ecological and cultural value of the spaces. The native plantings are a requirement of the proposed ODP.
48. Consideration has been given to the position of the reserve (or potential reserves) in adjacent locations when preparing the ODP. Notably, Dunns Crossing Road will physically separate some of the other potential reserves located on adjoining land subject to proposed plan changes. Therefore, the reserve proposed is considered appropriate.

## Infrastructure – Water and Wastewater

49. The development will be fully reticulated with sewer, water, stormwater, electricity and telecommunications, as set out in the Infrastructure Report attached in **Appendix A**.
50. The optimal solutions (and routes) for infrastructure would be determined in collaboration with Council staff at the time of any subdivision consent, accounting for existing and planned servicing infrastructure in the vicinity, nearby developments, and the methods of establishing new infrastructure and managing any disruption to public roads.
51. In respect of wastewater infrastructure specifically, Inovo Projects (who have provided the infrastructure assessment) advise that a new sewer pump station would be located at or near Selwyn/Dunns Crossing/Gould Road intersection where it could service the Skellerup South Block as well as land to the east of Dunns Crossing Road. It is noted that this is one option for the wastewater and this and other options will be thoroughly reviewed during the subdivision design phase prior to subdivision consent lodgement.

## Proposed Amendments to the District Plan

52. The following amendments to the Selwyn District Plan are proposed:
  1. To amend the Selwyn District Plan Planning Maps, by rezoning the site to Living Z as shown in **Attachment 3**.
  2. To amend Township Volume, Appendix 'XX' Outline Development Plan-Skellerup South Block, Rolleston by inserting the ODP attached in **Attachment 4**.



3. To amend the following District Plan provisions:

**Township Volume, B4 Growth of Townships**

*Policy B4.3.9*

*The phasing of any Living Z Zone shown on the Planning Maps and Appendices occurs as follows:*

- In Rolleston 'XX' Living Z areas have been identified, and an Outline Development Plan for 'XX' of these areas has been incorporated into the District Plan. The remaining Living Z ODP Area has been deferred. The deferment for this area shall be lifted once an operative Outline Development Plan for that area has been incorporated into the District Plan.*

*Policy B4.3.77*

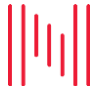
*Ensure that development within each of the Outline Development Plan areas identified on the Planning Maps and Appendices within Rolleston addresses the specific matters relevant to each ODP Area number listed below:*

*...*

*Outline Development Plan Area 'XX'*

- Provision of a ~~CRETS Collector road~~ Primary road on an north-south alignment across the ODP area;*
- Provision of a secondary road network internal to the ODP area and providing connections to the south and north of the ODP area;*
- Provision of a neighbourhood park centrally and adjacent the ~~CRETS Collector road~~ Primary road;*
- Provision for medium density development adjacent the reserve;*
- Provision of pedestrian and cycle links within and through the ODP area to connect to adjoining urban areas;*
- Provision of reticulated water supply and wastewater systems that have sufficient capacity for the ODP area;*
- Provision of a comprehensive stormwater system that has sufficient capacity for the ODP area;*
- Provision of a minimum net density of 12 households per hectare averaged over the ODP Area.*

4. Any other consequential amendments, including but not limited to renumbering of clauses.



53. It is noted that as rules require any future subdivision and development to be in accordance with the ODP and the corresponding text (which specifies the relevant requirements for the development, as described above), there is an appropriate regulatory method of imposing and enforcing these requirements.



## Consultation

54. The applicant's consultants have not discussed the application with Selwyn Council staff due to the short timeframe of assembling this proposal. The consultants have used previously gained knowledge from discussions with Selwyn Council staff on other recent plan changes within the Rolleston area. Council staff have also been consulted previously in regards the NPS-UD and development capacity at Rolleston.
55. Consultation for the Skellerup South Block is concurrently underway with local Rūnanga via Mahaanui Kurataiao Limited (MKT). A copy of the feedback received from Mahaanui Kurataiao Limited in relation to Plan Change 73 on the adjacent property (to the north) is included in **Appendix H** as the feedback is anticipated to be very similar. A number of their recommendations have been incorporated in the plan change proposal and/or would be imposed at the time of subdivision consent under the existing matters of control within the District Plan. This includes the management of waterways within the Plan Change area, appropriate stormwater management, landscaping provision that includes indigenous planting, and the adoption of an Accidental Discovery Protocol and sediment control measures at the time of site development.
56. No other consultation has been undertaken to date, including with the following agencies who may have direct or indirect interests in the proposal: Waka Kotahi NZ Transport Agency and the Ministry of Education. This is intended to happen through the submission process.



## Assessment of Environmental Effects of the Proposed Plan Change

57. This assessment is being undertaken in respect of Clause 22(2) of Schedule 1 of the Act that requires the following be undertaken:

*(2) Where environmental effects are anticipated, the request shall describe those effects, taking into account clauses 6 and 7 of Schedule 4, in such detail as corresponds with the scale and significance of the actual or potential environmental effects anticipated from the implementation of the change, policy statement, or plan. 7.2 Clause 6 outlines the information required in an assessment of environmental effects. In comparison Clause 7 specifies the range of matters that must be addressed by an assessment of environmental effects.*

58. The range of actual or potential environmental effects arising from the Plan Change request are seen as being limited to the following matters:

- a. Infrastructure;
- b. Natural Hazards and Contaminated Land;
- c. Transport;
- d. Landscape and Visual Effects;
- e. Amenity Values;
- f. Urban Design and Urban Form;
- g. Ecological Effects;
- h. Reverse Sensitivity;
- i. Sites of Significance to Iwi; and
- j. Economic Effects.

### Infrastructure

59. The potential impacts of additional residential density on infrastructure, with specific regard to the capacity of existing reticulated sewer and water systems to service the proposed zone and stormwater management, is assessed in the Infrastructure Report attached in **Appendix A**, prepared by Inovo Projects with input from WSP.
60. In summary, the Inovo report concludes:

*'Primary stormwater runoff from residential allotments will be discharged directly to ground. Drainage and soakpits associated with roads will be constructed as part of any future subdivision and vested in SDC. The development will be designed to ensure that secondary flow will safely drain from the sections via the roading network.'*



*Sewer reticulation within the site can gravitate to a new pump station sized specifically for this new development (or in tandem with other nearby proposed plan change developments). A potential location for the new pump station is at Selwyn/Dunns Crossing/Gould Road intersection where it could service the Skellerup South Block as well as land to the east of Dunns Crossing Road. This pump station will pump into either the existing wastewater network, the Ø630mm rising main in Selwyn Road, or via a new rising main directly to The Pines Wastewater Treatment Plant.*

*Water reticulation will be an extension of the existing SDC water reticulation network bordering the site. Extension of the existing main in Dunns Crossing Road to connect to the existing network in Selwyn Road via council's proposed upgrades may be required to ensure adequate water supply. Additional connections to other parts of the SDC network to the east will be determined at the subdivision stage to increase network connectivity and resilience.*

*Existing electricity and fibre broadband networks in the neighbouring developments can be extended to service the proposed plan change areas. Electricity and telecommunications will be provided to all sites to utility company and industry standards. All cables within the development sites will be installed underground and kiosks will be constructed on separate individual lots.*

*From an infrastructure perspective, the plan change can be supported by either the extension of existing infrastructure from neighbouring subdivisions or the provision of new water supply and wastewater infrastructure to service the development areas'.*

61. The conclusions in the Infrastructure Report are accepted and adopted, and on that basis, it is considered that any adverse effects associated with infrastructure establishment and servicing for the proposal can be adequately avoided or mitigated.

## **Natural Hazards and Contaminated Land**

62. The Plan Change site is identified on Selwyn District Council flooding maps as being potentially subject to flood hazard risks, but not subject to high flood hazard<sup>3</sup>. This potential natural hazard risk has been accounted for in the assessment by Inovo Projects in **Appendix A** which states:

*'As is typical of the Canterbury Plains, overland flow generated by continuous heavy rain or thunderstorms that the land cannot absorb becomes concentrated in shallow channels that cross the plains. The flood modelling indicates channels crossing or originating within the subject site and continuing over the south-east boundary. The predicted floodwater depth is generally less than 0.5m.*

*It is noted that currently there are no soak pits on the site other than the one associated with the water race. During extreme storm events, once the soil becomes saturated, all rain falling on the existing site can contribute to overland flow and therefore flooding downstream. Development of the site for residential use enables direct discharge of rainwater into the underlying gravels which does not occur pre-development. The overall effect is that runoff from the site may*

<sup>3</sup> Per the proposed Selwyn District Plan definition, high flood hazard is understood to mean land where, in a 1 in 500 year Average Recurrence Interval flood event, either: a. the water depth (measured in metres) x the water velocity (measured in metres per second) is greater than 1; or b. the water depth is greater than 1m.



*actually decrease in extreme events as a result of development. This effect will also occur if the site upslope is developed for residential use.*

*A flood risk assessment will be carried out at subdivision consent application stage as required by Section 106 of the Resource Management Act. Overland flow from upstream catchments will be considered to ensure that any potential adverse stormwater effects can be appropriately mitigated and minimum floor level rules set at the time of subdivision and / or residential development. In general, ground levels for residential lots are set above internal road levels so the roads act as secondary flow paths to safely convey any potential floodwaters’.*

63. Based on this assessment, flood hazard effects associated with the proposal can be adequately avoided or mitigated.
64. Aside from flooding, the Plan Change site is not subject to any other notable natural hazards. A geotechnical assessment of the land by Tetra Tech Coffey is provided in **Appendix B** and concludes:

*‘We consider that the site is suitable for development subject to further investigation and design at the subdivision consent stage. Based on the mapped geology and testing carried out to date, the site is considered TC1-like.*

*Additional geotechnical investigation (comprising test pits and DCPs) will be required to refine the ground model and address any geotechnical risks for the proposed Lots once a subdivision plan has been further developed’.*

65. A Preliminary Site Investigation (PSI) has also been undertaken by Tetra Tech Coffey. Whilst this identifies the presence of potential HAIL activities on the site, it ultimately concludes that:

*‘Due to the possible presence of HAIL activities on the site, the NESCS regulations are considered to apply to the site. Subdividing or changing land use is a permitted activity under section 8(4)(b) of the NESCS if the report on the site states that it is highly unlikely that there will be a risk to human health if the activity is done to the piece of land.*

*The potential of contamination to soil associated with the identified potential sources of contamination are considered low to medium (refer to Table 2 above), depending on the activity identified. However, it is considered unlikely that there will be a risk to human health with the proposed plan change and subdivision providing that the potential contaminant source areas listed in Table 2 are assessed and remediated if appropriate.*

*The site is considered to be suitable for plan change and subdivision, with any consent granted for the site, conditional on a detailed site investigation (DSI) being carried out prior to any earthworks and or building consents being granted*

*Tetra Tech Coffey recommends soil characterisation samples are taken from across the site with soil samples also collected from targeted areas of concern to create a detailed site investigation (DSI) prior to earthworks consent being*



*granted to ensure elevated contaminants and excessive use of pesticides are no present’.*

66. Based on the assessment of flood hazard risk by Inovo Projects (**Appendix A**), the geotechnical assessment by Tetra Tech Coffey (**Appendix B**), the absence of any other notable natural hazard risks, and the PSI by Tetra Tech Coffey (**Appendix C**), it is considered that any potential adverse effects associated with natural hazards and/or contaminated land can be adequately avoided or mitigated.

## Transport

67. Transport effects on the safety and efficiency of the road network may arise from the proposed rezoning. An Integrated Transport Assessment has been prepared for the proposal by Novo Group, attached in **Appendix D**. This assessment incorporates the results of traffic modelling undertaken by Abley Consultants on behalf of the Applicant and Council.
68. That assessment considers the proposed transport connections required by the proposed Outline Development Plan, and transportation related impacts of the increase in the number of allotments that can be developed with the proposed Plan Change.
69. With respect to accessibility the assessment states:

*‘The Plan Change site would gain access to Dunns Crossing Road and Selwyn Road. The timing of development would be such that no future dwellings will be occupied prior to construction of the following:*

- i. SH1 / Walkers Road / Dunns Crossing Road upgrade;*
- ii. Dunns Crossing Road / Burnham School Road traffic signals; and*
- iii. Goulds Road / Dunns Crossing Road / Selwyn Road intersection.*

*The ODP includes the provision of a shared path along Dunns Crossing Road as part of the proposed upgrade. The internal network also provides for a range of walking and cycling opportunities within the road corridors as well as a reserve that could also accommodate these modes. These link to the proposed networks that form part of Plan Change 73 (to the north) and Plan Change 70 (to the east).*

*It has been identified that existing passenger transport routes could be extended to serve the site, should Environment Canterbury be amenable to this change. The site will facilitate the shared path along Dunns Crossing Road to tie in with a similar facility provided for adjacent Plan Change sites. There would also be pedestrian and cycle facilities (if required) provided within the Plan Change site.*

*The application site could comply with the relevant Code of Practice and the design can be tailored to the satisfaction of the Council when a subdivision application is eventually proposed. This includes detailed design pertaining to roads, intersections, berms and footpath widths, lighting, cross fall and kerb design. It is noted that any residential development on any proposed allotments*



*(once subdivided) could comply with all the relevant transport related requirements of the Living zone in the District Plan. This for example, includes access and manoeuvring for each new allotment. Failure to comply with any of these standards would result in the requirement for resource consent approval.*

*Given the above assessment (and subject to the timing of infrastructure provision), the transport effects of the proposed Plan Change are considered to be acceptable’.*

70. Accounting for the above, the proposal will support a well-functioning urban environment and the aspiration in policy 1 of the NPS-UD that urban environments will:
- c. *‘have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport’;*
  - e. *‘support reductions in greenhouse gas emissions’; and*
  - f. *‘are resilient to the likely current and future effects of climate change’<sup>4</sup>.*
71. The findings of the Integrated Transport Assessment are accepted and adopted, and on that basis it is considered that the potential adverse traffic effects of the proposal can be adequately avoided or mitigated and positive transportation outcomes will be achieved in respect of accessibility, reduced greenhouse gas emissions and resilience to climate change.

## **Landscape / Visual Effects and Amenity Values**

72. The Resource Management Act defines amenity values as ‘...those natural or physical qualities and characteristics of an area that contribute to people’s appreciation of its pleasantness, aesthetic coherence, and cultural and recreational attributes’.
73. The current character and amenity of the site and surrounds can be characterised as rural within the Plan Change site itself, albeit the directly adjoining sites to the west provide more of a rural-residential character. The site is not identified as an outstanding natural landscape in any statutory planning document, nor is it considered to contain any features or landforms of significant landscape value (in respect of Section 6(b) of the Resource Management Act).
74. An urban design, landscape and visual impact assessment of the proposed Plan Change has been undertaken by DCM Urban Ltd, and is attached in **Appendix E**. That assessment considered the existing landscape character of the environment, and the potential visual/visual amenity impacts of the proposed rezoning. The visual assessment was undertaken from multiple reference points around the site.

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<sup>4</sup> Resilience to climate change is achieved through increased network redundancy (e.g. alternative routes and mode choice) and intensifying land use in a location away from locations exposed to climate change induced hazards (e.g. coastal / low lying areas). See: <https://motu.nz/assets/Documents/our-work/environment/climate-change-impacts/Transport-Dialogue-Report.pdf>



75. The visual assessment provides the following summary in respect of effects on visual amenity:

*'In terms of visual effects, the proposed development is not seen to generate unexpected levels of effects given the scale of the proposal and the surrounding context.*

*The bulk and form of the proposal is consistent with the character of the receiving environment. The greatest adverse effects will be experienced by residents living at 986 and 966 Selwyn Road due to the proposal being located to the east of their boundaries. Given the nature of the dwellings being rural residential, the properties are set back from the boundary and surrounded by mature vegetation and shelterbelts on all sides. Effects are considered Less than Minor due to the distance between the dwellings and the property boundary in conjunction with the screen of vegetation surrounding them.*

*For residents located at 113 Edwards Road and 796 Selwyn Road effects are considered indiscernible. As both properties are located more than 500m away from the proposal it is considered that any adverse effects will not be visible from these distances. Land to the east of 113 Edwards Road is zoned Living 3 resulting in development at a higher scale being anticipated within the wider area, while land to the west of 796 Selwyn Road is under development as Living Z, creating a buffer of anticipated development between the outlined properties and the proposal.*

*Views of the proposal are generally open from the surrounding roads. Given the scale and character of the proposed development compared with the existing permitted baseline, negligible adverse effects are likely for streetscape users'.*

76. The assessment then refers to mitigation measures that are incorporated within the Plan Change (primarily through the ODP ~~and the adoption / location of different zones~~) to either avoid, remedy or mitigate any potential effects on landscape character, landscape values and/or visual amenity.

77. In summary, the visual assessment concludes:

*'In terms of the National Policy Statement: Urban Development, Policy 8, the proposed Plan Change will add significant residential capacity with a proposed density ranging between 12 and 15 hh/Ha. This is higher than the recommended density in the Township objectives and policies for the Living Z zone, but is considered appropriate to meet the outcomes desired by the NPS:UD (2020). Any amenity effects on existing and future residents can be successfully mitigated through the proposed mitigation measures.*

*In terms of landscape character and values of the area, subject to the mitigation measures proposed, the proposal will result in an acceptable magnitude of change on the existing rural landscape character and values. The existing character of the Plan Change area is highly modified with no significant natural features of note. The partially open character of the site will change to a character which is more compartmentalised into smaller units, but which can be*



*partially mitigated through fencing controls and landscape planting to retain a high level of amenity.*

*In terms of visual amenity, the adjacent rural properties will experience a change in the openness of views across the space. Adjoining suburban residential properties, current and future, overlooking the Plan Change area will have a mix of open, partial, and screened views of future development. Changes to experience by these residents are considered Low given the character of existing views and surrounding permitted baseline of development’.*

78. The findings of that assessment are accepted and adopted, and on that basis it is considered that the potential adverse visual and landscape effects of the proposal can be adequately avoided or mitigated.
79. Effects on broader amenity values are similarly considered to be less than minor, with the character and amenity values becoming urban-residential in nature, consistent with the wider Rolleston township.

## Urban Design & Urban Form

80. A consideration of the National Policy Statement – Urban Development (addressed below) is whether the Plan Change will provide for a well-functioning urban environment. This includes consideration of the urban form and in particular whether the direction of growth provided for by this Plan Change application will create an appropriate urban form and density for the Rolleston township.
81. The urban design, landscape and visual impact assessment by DCM Urban Design in **Appendix E** addresses this and paragraph 38 above has outlined the key urban design and urban form outcomes that the proposed ODP will achieve.
82. The design principles that underpin the ODP are in line with the Ministry for the Environment’s design guide for urban New Zealand “People Places Spaces”, as follows:
  - a. **Consolidation and dispersal** – This principle is achieved through the density and land use elements of the ODP which promote higher-intensity development around existing or new nodes and lower density on the periphery. This allows local communities, businesses and public transport to be strengthened and resource efficiencies achieved, while reducing environmental impacts on peripheral areas.
  - b. **Integration and connectivity** – This principle is achieved through the movement network on the ODP, noting this promotes development that is integrated and connected with its surrounding environment and community. This facilitates ease of access, economy of movement and improved social interaction.
  - c. **Diversity and adaptability** – This principle is achieved through the variation in typology and lot size which promotes and diversity and provides scope to respond efficiently to social, technical and economic changes.



- d. **Legibility and identity** – This principle is achieved through the green and blue network layers of the ODP, which promote environments that are easily understood by their users, and display a strong local identity and appropriate visual character. This facilitates an enhanced usage, enjoyment and pride in local places.
  - e. **Environmental responsiveness** – This principle is achieved through the green and blue layers of the ODP which are responsive to natural features, ecosystems, water quality, reduced energy usage and waste production.
83. In terms of the criteria in Policy 1 of the NPS-UD for 'well-functioning urban environments', and accounting for the assessment by DCM Urban Design, the proposed Plan Change will:
- a. Enable:
    - i. a variety of homes, through the Living Z zoning that provides for diversity in the type, price, and location, of different households.
    - ii. Māori to express their cultural traditions and norms, to the extent this is relevant for the site.
  - b. Have suitable access to a small local centre (provided adjacent sites are developed), that will service local needs and supplement the services otherwise found in the Rolleston town centre and in other local centres within the township.
  - c. Provide good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport. This will be achieved through the provision of good connectivity within the development, linkages to surrounding residential zones and the Rolleston township generally, and good accessibility to the strategic road network that connects to Greater Christchurch.
  - d. Support the competitive operation of land and development markets, accounting for the increased choice and diversity in housing that the proposal will deliver and the economic assessment in **Appendix G**.
  - e. Support reductions in greenhouse gas emissions, through a movement network that promotes walkability and connectivity in order to reduce car dependency for short local trips and readily provides for servicing by existing public transport.
  - f. Be resilient to the likely current and future effects of climate change accounting for its distance from coastal and low-lying areas susceptible to sea-level rise and storm surges, the flooding assessment in **Appendix A** which accounts for the land's resilience to heavy rainfall events/frequency, and the potential for building and landscape design to address increased mean temperatures or amplification of heat extremes.
84. Accounting for the assessment above, the proposed plan change is considered to provide an appropriate standard of urban design and urban form and deliver a well-functioning urban environment as sought by the NPS-UD.



## Ecological Effects

85. A desktop assessment of the existing ecological values of the subject land and the potential ecological effects associated with the development likely to result from the proposed plan change has been undertaken by Aquatic Ecology Ltd, and is attached in **Appendix F**.

86. The conclusion from that assessment is:

*'I expect that there will be limited aquatic ecological value in the waterway through this land block, and that any aquatic value is also available further upstream. I also expect there is abundant habitat space upstream of the land block because of poor fish access, and sufficient food for translocated fish. These expectations could be verified by means of brief ecological survey. If these expectations are verified by the field survey, then I consider it acceptable to translocate the fauna, except for eels, and decommission the waterway through the land block prior to or as part of subdivision works. However, if any eels are to be found, it is recommended they should be translocated into the neighbouring Te Waihora/Lake Ellesmere catchment so they can access the sea and complete their life cycles. To accommodate the raceway terminal flow, I recommend that a new soak hole be located in or near the location depicted in Fig. 1.*

*Therefore, from a plan change/rezoning perspective, if the above recommended actions are implemented, the likelihood of negative ecological impacts is low.'*

87. The ODP (text) incorporates wording confirming that fish and kākahi salvage will be conducted in accordance with ECAN fish salvage guidelines prior to any works within the water races. This will provide a regulatory framework for ensuring that potential impacts on freshwater fish and kākahi are adequately addressed at the time of subdivision and development. Further, closure of the water race will be subject to a separate Selwyn District Council approval process, at which time ecological values of the waterway are typically a consideration.
88. Accounting for this assessment, the potential adverse ecological effects of the proposal can be adequately avoided or mitigated.

## Reverse Sensitivity- Rural Activity

89. There are no incompatible or potentially incompatible activities in the vicinity of the Plan Change site (including existing lawfully established intensive livestock production activities) and accordingly, the potential adverse reverse sensitivity effects from the Plan Change proposal are considered to be negligible. The land located to the south of the site (opposite Selwyn Road) appears to be part of a large dairy farm and the infrastructure (i.e. milking sheds, effluent tanks) that could potentially create odour are established more than 500m from the site, south of Ellesmere Junction Road. Parcels to the west of the site are predominantly 'undersized' (i.e. less than 20ha) and appear to be used for grazing and rural-residential activities.
90. Whilst increased building setbacks could be provided along the rural boundary voluntarily at the time of subdivision and development, prescribing such treatment is not considered necessary given that a rural outlook may provide amenity to development within this part



of the Plan Change site and an urban/rural interface of this nature is not uncommon throughout much of the District's townships. Whilst consideration was given to the placement of lower density (large lot) residential sites or enlarged building setbacks along these rural edges, this is not precluded by the zoning or ODP and can be suitably determined (without regulatory prescription) at the time any future subdivision is designed.

91. In summary, based on the assessment above, the proposal is considered to adequately avoid reverse sensitivity effects.

### Sites of Significance to Iwi

92. Based on feedback from Rūnanga on other similar rezoning proposals (including that directly adjoining to the north – PC73), it is anticipated that the on-site land-based stormwater management proposed and adoption of Accidental Discovery Protocol at the time of site development will assist in mitigating against the potential adverse effects of land use, development and earthworks on cultural values generally. Further, the provision of locally sourced indigenous vegetation within the Plan Change site as it develops is a matter that will be addressed at the time of subdivision and development and support cultural values associated with the site. It is expected that any subdivision consent for development of the site can and will incorporate conditions of consent addressing these requirements.
93. Whilst the site contains no natural surface waterbodies or springs or identified/listed Wāhi Tapu, Tāonga or other sites of significance to Iwi, consultation with MKT will be progressed in respect of the Plan Change.

### Loss of Agricultural Production

94. The proposed Plan Change will result in land that is currently zoned Rural Outer Plains (for rural development and use) converting to an urban residential zoning and land use. Under the land use capability classifications, the land includes class 5 soils (see **Figure 2**). Notably, these soils are not considered to be suitable for arable and vegetable cropping.
95. Against this context, the proposal will not result in any loss of versatile soil (LUC classes I-II, or III<sup>5</sup>). In terms of costs associated with lost agricultural production, the economic assessment (**Appendix G**) notes that this will not result in economic costs borne by the wider community and ultimately there is a transfer of economic activity rather than a net loss in productive use.
96. Whilst the Plan Change proposal will result in the loss of some existing agricultural production, accounting for the current use of the land, any corresponding effects will not be significant or unacceptable.

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<sup>5</sup> Noting the Canterbury Regional Policy Statement defines versatile soils as LUC classes I and II. The proposed National Policy Statement on Highly Productive Land indicates a starting definition of classes I-III.

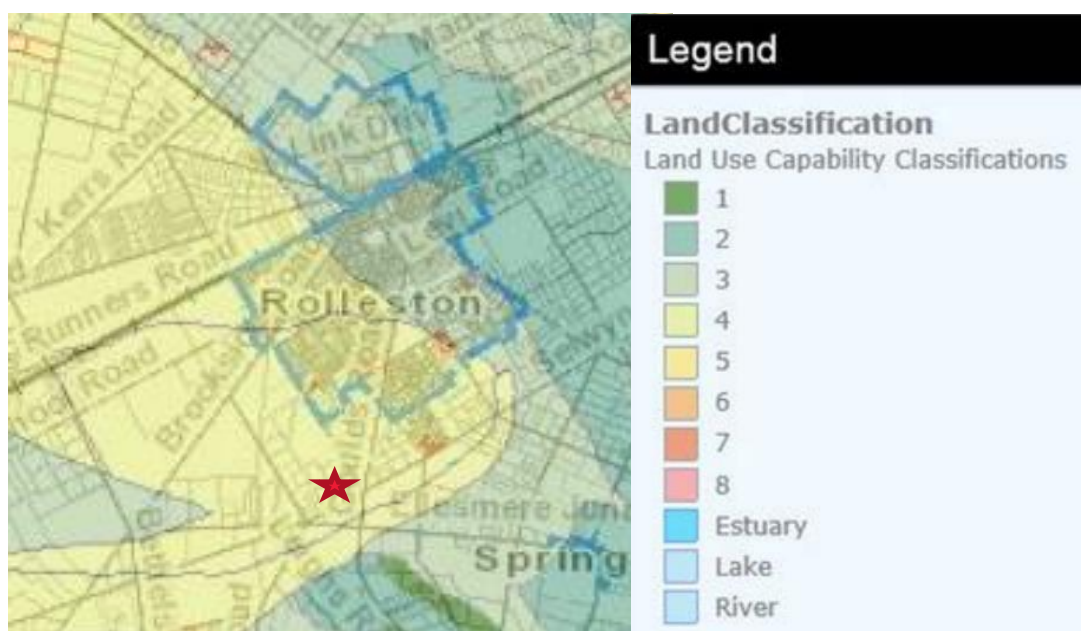


Figure 2: Versatile Soils Map (Source: Selwyn District Council, Versatile Soils Baseline Report (2018))

## Economic Effects

97. The economic assessment in **Appendix G** has addressed potential economic benefits and costs associated with the Plan Change proposal. This includes:
- Additional employment, income and expenditure generated by the proposal, including increased economies of scale, increased competition, reduced unemployment and underemployment, and increased quality of central government provided services.
  - Increased competition and choice in residential housing markets, in a manner that is strongly and directly consistent with the NPS-UD.
  - Utility costs, which will not arise in a manner that requires cross-subsidisation by other ratepayers, residents or businesses within the Selwyn District.
  - Transport costs, which may arise relative to residential development in closer proximity to centres of employment, commercial activity, etc. However, such transport costs are internalised to future residents, or externalised in respect of potential road accidents, congestion, greenhouse gas emissions, etc. which are likely to be similar to alternative residential development sites within the Selwyn District.
98. Accounting for the economic assessment in **Appendix G**, the economic effects of the proposed Plan Change are considered to be acceptable.



## Summary of Effects

99. In summary and for the reasons set out above, it is concluded that the potential adverse effects of the proposed Plan Change can be adequately avoided or mitigated.



## Statutory Requirements of Section 32 of the Act

100. Before a proposed plan change is publicly notified, an evaluation must be carried out by the person making the request. The evaluation, carried out under Section 32 of the Resource Management Act, must examine:

*(a) the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of the Act; and*

*(b) whether, the provisions in the proposal are the most appropriate way to achieve the objectives by:*

*(i) identifying other reasonably practicable options for achieving the objectives; and*

*(ii) assessing the efficiency and effectiveness of the provisions in achieving the objectives; and*

*(iii) summarising the reasons for deciding on the provisions; and*

*(c) contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.*

101. In assessing the efficiency and effectiveness of the provisions, the evaluation must also:

- Identify and assess the benefits and costs of effects, including opportunities for economic growth and employment;
- If practicable, quantify these benefits and costs;
- Assess the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions.

102. Section 32(6) clarifies that where no actual objectives are stated in the proposal, the objective is the purpose of the proposal.

103. A Ministry for the Environment guide to Section 32<sup>6</sup> notes that Section 32 case law has interpreted ‘most appropriate’ to mean “suitable, but not necessarily superior”. “Effectiveness” is noted in the guide as assessing the contribution new provisions make towards achieving the objective, and how successful they are likely to be in solving the problem they were designed to address. “Efficiency” is noted as measuring whether the provisions will be likely to achieve the objectives at the lowest total cost to all members of society, or achieves the highest net benefit to all of society. The assessment of efficiency under the RMA involves the inclusion of a broad range of costs and benefits, many intangible and non-monetary.

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<sup>6</sup> MfE, A Guide to Section 32 of the Resource Management Act 1991 (2017), Wellington.



## Objectives and Policies of the Selwyn District Plan

104. Section 32(1)(a) requires examination of the extent to which the objectives of the proposal are the most appropriate way to achieve the purpose of the Act.
105. The proposal does not involve any new, or the alteration of any existing, objectives of the Selwyn District Plan. The existing objectives are assumed to be the most appropriate for achieving the purpose of the Resource Management Act, having previously been assessed as such.
106. In regard to the more general objective of the proposal, being the purpose of the proposal, the objective is to provide for an extension of the adjoining existing urban residential area of Rolleston ~~(with provision for some associated local business services)~~ in a manner that adds significantly to development capacity and provides for increased competition and choice in residential land markets.
107. Provision for a variety of densities (including medium density and lower density development) within the Plan Change area is considered appropriate to provide choice, help address declining housing affordability, and enable persons and the community to provide for their health and wellbeing, while avoiding, remedying or mitigating potential adverse effects. While the proposal will result in a change to an urban form from the rural form that exists currently, the proposal is considered to be an efficient use of the physical land resource.
108. Section 32(1)(b) requires examination of whether the proposed plan change provisions are the most appropriate way of achieving the District Plan objectives. There are several objectives and policies specific to the form and development of the Rolleston township itself. There are also objectives and policies addressing urban form and residential amenity generally. These are addressed in **Table 1** below.

**Table 1: Assessment of relevant plan provisions against the objectives of the District Plan**

District Plan provisions	Comment / Assessment
<b>Township Volume: Chapter B1 Natural Resources</b>	
<p><i>Objective B1.1.2</i></p> <p><i>New residential or business activities do not create shortages of land or soil resources for other activities in the future.</i></p> <p><i>Policy B1.1.8</i></p> <p><i>Avoid rezoning land which contains versatile soils for new residential or business development if:</i></p> <ul style="list-style-type: none"> <li>- <i>the land is appropriate for other activities; and</i></li> <li>- <i>there are other areas adjoining the township which are appropriate for new residential or business development which do not contain versatile soils.</i></li> </ul> <p><i>Objective B1.2.2</i></p> <p><i>Activities on land and the surface of water in Selwyn District:</i></p> <ul style="list-style-type: none"> <li>- <i>Do not adversely affect ground or surface water resources;</i></li> <li>- <i>Do not adversely affect waahi tapu or waahi taonga;</i></li> </ul>	<p>The Plan Change area does not encompass high quality versatile soils<sup>7</sup> and relates to land that is currently zoned rurally and used for pastoral grazing. Therefore, the proposal will not create a shortage of land or soil resources.</p> <p>The subject land does not feature, and therefore will not adversely affect, any natural water resources<sup>8</sup>, sites of sensitive cultural value, ecological values or access to rivers or streams.</p> <p>The site will be able to be adequately serviced, noting that subdivision will not be able to occur until such time as adequate infrastructure provision is confirmed to Council satisfaction.</p>

<sup>7</sup> Selwyn District Council Baseline Assessment – Versatile Soils (DW015), Dec 2018.

<sup>8</sup> The existing waterway is a constructed water race.



- Maintain or enhance the ecological and habitat values of waterbodies and their margins;
- Maintain or enhance the water quality and ecological values of sites of mahinga kai (food gathering); and
- Promote public access along rivers and streams, where appropriate.

**Policy B1.2.1**

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

**Policy B1.2.2**

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

**Policy B1.2.5**

Require any sewage treatment and disposal to be reticulated in the townships of Castle Hill, Doyleston, Lake Coleridge Village, Leeston, Lincoln, Prebbleton, Rolleston, Southbridge, Springston, Tai Tapu and West Melton.

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**Township Volume: Chapter B2 Physical Resources**

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**Objective B2.1.1**

An integrated approach to land use and transport planning to ensure the safe and efficient operation of the District's roads, pathways, railway lines and airfields is not compromised by adverse effects from activities on surrounding land or by residential growth.

The Transport Assessment contained in **Appendix D** has confirmed that traffic generated from the proposal can be safely accommodated within the road network. Any new roads within the subdivision will be designed in accordance with the current standards of the District Plan.

**Objective B2.1.2**

An integrated approach to land use and transport planning to manage and minimise adverse effects of transport networks on adjoining land uses, and to avoid "reverse sensitivity" effects on the operation of transport networks.

In regard Policy 2.1.15, the proposed Outline Development Plan for the subject site includes a requirement for new pedestrian links within the subject to area, to ensure adequate connectivity for a range of transport modes.

**Objective B2.1.3**

Future road networks and transport corridors are designed, located and protected, to promote transport choice and provide for: a range of sustainable transport modes; and alternatives to road movement of freight such as rail.

In regard the arterial function of Dunns Crossing Road (further north of the site), the proposal recognises and protects the function of this road and provides for its efficient flow.

**Objective B2.1.4**

Adverse effects of land transport networks on natural or physical resources or amenity values, are avoided, remedied or mitigated, including adverse effects on the environment from construction, operation and maintenance.

In regards increasing transport demand, as discussed above the proposal provides good accessibility for alternative transport modes, including public transport.

**Objective B2.1.5**

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

In regards utilities and as stated in the Infrastructure Report contained in **Appendix A**, sewer and water servicing demands from the proposal can be met.

The subject site is located well beyond the existing air noise contours which are intended to avoid reverse sensitivity effects from residential development. Consequently, the proposal recognises and provides for the unrestricted operation of CIAL in consistency with Objective B2.1.5.

**Policy B2.1.2**

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

**Policy B2.1.3**

Recognise and protect the primary function of roads classified as State Highways and Arterial Roads in Part E, Appendix 7, to ensure the safe and efficient flow of 'through' traffic en route to its destination.

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*Policy B2.1.4(a)*

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

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

*Policy B2.1.12*

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

*Policy B2.1.13*

*Minimise the effects of increasing transport demand associated with areas identified for urban growth by promoting efficient and consolidated land use patterns that will reduce the demand for transport.*

*Policy B2.1.15*

*Require pedestrian and cycle links in new and redeveloped residential or business areas, where such links are likely to provide a safe, attractive and accessible alternative route for pedestrians and cyclists, to surrounding residential areas, business or community facilities.*

*Objective B2.2.2*

*Efficient use of utilities is promoted.*

*Objective B2.2.3*

*The provision of utilities where any adverse effects on the receiving environment and on people's health, safety and wellbeing is managed having regard to the scale, appearance, location and operational requirements of the facilities.*

*Policy B2.2.2*

*Ensure activities have access to the utilities they require at the boundary prior to any new allotment being sold; or prior to any new activity taking place on an existing allotment.*

*Policy B2.2.3*

*Encourage the "market" to determine the efficient use of utilities.*

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**Township Volume: Chapter B3 Health and Safety Values**

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*Objective B3.1.1*

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

*Objective B3.1.2*

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

*Objective B3.1.3*

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

Flood hazard effects have been appropriately managed and mitigated as described in **Appendix A** and there are no other notable natural hazards within the Plan Change area. Geotechnical investigations have indicated that the land is considered TC1- like.

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*Objective B3.4.1*

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

*Objective B3.4.2*

The proposal is consistent with Objectives B3.4.1 and B3.4.2 (and the associated policies) insofar as providing a pleasant place to live and work in, and maintaining the character and amenity values of the township and its zones.



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

#### Objective B3.4.3

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

Objective B3.4.3 seeks that "Reverse sensitivity" effects between activities are avoided and the request is consistent with this objective, noting:

- a. The absence of any other lawfully established incompatible activities in the area and the constraints imposed by the District and Regional planning framework on noise, odour, dust and other potential effects associated with future activities.
- b. The attributes of this site and its rural-urban interface are comparable to a number of other existing residential zones in the District's townships, where reverse sensitivity effects have been found to be adequately avoided in terms of objective B3.4.3 (e.g. the Living Z zone within ODP Areas 11 & 12 at Rolleston, in addition to the Special Housing Areas, where the land immediately adjoins the Inner Plains zone).

#### Objective B3.4.4 states:

*Growth of existing townships has a compact urban form and provides a variety of living environments and housing choices for residents, including medium density housing typologies located within areas identified in an Outline Development Plan.*

The proposal will maintain a relatively compact town form albeit the town will extend further to the west than is currently the case. The proposal will provide for a variety of living environments and housing choices.

#### Objective B3.4.5

*Urban growth within and adjoining townships will provide a high level of connectivity both within the development and with adjoining land areas (where these have been or are likely to be developed for urban activities or public reserves) and will provide suitable access to a variety of forms of transport.*

The Plan Change area will have a good level of connectivity to the remainder of the township, with provision for pedestrian and cycle links as well as vehicle access and potential servicing by public transport.

#### Policy B3.4.1

*To provide zones in townships based on the existing quality of the environment, character and amenity values, except within Outline Development Plan areas in the Greater Christchurch area where provision is made for high quality medium density housing.*

The proposal will provide for a character and amenity that is consistent with the remainder of the Rolleston Township and the existing subdivisions on the eastern side of Dunns Crossing Road.

The proposed Living Z zone will meet the outcomes sought by Policy B3.4.3.

As noted above, reverse sensitivity effects will be avoided, remedied or mitigated.

#### Policy B3.4.3

*To provide Living zones which:*

- *are pleasant places to live in and provide for the health and safety of people and their communities;*
- *are less busy and more spacious than residential areas in metropolitan centres;*
- *have safe and easy access for residents to associated services and facilities;*
- *provide for a variety of living environments and housing choices for residents, including medium density areas identified in Outline Development Plans;*
- *ensure medium density residential areas identified in Outline Development Plans are located within close proximity to open spaces and/or community facilities and*
- *ensure that new medium density residential developments identified in Outline Development Plans are designed in accordance with the following design principles:*



- access and connections to surrounding residential areas and community facilities and neighbourhood centres are provided for through a range of transport modes;
- block proportions are small, easily navigable and convenient to encourage cycle and pedestrian movement;
- streets are aligned to take advantage of views and landscape elements;
- section proportions are designed to allow for private open space and sunlight admission;
- a subdivision layout that minimises the number of rear lots;
- layout and design of dwellings encourage high levels of interface with roads, reserves and other dwellings;
- a diversity of living environments and housing types are provided to reflect different lifestyle choices and needs of the community;
- a balance between built form and open spaces complements the existing character and amenity of the surrounding environment and;
- any existing natural, cultural, historical and other unique features of the area are incorporated where possible to provide a sense of place, identity and community.

**Policy B3.4.39**

*Avoid rezoning land for new residential development adjoining or near to existing activities which are likely to be incompatible with residential activities, unless any potential 'reverse sensitivity' effects will be avoided, remedied or mitigated.*

**Township Volume - Chapter B4 Growth Townships**

**Objective B4.1.1**

*A range of living environments is provided for in townships, while maintaining the overall 'spacious' character of Living zones, except within Medium Density areas identified in an Outline Development Plan where a high quality, medium density of development is anticipated.*

**Objective B4.1.2**

*New residential areas are pleasant places to live and add to the character and amenity values of townships.*

**Policy B4.1.10**

*Ensure there is adequate open space in townships to mitigate adverse effects of buildings on the aesthetic and amenity values and "spacious" character.*

The proposal will ensure that Rolleston continues to provide for a range of living environments generally. The subject land itself will also provide for a range of living environments, including high quality, medium density development.

As set out in the urban design and landscape visual impact assessment in **Appendix E**, the subject area will be a pleasant place to live and will contribute to the character and amenity of Rolleston.

Open space is provided throughout the plan change site, including greenspaces/links, and recreation reserves.

**Objective B4.3.1**

*The expansion of townships does not adversely affect:*

- Natural or physical resources;
- Other activities;
- Amenity values of the township or the rural area; or

The Plan Change will not adversely affect any notable natural or physical resources. There are no other activities that the expansion will adversely affect, and amenity values will generally be maintained, albeit the values of the site itself will change from a rural to an urban-residential amenity. The site has no notable special values.

The proposal will not be consistent with Objective B4.3.3 and Policy B4.3.1 in so far as the



- Sites with special ecological, cultural, heritage or landscape values.

#### Objective B4.3.3

For townships within the Greater Christchurch area, new residential or business development is to be provided within existing zoned land or priority areas identified in the Regional Policy Statement and such development is to occur in general accordance with an operative Outline Development Plan.

#### Objective B4.3.4

New areas for residential or business development support the timely, efficient and integrated provision of infrastructure, including appropriate transport and movement networks through a coordinated and phased development approach.

#### Objective B4.3.5

Ensure that sufficient land is made available in the District Plan to accommodate additional households in the Selwyn District portion of the Greater Christchurch area between 2013 and 2028 through both Greenfield growth areas and consolidation within existing townships.

#### Policy B4.3.1

Ensure new residential, rural residential or business development either:

- Complies with the Plan policies for the Rural Zone; or
- The land is rezoned to an appropriate Living Zone that provides for rural-residential activities (as defined within the Regional Policy Statement) in accordance with an Outline Development Plan incorporated into the District Plan; or
- The land is rezoned to an appropriate Living or Business zone and, where within the Greater Christchurch area, is contained within existing zoned land and greenfield priority areas identified in the Regional Policy Statement and developed in accordance with an Outline Development Plan incorporated into the District Plan.

#### Policy B4.3.3

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

#### Policy B4.3.6

Encourage townships to expand in a compact shape where practical.

development will not be within a priority area, however an ODP is proposed.

In regard to infrastructure, the proposal will place additional demand on services such as water and sewer. Upgrades will be required to service the proposal site and this can be undertaken through a combination of developer contribution and existing planned Council upgrades.

The proposal will not leave rurally zoned land surrounded by urban zoning.

The township shape will remain reasonably compact, albeit the proposal will expand the township further to the west rather than consolidating development closer to the town centre.

#### Policy B4.3.71

Avoid rezoning land for new residential or business development (other than Business 2 and 2A Zoning), west of SH1 and the South Island Main Trunk Line (SIMTL).

#### Policy B4.3.72

Avoid rezoning land for new residential development in areas shown under the Airport Flightpath Noise Contours for 50 dBA Ldn or greater, on Planning Map 013.

#### Policy B4.3.75

Encourage integration between rezoning land for new residential development at Rolleston and associated provisions for utilities, community facilities and areas for business development.

The proposal does not entail rezoning of land for residential development west of SH1 or the SIMTL, or under Airport noise contours.

Accounting for its location (close to West Rolleston Primary School and Lemonwood Grove Primary School), physical connectivity, proximity to small local business centres, and the infrastructure assessment in **Appendix A**, the proposal will achieve the integration sought by policy B4.3.75.



109. Overall, it is considered that the proposed Plan Change is generally consistent with the objectives and policies of the Operative Selwyn District Plan, particularly those seeking to provide pleasant living environments with high amenity. The proposal is not consistent with Objective B4.3.3 and Policy 4.3.1 which seek to ensure that new development is contained within the Regional Policy Statement priority areas, however the National Policy Statement on Urban Development resolves that policy tension, as discussed below. Overall, it is considered that the resultant character, amenity and environmental effects of the proposal are consistent with those sought in the District Plan for Rolleston. Given this, it is considered that the proposal is an appropriate means of achieving the outcomes sought by the objectives and policies of the District Plan.

## Objectives and Policies of the Proposed Selwyn District Plan

110. The proposed Selwyn District Plan ('Proposed Plan') was notified on 5 October 2020 and submissions closed in December 2020. Hearings have commenced, although the majority of the chapters have yet to be heard and procedurally, no decisions or appeals have been made.
111. It is further noted that the proponents of this plan change have filed submissions on the Proposed Plan seeking rezoning of the land to General Residential, in a manner consistent with the outcomes sought by this proposed change to the Operative Plan.
112. Accounting for the above, limited weight should be afforded to the provisions of the Proposed Plan at this time. Notwithstanding, an assessment of those provisions in the Proposed Plan of particular relevance is provided below in Table 2.

**Table 2: Assessment of the proposal against the provisions of the pSDP**

PSDP Provision	Comment / Assessment
<p><i>Sensational Selwyn</i></p> <p><i>SD-DI-O1</i></p> <p><i>Selwyn is an attractive and pleasant place to live, work, and visit, where development:</i></p> <ol style="list-style-type: none"> <li><i>takes into account the character of individual communities;</i></li> <li><i>is well-connected, safe, accessible, and resilient; and</i></li> <li><i>enhances environmental, economic, cultural and social outcomes for the benefit of the entire District.</i></li> </ol>	<p>Through its layout, edge treatment and connectivity the proposal provides for development that accounts for the characteristics of the local community and its position at the urban/rural interface.</p> <p>Similarly, the ODP provides for well-connected, safe and accessible development, and the technical assessments have demonstrated that the development will be resilient to natural hazards.</p> <p>Finally, the assessments have demonstrated the positive environmental, economic, cultural and social outcomes of the proposal, and the avoidance of adverse effects.</p>
<p><i>SD-DI-O2</i></p> <p><i>Selwyn's prosperous economy is supported through the efficient use of land, resources, and infrastructure, while ensuring existing activities are protected from incompatible activities.</i></p>	<p>The proposal provides for an efficient use of land and infrastructure (particularly accounting for the location directly adjacent to existing residential land) and avoids conflict with any existing incompatible activities.</p>
<p><i>Integration and Land Use, Ecosystems, and Water - Ki Uta Ki Tai</i></p> <p><i>SD-DI-O3</i></p> <p><i>Land and water resources are managed through an integrated approach, which recognises both the importance of ki uta ki tai</i></p>	<p>The technical assessments have demonstrated that development can occur in a manner consistent with this objective.</p>



to Ngāi Tahu and the inter-relationship between ecosystems and natural processes.

#### Our Environment

##### SD-DI-O4

*Places, landscapes, and features which are significant to Selwyn's character, cultural heritage, or are of spiritual importance to Ngāi Tahu, are identified, recognised for their values, and protected for future generations.*

The subject land is not subject to any significant values and noting the visual/urban design assessment, the proposal is consistent with this objective.

#### Vibrant and Viable Centres

##### SD-DI-O5

*Selwyn's hierarchy of activity centres are the preferred location for shopping, leisure, cultural, entertainment, and social interaction experiences in accordance with their anticipated role within the Activity Centre Network.*

The proposal will further support the Rolleston town centre, and the nearby small commercial centres with their anticipated role within the Activity Centre Network.

#### Community Needs

##### SD-IR-O1

*The important infrastructure needs of the community are fulfilled, and their operation is protected.*

Per the Inovo assessment in **Appendix A**, the proposal is able to be supported by existing or planned community infrastructure and will not otherwise compromise the continued operation of community infrastructure.

#### Effects of Important Infrastructure

##### SD-IR-O2

*The development, upgrade, maintenance, and operation of all important infrastructure is enabled in a way that minimises adverse effects, while having regard to the practical constraints and the logistical and technical practicalities associated with important infrastructure.*

As noted above, the proposal will not adversely affect important infrastructure.

#### Natural Hazards

##### SD-IR-O3

*The risk from natural hazards, including the effects of climate change, to people, property, and important infrastructure is not increased, other than where necessary to provide for important infrastructure that has no reasonable alternative.*

The hazards assessment confirms that the proposal will not be subject to unacceptable hazard risks.

#### Partnership with Ngāi Tahu

##### SD-MWV-O1

*Strengthen the partnership between the Council and Ngāi Tahu by recognising the cultural significance of Selwyn to Ngāi Tahu and Te Taumutu and Ngāi Tūāhuriri Rūnanga by:*

1. *Promoting active and meaningful participation by those who hold mana whenua in the resource management decision-making process;*
2. *Recognising that only those who hold mana whenua can identify their relationship with their culture, traditions, ancestral lands, waterbodies, wāhi tapu and other taonga;*
3. *Enabling the exercise of kaitiakitanga by those who hold mana whenua over Selwyn;*
4. *Providing for the contemporary connections, cultural and spiritual values held by tāngata whenua; and*
5. *Continuing to enable tāngata whenua to protect, develop and use Māori Land in a way which is consistent with their culture, traditions and aspirations.*

Consultation with mana whenua is commencing soon and it is anticipated that the majority of recommendations will be able to be incorporated into the Plan Change and proposed ODP.

#### Compact and Sustainable Township Network

The proposal is located 'around existing townships' and is in a 'compact and sustainable form'.



#### SD-UFD-O1

*Urban growth is located only in or around existing townships and in a compact and sustainable form that aligns with its anticipated role in the Township Network, while responding to the community's needs, natural landforms, cultural values, and physical features.*

#### Urban Growth and Development

#### SD-UFD-O2

*There is sufficient feasible development capacity to meet anticipated demands for housing and business activities.*

As addressed by Copeland Brown (**Appendix G**) and consistent with the directions in policy 2 of the NPS-UD to provide 'at least sufficient development capacity to meet expected demand', the proposal supports the provision of 'sufficient feasible development capacity to meet anticipated demands for housing'.

#### Integration of Land Use and Infrastructure

#### SD-UFD-O3

*Urban growth and development:*

- 1. is well-integrated with the efficient provision, including the timing and funding, of infrastructure; and*
- 2. has the ability to manage or respond to the effects of climate change.*

The Inovo assessment (**Appendix A**) demonstrates consistency with this objective insofar as it relates to infrastructure; and the hazards assessment has otherwise confirmed that the effects of climate change can be readily managed by the proposal.

#### TRAN-O1

*People and places are connected through safe, efficient, and convenient land transport corridors and land transport infrastructure which is well integrated with land use activities and subdivision development.*

The transport assessment (**Appendix D**) and accompanying modelling has demonstrated consistency with these provisions.

#### TRAN-O2

*Land transport corridors and land transport infrastructure are protected from incompatible land use activities and subdivision development.*

#### TRAN-O3

*Land transport corridors and land transport infrastructure support the needs of people and freight, while ensuring adverse effects on the surrounding environment from their establishment and operation are managed.*

#### CI – Contaminated Land

#### NH – Natural Hazards

#### HAZS – Hazardous Substances

For completeness, it is noted that contaminated land and natural hazards matters have been assessed and there are no associated implications or effects for the proposed Plan Change.

The Plan Change site is not subject to any risks associated with hazardous substances.

#### HH - Historic Heritage

#### TREE - Notable Trees

#### SASM - Sites and Areas of Significance to Māori

For completeness, it is noted that none of these attributes are applicable to the Plan Change site.

#### EIB - Ecosystems and Indigenous Biodiversity

#### NATC - Natural Character

#### NFL - Natural Features and Landscapes

#### PA - Public Access

For completeness, it is noted that none of these attributes are applicable to the Plan Change site. To the extent that a watercourse is located on the site, this does not have any significant natural values, but in any case the ODP provides for the management of any fauna within it, corresponding to its decommissioning.



#### SUB-O1

*Subdivision design and layout maintains or enhances the amenity values of the zone.*

These provisions and associated policies and rules would readily apply to the land following rezoning, and the proposed Plan Change does not present any inconsistency.

#### SUB-O2

*Every site created by subdivision has the characteristics, infrastructure, and facilities appropriate for the intended use of the land.*

#### SUB-O3

*Site sizes reflect the anticipated development outcomes of the zone.*

ASW - Activities on the Surface of Water

CE - Coastal Environment

EW - Earthworks

LIGHT - Light

NOISE - Noise

SIGN - Signs

TEMP - Temporary Activities

For completeness, it is noted that none of these attributes are applicable to the Plan Change (albeit they may apply to future activities on the land).

#### UG-Overview

*The Selwyn District is a desirable place to live, work, and play, which is generating a demand for housing and business opportunities to support the needs of the growing community now and into the future. The Urban Growth chapter assists in meeting these demands by encouraging a consolidated and compact settlement pattern that optimises the use and development of resources. This chapter also assists in ensuring there is enough urban development capacity available to meet the District's housing and business needs while assuring that high quality living and business environments continue to be developed to implement the adopted Development Plans.*

*Ongoing urban development capacity is provided through the identification of new urban areas that are subject to the Urban Growth Overlay and by enabling existing sites to be intensified or redeveloped. The need for zoning processes to demonstrate consistency with all of the urban growth policies and to consider relevant Development Plans will ensure that new urban growth areas do not conflict with legitimately established land use activities, compromise the quality of the environments that people value, and result in adverse environmental effects.*

*The intensification of activities and redevelopment of existing land within urban zones is encouraged to support the District's urban growth needs. This includes through increased housing densities and the development and implementation of Urban Intensification Plans and Development Plans to achieve integrated settlement patterns and to complement the ongoing provision of new urban areas.*

*The Urban Growth Overlay maps the spatial locations identified in Development Plans that have been adopted by SDC. These assist in determining where new urban areas can locate around townships and delivering the outcomes that are anticipated to be achieved within these environments. Any urban development or subdivision of land outside of the existing township boundaries is precluded unless the urban*

The Urban Growth overview recognises the 'demand for housing and business opportunities to support the needs of the growing community now and into the future' and the need to ensure 'there is enough urban development capacity available to meet the District's housing and business needs'. The Plan Change proposal responds to these demands and supports the provision of sufficient development capacity for housing.

The Plan Change proposal otherwise 'demonstrates consistency with all of the urban growth policies' and 'does not conflict with legitimately established land use activities, compromise the quality of the environments that people value, and result in adverse environmental effects'.



*growth policies have been fulfilled through the zoning process under Schedule 1 of the RMA.*

*The General Rural Zone activity-based rules apply to the land that is subject to the Urban Growth Overlay to enable the majority of rural land uses to continue. Additional rules apply to ensure that land use and subdivision development does not undermine the future zoning or development of the land that will assist in meeting the growth needs of the district. All other site-specific rules to achieve the urban growth outcomes will be determined through the zoning process.*

#### UG-O1

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

1. *Achieves attractive, pleasant, high quality, and resilient urban environments;*
2. *Maintains and enhances the amenity values and character anticipated within each residential, kainga nohoanga, or business area;*
3. *Recognises and protect identified Heritage Sites, Heritage Settings, and Notable Trees;*
4. *Protects the health and well-being of water bodies, freshwater ecosystems, and receiving environments;*
5. *Provides for the intensification and redevelopment of existing urban sites;*
6. *Integrates with existing residential neighbourhoods, commercial centres, industrial hubs, inland ports, or knowledge areas;*
7. *Is coordinated with available infrastructure and utilities, including land transport infrastructure; and*
8. *Enables people and communities, now and future, to provide for their wellbeing, and their health and safety.*

The proposed Plan Change and supporting assessments have demonstrated that the proposal will:

1. Deliver an attractive, pleasant, high quality, and resilient urban environment;
2. Maintain and enhance the amenity values and character anticipated within the residential area;
3. Integrate with existing residential neighbourhoods and commercial centres;
4. Be well coordinated with available infrastructure and utilities, including land transport infrastructure; and
5. Enable people and communities, now and future, to provide for their wellbeing, and their health and safety.

#### UG-O2

*Townships maintain a consolidated and compact urban form to support:*

1. *Accessible, sustainable and resilient residential neighbourhoods, commercial centres, industrial hubs, inland ports, or knowledge areas;*
2. *The role and function of each urban area within the District's Township Network and the economic and social prosperity of the District's commercial centres; and*
3. *The efficient servicing of townships and integration with existing and planned infrastructure.*

As demonstrated in the urban design, servicing and transport assessments, the urban form (and ODP) proposed for the Plan Change supports:

1. Accessible, sustainable and resilient residential neighbourhoods;
2. The role and function of the Rolleston urban area and the District's commercial centres; and
3. Efficient servicing of townships and integration with existing and planned infrastructure.

#### UG-O3

*There is sufficient feasible housing and sufficient business development capacity within Greater Christchurch to ensure:*

1. *The housing bottom lines are met;*
2. *A wide range of housing types, sizes, and densities are available to satisfy social and affordability needs and respond to demographic change; and*
3. *Commercial and industrial growth is supported by a range of working environments and places to locate and operate businesses consistent with the District's Activity Centre Network.*

As noted above, this provision (and the NPS-UD) seeks sufficiency (i.e. a minimum rather than maximum) supply of housing development capacity which the proposal will support.

The Plan Change otherwise provides for 'A wide range of housing types, sizes, and densities are available to satisfy social and affordability needs and respond to demographic change'.

#### Urban Growth

*UG-P1 Spatially identify new urban growth areas supported by a Development Plan.*

*UG-P2 Provide for the rezoning of land to establish new urban areas within the Urban Growth Overlay.*

The proposal is not within an identified new urban growth area, but is supported by a Development Plan (ODP).

The proposal seeks 'the zoning of land to establish [a] new urban area or extensions to any township boundary in the Greater Christchurch area of the District outside the Urban Growth Overlay' and is therefore clearly inconsistent with policy UG-P3.



<p><i>UG-P3 Avoid the zoning of land to establish any new urban areas or extensions to any township boundary in the Greater Christchurch area of the District outside the Urban Growth Overlay.</i></p> <p><i>UG-P6 Enable rural production to continue on land that is subject to an Urban Growth Overlay, while avoiding the establishment of those activities that may unreasonably hinder any future urban zoning required to assist in meeting the District's urban growth needs.</i></p>	<p>However, the NPS-UD provides for such rezoning and resolves this tension.</p> <p>In terms of UG-P6, the site is not subject to an urban growth overlay. Although the development of the land would not 'unreasonably hinder any future urban zoning required to assist in meeting the District's urban growth needs'. Accordingly, this policy indirectly supports the proposed rezoning of the land.</p>
<p><b>Urban Form</b></p> <p><i>UG-P7 Any new urban areas shall deliver the following urban form and scale outcomes:</i></p> <ol style="list-style-type: none"> <li><i>1. Township boundaries maintain a consolidated and compact urban form;</i></li> <li><i>2. The form and scale of new urban areas support the settlements role and function within the District's Township Network;</i></li> <li><i>3. The natural features, physical forms, opportunities, and constraints that characterise the context of individual locations are identified and addressed to achieve appropriate land use and subdivision outcomes, including where these considerations are identified in any relevant Development Plans; and</i></li> <li><i>4. The extension of township boundaries along any strategic transport network is discouraged where there are more appropriate alternative locations available.</i></li> </ol>	<p>In terms of UG-P7, the proposal has been assessed as:</p> <ol style="list-style-type: none"> <li>1. Maintaining a consolidated and compact urban form, as described in the assessment by DCM Urban;</li> <li>2. Providing a form and scale of urban activity that support Rolleston's role and function within the District's Township Network, noting its proximity, and connectivity to Rolleston especially;</li> <li>3. Having no particular natural features, physical forms, or constraints that suggest urbanisation of the land is inappropriate; and</li> <li>4. Avoiding development along a strategic transport network.</li> </ol>
<p><i>UG-P8 Avoid the following locations and areas when zoning land to extend township boundaries to establish new urban areas:</i></p> <ol style="list-style-type: none"> <li><i>1. Sites and Areas of Significance to Māori;</i></li> <li><i>2. Significant Natural Areas;</i></li> <li><i>3. Outstanding Natural Landscapes and Visual Amenity Landscapes; and</i></li> <li><i>4. High Hazard Areas.</i></li> </ol>	<p>In terms of UG-P8, the proposal does not relate to:</p> <ol style="list-style-type: none"> <li>1. Sites and Areas of Significance to Māori;</li> <li>2. Significant Natural Areas;</li> <li>3. Outstanding Natural Landscapes and Visual Amenity Landscapes; and</li> <li>4. High Hazard Areas.</li> </ol>
<p><i>UG-P9 Recognise and provide for the finite nature of the versatile soil resource when zoning land to extend township boundaries to establish new urban areas.</i></p>	<p>Effects on versatile soils have been assessed as acceptable, noting that the site is classified as containing class 5 soils, which are not considered to be versatile or in restricted supply.</p>
<p><i>UG-P10 Ensure the establishment of high-quality urban environments by requiring that new urban areas:</i></p> <ol style="list-style-type: none"> <li><i>1. Maintain the amenity values and character anticipated within each township and the outcomes identified in any relevant Development Plan;</i></li> <li><i>2. Recognise and protect identified Heritage Sites, Heritage Settings, and Notable Trees; and</i></li> <li><i>3. Preserving the rural outlook that characterises the General Rural Zone through appropriate landscape mitigation, densities, or development controls at the interface between rural and urban environments.</i></li> </ol>	<p>The proposed ODP provides for a high-quality urban environment by:</p> <ol style="list-style-type: none"> <li>1. Adopting controls on built development consistent with those in the adjacent residential areas and otherwise ensuring a high quality and well-connected development through the use of an ODP;</li> <li>2. Not affecting any identified Heritage Sites, Heritage Settings, or Notable Trees; and</li> <li>3. Providing an appropriate interface at the rural and urban edge through the use of setbacks where required accounting for adjacent land uses.</li> </ol>
<p><i>UG-P11 When zoning land to establish any new urban area or to extend any township boundary, avoid reverse sensitivity effects on:</i></p> <ol style="list-style-type: none"> <li><i>1. any adjoining rural, industrial, inland port, or knowledge zone; and</i></li> <li><i>2. on the safe, efficient and cost-effective operation of important infrastructure, land transport infrastructure, and the strategic transport network.</i></li> </ol>	<p>The assessments have demonstrated consistency with this policy.</p>



*UG-P12 Ensure the zoning of land to extend township boundaries to establish new urban areas demonstrates how it will integrate with existing urban environments, optimise the efficient and cost-effective provision of infrastructure, and protect natural and physical resources, by:*

1. *Aligning the zoning, subdivision and development with network capacity and availability of existing or new infrastructure, including through the staging of development;*
2. *Avoiding adverse effects on the ground and surface water resource by requiring connections to reticulated water, wastewater, and stormwater networks where they are available, or by demonstrating that the necessary discharge approvals can be obtained for all on-site wastewater and stormwater treatment and disposal facilities;*
3. *Ensuring the land is located where solid waste collection and disposal services are available;*
4. *Prioritising accessibility and connectivity between the land and adjoining neighbourhoods, commercial centres, open space reserves, and community facilities, including education providers, public reserves, and health services; and*
5. *Requiring safe, attractive and convenient land transport infrastructure that promotes walking, cycling, and access to public transport and public transport facilities to encourage energy efficiency and improve peoples' health and wellbeing.*

The transport, servicing and urban design assessments have addressed these matters, confirming that the plan change area can be effectively integrated with the existing Rolleston urban environment and community infrastructure.

#### *Development Capacity*

#### *UG-P13 Residential growth – Greater Christchurch area*

*Any new residential growth area within the Greater Christchurch area shall only occur where:*

1. *Extensions assist in meeting the housing bottom lines (minimum housing targets) of 8,600 households over the medium-term period through to 2028.*
2. *A HDCA and FDS identify a need for additional feasible development capacity for the township and the additional residential land supports the rebuild and recovery of Greater Christchurch;*
3. *The land is subject to an Urban Growth Overlay and the area is either:*
  - a. *a 'greenfield priority area', or any subsequent urban growth areas or urban containment boundaries, in the CRPS where it is a residential activity; or*
  - b. *identified in an adopted Rural Residential Strategy and in accordance with CRPS Policy 6.3.9 where it is a rural residential activity.*
4. *The minimum net densities of 12hh/ha for residential activities or 1 to 2hh/ha for rural residential activities are met;*
5. *A diversity in housing types, sizes and densities is demonstrated to respond to the demographic changes and social and affordability needs identified in a HDCA, FDS or outcomes identified in any relevant Development Plan; and*
6. *An ODP is prepared that addresses the matters listed in UG-ODP Criteria and incorporated into this Plan before any subdivision proceeds.*

The proposal is consistent with this policy insofar that:

1. It will assist in meeting the housing bottom lines (minimum housing targets) of 8,600 households over the medium-term period through to 2028.
2. The minimum net densities of 12hh/ha for residential activities are met;
3. A diversity in housing types, sizes and densities is demonstrated to respond to the demographic changes and social and affordability needs (albeit not as identified in a HDCA, FDS or outcomes identified in any relevant Development Plan); and
6. An ODP is prepared that addresses the matters listed in UG-ODP Criteria (that would be incorporated into the Plan before any subdivision proceeds).

The proposal is not consistent with the balance of the policy, albeit such tension is resolved by the policy direction in the NPS-UD.

#### *UG-SCHED1 - Residential Growth Area ODP Criteria*

1. *A single ODP shall be prepared for each new residential growth area and incorporated into the Planning Maps and the relevant Development Area chapter of this Plan;*

The proposed ODP has been prepared in accordance with the requirements of UG-SCHED1 and their format (appearance) and content (text) is based on the ODP set out in Part 3 of the proposed Plan.



2. Each ODP shall illustrate how the site characteristics and topography have been addressed through the identification of:

- a. Principal through roads and connections both within and adjoining the ODP area, including principal walking and cycling networks and public transport and freight routes;
- b. Methods for the integrated management of water, stormwater, and wastewater and associated infrastructure consistent with {Link, 11991, UG-P15};
- c. How each ODP area will:
  - i. Achieve the minimum net density requirements and outcomes listed in UG-P5 or UG-P6 are to be achieved;
  - ii. Be staged to allow the subdivision development to align with the timing, funding, and availability of network infrastructure capacity; and
  - iii. Integrate into any adjoining land that is subject to the Urban Growth Overlay;

3. The following features and outcomes are to be illustrated on an indicative subdivision concept plan containing lot configurations and sizes that is to accompany the ODP;

- a. Any land to be set aside to protect or enhance environmental, conservation, landscape, heritage or cultural (including to provide for the interests of nga rūnanga) values;
- b. Any land to be set aside for community facilities, schools, open space reserve or commercial activities and how accessibility and connectivity between these locations is supported in the land transport network;
- c. Any land to be set aside to effectively manage hazard risk or contaminated land;
- d. Any methods or boundary treatments required to mitigate reverse sensitivity effects and promote compatible land use activities, including protecting important infrastructure, or a designated site; and
- e. Any other information which is relevant to the understanding of the development and its proposed zoning.

#### RESZ-Objectives

RESZ-O1 Safe, convenient, pleasant, and healthy living environments that meet the needs and preferences of the community.

RESZ-O2 Residential activities are the principal use in residential zones.

RESZ-O3 A wide range of housing typologies and densities are provided for to ensure choice for the community and to cater for population growth and changing demographics.

RESZ-O4 Increased residential densities occur in close proximity to activity centres, public transport routes, and public open spaces.

RESZ-O5 Built form is of a high design standard and appearance that responds to and reinforces positive aspects of the local environment.

RESZ-O6 The role, function, and predominant character of the residential zones is not compromised by non-residential activities.

These provisions will guide eventual development of the subject land, however it is noted that the proposed Plan Change provides for residential development in a manner consistent with these objectives.



*RESZ-07 Residents have access to a range of community, recreation, education, health, and corrections activities and facilities that support, maintain, and enhance the surrounding residential amenity.*

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113. Overall, it is acknowledged that the proposal is not consistent with those urban-growth related provisions which seek to limit growth to locations where a HDCA and FDS identify a need for additional feasible development capacity for Rolleston and the land is a 'greenfield priority area', or any subsequent urban growth areas or urban containment boundaries, in the CRPS where it is a residential activity. However, such tension is resolved by the more enabling provisions in the NPS-UD, noting that in any case Section 74 of the Resource Management Act does not require consideration of a proposed district plan when preparing or changing an operative district plan.
114. In all other respects, the proposal achieves consistency (or avoids inconsistency) with the relevant provisions of the proposed plan.
115. It is noted that where new provisions are proposed to the Operative District Plan, consideration has been given to the provisions included in the proposed Plan, with a view to aligning such provisions where possible.



## Assessment of Efficiency and Effectiveness of the Plan Change

116. In assessing the benefits and costs of the Plan Change, four options have been considered:

- Leave the area zoned Rural Outer Plains
- Rezone the entire site as proposed
- Apply for resource consent(s) for subdivision and development under the current zoning to otherwise achieve an extension to the existing Rolleston residential environment.
- Apply for multiple plan changes in other locations around Rolleston to otherwise achieve an equivalent extension to the existing Rolleston residential environment.

117. **Tables 3-6** which follow provide an assessment of these options.

**Table 3: Benefits and Costs of Option 1 – Leave the area zoned Outer Plains**

Benefits/Advantages	Costs/Disadvantages
<ul style="list-style-type: none"> <li>• Maintains the existing character and amenity of the area.</li> <li>• No time or costs arising from a plan change process.</li> <li>• No additional demands on infrastructure.</li> <li>• Caters for demand for pastoral activities.</li> </ul>	<ul style="list-style-type: none"> <li>• Does not meet market demand for residential sites in Rolleston.</li> <li>• Inefficient use of the land resource that directly adjoins the township and provides a logical/compact extension for the town form.</li> </ul>

**Table 4: Benefits and Costs of Option 2 – Rezone the site (the proposal)**

Benefits/Advantages	Costs/Disadvantages
<ul style="list-style-type: none"> <li>• Increasing the availability of allotments within Rolleston township.</li> <li>• Economic benefit to Council from larger rating base through additional properties being added upon subdivision.</li> <li>• Economic benefit to the landowner from development of the property.</li> <li>• Provision of high-quality residential amenity for future residents.</li> <li>• Additional supply of housing will assist in avoiding price rises resulting from otherwise suppressed housing supply.</li> </ul>	<ul style="list-style-type: none"> <li>• Change in character and amenity of the site from rural to urban.</li> <li>• Increase in traffic generated in and around Rolleston township.</li> <li>• Additional infrastructure capacity required, to be provided at developer's cost.</li> <li>• Loss of low productivity rural land.</li> <li>• Potential displaced demand for rural housing (i.e. one potential residential unit/20ha) that needs to be met elsewhere.</li> </ul>



**Table 5: Benefits and Costs of Option 3 – Apply for resource consents**

Benefits/Advantages	Costs/Disadvantages
<ul style="list-style-type: none"> <li>Council has the ability to more fully assess the proposal, in light of more detailed information required as part of a subdivision consent application.</li> <li>Council has the ability to place stricter controls on the development through consent conditions than may be possible through a plan change.</li> <li>If granted, would allow for a greater number of allotments, with associated efficiency of land development.</li> </ul>	<ul style="list-style-type: none"> <li>Existing and future purchasers would need to obtain consent if they were to alter uses beyond what is permitted in the District Plan or already consented.</li> <li>Less flexibility in being able to develop the land.</li> <li>Potentially higher costs to develop rurally zoned land in the longer term to the desired urban form.</li> <li>High difficulty of obtaining resource for non-complying status subdivisions.</li> <li>Change in character and amenity of the site from rural to urban.</li> <li>Increase in traffic generated in and around Rolleston township.</li> <li>Additional infrastructure capacity required, to be provided at developer's cost.</li> <li>Loss of low productivity rural land.</li> </ul>

**Table 6: Benefits and Costs of Option 4 – Apply for multiple/ discrete plan changes in alternative locations**

Benefits/Advantages	Costs/Disadvantages
<ul style="list-style-type: none"> <li>As for Option 2 (see Table 4)</li> <li>Distribution of growth to other locations.</li> </ul>	<ul style="list-style-type: none"> <li>As for Option 2 (see Table 4)</li> <li>Reduced economies of scale (for smaller scale or discrete plan changes)</li> <li>Fragmented / ad hoc development (for multiple/smaller scale proposals yielding an equivalent supply of housing).</li> </ul>

118. The above assessment indicates that the costs of options 3 and 4 outweigh the benefits. Numerically the benefits of option 1 outweigh the costs, however the lost opportunity to provide for additional residential housing capacity carries considerable weight.

119. Option 2, the proposal, has benefits that outweigh the costs.

## Effectiveness

120. Beyond the rezoning of the subject land, no new provisions are proposed by the Plan Change. Rather, it is intended that existing Living Z provisions apply to the subject land. New provisions are restricted to the introduction of an ODP for the Plan Change area and associated policy references to that ODP.

121. Option 2 is considered to be the most effective means of achieving the objective of the proposal, being to provide for an extension of the adjoining existing urban residential area of Rolleston ~~(with provision for some associated local business services)~~ in a manner that adds significantly to development capacity and provides for increased competition and choice in residential land markets.



122. Notably, other mechanisms such as the Housing Accords and Special Housing Area legislation have been used in Rolleston to deliver housing in the absence of rezoning. However, the Act was repealed on the 16<sup>th</sup> September 2021, and this method of enabling residential development has established an urban environment that remains in a zoning and rule framework that is discordant with the rural environment.

## **Efficiency**

123. In considering efficiency, it is necessary to refer again to the cost/benefits of the four options outlined in the tables above.
124. These assessments indicated that for Options 1 and 2, the benefits are greater as compared to the alternative option of obtaining resource consents, which had costs or disadvantages outweighing benefits.
125. While Option 1 has benefits outweighing the costs, it is an inefficient (and highly ineffective) means of achieving additional housing across the site, though it would continue to achieve the objectives of the District Plan.
126. Taking into account the costs and benefits, Option 2, rezoning the Plan Change area, is considered to be the most efficient means of achieving the objectives of the proposal. The proposed provisions, encapsulating minimal changes to the District Plan, is also considered to be the most efficient means of achieving the objective of the Plan Change proposal.

## **Risks of Acting or Not Acting**

127. Given the relatively recent rezoning and subdivision consenting of land in Rolleston, the relevant issues associated with the rezoning and development of land in this general and specific location are well understood. Accounting for the background information to, and assessments for, those developments, and the technical assessments accompanying this Plan Change application, there is minimal uncertain or missing information in relation to this proposal. It is therefore considered that there are no notable risks of acting or not acting.

## **Overall Assessment**

128. Based on the above assessment, it is concluded that the Proposed Plan Change is the more appropriate method for achieving the objective of the proposal than the alternatives also considered above.
129. It is concluded that the economic, social and environmental benefits of the Proposed Plan Change outweigh the potential costs. On this basis, the proposed rezoning is considered to be an appropriate, efficient and effective means of achieving the purpose of the Resource Management Act.



## **Statutory Framework**

### **Sections 74 & 75 of the RMA**

130. Section 74 of the RMA prescribes that the District Council must prepare and change a district plan in accordance with its functions under s31 and the provisions of Part 2.
131. The District Council must also have regard to an evaluation report prepared in accordance with s32.
132. Section 74(2) requires the District Council to also have regard to proposed regional plans, management plans, the Historic Places Register, regulations or the Plans of adjoining territorial authorities to the extent that these may be relevant.
133. It is noted that the proposal does not involve any cross territorial issues, any matters of historical reference (on the Historic Places Register) or matters addressed by management plans or strategies prepared under other Acts. With respect to Regional Plans, these are identified and addressed further below.
134. Section 74(2A) also requires the Council to take into account relevant planning documents recognised by an iwi authority, to the extent that its content has a bearing on resource management issues.

### **Section 31 – Functions of Council**

135. Any plan change must assist the Council to carry out its functions so as to achieve the purpose of the Act. The functions of a territorial authority are set out in s31 of the Act and include:
  - establishing, implementing and reviewing objectives, policies, and methods to achieve integrated management of the effects of the use and development of land; and
  - controlling actual or potential effects of the use and development of land.
136. The requested plan change accords with these stated functions. The proposal provides for the use and development of land for residential activities as an extension of the existing residential zone to the east, with only such amendments as are necessary to recognise the site and the proposed ODP. The proposed ODP provides the methods for Council to manage potential effects of this activity and demonstrates an integrated management approach.

### **Section 75 – Contents of District Plans**

137. Section 75 requires a District Plan to state objectives for the District, policies to implement the objectives and rules to then implement the policies.
138. The proposal does not introduce any new, or alter any existing, objectives or policies.



139. Section 75 requires a District Plan to not be inconsistent with Regional Plans. These are identified and discussed in paragraphs further below.
140. Section 75(3)(a), (b) and (c) also requires a District Plan to give effect to any National Policy Statement, the New Zealand Coastal Policy Statement and the Regional Policy Statement. These are discussed as follows:

### **National Policy Statements (NPS) and New Zealand Coastal Policy Statement**

141. The Selwyn District Plan is required under Section 74(1)(ea) of the Resource Management Act to prepare or change its district plan in accordance with National Policy Statements (NPS), and the New Zealand Coastal Policy Statement.
142. The New Zealand Coastal Policy Statement is not relevant to the site, given the large distance between the site and the coastal environment.
143. With regard to the NPS for Renewable Electricity Generation 2011, the proposal does not involve nor is it located in the proximity of a renewable electricity generation activity. Similarly, the Plan Change site is not located in close proximity to any main electricity transmission lines nor is there a substation within the site, meaning the NPS for Electricity Transmission 2008 is not relevant. Stormwater and wastewater discharges will be dealt with at a future consenting stage, however no practices or effects are anticipated that would be inconsistent with the NPS for Freshwater Management 2020.
144. Noting the above, the National Policy Statement for Urban Development 2020 (NPS-UD), which took effect on 20 August 2020, is of principal relevance to this plan change.
145. The objectives and policies of that NPS:
- seek a well-functioning urban environment (Objective 1), as defined by Policy 1;
  - recognise that urban environments, including their amenity values, develop and change over time (Objective 4);
  - state that local authority decisions on urban development area integrated with infrastructure planning and funding decisions and strategic over the medium term and long term and responsive, particularly in relation to proposal that would supply significant development capacity (Objective 6).
  - state that planning decisions must contribute to well-functioning urban environments (Policy 1). Policy 1 defines a well-functioning urban environment as an urban environment that, among other matters less relevant to this application, provides for good accessibility for all people between housing, jobs, community services, natural spaces, and open space.
  - state that local authorities, at all times, provide **at least** sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term and long term (Policy 2).



- state that when making planning decisions that affect urban environments, decision-makers have particular regard to matters including: that the planned urban built form in those RMA planning documents that have given effect to this NPS may involve significant changes in an area, including detracting from amenity values appreciated by some people but improve amenity values appreciated by other people, communities and future generations (Policy 6);
  - state in relation to car parking, territorial authorities do not set minimum car parking rate requirements, other than for accessible car parks (Policy 11).
146. With regard to the term urban environment, the NPS-UD defines an 'urban environment' as being an area of land that is or is intended to be predominantly urban in character; and is or is intended to be part of a housing and labour market of at least 10,000 people. The Rolleston population is greater than 10,000 people currently, with the 2019 census indicating a population of approximately 21,910<sup>9</sup>.
147. The proposed Plan Change is generally consistent with the objectives and policies of the NPS-UD, noting that the proposal will retain a relatively compact urban shape and well-functioning urban environment, with an extension of an existing zone. The site is able to be serviced adequately and will allow for both land use and transport efficiencies.
148. Policy 8 of the NPS-UD is particularly notable for the proposed Plan Change. That policy states:
- Local authority decisions affecting urban environments are responsive to plan changes that would add significantly to development capacity and contribute to well-functioning urban environments, even if the development capacity is:*
- (a) unanticipated by RMA planning documents; or*
  - (b) out-of-sequence with planned land release.*
149. The proposed development is unanticipated by the Selwyn District Plan and RPS. The proposed Plan Change is however considered to add significantly to development capacity. As stated above, it will contribute to a well-functioning urban environment.
150. In regards to development capacity, the contribution will be significant. As noted in the economic assessment in **Appendix G**, the current estimated population of Rolleston is 21,910 or 7,825 households assuming an average of 2.8 persons per household and therefore the enablement of up to 350 additional dwellings by the proposed Plan Change represents up to 4.5% of the existing dwellings. Assuming population and household growth for Rolleston of around 2.2% per annum (see section 6 of **Appendix G**), the additional 350 dwellings enabled by the Plan Change would be 1.2% of the District's housing stock in 2027 (i.e. when most of the development will have been brought to market).
151. Selwyn District Council staff have also provided information on 'theoretical' development capacity within the recently zoned areas of Rolleston township relative to actual development<sup>10</sup>. This information is presented in **Table 7** below and indicates that of the

<sup>9</sup> Refer Appendix G.

<sup>10</sup> Theoretical capacity is based on the gross land area of the ODP Areas listed and a 10 households / hectare density. Actual development accounts for allotments that have obtained subdivision consent approval, section 224c certification, and building consent approvals.



7151 theoretical dwellings provided for within the existing residential zoned ODP areas at Rolleston, 6308 allotments have been issued subdivision consent approval (i.e. a residual of only 843 allotments). Whilst the number of allotments with section 224c certification, or dwellings with building consent is less, this is to be expected given the lag in constructing / titling subdivisions and subsequent building development. Ultimately though, this confirms in numerical and percentage terms that the current supply of *land* for residential growth at Rolleston has been largely developed already.

152. Therefore, when considered in relative terms (to the metrics in **Table 7**), it is clear that the proposal to provide for up to 350 allotments will 'add significantly to development capacity' for the Rolleston township.

**Table 7: Theoretical development capacity vs. actual development for existing zoned ODPs**

Rolleston ODP Area	Theoretical Dwellings (ODP gross area x 10hh/ha)	Lots with Subdivision Consent Approval	Lots with s224c Approval	Approved Building Consents for a Dwelling
1	623	704	697	641
2	(information not supplied / available)			
3	484	508	393	463
4	108	0	0	0
5	(information not supplied / available)			
6	1100	1002	944	887
7	69	69	53	26
8	330	538	375	304
9	245	61	45	65
10	279	339	191	118
11	1510	1300	1005	663
12	560	250	195	184
13	360	61	61	50
HASHA SF	400	480	484	470
HASHA Ackland	900	960	283	169
Holmes	96	0	0	0
Skellerup	51	0	0	0
Coles	36	36	36	5
<b>TOTAL</b>	<b>7151</b>	<b>6308</b>	<b>4762</b>	<b>4045</b>



Percentage of theoretical total of 7151	88%	67%	57%
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153. In addition to the metrics above, consideration has been given to the percentage increase that the request will add to both the existing township and the wider district over the short/medium/long term timeframes considered by the NPS-UD and accounting for the targets set out in Objective B4.3.9 in the Operative District Plan, Our Space and in the Council's updated Housing and Business Development Capacity Assessment<sup>11</sup>.

154. In this respect, the report provided by Copeland Brown states:

*"Selwyn District has a current population of 69,700 implying around 24,890 households, assuming an average of 2.8 persons per household. Therefore, the proposed development of up to 350 dwellings represents around 1.4% of the existing dwellings in the District. RIDL expects that once the Plan Change is approved (assumed to be sometime in late 2022/early 2023), development of the up to 350 dwellings will approximately occur over a 2-year period – i.e. from say 2025 to 2027 (due to the deferral related to the completion of the SH1/Dunns Crossing Road/Walkers Road roundabout), with an average of up to 175 dwellings coming onto the market in each of 2025-26 and 2026-27. Assuming population and household growth in the Selwyn District of around 2.2% per annum (see Section 3 of this report), the additional 350 dwellings enabled by the Plan Change would be 1.2% of the District's housing stock in 2027 (i.e. when most of the development will have been brought to market).*

*Within the context of Rolleston, the development capacity enabled by the proposed Skellerup South Plan Change is even more significant. The current estimated population of Rolleston is 21,910 or 7,825 households assuming an average of 2.8 persons per household. The up to 350 additional dwellings of the proposed Plan Change represents up to 4.5% of the existing dwellings. Assuming the same population and household growth rate for Rolleston as for the Selwyn District (1.5% per annum), the additional 350 dwellings enabled by the Plan Change would be 3.8% of Rolleston's housing stock in 2027 (i.e. when most of the development will have been brought to market).*

*Recent data from the Selwyn District Council identifies Selwyn District sufficiency of housing capacity of -2,089 in the medium term (2020-2030) and -13,130 in the long term (2020-2050). Plan Change requests currently (August 2021) lodged with the Selwyn District Council provide for a total of 10,230 additional dwellings. This excludes the up to 350 additional dwellings to be developed under the proposed Skellerup South Plan Change. However, in this regard:*

- (a) *There is no certainty that all of the Plan Changes currently lodged with the Council will be approved – either at all, or to the extent of*

<sup>11</sup> Updated 9 December 2020



*their maximum dwelling yield proposed due to environmental, infrastructure, transport or other factors;*

- (b) Even where other plan changes are approved, they may not all result in full development of their dwelling yields due to market supply and demand factors. However the potential for such development will play an important role in providing greater competition or “contestability” in the Selwyn District and Greater Christchurch housing markets.*
- (c) The thrust of the NPS-UD is not to enable only sufficient capacity, but for supply (or at least potential supply) to exceed expected demand. Only when this occurs can we expect reductions in upward pressure on residential land and house prices to occur”.*

155. In summary, the analysis above shows that the proposal for 350 households represents:

- a. approximately 1.4% of the existing dwellings in the District currently; and 1.2% of that projected in 2027.
- b. approximately 4.5% of the existing dwellings in Rolleston currently; and 3.8% of that projected in 2027.

156. Accounting for the above, the proposal is considered to clearly ‘add significantly to development capacity’.

157. **Table 8** below provides an assessment of the proposal against the relevant objectives and policies in the NPS-UD.

**Table 8: Assessment of the proposal against the provisions of the NPS-UD 2020**

NPS-UD Provision	Comment / Assessment
<i>Objective 1: New Zealand has well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future.</i>	The proposed Plan Change supports this objective, through delivery of a well-functioning urban environment (within the context of the subject land, and within the wider Rolleston and Greater Christchurch context)- as is set out in respect of policy 1 below. The enablement of up to 350 households will clearly ‘enable’ people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, through enhanced housing supply and choice.
<i>Objective 2: Planning decisions improve housing affordability by supporting competitive land and development markets.</i>	As noted in the economic assessment ( <b>Appendix G</b> ), the proposed Plan Change will help address constraints in the residential land supply markets, increase supply and competition, and help address housing affordability within the Selwyn District and Greater Christchurch in a manner consistent with Objective 2.
<i>Objective 3: Regional policy statements and district plans enable more people to live in, and more businesses and community services to be located in, areas of an urban environment in which one or more of the following apply:</i>	This objective supports enablement of residential growth in this location, noting the subject land is <ul style="list-style-type: none"> <li>a. near an area with many employment opportunities (the established and developing</li> </ul>



a. <i>the area is in or near a centre zone or other area with many employment opportunities</i>	Rolleston town and industrial centres, rural Canterbury, and Christchurch city).
b. <i>the area is well-served by existing or planned public transport</i>	b. not well-served by existing public transport or planned public transport presently (noting this is contingent on a residential population that can sustain it) but proposes road networks and connections that would enable existing/nearby bus services to route through the sites.
c. <i>there is high demand for housing or for business land in the area, relative to other areas within the urban environment.</i>	c. there is high demand for housing in the area, relative to other areas within the urban environment, as evident from Table 5 and the economic assessment ( <b>Appendix G</b> ).

*Objective 4: New Zealand's urban environments, including their amenity values, develop and change over time in response to the diverse and changing needs of people, communities, and future generations.*

The proposed change from rural to urban residential is in response to the diverse and changing needs of people, communities, and future generations (for the proposed form/density of housing in this location) in a manner consistent with this objective.

*Objective 6: Local authority decisions on urban development that affect urban environments are:*

- a. *integrated with infrastructure planning and funding decisions; and*
- b. *strategic over the medium term and long term; and*
- c. *responsive, particularly in relation to proposals that would supply significant development capacity.*

The infrastructure assessment and ITA have demonstrated that the proposal can be effectively integrated with infrastructure planning, funding and delivery.

The proposal would clearly 'supply significant development capacity', and on that basis this objective seeks 'responsive' decision making. This creates some tension with the requirement to be strategic over a medium and long term, however given the attributes of the site, the absence of any significant effects or risks, the adjacency to the existing urban area, it is considered that enablement of this proposal would not be inconsistent with this aspect of the objective.

*Objective 8: New Zealand's urban environments:*

- a. *support reductions in greenhouse gas emissions; and*
- b. *are resilient to the current and future effects of climate change.*

The proposed provision for alternative transport modes, connectivity and accessibility, and the potential for servicing by public transport supports reductions in greenhouse gas emissions.

As noted earlier, resilience to climate change is achieved through: the site's distance from coastal and low lying areas susceptible to sea-level rise and storm surges; the land's resilience to heavy rainfall events/frequency (see **Appendix A**), and the potential for building and landscape design to address increased mean temperatures or amplification of heat extremes.

*Policy 1: Planning decisions contribute to well-functioning urban environments, which are urban environments that, as a minimum:*

- a. *have or enable a variety of homes that:*
  - (i) *meet the needs, in terms of type, price, and location, of different households; and*
  - (ii) *enable Māori to express their cultural traditions and norms; and*
- b. *have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and*
- c. *have good accessibility for all people between housing, jobs, community services, natural spaces, and open*

The proposal will contribute to well-functioning urban environments at a localised, township, and regional scale, noting it will, as a minimum:

a. Have and enable a variety of homes that meet the needs, in terms of type, price, and location, of different households. This is achieved through the Living Z provisions which provide for this variety and the choice afforded through the supply of up to 350 households - including a variety of homes, needs, types, price-points and locations within the plan change area, within Rolleston and within the Greater Christchurch market generally.

Within the plan change area the proposed Living Z zoning provides for a variety in residential densities, including Low Density (average allotment size of 650m<sup>2</sup> and a minimum individual



spaces, including by way of public or active transport; and

- d. support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and
- e. support reductions in greenhouse gas emissions; and
- f. are resilient to the likely current and future effects of climate change.

allotment size of 550m<sup>2</sup>), Medium Density Small-lot (maximum average of 500m<sup>2</sup>, with minimum of 400m<sup>2</sup>), and Medium Density Comprehensive (maximum average of 350m<sup>2</sup>, with no minimum site size) with the higher density (15hh/Ha) residential areas located adjacent to key open spaces and green corridors. On the ground, the low and medium density areas will provide for conventional standalone houses and sites, potentially for larger families. In contrast, the medium density comprehensive areas will provide for comprehensively designed and developed housing that offers smaller and more affordable housing, through terraced, multi-unit or smaller scale apartment styled developments or through other comprehensive housing forms (such as retirement housing, social housing, or sheltered/supportive housing). Of note, the proposal enables this variety in housing, but other than by way of adopting existing density rules in the Plan, it does not specifically prescribe them.

The proposal will otherwise enable Māori to express their cultural traditions and norms, to the extent relevant to the site context.

b. Provide access to suitably located and sized business sectors. Local retail facilities are ~~available~~proposed for residents within the adjacent Plan Change sites (PC70 & PC73); the Rolleston town centre and industrial zones is accessible by various transport modes; and the wider offerings of Christchurch city are accessible where required.

c. Provide good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport noting the preceding point and the findings in the transport assessment.

d. Support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets (refer **Appendix G**).

e. Support reductions in greenhouse gas emissions, through provision for alternative transport modes, connectivity and accessibility, and the potential for servicing by public transport supports.

f. Achieve resilience to the likely current and future effects of climate change, as described above, through: the site's distance from coastal and low lying areas susceptible to sea-level rise and storm surges; the land's resilience to heavy rainfall events/frequency (see **Appendix A**), and the potential for building and landscape design to address increased mean temperatures or amplification of heat extremes.

*Policy 2: Tier 1, 2, and 3 local authorities, at all times, provide at least sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term, and long term.*

In order to be sufficient to meet expected demand for housing, development capacity must be: 'plan-enabled (see clause 3.4(1)); and infrastructure-ready (see clause 3.4(3)); and feasible and reasonably expected to be realised (see clause 3.26); and meet the expected demand plus the appropriate competitiveness margin (see clause 3.22)'. Moreover, Policy 2 requires sufficient development capacity is provided 'at all times' to



'at least' meet expected demand over the short term, medium term, and long term.

The proposed enablement of up to 350 households that can be readily serviced with infrastructure would be consistent with this policy.

*Policy 3: In relation to tier 1 urban environments, regional policy statements and district plans enable:*

*(a) in city centre zones, building heights and density of urban form to realise as much development capacity as possible, to maximise benefits of intensification; and*

*(b) in metropolitan centre zones, building heights and density of urban form to reflect demand for housing and business use in those locations, and in all cases building heights of at least 6 storeys; and*

*(c) ...in all other locations in the tier 1 urban environment, building heights and density of urban form commensurate with the greater of:*

*(i) the level of accessibility by existing or planned active or public transport to a range of commercial activities and community services; or*

*(ii) relative demand for housing and business use in that location.*

In respect of the proposal, Policy 3 relevantly seeks that district plans 'enable' 'building heights and density of urban form commensurate with the greater of: (i) the level of accessibility by existing or planned active or public transport to a range of commercial activities and community services; or (ii) relative demand for housing and business use in that location'. In this respect, demand for housing (as is addressed in response to NPS-UD policy 8 below) is the principal driver of the proposed density enabled by the proposed plan change.

*Policy 6: When making planning decisions that affect urban environments, decision-makers have particular regard to the following matters:*

*a. the planned urban built form anticipated by those RMA planning documents that have given effect to this National Policy Statement*

*b. that the planned urban built form in those RMA planning documents may involve significant changes to an area, and those changes:*

*(i) may detract from amenity values appreciated by some people but improve amenity values appreciated by other people, communities, and future generations, including by providing increased and varied housing densities and types; and*

*(ii) are not, of themselves, an adverse effect*

*c. the benefits of urban development that are consistent with well-functioning urban environments (as described in Policy 1)*

*d. any relevant contribution that will be made to meeting the requirements of this National Policy Statement to provide or realise development capacity*

*e. the likely current and future effects of climate change.*

a. No RMA planning documents have yet given effect to this National Policy Statement in a way that can guide urban built form.

b. The assessments in **Appendix E** conclude that the proposal will not result in any significant effects on amenity values. However, to the extent that the appreciation of the status quo by some may be diminished by the proposal, this policy recognises the potential for change and that this is not necessarily an adverse effect.

c. The proposal will deliver the benefits of urban development that are consistent with well-functioning urban environments (as described above in respect of Policy 1)

d. The proposal will clearly contribute significantly to meeting the requirements of this National Policy Statement 'to provide or realise development capacity'.

e. As set out above for other NPS-UD objectives and policies, the proposal accounts for the likely current and future effects of climate change.

*Policy 8: Local authority decisions affecting urban environments are responsive to plan changes that would add significantly to development capacity and contribute to well-functioning urban environments, even if the development capacity is:*

*a. unanticipated by RMA planning documents; or*

*b. out-of-sequence with planned land release.*

As set out above (and irrespective of the absence of criteria yet within the CRPS), the plan change will clearly add significantly to development capacity. And, as set out above, it will contribute to well-functioning urban environments. Accordingly, the policy supports the proposal, notwithstanding it being: unanticipated by RMA planning documents; or out-of-sequence with planned land release.



158. For the reasons expressed earlier in this assessment and in **Table 6** above, the proposal is considered to 'contribute to well-functioning urban environments' and achieve consistency with the relevant provisions of the NPS-UD.

## Canterbury Regional Policy Statement

159. The Selwyn District Plan is required under Section 73(4) of the Resource Management Act to give effect to the Canterbury Regional Policy Statement 2013 (RPS). Section 74(2) of the Act also requires territorial authorities to have regard to any proposed regional policy statement when preparing or changing a district plan.
160. The most relevant objectives and policies of the RPS are those contained in Chapters 5 (to the extent relevant to the entire region), 6, 7, 11, 15 and 16. Relevant objectives and policies are considered in **Table 9** below.

**Table 9: Assessment of the plan change provisions against the objectives of the Regional Policy Statement**

Regional Policy Statement provisions	Comment / Assessment
<b>Chapter 5 – Land Use and Infrastructure</b>	
<p><b>Objective 5.2.1 – Location, design and function of development (Entire Region)</b></p> <p><i>Development is located and designed so that it functions in a way that:</i></p> <p>1) achieves consolidated, well designed and sustainable growth in and around existing urban areas as the primary focus for accommodating the region's growth; and</p> <p>2) enables people and communities, including future generations, to provide for their social, economic and cultural well-being and health and safety; and which:</p> <p>a) maintains, and where appropriate, enhances the overall quality of the natural environment of the Canterbury region, including its coastal environment, outstanding natural features and landscapes, and natural values;</p> <p>b) provides sufficient housing choice to meet the region's housing needs;</p> <p>c) encourages sustainable economic development by enabling business activities in appropriate locations;</p> <p>d) minimises energy use and/or improves energy efficiency;</p> <p>e) enables rural activities that support the rural environment including primary production;</p> <p>f) is compatible with, and will result in the continued safe, efficient and effective use of regionally significant infrastructure;</p> <p>g) avoids adverse effects on significant natural and physical resources including regionally significant infrastructure, and where avoidance is impracticable, remedies or mitigates those effects on those resources and infrastructure;</p> <p>h) facilitates the establishment of papakāinga and marae; and</p> <p>i) avoids conflicts between incompatible activities.</p>	<p>The proposal will facilitate development that is 'located and designed' to function in a way that achieves the outcomes sought by objective 5.2.1.</p> <p>The plan change site is located directly on the fringe of urban Rolleston and is presently zoned Rural Outer Plains. Accounting for this, the proposal will achieve 'consolidated, well designed and sustainable growth... around existing urban areas'.</p> <p>The proposal otherwise delivers housing supply, consistent with the NPS-UD, that 'enables people and communities, including future generations, to provide for their social, economic and cultural well-being and health and safety'. More specifically, it will:</p> <ol style="list-style-type: none"> <li>Not diminish the quality of the natural environment (accounting for the site's location and existing zoning);</li> <li>Improve housing choice;</li> <li>Be compatible with, and will result in the continued safe, efficient and effective use of regionally significant infrastructure;</li> <li>Avoid adverse effects on significant natural and physical resources (including nearby infrastructure); and</li> <li>Avoid conflict with incompatible activities.</li> </ol> <p>Accounting for the land use classification of the soils, the proposal will not result in the conversion of any versatile soils.</p> <p>The proposal is therefore assessed as being consistent with objective 5.2.1.</p>
<p><b>Policy 5.3.7</b> <b>Strategic land transport network and arterial roads (Entire Region)</b></p>	<p>In respect of Policy 5.3.7 Strategic land transport network and roads and as addressed in the ITA, the proposed development will not impact upon</p>



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

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

the ability of any State Highway to fulfil its current or future strategic transport requirements.

## **Chapter 6 – Recovery and Rebuilding of Greater Christchurch**

### **Objective 6.2.1 Recovery framework**

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

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

### **Objective 6.2.2 Urban form and settlement pattern**

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

Chapter 6 applies to Greater Christchurch, an area which is defined as including that part of Selwyn District which includes the subject land.

In the first instance, it is noted that NPS-UD Policy 8 resolves the tension with those provisions in Chapter 6 seeking to identify, and constrain, areas of urban development within Greater Christchurch.

Accounting for the assessments provided, in regard Objective 6.2.1, the proposal will protect the environmental qualities set out in that objective and provide for a consolidated and integrated urban form that is able to be fully serviced and has the potential to utilise existing reticulated water and wastewater capacity and integrate with strategic infrastructure / transport networks.

The site is not located in a sensitive landscape, nor will any sensitive indigenous vegetation be affected. Water quality can be maintained at the time of detailed design through engineering solutions and regional plan/discharge consent requirements.

The proposal may have some (minor and localised) effect on rural character and amenity as a result of residential development, though the landscape and visual assessment confirms that such effects will be appropriately minimised.

Accordingly, whilst the proposal is not consistent with the prescriptive provisions in Chapter 6 directing urban growth to specific areas (a tension resolved by the NPS-UD), it is otherwise consistent with the outcomes sought in these provisions.



1. aiming to achieve the following targets for intensification as a proportion of overall growth through the period of recovery:
  - (a) 35% averaged over the period between 2013 and 2016
  - (b) 45% averaged over the period between 2016 to 2021
  - (c) 55% averaged over the period between 2022 and 2028;
2. providing higher density living environments including mixed use developments and a greater range of housing types, particularly in and around the Central City, in and around Key Activity Centres, and larger neighbourhood centres, and in greenfield priority areas and brownfield sites;
3. reinforcing the role of the Christchurch central business district within the Greater Christchurch area as identified in the Christchurch Central Recovery Plan;
4. providing for the development of greenfield priority areas on the periphery of Christchurch's urban area, and surrounding towns at a rate and in locations that meet anticipated demand and enables the efficient provision and use of network infrastructure;
5. encouraging sustainable and self-sufficient growth of the towns of Rangiora, Kaiapoi, Woodend, Lincoln, Rolleston and Prebbleton and consolidation of the existing settlement of West Melton;
6. Managing rural residential development outside of existing urban and priority areas; and
7. Providing for development opportunities on Māori Reserves.

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

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

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

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

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

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

The site's proximity to urban Rolleston and associated public transport links and commercial/community services will assist in minimising travel distances and reducing dependency on motor vehicles.

The Transport Assessment has confirmed the suitability of the adjoining road network for the vehicle movements anticipated and an integrated transport assessment has been undertaken in support of the proposal.

Accordingly, the proposal is assessed as being consistent with these provisions.



#### **Policy 6.3.4 Transport effectiveness**

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

1. avoiding development that will overload strategic freight routes;
2. providing patterns of development that optimise use of existing network capacity and ensuring that, where possible,
3. new building projects support increased uptake of active and public transport, and provide opportunities for modal choice;
4. providing opportunities for travel demand management; requiring integrated transport assessment for substantial developments; and
5. improving road user safety.

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

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

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

#### **6.2.3 Sustainability**

Recovery and rebuilding is undertaken in Greater Christchurch that:

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

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

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

These provisions have been addressed in the urban design assessment in support of the proposal and are implemented primarily through the proposed ODP, which is in accordance with policy 6.3.3 and will guide the detail of any future subdivision design and development and ensure that the proposal provides for a range of densities and quality living environments.

In addition, the proposal has been assessed as delivering a 'well functioning urban environment' in a manner consistent with that sought by the NPS-UD.

The proposal does not impact on any identified areas of special amenity and historic heritage value, or values of importance to Tangata Whenua.



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

On this basis, the proposal is consistent with these provisions.

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

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

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



(h) Land reserved or otherwise set aside from development for any other reason, and the reasons for its protection from development;

(i) Pedestrian walkways, cycleways and public transport routes both within and adjoining the area to be developed;

4. Demonstrate how Policy 6.3.7 will be achieved for residential areas within the area that is the subject of the outline development plan, including any staging;

5. Identify significant cultural, natural or historic heritage features and values, and show how they are to be protected and/or enhanced;

6. Document the infrastructure required, when it will be required and how it will be funded;

7. Set out the staging and co-ordination of subdivision and development between landowners;

8. Demonstrate how effective provision is made for a range of transport options including public transport options and integration between transport modes, including pedestrian, cycling, public transport, freight, and private motor vehicles;

9. Show how other potential adverse effects on and/or from nearby existing or designated strategic infrastructure (including requirements for designations, or planned infrastructure) will be avoided, remedied or appropriately mitigated;

10. Show how other potential adverse effects on the environment, including the protection and enhancement of surface and groundwater quality, are to be avoided, remedied or mitigated;

11. Show how the adverse effects associated with natural hazards are to be avoided, remedied or mitigated as appropriate and in accordance with Chapter 11 and any relevant guidelines; and

12. Include any other information that is relevant to an understanding of the development and its proposed zoning.

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

In relation to residential development opportunities in Greater Christchurch:

1. Subject to Policy 5.3.4, residential greenfield priority area development shall occur in accordance with Map A. These areas are sufficient for both growth and residential relocation through to 2028.

2. Intensification in urban areas of Greater Christchurch is to be focused around the Central City, Key Activity Centres and neighbourhood centres commensurate with their scale and function, core public transport routes, mixed-use areas, and on suitable brownfield land.

3. Intensification developments and development in greenfield priority areas shall achieve at least the following residential net densities averaged over the whole of an ODP area (except where subject to an existing operative ODP with specific density provisions):

(a) 10 household units per hectare in greenfield areas in Selwyn and Waimakariri District;

(b) 15 household units per hectare in greenfield areas in Christchurch City;

4. Intensification development within Christchurch City to achieve an average of:

(a) 50 household units per hectare for intensification development within the Central City;

(b) 30 household units per hectare for intensification development elsewhere.

5. Provision will be made in district plans for comprehensive development across multiple or amalgamated sites.

6. Housing affordability is to be addressed by providing sufficient intensification and greenfield priority area land to meet housing demand during the recovery period, enabling brownfield development and providing for a range of lot sizes, densities and appropriate development controls that support more intensive developments such as mixed use developments, apartments, townhouses and terraced housing.



## Chapter 7 Freshwater

### **Objective 7.2.1 Sustainable management of fresh water**

*The region's fresh water resources are sustainably managed to enable people and communities to provide for their economic and social well-being through abstracting and/or using water for irrigation, hydro-electricity generation and other economic activities, and for recreational and amenity values, and any economic and social activities associated with those values, providing:*

- 1. the life-supporting capacity ecosystem processes, and indigenous species and their associated freshwater ecosystems and mauri of the fresh water is safe-guarded;*
- 2. the natural character values of wetlands, lakes and rivers and their margins are preserved and these areas are protected from inappropriate subdivision, use and development and where appropriate restored or enhanced; and*
- 3. any actual or reasonably foreseeable requirements for community and stockwater supplies and customary uses, are provided for.*

Water quality and the effects of any water use necessary for development of the proposed Living Z zone can be managed at the time of detailed design and subdivision through engineering solutions and regional plan/discharge consent requirements. This conclusion is supported by the technical assessment accompanying the Plan Change.

### **Objective 7.2.4 – Integrated management of fresh water resources**

*Fresh water is sustainably managed in an integrated way within and across catchments, between activities, and between agencies and people with interest in water management in the community, considering:*

- 1. the Ngai Tahu ethic of Ki Uta Ki Tai (from the mountains to the sea);*
- 2. the interconnectivity of surface water and groundwater;*
- 2. the effects of land uses and intensification of land uses on demand for water and water quality; and*
- 4. kaitiakitanga and the ethic of stewardship; and*
- 5. any net benefits of using water, and water infrastructure, and the significance of those benefits to the Canterbury region.*

## Chapter 11 Natural Hazards

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

*New subdivision, use and development of land which increases the risk of natural hazards to people, property and infrastructure is avoided or, where avoidance is not possible, mitigation measures minimise such risks.*

The subject land is not exposed to any significant natural hazard risks, and the proposal has otherwise been assessed by Tetra Tech Coffey and Inovo as suitable for the intended density of development, accounting for natural hazard risks.

Accordingly, the proposal is consistent with these provisions and their associated policies.

### **Objective 11.2.3 Climate change and natural hazards**

*The effects of climate change, and its influence on sea levels and the frequency and severity of natural hazards, are recognised and provided for.*

## Chapter 15 Soils

### **Objective 15.2.1 Maintenance of soil quality**

*Maintenance and improvement of the quality of Canterbury's soil to safeguard their mauri, their life supporting capacity, their health and their productive capacity*

Accounting for the land use classification of the site, the land use intensification proposed by this plan change (and any associated impacts on soil productive capacity) will not detract from soil quality at a district wide level in any significant way. Accordingly, the proposal is consistent with this objective and its associated policies.

## Chapter 16 Energy



<p><b>Objective 16.2.1 – Efficient use of energy</b></p> <p><i>Development is located and designed to enable the efficient use of energy, including:</i></p> <ol style="list-style-type: none"> <li><i>1. maintaining an urban form that shortens trip distances</i></li> <li><i>2. planning for efficient transport, including freight</i></li> <li><i>3. encouraging energy-efficient urban design principles</i></li> <li><i>4. reduction of energy waste</i></li> <li><i>5. avoiding impacts on the ability to operate energy infrastructure efficiently.</i></li> </ol>	<p>The Plan Change site is located in relatively close proximity to State Highway 1 and the existing transport links within and servicing the Rolleston township and the proposed ODP effectively provides transport links and connections for all modes of transport.</p> <p>These measures are consistent with objective 16.2.1.</p>
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161. Overall, whilst the proposal is not consistent with the prescriptive provisions in Chapter 6 directing new residential zones to be located within identified greenfield priority areas, (a tension resolved by the NPS-UD), it is otherwise consistent with the outcomes sought in these provisions and the overarching direction set out in the Regional Policy Statement.

## Land and Water Regional Plan, Canterbury Air Regional Plan

162. The operative Land and Water Regional Plan broadly seeks to manage land and water within the Canterbury Region, by setting water allocation limits and limits on the type and amount of discharges permitted.
163. Notably, objective 3.5 that '*Land uses continue to develop and change in response to socio-economic and community demand*' recognises (generally) the potential for development and change, as is proposed by the plan change. As a caveat to this, objective 3.24 seeks that '*All activities operate at good environmental practice or better to optimise efficient resource use and protect the region's fresh water resources from quality and quantity degradation*' and a number of more specific objectives and policies permeate the Plan in respect of particular water-related issues.
164. It is anticipated that any future discharges associated with the development of the proposed Plan Change site will either fall to be permitted under the Rules of the Land and Water Regional Plan, or will be assessed in an integrated manner through the resource consent process, with Environment Canterbury as the administering body. At such time as detailed development plans for development are advanced, various options for the design and management of discharges will be available (if required) to ensure any adverse effects are minimised.
165. Accounting for this and the technical assessment by Inovo Projects confirming that the proposed increase in density can be readily serviced by water, wastewater and stormwater infrastructure, the proposal is concluded to be generally consistent with the operative Land and Water Regional Plan.
166. The objectives and policies of the Canterbury Air Regional Plan broadly seek (in relation to those activities emitting discharges to air) best practicable options to minimise the effects of discharges, manage and in some situations avoid discharges of PM10, manage discharges of odour and dust from solid or liquid waste, and addressing localised effects of discharges including relative to sensitive receptors. The proposed Plan Change will not



generally result in any discharges to air and will therefore not conflict with objectives 5.1-5.10 (or the related policies).

167. In summary, the proposed Plan Change is not considered to be inconsistent with the relevant Regional Plans.

## Our Space

168. Our Space 2018-2048: Greater Christchurch Settlement Pattern Update Whakahāngai O Te Hōrapa Nohoanga ('Our Space') was prepared to satisfy the requirements of the National Policy Statement on Urban Development Capacity (NPS-UDC) for high growth councils to produce a 'future development strategy' that shows there will be sufficient, feasible development capacity to support housing and business growth needs over the medium (next 10 years) and long term (10 to 30 years).

169. Those parts of Our Space of particular relevance to the proposal are assessed in **Table 10** below.

**Table 10: Assessment of the proposal against the provisions of Our Space**

Our Space Provision	Comment / Assessment
<b>Chapter 5. Our Plan</b>	
<p><b>What will urban growth look like in different areas of Greater Christchurch?</b></p> <p><i>Rolleston continues to grow as the principal centre in Selwyn, with a range of new developments supporting a vibrant town centre and the choice of housing broadening to reflect the changing demand profile of the growing town. Industrial and large format retail expand around the I-Zone Southern Business Hub, benefitting from improved connections across State Highway 1. Lincoln develops while retaining its village and university character, with opportunities emerging from new academic and business partnerships through the Lincoln Hub initiative.</i></p>	<p>The proposal is consistent with this broad overview as to how urban growth is envisaged in Selwyn.</p>
<p><b>5.3 Selwyn and Waimakariri towns</b></p> <p><i>The current district plans for Selwyn and Waimakariri provide for greenfield housing areas in alignment with the settlement pattern outlined for Greater Christchurch in Map A of the Canterbury Regional Policy Statement (CRPS). This map was inserted into the CRPS22 following the adoption of the Land Use Recovery Plan and covers the post-earthquake recovery period through to 2028.</i></p> <p><i>The Partnership has previously considered the longer term growth needs of Greater Christchurch through to 2041, with the extent of planned greenfield areas around Christchurch City and the main towns in Selwyn and Waimakariri to support future housing growth delineated by the Projected Infrastructure Boundary on Map A.</i></p> <p><i>Given the projected shortfalls in housing development capacity in Selwyn and Waimakariri to meet their future needs, a change to the CRPS is proposed to allow Chapter 6 and Map A the flexibility to respond to identified medium term capacity needs. Additional capacity will be directed in the first instance to the key towns of Rolleston, Rangiora and Kaiapoi in support of the public transport enhancement opportunities mentioned elsewhere in this Update. This is likely to identify future</i></p>	<p>As noted earlier in respect of the CRPS provisions, the NPS-UD provides a more enabling approach towards the enablement of greenfield housing areas and as such, the containment of such areas to the areas delineated by the Projected Infrastructure Boundary on Map A is no longer considered appropriate.</p> <p>Notably, this section of Our Space acknowledges:</p> <ul style="list-style-type: none"> <li>• 'Projected shortfalls in housing development capacity in Selwyn and Waimakariri to meet their future needs';</li> <li>• A need for 'the flexibility to respond to identified medium term capacity needs'</li> <li>• 'Additional capacity will be directed in the first instance to the key towns of Rolleston, Rangiora and Kaiapoi in support of the public transport enhancement opportunities...'</li> <li>• 'Longer term [housing needs] will be further considered as part of a comprehensive review of the CRPS scheduled for 2022'</li> </ul>



development areas in the two districts that are within the Projected Infrastructure Boundary. Such a change would be prepared subsequent to this Update and would likely be notified in 2019.<sup>23</sup> These new areas will provide much of the capacity required over both the medium and long term. A 2019 change to the CRPS would ensure that land can be rezoned to meet medium term capacity needs, and the longer term will be further considered as part of a comprehensive review of the CRPS scheduled for 2022.

While it is intended Our Space provides direction to inform future Resource Management Act processes, Figure 16 is indicative only.

To most efficiently utilise land within identified future development areas, consideration will also be given to appropriate residential densities. An evaluation of the appropriateness of existing minimum densities specified in the CRPS for each territorial authority including a review of what has been achieved to date, constraints and issues associated with achieving these minimum densities, and whether any changes to minimum densities is likely to be desirable and achievable across future development areas will commence in 2019.

In the meantime, it is expected that new urban housing in Waimakariri and Selwyn will achieve a minimum net density of 12 households per hectare where any Future Development Area is subsequently zoned. For this purpose, net density has the same meaning as set out in the Canterbury Regional Policy Statement. This will also provide strong guidance for the development of District Plans for both Waimakariri and Selwyn districts.

- 'While it is intended Our Space provides direction to inform future Resource Management Act processes, Figure 16 is indicative only'
- 'it is expected that new urban housing in Waimakariri and Selwyn will achieve a minimum net density of 12 households per hectare'.

Whilst the proposed Plan Change proposes to enable housing supply in advance of the CRPS review in 2022 and in an area that is not 'indicatively' earmarked for growth in Our Space, the enablement of housing supply as proposed is clearly enabled by the NPS-UD. And notably, the proposed change is otherwise consistent with the outcomes envisaged in the bullet points listed above.

Selwyn District and Waimakariri District are undertaking reviews of their respective District Plans. Both reviews will also assess additional provisions to encourage and enable redevelopment within existing urban areas and close to town centres. This is in response to the projected changes in housing demand over the next thirty years, and the role that redevelopment plays to deliver smaller, more affordable housing types that will increasingly be needed to meet future demand. Until these reviews are complete, an understanding of whether any remaining development capacity shortfalls remain is uncertain and can be better understood as part of future capacity assessments in 2020 and every three years thereafter.

For Selwyn, this Update supports the purpose and direction of Selwyn 2031 by promoting a sustainable, consolidated centres-based urban growth pattern that supports the changing population and their housing needs. This, in turn, allows for greater public transport usage. The District Plan Review is supporting this by not actively seeking to rezone additional land for living or business outside of the Projected Infrastructure Boundary.

This Update will help provide a further evidence base for updates to Selwyn 2031 and other strategic documents to accommodate long-term growth through high quality urban environments. Any potential additional provision of business and housing land within the Greater Christchurch area in Selwyn will be strongly guided by this evidence and the current structure plans and town centre studies, ongoing market indicator monitoring and the evolution of the policy framework through the district plan review process.

This proposed Plan Change provides an opportunity to understand 'whether any remaining development capacity shortfalls remain'. This has been assessed by Copeland Brown and in the supporting information in the section 32 assessment, with reference to the policy directives in the NPS-UD.

For the reasons stated elsewhere in the section 32 assessment and technical reports (in particular the urban design assessment by DCM Urban), the proposal otherwise promotes 'a sustainable, consolidated centres-based urban growth pattern that supports the changing population and their housing needs. This, in turn, allows for greater public transport usage'.

#### 5.4 Sequencing and staging of growth

At a local level the Capacity Assessment outlined which areas signalled for growth are already supported by trunk infrastructure. This primarily relates to wastewater networks.

Per the assessment by Inovo, capacity in the wastewater (and other infrastructure/servicing) network exists to support the proposal.



*Infrastructure strategies associated with the recent completed 2018-2028 Long Term Plans have documented the planned infrastructure works scheduled to be completed over the medium and long term to unlock remaining growth areas. These integrate and align with structure plans for main towns covering the development phasing associated with the efficient roll-out of infrastructure.*

*At a Greater Christchurch level sequencing is important to align with cross-boundary investments, especially those relating to the transport network. Collaborative planning undertaken when developing infrastructure strategies and regional land transport plans will be the mechanism to address and resolve any potential misalignment.*

*Future growth areas identified in Figure 15 and 16 will require more detailed planning, technical assessments and consultation with landowners to determine more specific staging of development. Existing policies in Chapter 6 of the CRPS already provide clear direction which these detailed planning processes must give effect to, particularly Policies 6.3.2 to 6.3.7. They ensure the staging of development considers how to support good urban design, align with infrastructure needs and integrate with existing urban areas. Associated policy wording is proposed to complement a change to the CRPS Map A. This will enable District Plan reviews for Selwyn and Waimakariri Districts to, over the medium term, zone and otherwise enable development capacity in accordance with meeting the medium term housing targets incorporated in the CRPS. Reviews of targets and the sufficiency of development capacity are part of periodic capacity assessments and enable the CRPS and district plans to remain responsive to demonstrated need.*

The CRPS provisions, particularly Policies 6.3.2 to 6.3.7 have been assessed, with the requirements for good urban design, alignment with infrastructure needs and integration with existing urban areas satisfied by the proposal.

Sufficiency of development capacity has also been assessed, in accordance with the requirements of the NPS-UD.

## 6.1 Responsive planning

*With many of the primary drivers and influencers of urban development in Greater Christchurch being in a state of change, a responsive approach to planning is necessary to ensure that future opportunities to shape our urban areas and achieve our desired outcomes are realised. This will require monitoring and evaluation, continued relationship building and commitment to this partnership. Key drivers of change at the local, national and global level include:*

- Shifting post-earthquake trends in the residential, commercial and industrial markets, as well as the development sector, as the rebuild and recovery of Greater Christchurch continues to mature;*
- Emerging Government policy in relation to urban growth and development, transport, regional economic growth, and local government funding and financing, which will provide new opportunities for our approach to planning;*
- Changing population and household profiles, and composition of the local economy, which will influence the type of housing and employment that is required in the future to meet the needs and preferences of residents;*
- Growing need to manage and adapt to the natural hazard risk facing our coastal communities given the anticipated sea level rise, and related coastal inundation and groundwater level effects, over the next 30 years and beyond.*

*Given these drivers of change, this Update has been prepared to provide greater certainty over the medium term in regard to how development capacity issues will be addressed (Section 4, Our Challenges) and more flexibility over the long term to enable the Partnership to further consider the most appropriate planning directions and responses.*

This section of Our Space is particularly relevant to this proposal and the context in which the Plan change is made. Specifically:

- Shifting trends in the residential property market (significant demand, limited supply and cost escalation) since the release of the CRPS and Our Space underpin this application.
- The NPS-UD is a significant Government policy that fundamentally affects planning and enablement in relation to urban growth and development, transport, regional economic growth, and local government funding and financing.
- Maturation of the Selwyn local economy (with associated work, education and recreational opportunities) and improved transport accessibility (in terms of CSM, public transport, and local connections to services) has influenced the uptake of available residential land in Rolleston and the demands for additional housing supply.
- The proposal is on land with very low natural hazard risk, including allowances for sea level rise or climate change.

In addition to the factors above, the information provided elsewhere in the section 32 assessment regarding housing supply and demand and the extent to which this proposal adds significantly to development capacity in accordance with the NPS-UD supports a responsive approach.



*In response to this Update, the Regional Council and District Councils will insert the relevant housing targets directly into their respective plans, in accordance with NPSUDC Policies PC5 to PC11.*

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170. Overall, it is acknowledged that the proposal is not expressly contemplated by Our Space which identifies (through Figure 16 and its text) indicative locations of future development areas in Greater Christchurch within the Projected Infrastructure Boundary. However, consistent with the findings regarding the directive policies in Chapter 6 of the CRPS, the recently released NPS-UD provides a more enabling and responsive approach to growth.
171. Accounting for the NPS-UD, the recognition in Our Space that responsive planning is required in response to drivers of change, and that the proposal is otherwise consistent with the key outcomes sought in Our Space in respect of the location and form of growth, the proposal is assessed as being not inconsistent with Our Space.

### **Mahaanui – Iwi Management Plan 2013**

172. The Mahaanui Iwi Management Plan (IMP) sets out Ngāi Tahu's objectives, issues and policies for natural resource and environmental management within the area bounded by the Hurunui River in the north and the Ashburton River in the south. Under Section 74(2A) of the Resource Management Act, a territorial authority must take into account any such plan to the extent that it has a bearing on the resource management issues of the district. The IMP is primarily a tool for the Rūnanga in the area it covers; the plan also provides guidance to territorial authorities and others. The IMP sets out the broad issues as well as the specifics for particular areas. These matters are considered below, as they are relevant to this proposed Plan Change. It is noted that the IMP does not identify any specific cultural values associated with the subject land that might be adversely impacted by its development.

#### *Ranginui*

173. The relevant matters identified in IMP are discharges to air and the protection of night time darkness. The proposed Plan Change does not contain controls on these matters. The main discharge to air that could occur through this proposal is the establishment of log burners or similar within individual houses, as well as discharges of dust to air during the development of the site. Such discharges are controlled by Environment Canterbury through the Regional Air Plan. Controls over night time lighting are not proposed, and therefore some light pollution in a manner that conflicts with the aspirations of the IMP may eventuate. However, given the plan change site directly adjoins an established urban area (with associated light pollution), such effects are not considered to be significant.

#### *Wai Māori*

174. Freshwater is of considerable cultural significance to Rūnanga. The main matters of concern relate to water quality and quantity and mixing waters from different waterbodies. With the reticulation of effluent disposal from new dwellings the potential from adverse impacts on groundwater quality are limited. The site will also be connected to a Council water supply, which is more efficient way to service the development than through a separate well or wells. Stormwater generated by the new roads will be treated and disposed



of through swales or proprietary treatment devices and soakage pits, ensuring that no untreated stormwater will reach groundwater or surface water bodies. Further, roof stormwater (generally considered clean) will be disposed of straight to ground where ground conditions allow for this (as referred to in **Appendix A**). In respect of surface water bodies on the site, there are no natural water bodies and otherwise the water race on the site will be decommissioned and species would be salvaged/relocated to other suitable habitats. All of these aspects of the development combine to ensure that there will be minimum adverse impact on the freshwater quality or quantity within this locality.

#### *Papatūānuku*

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

#### *Tāne Mahuta*

176. This section addresses the significance of indigenous biodiversity and mahinga kai to Rūnanga. The application site is not located in a known mahinga kai area. The subject land has been used for farming purposes for many years. There are no notable indigenous plantings within the site, acknowledging its present use for pastoral grazing. The proposed Plan Change includes planting requirements in the ODP text, and indigenous planting within greenspaces, stormwater management areas, and road reserves will be confirmed at the time of subdivision and development. It is also anticipated that over time, as the area is developed for residential use, that further plantings, both exotic and native, will occur.

#### *Ngā tūtohu whenua*

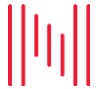
177. There are no known wāhi tapu, wāhi taonga or mahinga kai sites within the application site or close by.

#### *Te Waihora*

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

#### *Summary*

179. It is considered that overall, the proposal will not have an adverse impact on the cultural values of iwi as set out within IMP.
180. As noted earlier, consultation is concurrently underway, and has been undertaken with local Rūnanga via Mahaanui Kurataiao Limited (MKT) in relation to the adjacent Plan



Change 73– see **Appendix H**. A number of their recommendations have been incorporated in the plan change proposal and/or would be imposed at the time of subdivision consent under the existing matters of control within the District Plan.



## Part II of the Resource Management Act 1991

181. The purpose of the Resource Management Act is set out in Section 5 of the Act, being the sustainable management of natural and physical resources. This purpose is subject to Sections 6, 7 and 8 of the Act which set out that matters that are to be taken into consideration in achieving the purpose.
182. Section 6 identifies the matters of national importance that must be recognised and provided for when exercising a function under the Act. None of the listed matters in section are relevant to this site. As discussed above, in relation to section 6 and section 8 matters there are no known wāhi tapu, wāhi taonga or mahinga kai sites or items of historic heritage within the application site or close by.
183. In terms of section 7, the matter of most relevance to the residential zoning and further development of this site is the maintenance and enhancement of the quality of the environment. The quality of environment and amenity values are anticipated to be high, with existing District Plan rules prescribing density standards and associated built form controls to ensure a suitable standard of development and amenity. As noted earlier, this proposal effectively shifts the existing urban/rural interface from Dunns Crossing Road to the western boundaries of the Plan Change site and down to the Selwyn Road boundary. Accordingly, whilst the environment and amenity values of this interface (and the site itself) will change, these qualities will be maintained when considered in a wider context.
184. An overall assessment of the proposal to rezone the land for Living Z purposes is considered to achieve the purpose of the Resource Management Act. The proposal provides for the social well-being of residents of Selwyn District and the Greater Christchurch area by providing an efficient residential development form to increase residential housing capacity at Rolleston.



## **Appendix A**

### **Infrastructure Assessment**



## **Appendix B**

### **Geotechnical Assessment**



## **Appendix C**

### **Preliminary Site Investigation (PSI) Report**



## **Appendix D**

### **Integrated Transport Assessment**



## **Appendix E**

### **Landscape and Urban Design Assessment**



## **Appendix F**

### **Ecological Assessment**



## **Appendix G**

### **Economic Assessment**



## **Appendix H**

### **Mahaanui Kurataiao Ltd Statement (from Plan Change 73)**