



Application for Private Plan Change

Brookside Road Residential Ltd

Selwyn District Council

11 March 2022

Clean version

REQUEST TO CHANGE THE SELWYN DISTRICT PLAN UNDER CLAUSE 21 OF THE FIRST SCHEDULE OF THE RESOURCE MANAGEMENT ACT 1991

Request by: Brookside Road Residential Limited
C/- Aston Consultants Ltd
PO Box 1435
Christchurch 8140, Attn Fiona Aston

To: The Selwyn District Council

Involving the: Operative Selwyn District Plan

The location to which this application relates is:

A 109.7744ha site located on the south western edge of Rolleston with frontage to Dunns Crossing Road, Brookside Road and Edwards Road.

The names of the owners and occupiers of the land to which this application relates are outlined in Table 1. Records of Title are attached in **Appendix 1**.

Table 1

Registered Owner	Address	Title	Appellation	Area (ha)
Gallina Nominees Limited	203 - 263 Dunns Crossing Road	Lot 3 & 4 DP 20007	CB772/69	46.3188ha
White Gold Limited		Lot 1 DP 82068	CB47B/859	44.0055 ha
PA and KD McIlraith	152 Edwards Road	Lot 1 DP 72132	CB41D/425	9.4494 ha
PA and KD McIlraith	152 Edwards Road	Lot 2 DP 72132	CB41D/426	10.0010 ha
TOTAL				109.7744 ha

The Proposed Plan Change seeks to amend the Operative Selwyn District Plan (OSDP) to enable development of the 109.7744 ha site (the Site) for residential purposes in a sustainable and integrated manner that will provide for the needs of the Rolleston and Selwyn community.

The Plan change includes the following changes to the Operative Selwyn District Plan and associated Planning Maps:

- Amend OSDP Planning Maps by rezoning the land identified above from Rural Outer Plains to Living MD and Business 1; and

- b) Insert the Outline Development Plan attached in **Appendix 2** to ensure a coordinated and consistent approach to land development; and
- c) Amendments to Objectives and Policies as below (additions in **bold and underlined**, deletions ~~strike through~~)

Subdivision Rule 12.1.3.50 (a) In respect of the land identified at Appendix 38 (Brookside ODP):

A. A consent notice or similar mechanism shall be registered on the title of lots within this ODP area ensuring there are no occupied dwellings here prior to:

- i. the completion of the upgrade to the SH1 / Dunns Crossing Road intersection; and**
- ii. upgrade to the Lowes Road / Dunns Crossing Road intersection; and**
- iii. realignment of the Brookside Road at Dunns Crossing Road.**

- d) Insert new provisions attached in **Appendix 16** to give effect to s77G Resource Management Act 1991 for Medium Density Residential requirements as proposed by Selwyn District Council. However, in regards to density, a modification (in the form of a cap on household numbers, set out within the ODP) is proposed in order to accommodate a qualifying matter and in response to the findings in the transport assessment in Appendix 7.
- e) Any consequential, further or alternative amendments to the Operative Selwyn District Plan to be consistent with and give effect to the intent of this application and the interests of the Applicant.

Signed:



Fiona Aston, for and on behalf of Brookside Road Residential Limited

Dated: 11 March 2022

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TABLE OF CONTENTS

OVERVIEW	6
Purpose of the Plan Change Request	6
Reason for Request	7
The Site	8
Operative Selwyn District Plan Zoning	12
Approach and Key Features of the Proposed Plan Change	12
 ENVIRONMENTAL EFFECTS OF PROPOSED CHANGE	 14
Township growth and urban form	14
Neighbourhood and wider community effects	16
Well-functioning urban environments	17
Landscape and visual effects	25
Effects on ecosystems and habitats	26
Effects on natural and physical resources	26
Effects on tangata whenua values	26
Discharges of contaminants into the environment	27
Risks from natural hazards or hazardous installations	27
Geotechnical assessment	28
Contaminated land	29
Odour	30
Economic effects	30
Climate change effects	32
Positive effects	33
 SERVICING FOR THE PLAN CHANGE AND EFFECTS ARISING FROM SERVICING	 33
Wastewater	33
Roading and traffic effects	34
Stormwater servicing	35
Water supply	36
Electricity reticulation	36

STATUTORY PLANNING ASSESSMENT	37
Requests for plan changes	37
Sections 74 and 75 Matters to be considered	38
Functions under section 31 RMA	39
Part 2 Resource Management Act 1991	39
Direction under Section 25A(2) RMA	41
Evaluation under section 32 RMA	41
National Policy Statements	41
National Policy Statement – Urban Development 2020	41
Proposed National Policy Statement – Highly Productive Land	44
National Planning Standards	45
Canterbury Regional Policy Statement 2013 (CRPS)	45
Land and Water Regional Plan	51
Operative Selwyn District Plan (OSDP)	51
Proposed Selwyn District Plan (PSDP)	52
 ASSESSMENT AGAINST OTHER PLANNING DOCUMENTS	 53
Our Space (2019)	53
Rolleston Structure Plan (2019)	54
Selwyn 2031 District Development Strategy	55
Mahaanui Iwi Management Plan	56
 SECTION 32 ASSESSMENT	 57
 CONCLUSION	 60

Appendices:

Appendix 1: Records of Title

Appendix 2: Outline Development Plan including narrative

Appendix 3: Urban Design Statement and Visual Assessment: a+ Urban

Appendix 4: Geotechnical Investigation: Fraser Thomas

Appendix 5: Preliminary Site Investigation: Fraser Thomas

Appendix 6: Infrastructure Report: Fraser Thomas

Appendix 7: Integrated Transport Assessment: Stantec

Appendix 8: Assessment of RPS Objectives and Policies

Appendix 9: Assessment of Land and Water Regional Plan Objectives and Policies

Appendix 10: Assessment of Operative District Plan Objectives and Policies

Appendix 11: Assessment of Proposed District Plan Objectives and Policies

Appendix 12: Assessment of NPS-UD 2020

Appendix 12A: Assessment of NPS-UD 2020 Policy 1

Appendix 13: Section 32 Assessment

Appendix 14: Economics: Insight Economics

Appendix 15: Economics: Brown, Copeland & Co

Appendix 16: Selwyn District Plan Amendments to give effect to MDRS (Medium Density Residential Standards) Requirements

Figures:

Figure 1: The Site

Figure 2: Nearby Proposed Plan Change Sites

Figure 3: Operative District Plan Zoning

Figure 4: Operative District Plan Appendix 38 Rolleston ODP Areas

Figure 5: Canterbury Regional Policy Statement (CRPS) Future Development Areas (FDAs)

Figure 6: PC73 ODP Skellerup block – north portion showing setback

Figure 7: Existing Bus Routes in Rolleston

Figure 8: Proposed District Plan Planning Map – Flood Plain Management Area

Figure 9: Our Space Figure 16 Proposed Development Areas

Figure 10: Rolleston Structure Plan

Overview

Purpose of the Plan Change Request

1. The purpose of the proposed Plan Change is to re-zone 109.7744 ha of Rural Outer Plains land to Living MD and Business 1 to enable residential development on the western edge of Rolleston for a site with frontage to Dunns Crossing Road, Brookside Road and Edwards Road. The LMD zone and other Medium Density Residential Standards (MDRS) included in the Plan Change are based on the Council's preferred approach to incorporating changes to the District Plan in a consistent manner and in accordance with the requirements of the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021.
2. Development will be in accordance with an Outline Development Plan (ODP) to ensure an integrated approach to residential development including provision of appropriate road linkages to the existing urban area and possible future urban areas to the north and south of the Site, including the land the subject of Plan Change 73 (PC73).

Reason for Request

3. The reasons for the submission are outlined below. In summary:
 - a) The proposed rezoning is both appropriate and necessary to achieve sustainable growth and development of Rolleston and meet the requirements of the National Policy Statement on Urban Development 2020 (NPS-UD 2020).
 - b) The Site is an ideal and logical location for further urban growth of Rolleston and will achieve a compact, and efficient, urban form with excellent connectivity by multiple transport modes. It will bridge the existing residential development to the east and north, and proposed re-zoning to residential for large areas of land to the south and north (Plan Change 73) **(Figure 2A and 2B)**.
 - c) The merits of re-zoning the Site should be assessed with an eye on the bigger picture of the land that is being developed now, and the nearby land that is subject to Plan Change requests and/or subject to submissions on the Proposed Selwyn District Plan (PSDP) to re-zone. The Site forms part of a bigger and logical extension to the growth of West Rolleston; the decision on this Site should go hand in glove with nearby re-zone decisions so the Site is not potentially left as an isolated block of Rural Outer Plains land surrounded on most sides by Living Z or Living 3 zoned land.
 - d) Adjoining the Site are

- A cluster of 11 existing rural residential sized lots on the north side of Brookside Road zoned L2 (Operative Selwyn District Plan) and LLR (Proposed Selwyn District Plan)
 - Plan Change 73, which proposes LZ zoning for land comprising
 - Holmes block (north of the above rural residential cluster) – 87.53 ha, projected yield 1150 lots, and including a local business centre (B1);
 - Skellerup block (adjoining the Site's southern boundary) – 72.69 ha, projected yield 950 lots, and including a local business centre (B1);
 - Plan Change 70 land on opposite side of Dunns Crossing Road (to southeast): covers 65 ha and projected yield about 800 lots.
- e) The rezoning will accommodate a further approximate 1320 households which represents the equivalent of 24% of the current housing stock (5304 households 2018 Census) at Rolleston; it will supply significant additional capacity and contribute to a well-functioning urban environment, meeting the NPS-UD 2020 Objective 6 c) and Policy 8 criteria for 'unanticipated' (in a Resource Management Act 1991 document) plan changes.
- f) Any adverse effects on the environment arising from the rezoning will be less than minor and able to be mitigated. A high amenity master planned development is proposed.
- g) Significant positive effects arise from the rezoning. It will enable the short-term housing demand at Rolleston to be met, and will deliver affordable housing which is currently undersupplied.
- h) There is no additional cost to the Council in re-zoning the Site as there is capacity in the public utilities and the existing road network, including planned upgrades.
- i) The rezoning is consistent with the Operative Selwyn District Plan (OSDP) objectives and policies and proposed SDC MDRS requirements, except those relating to the Canterbury Regional Policy Statement ('CRPS') location of urban growth requirements. Those policies are already out of step with higher order RMA statutory documents because they do not give effect to the NPS-UD 2020.
- j) The alternative of retaining Rural Outer Plains is not an efficient use of the Site as it is immediately adjoining the urban area of Rolleston, and in a location highly accessible to the town centre by active transport modes as well as car, and it is bounded by two blocks proposed for LZ in PC73 (which are otherwise currently zoned for large lot residential purposes).

- k) The rezoning is consistent with and the most appropriate, efficient and effective means of achieving the purpose of the RMA.

The Site

4. The Site is a 109.7744 ha block of land fronting Dunns Crossing Road, Brookside Road and Edwards Road, Rolleston (**Figure 1**).
5. The triangular block of land on the corner between Edwards and Brookside Roads is fully irrigated and used as a dairy cattle run-off.
6. 152 Edwards Road contains an existing dwelling built about 1980. The site is used for low intensity pastoral production and grazing.
7. A Property Advisory Valuation Report (March 2021) identified that the former Gallina/Wattie Heinz Site contains a specialised poultry breeder complex. The property is leased to Tegel through till 31 March 2022. Rented and leased assets included 7 x 1,375m² sheds, egg storage rooms, storage, and staff facilities, 3 x manager dwellings, plus ancillary outbuildings, landscaping, utilities, and pastoral land used for dryland farming.



Figure 1: The Site (outlined in red)

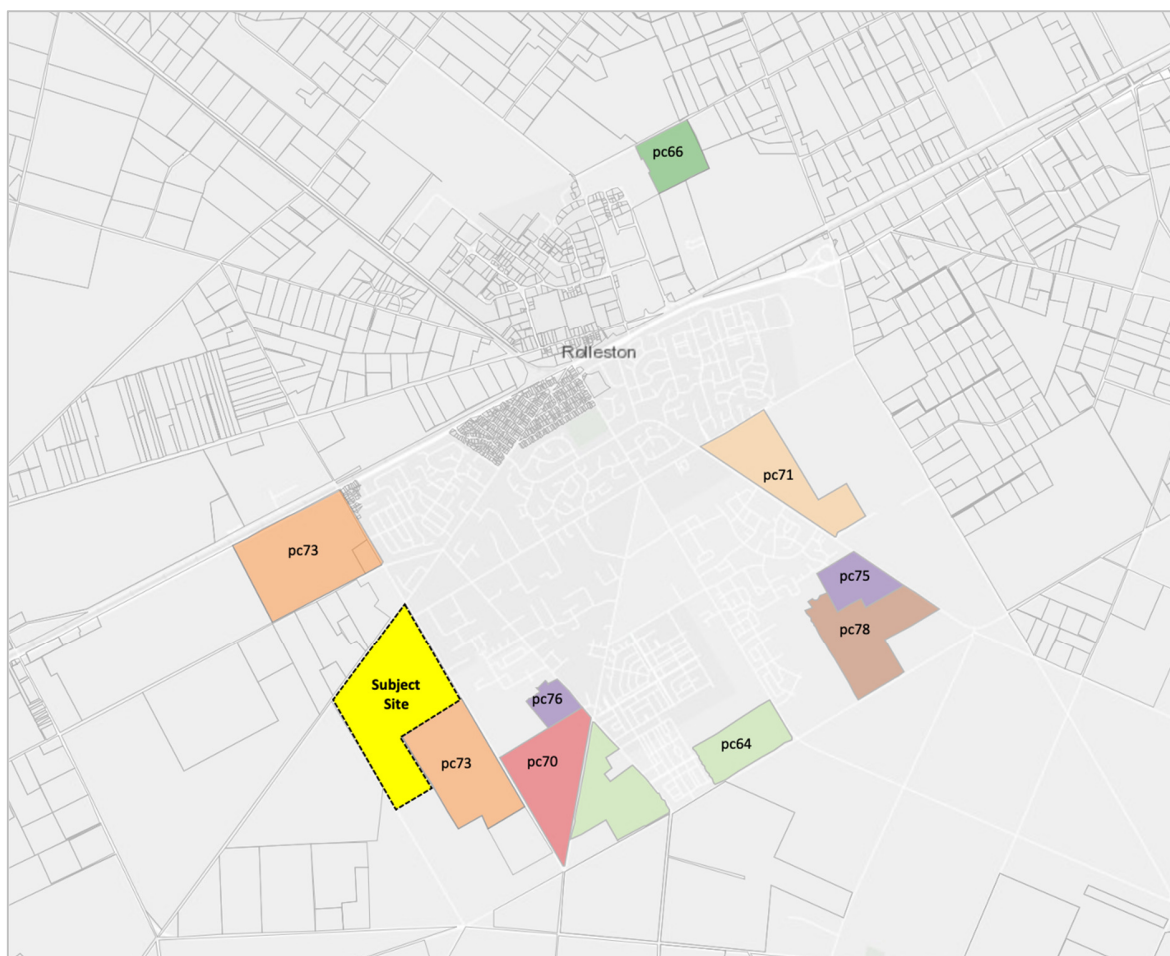


Figure 2A: Plan Changes adjoining the Site

8. An existing shallow water race generally extends through the south-western part of the site, and generally along the north-eastern boundaries of Lots 1 and 2 DP 72132. The water race banks are generally subvertical and approximately 0.8 m in vertical height. The water race ranges between approximately 6 m and 10 m wide (Fraser Thomas Geotech Report at section 6.2).
9. The Site has urban land to the east and north. That is in the form of L1B, Living Z and L2. The township boundary which reflects Map A Chapter 6 CRPS and the Projected Infrastructure Boundary, follows Dunns Crossing Road.
10. Directly west is farmland and some rural lifestyle blocks extending to Edwards Road.
11. To the north-west off Lowes Road is Brookside Park.
12. Adjoining the Site immediately to the south and further north are two large blocks comprising Plan Change 73, a plan change for full residential development (**Figure 2A**).

13. Rolleston West Primary School is located 430m north of the Site, along Dunns Crossing Road, next to the PCC73 Holmes block.
14. The SDC waste transfer station and effluent treatment facility is located to the south east of the property on Burnham School Rd.
15. The Site sits at the western edge of Rolleston. Rolleston presently has a population of 17,499 (2018 Census). It is rapidly growing:

2006 (count)	2013 (count)	2018 (count)
4959	9555	17499

Statistics NZ

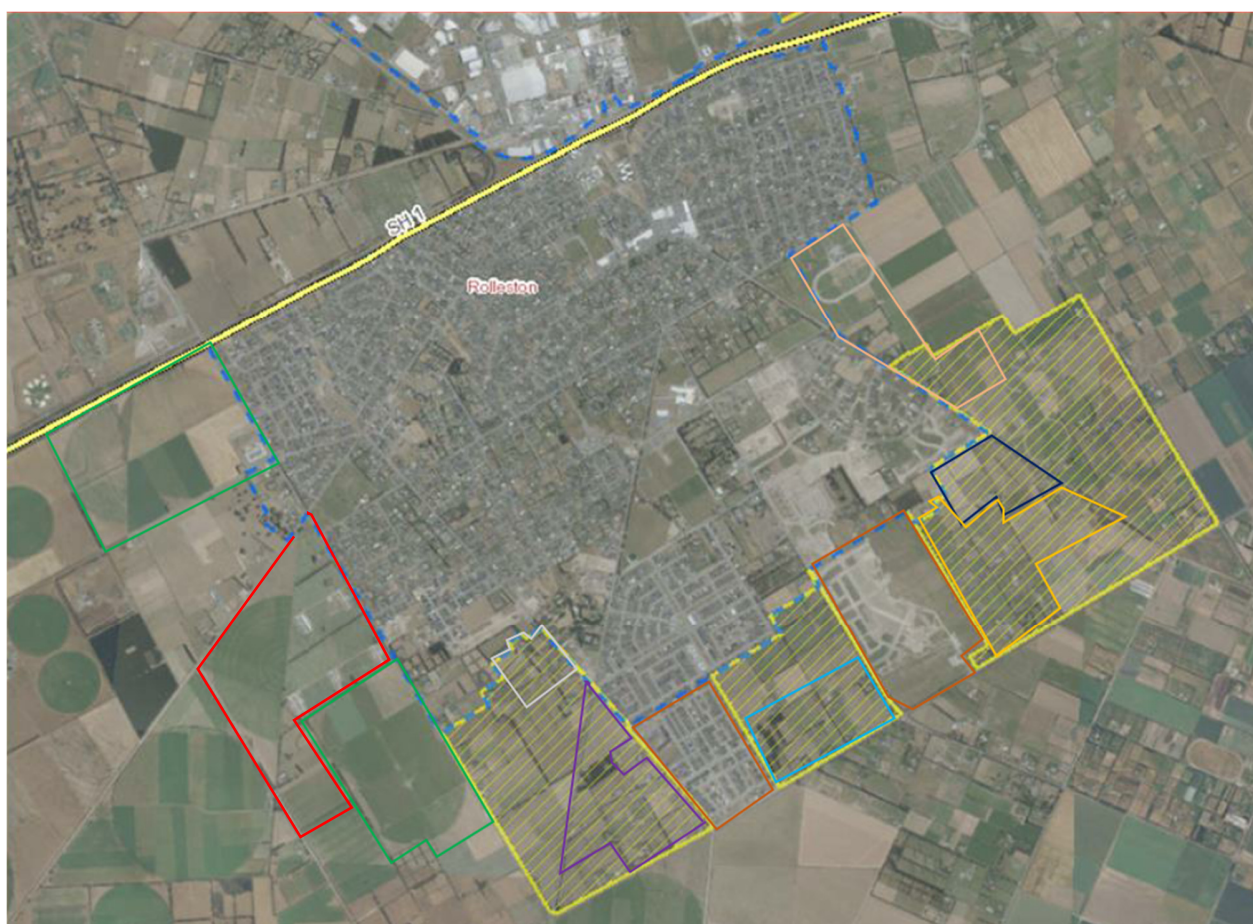


Figure 2B: Nearby Proposed Plan Changes and Special Housing Areas (as at 22.3.2021)

Site outlined in red. Residential zone boundary hatched blue, Urban Growth Overlay hatched yellow (Proposed District Plan), PC64 – blue, PC70 – purple, PC71 – light pink, PC73 – green, PC75 – dark blue, PC76 – grey, PC78 – orange, Special Housing Areas – brown.

Operative Selwyn District Plan Zoning

16. The Site is zoned Outer Plains in the Operative District Plan (OSDP) (**Figure 3**). The minimum lot size for subdivision and a dwelling is 20 ha.

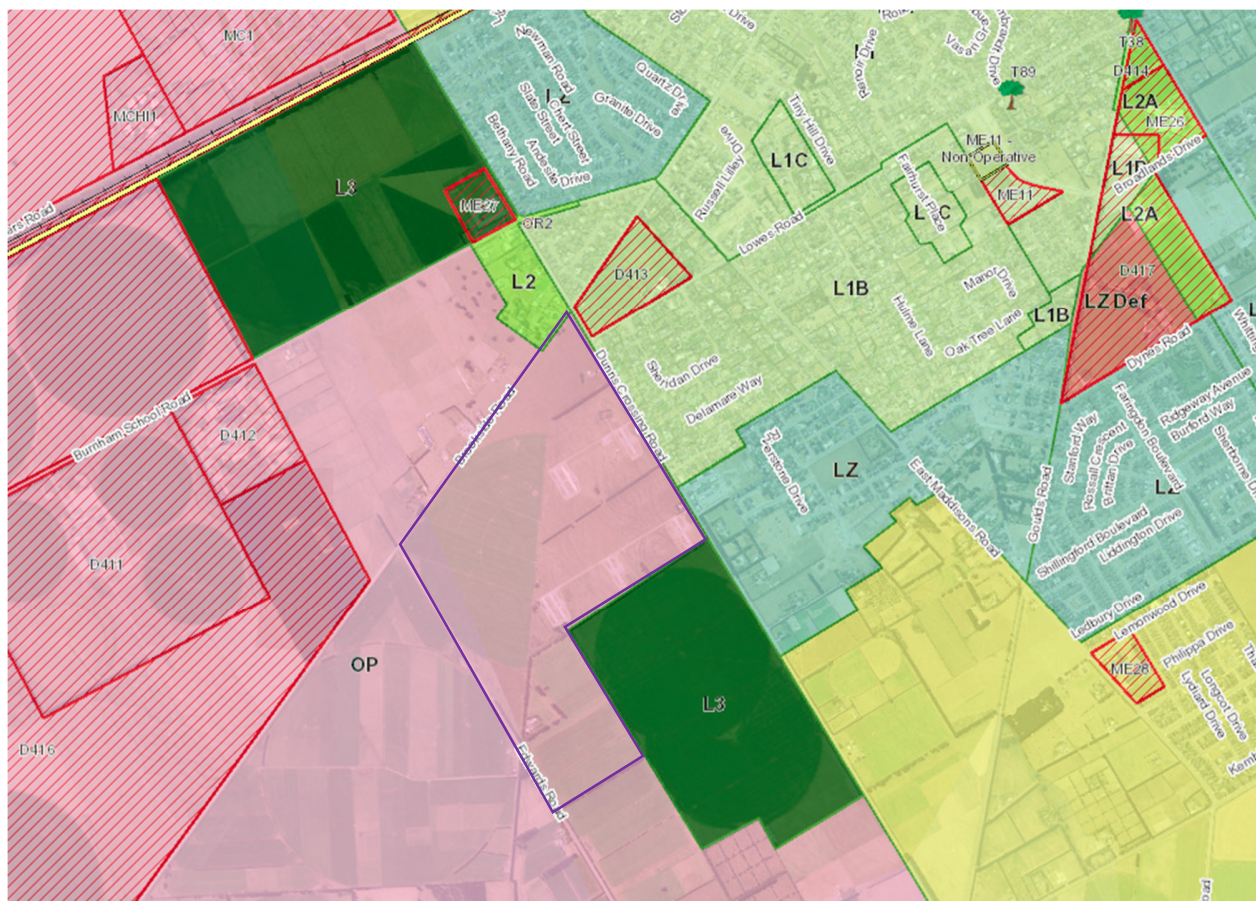


Figure 3: Zoning of the Site (site outlined in purple)

Approach and Key Features of the Proposed Plan Change

17. The proposal is to rezone 109.7744 ha of land as detailed above from Rural Outer Plains to Living MD and Business 1 (**B1**).
18. The proposed outline development plan (ODP) is attached as **Appendix 2**.
19. Subdivision of the Site will create approximately 1320 Living MD lots at 12hh/ha.
20. The development has been designed in such a way that it could form part of a larger area linking into the Plan Change 73 proposal to the north and south. As such a Site specific ODP needs to demonstrate how it will fit within an overarching ODP for the development of all that

land from the State Highway/SIMT, west to Edwards Road and south to the southern PC 73 land.

21. The key design drivers for the ODP are:

- a) Extend a diagonal link along a desire-line through the Site with high amenity pedestrian and cycling facilities to create a green link between the centre of the Site and Brookside Park/ Lowes Road.
- b) Create diverse living environments including Medium Density housing supported by open green spaces.
- c) Provide a high amenity for all internal connections to support pedestrian and cycle movement.
- d) Create a strong interface and new connections with the immediate residential neighbourhood east and south.
- e) Build on the close walking and cycling network providing safe and direct links to the town centre, large open spaces and the new local centres in proximity to the Site.
- f) Integrate centrally located green spaces, and two small local commercial centres in strategic locations to support the residential community.
- g) Create a clear east west and north south road hierarchy.
- h) Align Brookside Road directly with Lowes Road to resolve potential conflict.

22. The development concept provides for sound urban design by:

- a) A hierarchy of movement corridors.
- b) Enabling walking and cycling.
- c) Block perimeters being kept as small as practicable to aid permeability and higher public amenity.
- d) Providing for lifestyle choice and well-being through a range of lot sizes enabling a range of housing typologies with an area of medium density housing.
- e) Achieving a minimum of 12 hh/ha.

23. The plan change adopts the existing Operative District Plan and proposed SDC Medium Density Residential (MDR)_zone and rules framework for consistency. Minor additions are proposed to include the ODP and amendments to rules to reflect the provisions of the ODP. In summary the District Plan amendments include:

- a) Amend relevant planning maps to show Site as LMD and B1 zones.
- b) Adding an ODP to Appendix 38 Township Volume.
- c) Add new Rules about timing of development in relation to:

- the completion of the upgrade to the SH1 / Dunns Crossing Road intersection; and
- upgrade to the Lowes Road / Dunns Crossing Road intersection; and
- realignment of the Brookside Road at Dunns Crossing Road.

ENVIRONMENTAL EFFECTS OF PROPOSED CHANGE

Township growth and urban form

24. In terms of township growth there is significant pressure on extending the Township Boundary as population growth rates far exceed what was anticipated and planned for in strategic planning documents, and subsequently provided in the OSDP (and PSDP).
25. The OSDP has in the Township Volume at Appendix 38 a series of adopted ODPs that provide for the outward growth of Rolleston. In close proximity to the Site to the east are ODPs 1 and 12 (**Figure 4**). This clearly shows how the Site has, or is planned to border, full urban zoned land east of Dunns Crossing Road as provided for by the OSDP.

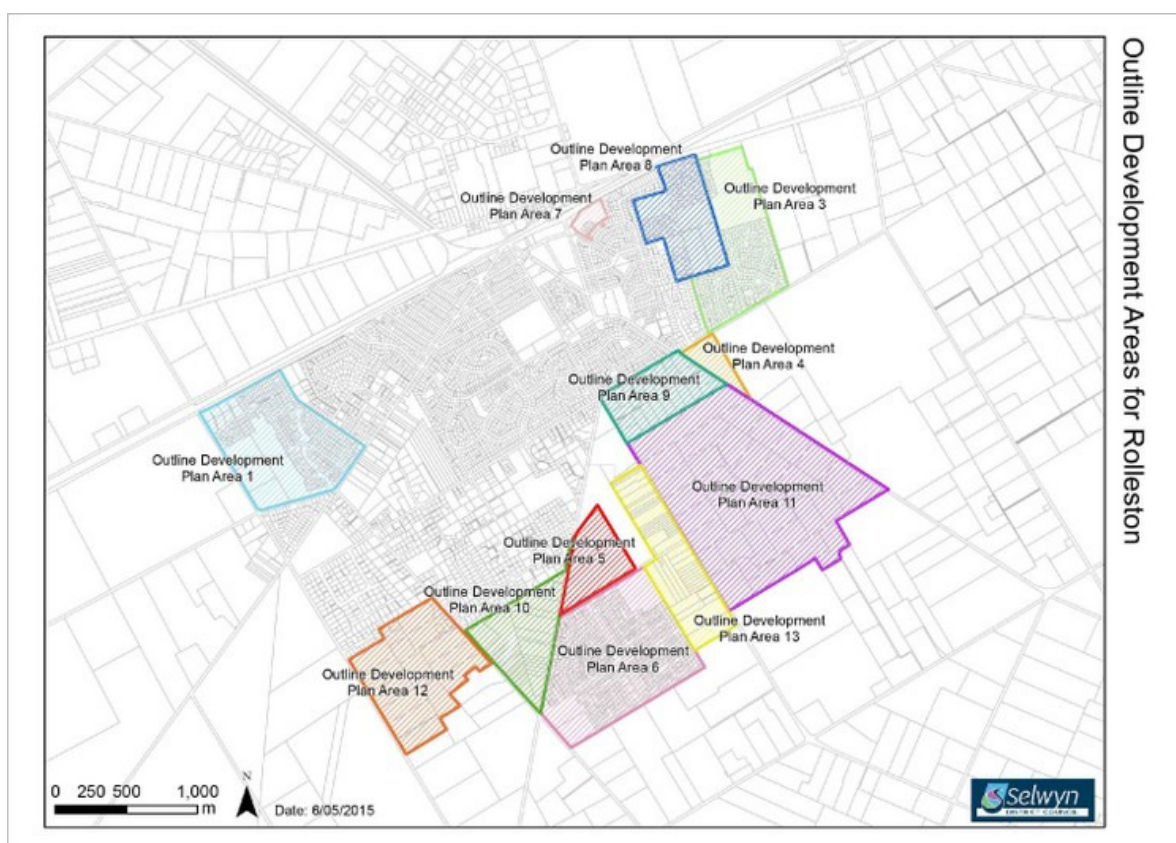


Figure 4: Operative District Plan Appendix 38 ODPs

26. The Site is immediately adjoining the current urban boundary and is a logical location for further urban development in west Rolleston. It will continue a pattern of contiguous, compact and integrated development of new residential areas.
27. Figure 16 of the Our Space Report shows Future Development Areas near this location at the junction of Dunns Crossing and Selwyn Roads (**Figure 5**). The present FDA boundary is Dunns Crossing Road and includes land to the east of the Site. Development is pushing up hard against that boundary now. Looking long term with a view to how to accommodate further growth at Rolleston a new western boundary that adopts conventional, and clear boundary markers such as a road has merit. Edwards Road provides a clear defining new western boundary by taking a line extending NW from Edwards Road to the State Highway and SE to Selwyn Road to define a new outer boundary of Rolleston as Figure 16 has done. That provides a defensible and coherent outer limit to the form of Rolleston and marks a strong outer limit as that boundary engages with the potential reverse sensitivity effects of The Pines Wastewater Treatment Plant and the Resource Recovery Site.
28. It is moot the weight to be given to existing boundaries that served a previous purpose in managing outward growth of Rolleston, but that now act to constrain choices in how to provide for potential future growth. The Brown, Copeland & Co report has charted the rate of growth over the last ten years and forecasts that rate of growth to continue at a rate consistent with the high growth NZ Statistics projections.



Figure 5: Canterbury Regional Policy Statement (CRPS) Chapter 6 Future Development Area (FDA) areas

Neighbourhood and wider community effects

29. The Site lies immediately adjoining residentially zoned and developed land to the east, and north (northeast end), and residentially zoned land to the south (zoned L3, and subject to PC73 for rezoning to LZ).
30. A positive neighbourhood and community effect will arise from the provision of more choice in the land/housing market in Rolleston. This is discussed in the Insight Economics Report.
31. The Site will support a variety of residential building typologies and this will contribute to a mix of households within the development and provide built form variety and interest in the streetscape. To achieve the proposed minimum density of 12 hh/ha some comprehensive residential housing will be required and is most appropriately located central to the Site not on its boundaries thereby reducing the potential for adverse off-site effects.
32. Rolleston is well-positioned to accommodate and service the needs of a fast-growing resident population that will in turn support more business activity, schools, community facilities and community organisations. The flow-on effects on Rolleston services and facilities and its existing residents from spending and an employment viewpoint from developing the Site,

building approximately 1320 homes, and supporting its population are examined in the Insight Economics Report (**Appendix 14**). It concludes at section 5.3 that:

33. *...future households on the subject site will spend nearly \$102 million per annum on a wide range of household goods and services, many of which will likely be purchased from the Rolleston Town Centre. Accordingly, future development of the land will provide significant commercial support for Rolleston businesses.*

34. There is some potential for reverse sensitivity issues to arise:

- Where the residential activity edge abuts rural land. That can be managed and mitigated by design options within the ODP and rural/urban interfaces appropriately managed by development and activity standards. This is discussed in the Urban Design Statement (**Appendix 3**).
- From the nearby Resource Recovery Facility and the Pines Wastewater Treatment Plant. Evidence at the PC 73 hearing identified this issue and it is understood the applicant proposed some measures to address this matter from an odour perspective (largely not affecting this Site). For consistency purposes those measures can be adopted for this Site.

35. With urban land to its east across Dunns Crossing Road, the Site as residential land will provide continuity and consistency in urban landscape and the amenity of West Rolleston.

Well-functioning urban environments

36. The Site immediately adjoins the existing built-up urban area of Rolleston to the east.

37. The conversion of the Site from its present intensive, dairy runoff and grazing rural uses to residential will continue a pattern of outward expansion of Rolleston provided by the OSDP. A change to Living **ZMD** and Business 1 will address a potential future issue of residential compatibility with lawfully and long-established chicken breeder units close to new urban development if Plan Change 73 succeeds. Conventionally such uses do not sit well together in such close proximity. PC73 includes a 150m Odour Setback Area (OSA) from the existing chicken sheds along the northern portion of the Skellerup Block (**Figure 6**). Residential dwellings are excluded until and if residential subdivision proceeds on the current chicken breeder site or if the chicken breeder site is no longer operating on the site. This will happen sooner if this Plan Change proceeds, and zoning is changed to facilitate urban residential development. As a result, removal of the OSA will enable a more efficient use of the PC73 land for urban purposes.

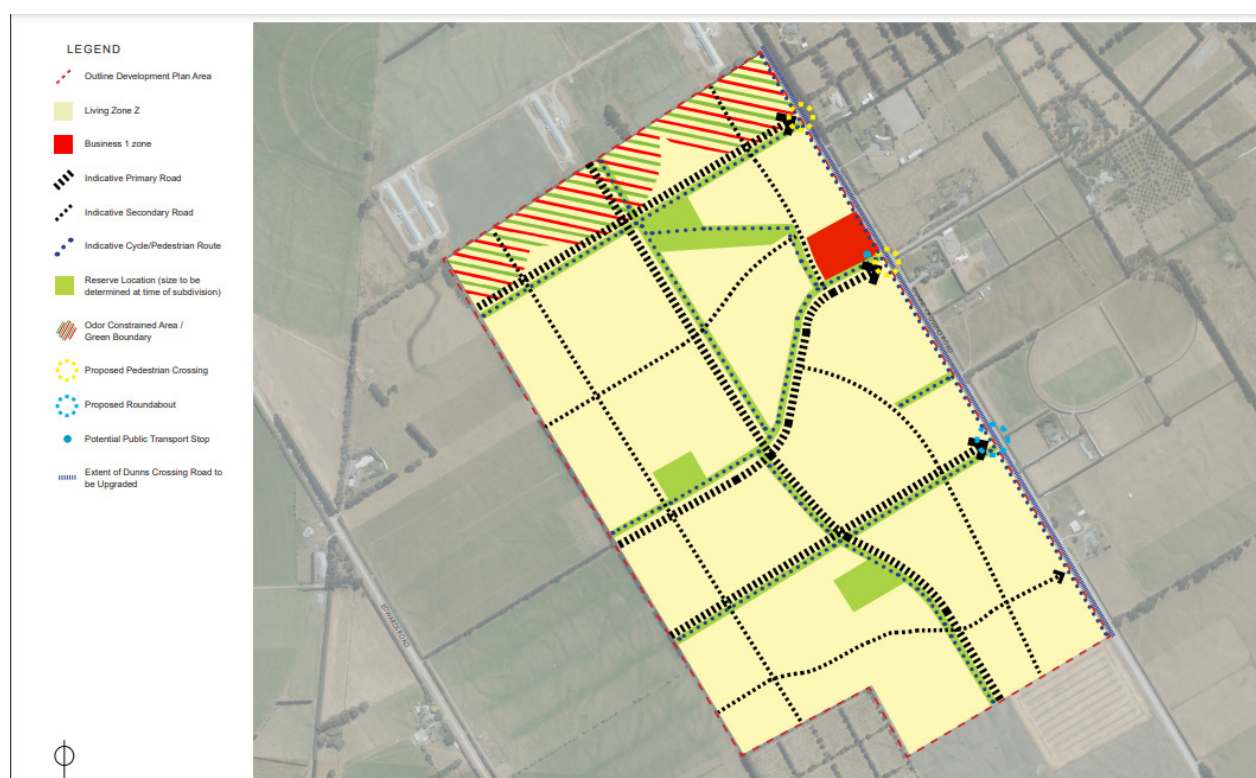


Figure 6: PC73 ODP Skellerup block – northern portion showing setback

38. Rolleston is growing at pace. It is attracting significant interest from new home buyers as people respond to the significant investment in upgraded transport links (Southern Motorway and public transport) and a growing economic base for employment in nearby industrial and commercial areas at Rolleston and Christchurch City.
39. Rolleston has excellent connectivity to Christchurch City, both via the Southern Motorway Extension, and public bus services. The No. 85 bus service runs direct between Central Christchurch and Rolleston six times a day – three in the morning and three in the early evening. The No. 5 Yellow line here is a very regular bus service every half hour. The standard trip for both services is approximately 1 hour. There are Park n Ride facilities at Foster Recreation Park and Norman Kirk Drive, which link to the No.85 non-stop bus service between Rolleston and Christchurch City, stopping at Christchurch Hospital, the Central Bus Exchange and Ara Institute.
40. Existing bus routes could be extended to service the Site, as outlined in the Traffic Assessment (**Appendix 7**). The current routes are shown in **Figure 7**. The existing No. 5 route includes a stop at Brookside Park, directly opposite the northeast corner of the Site. Economies of scale afforded by a growing population would also support additional or improved public transport facilities being

provided for the Plan Change site and Rolleston generally.

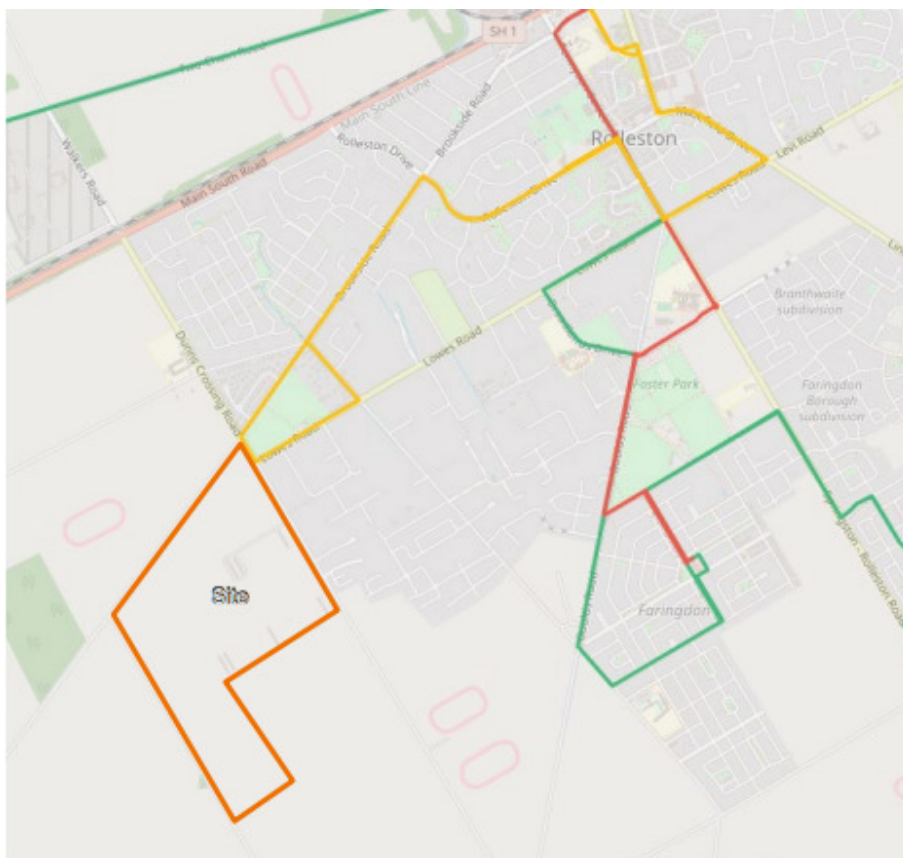


Figure 7: Existing Bus Routes in Rolleston

41. Rolleston is close to (and made closer in travel times by the Southern Motorway) the substantial and fast growing south west Christchurch industrial area. It is closer to that than much of Christchurch as a location for jobs. It is also close to, and readily accessible to, major employers at Lincoln including the university and research institutes.
42. The Site is convenient to the Rolleston town centre, and to many of the town's community facilities and amenities. Rolleston is, even at its burgeoning size, still a small town. There are not huge distances to travel to any point. The Site is closer to the town centre even at its outer extent (Edwards Road) than parts of the South Rolleston Future Development Area (FDA).
43. PC73 proposes local commercial centres along the Dunns Crossing Road frontages of both the Holmes and Skellerup blocks. It is proposed to have two small commercial centres in the Brookside Road PC area, one nearby the medium density area central to the site, and one on

Dunns Crossing Road, providing for local convenience needs. All these centres will provide convenience shopping within walking distance and provide opportunities for drive-by shopping as well.

44. The ODP shows how provision is made within the Site for roading links into adjoining and planned residential areas and how it forms part of the new residential areas. Specific decisions on the location of common roads that link the various developments will be required, but the ODP indicatively shows connectivity to the wider urban area (**Appendix 2**).
45. The ODP provides for multi-modal travel within and to / from the Site. There are dedicated pedestrian / cycle links provided on the ODP that extend to the boundaries. The road corridors are also required to accommodate pedestrians and cyclists, as well as catering for extensions to existing public transport services. The road frontage upgrades to Dunns Crossing Road, Brookside Road and Edwards Road are noted in the ODP text as potentially needing to accommodate a shared path in collaboration with SDC. These upgrades are discussed in the Stantec ITA at Section 9.
46. The following assessment of the criteria in the NPS-UD 2020 for determining a well-functioning urban environment shows that the plan change will deliver urban, housing and residential outcomes that meet those criteria. There will be a variety of homes enabled by including provision for medium density small lot and comprehensive housing. The Site is well-positioned, building as it does on an existing township well-served by public transport and cycling options, to provide good accessibility to jobs, community services, and open spaces, as well as mitigating climate change impacts and future natural hazards as it is located away from the coast and well removed from major rivers.

NPS-UD Policy 1	Assessment
(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;	The plan change supports a range of different housing typologies, including a minimum individual allotment size of 400m ² and comprehensive residential development i.e. semi attached and attached built form typologies. The ODP has been designed to accommodate medium density housing, principally around the green spaces and the green corridor aligned to the NE towards Brookside Park, as outlined in the ODP narrative. There is also scope for other types

	of housing, including retirement housing and villages and social housing, subject to meeting the LMD rule requirements. House and section prices in Rolleston are becoming expensive and the rezoning will generate varied and more affordable housing options in the locality.
(b) N/A business sectors	
(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; and	The Site has frontage to Dunns Crossing Road which provides access in to the town centre, via Lowes Road and Brookside Road. It is expected public bus routes will be re-defined as Rolleston expands to provide public transport options closer to the Site noting that the No. 5 bus presently stops at Brookside Park just NE of the Site. The Site is well positioned for the extension of existing PT services. It is also accessible to the Rolleston Park'n'Ride facilities at Foster Park and the town centre. The Site is in walking distance of Foster and Brookside Park. The Site has excellent accessibility to SH1 and the Midland Railway (and any future opportunities it may provide for alternative rail-based PT); and to the wide and rapidly growing range of employment opportunities on offer at Rolleston, the District's largest Key Activity Centre and focus for the widest range of support commercial and community services and facilities. Local centres within the Site as shown on the ODP and proposed as part of PC73, will also provide easily accessible convenience services for future residents of the plan change area.
(d) support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and	The demand for housing and land in Rolleston is largely ahead of the planning means to respond. This plan change will respond to the shortage of land for development at Rolleston. The Insight Economics Repot focusses on this at Section 5. This confirms that the proposal provides a "<i>substantial direct boost in the district's dwelling capacity...</i>" enabling "<i>the market to be more responsive to</i>

	<i>growth in demand...</i>" The report confirms that the proposal will "<i>help to foster competition in the local land market</i>" contributing to economic efficiency. The FDAs at Rolleston have the capacity to deliver potentially 5756 sections, although not all parts are subject to rezoning submissions through the Proposed Selwyn District Plan or private plan changes. The additional rezoning sought will enable the sale of sections to end users but also larger blocks of rezoned land to other parties who are experienced development companies who prefer to purchase rezoned land as their expertise does not lie in the 'rezoning' process.
(e) support reductions in greenhouse gas emissions; and	The Site is part of a proposed West Rolleston growth area which will have its own local centres to provide easily accessible convenience. It has good accessibility as outlined under (c) above including by active and public transport modes. The ODP incorporates provision for multi-modal transport internally and to neighbouring areas. All these elements will support reductions in greenhouse gas emissions. In addition, it can be expected that with time transport related emissions will reduce with the take up of electric vehicles and greater use of PT services as they improve due to greater economies of scale arising from the larger Rolleston population to support them. Methane emissions associated with existing dairy run off farming will end once the land is developed for urban purposes.
(f) are resilient to the likely current and future effects of climate change	The Site is an inland site away from major rivers. It is not at risk from climate change induced extreme natural hazard events like sea level rise, or river flooding.

47. The following assessment of the Plan Change against the Ministry for the Environment's recommended key features of well-functioning urban environments¹. The key features have been assessed at a District scale and a Greater Christchurch Scale. The assessment shows

¹ <https://environment.govt.nz/assets/Publications/Files/Understanding-and-implementing-responsive-planning-policies.pdf>

the Plan Change site can be considered a well-functioning urban environment within the context of Rolleston and Greater Christchurch.

MfE Feature	District scale	Greater Chch scale
Variety of homes	The target market is a mix of housing typologies, including family-based housing and smaller more affordable housing, including comprehensive terrace and smaller apartment type housing. This will help create a cross-section of community and include affordable housing. There is also scope for retirement housing and social housing. Multi-storey high rise, high density housing is not anticipated as that is more appropriate at the main activity centre at Rolleston if at all in the District.	The proposal will enable a wide range of housing typologies including medium density and scope for other forms of housing including retirement and social housing. Multi storey high rise, high density housing is not anticipated as that is more appropriate at main activity centres or in support of City Centre rejuvenation.
Variety of sites for businesses	Two small local shopping centres zoned B1 are proposed within the Site to meet the needs of nearby residents within walking distance and help reduce the need to travel for convenience shopping..	Two small local shopping centres zoned B1 are proposed within the Site to meet the needs of nearby residents within walking distance and help reduce the need to travel for convenience shopping.
Good accessibility by public or active transport	The Site is well-connected to the rest of the District being on arterial roads. There are two Park n Ride public bus facilities in Rolleston. Cycling facilities provide travel options to the town centre, town amenities and facilities elsewhere in Rolleston and there is ample scope for recreation/social cycling with new facilities on the southern motorway and existing links to other District towns..	The Site is well-connected to Greater Chch being on arterial roads and easily accessible to key transport corridors newly built from SW Chch. The Park n Ride facilities provides direct connections to the centre of Christchurch at the Bus Exchange, Christchurch Hospital and Ara Institute, providing easy interconnectivity to other locations. The Site is easily accessible to Chch Airport and the rail head at Addington.
Competitive land and development markets	The key growth areas are at Rolleston, Lincoln, West Melton and Prebbleton. Rolleston and Lincoln are recognized as Key Activity Centres. Additional developer(s) increases competition both within and between district centres. Once rezoned, the land may also be attractive to other developers who prefer to purchase urban zoned land as their expertise lies in land development not the rezoning process. Discussed at section 5 Insight Economics Report.	In the Greater Christchurch context, there is already a significant shortage of land in Selwyn District for the medium (if not short) term and as shown in the current CRPS housing capacity targets (which are in any case out of date). Market feedback is that there is also now a shortage of available sections and developable land in Christchurch City, with Halswell now at capacity. The Site is an attractive development option providing mainstream housing much in demand by families and first home buyers, and scope for other forms of housing, in response to housing demand and needs.

		Rolleston is growing its self-sufficiency capacity as its population grows and as public investment supports the growth in a co-ordinated way. Discussed at section 5 Insight Economics Report.
Reductions in greenhouse gases	Addressed at paras 70 - 74 of this application. Rolleston is at a scale and with wide range of amenities and facilities that, with the growth in employment opportunities afforded by iZone, IPort Business Park and the town centre, mean the town is well self-contained minimising the need for travel. At section 5.3 the Insight Economics report notes ... only a third of Selwyn resident spend is retained in the district, with more than half leaking out to Christchurch City. While some of that city spending may occur before, during, or after working there, others reflect specific trips. By enabling the resident population to grow, including via additional development on the subject site, the district will eventually be able to support greater local retail/service provision and hence be less reliant on the city to meet its household needs. This, in turn, will not only support greater district economic activity and hence employment, but also reduce vehicle travel and the harmful emissions associated with it.	Addressed at paras 70 - 74 of this application. Rolleston is at a scale and with wide range of amenities and facilities that, with the growth in employment opportunities afforded by iZone, IPort Business Park and the town centre, mean the town is well self-contained minimising the need for travel. Travel times and distances to major employment areas are equivalent or less than between areas within Christchurch City (SW Christchurch employment areas, Rolleston, Lincoln, CBD etc). With the anticipated increase in take up of EV emissions over time, the impact of travel on emissions is likely to reduce. At section 5.3 the Insight Economics report notes ... only a third of Selwyn resident spend is retained in the district, with more than half leaking out to Christchurch City. While some of that city spending may occur before, during, or after working there, others reflect specific trips. By enabling the resident population to grow, including via additional development on the subject site, the district will eventually be able to support greater local retail/service provision and hence be less reliant on the city to meet its household needs. This, in turn, will not only support greater district economic activity and hence employment, but also reduce vehicle travel and the harmful emissions associated with it.
Resilience to future effects of climate change	Addressed at paras 70 - 74 of this application. The Site is remote from the coast and has a low water table (sea-level rise and storm surge), from major rivers (flood channel outbreaks) and its dwellings will manage extreme weather events (heat, wind) by	Addressed at paras 70 - 74 of this application. The Site in a Greater Chch context is very benign in relation to adverse effects arising from climate change, and has little exposure to such effects being an inland site, remote from major rivers. As an urban area the development will manage extreme weather events (heat,

	compliance with building Code requirements for its buildings.	wind) by compliance with building Code requirements for its buildings.
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Landscape and visual effects

48. The Urban Design Statement (**Appendix 3**) sets out how the ODP seeks to provide the basis for an integrated, cohesive and coherent development. The plan change will lead to a change in the landscape of the Site from intensive factory farm, grazing and cropping use landscape with a mix of utilitarian rural buildings present with some plantings, set among open rural land to an urban environment dominated by residential building that will, in time, get the benefit of street tree and reserve plantings and landscape treatments around the houses.
49. The visual effects which will arise from a change in the number of vegetative and built elements in the landscape. It will be a high quality environment, and one that will be entirely consistent with and supportive of the urban and rural residential development that has proceeded around the Site already, and is anticipated by existing zoning, (PC73 Skellerup block to south, and Holmes block to the north).
50. The Edwards/Brookside Road corner of the Site is the realistic western extent to Rolleston's westward growth at this point as beyond this (with suitable intervening buffers) are significant parts of the Council's District infrastructure, principally the Resource Recovery Park including composting facility and Pines wastewater treatment and disposal facilities. The rural environment here is utilitarian in nature, and includes yards and buildings associated with these urban support facilities.
51. A Landscape Matters Visual Assessment has been prepared by A+Urban and is attached in **Appendix 3**.

Effects on ecosystems and habitats

52. The Site is a highly modified rural environment with purpose-built chicken sheds and supporting infrastructure. The Site also supports some dryland and irrigated dairy cattle run-off farming activities. Shelter belts have been established.
53. There is a shallow and broad water race crossing the SW corner of the Site. It has grassed banks.

54. No indigenous biodiversity values or remnant indigenous vegetation sites have been identified in the OSDP.

Effects on natural and physical resources

55. Soil Bureau Bulletin 27 (Canterbury and North Otago Plains and Downs) classify the soils on the property as Lismore stony and shallow silt loams. These soils are free draining and have some productive potential provided sufficient fertiliser, irrigation water and management inputs are available. Farmed in a bare land state the Site is considered to have severe limitation for food production.
56. None of the Site contains Land Use Classification 1-3 soils.
57. There will be a degree of site disturbance for bulk earthworks as part of creating the roading network, and reserves, and as part of curtilage development on each lot.
58. The proposed use for residential activity inevitably leads to loss of some rural productive potential as built forms and hard surfaces become dominant.

Effects on tangata whenua values

59. The Proposed District Plan does not identify any resources or sites of significance to tangata whenua on or in close proximity to the Site.
60. The site is not listed as an archaeological site on the NZ Archaeological Site database.
61. An assessment of the Mahaanui Iwi Management Plan is below.

Discharges of contaminants into the environment

62. There will be no discharges of water-based contaminants into the environment. Wastewater will discharge to the Council's reticulated system and stormwater discharges will be to ground as is the standard approach in Rolleston.
63. The Fraser Thomas Infrastructure Assessment Report at Section 4 provides an overview and recommendations for the management of sediment and erosion control during land development. It notes that various consents will be required from SDC and ECAN and these will guide the content of the Erosion and Sediment Control (ESC) plans and accompanying erosion and sediment control drawings that will detail the mitigation and prevention measures to combat the effects land disturbance activities upon surrounding and downstream areas.

Geotechnical assessment

69. A geotechnical investigation of the Site by Fraser Thomas (**Appendix 4**) concludes in section 14.1 (a) that:

In general terms and within the limits of the investigation as outlined and reported herein, no unusual problems, from a geotechnical perspective, are anticipated with residential development at the subject site.

The site is, in general, considered suitable for its intended use, with satisfactory conditions for future residential building development, subject to the recommendations and qualifications reported herein, and provided the design and inspection of foundations are carried out as would be done under normal circumstances in accordance with the requirements of the relevant New Zealand Standard Codes of Practice.

70. In section 14.1(e) Fraser Thomas also concluded with respect to liquefaction issues that:

Given the nature, age and consistency of the sediments underlying the subject site, i.e. unsaturated very dense sandy gravels of Late Pleistocene age, it is our opinion that the upper soils underlying the site are unlikely to be susceptible to liquefaction in response to a future large earthquake event and that the risk of any significant liquefaction induced ground deformation occurring at the site, in response to a large earthquake event, is considered to be low.

71. The Fraser Thomas Geotech Report at section 6.2 reports that:

- i. Aerial photography, from 1962, indicates that the water race originally crossed the south-western corner of Lot 3, DP 20007, at a different location to its present course. The original path of the water race, in this location, appears to have been backfilled, likely as part of poultry shed construction. The nature of the material placed to backfill this part of the water race is not reliably known.*
- ii. An existing stockpile, overgrown with grass, inferred to comprise soil of unknown origin, was observed located along the western boundary of Lot 3, DP 20007.*

72. With respect to the stockpiled area Fraser Thomas at section 9.3 conclude:

There is in our opinion a risk, if the stockpile material is not appropriately removed from the site that foundations and floors underlain by stockpile material may be subject to differential movement.

73. The Fraser Thomas report includes a number of recommendations for Site development and building foundation design which address these identified site features, and the Site in general terms, which can be dealt with at subdivision stage. None of the minor geotechnical issues should preclude the land from being re-zoned.

Contaminated land

74. A Preliminary Site Investigation by Fraser Thomas is attached (**Appendix 5**).

That investigation has found:

- a. The proposed zoning change will trigger a “change in land use” activity under the NESCS, while “subdivision” and “soil disturbance” activities will apply to future consenting stages.*
- b. The NESCS does apply to specified potential HAIL activities as described in this report and illustrated on the Site Plan. Further intrusive investigation is required of these areas for potential contamination in order to determine any associated human health and environmental effects. If further investigation is not undertaken prior to lodging for resource consent, then the proposed subdivision would be a discretionary activity under Regulation 11 of the NESCS.*

75. At section 7.0 Fraser Thomas records its Conclusions and Recommendations:

This investigation has confirmed that the subject site has been used for rural/residential and grazing and commercial poultry farming purposes. Hence under Regulation 5(7), the NESCS applies to the site due to the following areas of potential contamination:

- A10 Persistent pesticide bulk storage or use including sports turfs, market gardens, orchards, glass houses or spray sheds. This relates to poultry sheds.*
- Activity A17: Storage tanks or drums for fuel, chemicals or liquid waste. This relates to the above ground fuel storage tanks in Lot 4 DP 20007 and Lot 1 72132.*
- Activity E1: Asbestos products manufacture or disposal including sites with buildings containing asbestos products known to be in a deteriorated condition. This relates to buildings that potentially contain asbestos being present on site and suspected burial of ACM within pits.*
- Activity I: Land subject to intentional or accidental release of hazardous substances in sufficient quantity that it could be a risk to human health or the environment: This relates to the building materials being buried, potentially lead contaminated paint observed to be flaking on timber barge boards trim of buildings, and potential for informal dosing during stock loading, may have resulted in localized soil contamination.*
- Activity G5: Waste disposal to land (excluding where biosolids have been used as soil conditioners): This relates to On-site wastewater disposal fields from toilets and ablution block associated with poultry farm operation.*

It is recommended that these potential/actual HAIL areas be further investigated and remediated, as necessary, as part of enabling (pre-construction) works prior to any bulk earthworks or other soil disturbance activities. If this is done and these areas are validated as being free of contamination, then subsequent earthworks and soil disturbance activities can be undertaken without having to consider contamination issues, other than accidental discovery protocols for unexpected contamination.

Odour

76. The odour assessments and evidence for the PC73 propose a 600m setback for dwellings within the Holmes block to the Council's existing Pines Resource Recovery Park (PRRP) composting operation on Burnham School Road – see <https://www.selwyn.govt.nz/property-And-building/planning/strategies-and-plans/selwyn-district-plan/plan-changes/plan-change-73,-rezone-approximately-160-hectares-of-living-3-to-living-z-and-business-1,-west-rolleston> This same minimum separation distance has been adopted for the Brookside Road Plan Change. The outer edge of the setback just 'clips' the northwestern corner of the Site, as shown on the Outline Development Plan and is identified as an Odour Constraint Area. Dwellings within this area will be non-complying.

Economic effects

77. A report by Insight Economics (**Appendix 14**) concludes that:
- ...the district clearly faces significant supply shortfalls under the short, medium, and longer terms. Accordingly, additional land needs to be identified and rezoned as soon as possible to meet NPSUD obligations, and to enable the efficient operation of the local land market.*
78. An assessment of the likely economic costs and benefits of the proposal in the report found that the proposal will provide strong economic benefits, including:
- a) *Providing a substantial, direct boost in market supply to meet current and projected future shortfalls;*
 - b) *Bolstering land market competition, which helps deliver new sections to the market quicker and at better average prices;*
 - c) *Contributing to achieving critical mass to support greater local retail/service provision, including the community's vision for a renewed Rolleston Town Centre and improved public transport facilities/services; and*
 - d) *The one-off economic stimulus associated with developing the land and constructing the dwellings that will be enabled there.*
79. The main economic cost of the proposal identified in the report by Insight Economics is the potential losses of rural production. That said, the report notes that *given the sites relatively poor soils, such effects are limited. In addition, rural production is constrained by potential reverse sensitivity from nearby land and limits on irrigation capacity.*
80. The Site will yield approximately 1320 new residential lots, 3420 lots in combination with the PC73 proposal. As such it is a substantial development that will contribute to the economic well-being of Rolleston and the trades and services that support residential development and subdivision according to that scale.

81. The report analyses the spending of Selwyn District residents. That analysis at Section 5.3 shows that:

... only a third of Selwyn resident spend is retained in the district, with more than half leaking out to Christchurch City. While some of that city spending may occur before, during, or after working there, others reflect specific trips.

By enabling the resident population to grow, including via additional development on the subject site, the district will eventually be able to support greater local retail/service provision and hence be less reliant on the city to meet its household needs.

This, in turn, will not only support greater district economic activity and hence employment, but also reduce vehicle travel and the harmful emissions associated with it.

82. By applying regional average spending arising from the Site at full development, Insight Economics at section 5.3 estimate that:

...future households on the subject site will spend nearly \$93 million per annum on a wide range of household goods and services, many of which will likely be purchased from the Rolleston Town Centre. Accordingly, future development of the land will provide significant commercial support for Rolleston businesses.

83. Additionally, it is estimated that:

...future construction activity enabled by the proposal could boost regional GDP by \$285million, including flow on effects, generate employment for 3,065 people years, and generate \$145 million in household incomes.(Section 5.4)

Climate change effects

84. A well-functioning urban area that is designed and serviced in an integrated manner, applying sound urban design principles, will enable a reduction in greenhouse gas emissions compared to unplanned, ad hoc development that does not create compact urban forms located where the services and benefits of existing, established urban areas are not readily accessible.
85. There is a triangle of planning influence in terms of urban form that can be brought to bear on reducing greenhouse gas emissions:
- a) Compact urban form minimising distances between homes and work/play options;
 - b) Proximity of homes to community facilities, services and amenities and business/work areas; and
 - c) Design and provision of movement corridors and linkages that create opportunities other than for vehicles for getting around.
86. The Site of this plan change:

- a) Helps in building a compact urban form to Rolleston especially if it is developed alongside Plan Change 73 land.
 - b) Is located within 3.5 km of the town centre and convenient to Foster Park and Brookside Park.
 - c) Is close to public transport route and a proposed cycleway on Dunns Crossing Road.
87. The Outline Development Plan provides linkages to the existing urban area and provides for possible future urban growth north and south. The Site provides areas of open spaces able to be used for recreation.
88. Rolleston has excellent connectivity to Christchurch City, both via the Southern Motorway Extension, and a very regular bus service (every half hour and the morning and evening express service – the standard trip for both services takes approximately 1 hour). There is a Park n' Ride facility into Christchurch City at the north town centre (Kidman Street) and at Foster Park.

Positive effects

89. The plan change will provide for the continued growth of Rolleston by managing the development through an ODP (**Appendix 2**). The plan change will provide ongoing residential land to support on-going high-level demand for lots in Rolleston. The Plan Change is anticipating a form of development that is a much more efficient use of a prime site supporting a well-functioning urban area. It is a positive endorsement of Rolleston as a growth node in the District.
90. The plan change provides a necessary connection between the two blocks of Plan Change 73, and enables a more rational, integrated and coherent form to the future development of SW Rolleston than if it is left as Outer Plains. It provides significant efficiencies of development, and provides a more effective, well-functioning urban form.
91. The ODP provides a basis for an efficient use and integrated development of the Site and adjoining land.
92. The economic benefits of the proposal are discussed in the Insight Economics Report as set out at paras 63 - 69 above. Brown, Copeland and Co Ltd (**Appendix 15**) also confirm the positive economic benefits arising from the proposal.
93. From a community well-being perspective, the provision of additional land for residential growth will continue to support the Council's investment in community infrastructure by maintaining and facilitating growth rates, increasing the rating base and attracting development

contributions.

SERVICING FOR THE PLAN CHANGE

94. An Infrastructure Assessment Report by Fraser Thomas (**Appendix 6**) provides an assessment of the current situation for utilities in and around the Site, and indicative servicing proposals.

Wastewater

95. The Site is on the boundary of the Rolleston Wastewater Scheme as shown on Figure 11-1 Scheme Map of the SDC Wastewater Activity Management Plan Volume 3.2018 and is within the catchment serviced by the Pines Wastewater Treatment Plant (WWTP).
96. Pines WWTP has a current capacity of around 45,000 EP, and it is understood that SDC has planned upgrades in place to increase the capacity to 60,000 EP. Furthermore, there are beginning plans in place to increase the capacity to 120,000 EP.
97. There are some existing wastewater pipes near or adjacent to the Site.
98. A new (or multiple) Waste Water Pumping Station(s) would be constructed within the Site to transfer wastewater flows from the site to the existing rising main, to transfer flows via a new rising main to the WWTP, and may also be required to transfer flows into the existing gravity network. Modelling done for PC 73 suggests that flows from this Site are likely to be able to be transferred via the existing 630 OD rising main, and that if the existing gravity network is used, it would require major upgrades to service flows from the Site.

Roading and traffic

100. An Integrated Transport Assessment by Stantec includes a Rolleston transport network assessment using the Selwyn District Council simulation transportation model recently adopted by Council to assess cumulative transport effects of Operative District Plan Private Plan Change Requests.
101. The Report in section 3 summarises the existing roading, the cycling/pedestrian network and public transport in the vicinity of the Site, including mapping the road hierarchy (Figure 2 of the ITA). Traffic volumes and the crash history of nearby roads are set out at Sections 4 and 5.
102. The future roading environment is set out in Section 6 in these terms:

*The Rolleston Flyover and Transport Improvements project, as indicated in **Figure 7**, is being planned by Waka Kotahi. This \$120 million project is being developed as part of the NZ Upgrade Programme. In the south-western part of Rolleston, a new dual-lane roundabout is indicated at the Main South Road / Dunns Crossing Road / Walkers Road intersection to act as a southern entrance to Rolleston. Dunns Crossing Road and Lowes Road are indicated to form part of a 'main commuter and freight route' through the southern part of the town.*

103. The future urban environment is examined noting ODP Area 12 and various subdivisions and plan change applications (PC 70 and 73) that create opportunities for road and pedestrian links to the east and south of the Site.

104. Traffic modelling using the 2033 Rolleston Micro-Simulation Traffic Model shows that:

...the traffic generated (by the Site) would be relatively evenly split between Main South Road, Brookside Road, Lowes Road, the east-west collector road, and Selwyn Road. This indicates the site is well located to minimise impact on any specific part of the wider road network, although there is a concentration of movement through the northeast corner of the site (ie Dunns Crossing Road / Lowes Road).

105. An intersection performance assessment (Section 8.3) based on that modelling showed that:
...the roads in the south-west of Rolleston are forecast to carry moderate traffic volumes and the key intersections in the area will continue to be able to operate at satisfactory levels.

The upgraded Dunns Crossing Road / Burnham School Road and Dunns Crossing / SH1 intersections are forecast to operate well during peak periods and the additional traffic that could be generated by the site will not change this. Further into Rolleston, the additional traffic that could be generated by the site would not have a noticeable impact on the Lowes Road / Tennyson Street traffic signals.

106. In terms of effects on the wider traffic network, Stantec conclude that:

(The) volume of traffic (from the Site) would be dispersed over multiple routes within Christchurch and would be able to be accommodated on the arterial road network. Traffic volume increase in other directions would be small.

107. Stantec examine and make recommendations for Dunns Crossing, Brookside and Edwards Roads in terms of intersections, road frontage upgrades and pedestrian needs in Section 9 and 12 of its report. A summary of proposals for within the ODP area relate to public transport, pedestrian/cycling and internal roading and is set out in Section 10.

108. Stantec examine the OSDP and PSDP Objectives and Policies from a transport viewpoint and conclude that the proposal is consistent with both:

The site is located adjacent to an area where development has been proposed through Plan Change 73, and is an extension to current subdivision on the eastern side of Dunns Crossing Road. It is near to facilities such as a primary school, recreation park, and has good access to the arterial road network where improvements are planned to support a major access point into Rolleston at the northern end of Dunns Crossing Road.

The development will allow connection to the existing arterial road network, affording efficient

distribution of traffic across many routes. The change in traffic volumes and performance is of a sufficiently low scale that it would be unlikely to significantly alter the timing of wider area transport network improvements that are either included in the Long Term Plan, or anticipated through long term transport modelling investigations.

As the site is located adjacent to an arterial road, and existing bus routes, there is good opportunity for the site to ultimately be serviced by public transport.

Stormwater servicing

109. Fraser Thomas record that the site is on the boundary of the Rolleston Stormwater Scheme as shown on Figure 15-1 Scheme Map of the SDC Stormwater Activity Management Plan Volume 4. 2018. Council obtained a global stormwater consent for the existing township stormwater disposal in January 2014 (CRC132527).
110. Geotechnical site investigations by Fraser Thomas have identified that the types of soils found on the Site, as with elsewhere in Rolleston, are generally relatively free-draining, and stormwater discharge to ground appears to be feasible.
111. The site is not currently connected to a public stormwater system, and like most of Rolleston, and recently constructed neighbouring subdivisions, site stormwater flows are proposed to be treated and released below ground on site. Site stormwater management is anticipated to encompass a network of swales, basins and soak pits to provide cleaning, a level of treatment and disposal to groundwater recharge.
112. Discharge consents will be required from ECAN for individual lot stormwater soak pits.
113. Stormwater basins or wetland systems may be required to detain, attenuate and/or treat and discharge large stormwater flows and/or stormwater generated from roads and sites. This can be determined with specific design at subdivision stage and when ECAN discharge consents are applied for.
114. For stormwater off the road network first flush treatment is likely to comprise roadside swales, infiltration basins, rain gardens or proprietary stormwater treatment devices installed within sumps and manholes subject to ECAN discharge consents.

Water supply

115. The Site is partly located within the Rolleston Water Supply Scheme boundary as shown on Figure 19-1 Scheme Map of the SDC Water Supplies Activity Management Plan Volume 2. 2018. The SDC Water Supplies Activity Management Plan Volume 2. 2018 presents various future water supply expansion plans in the vicinity of the Site.

116. A water supply capacity assessment undertaken as part of PC73 submission, for the Holmes Block and the Skellerup Block, has determined (subject to assumptions made) that current and planned future well capacity is available to service these two nearby developments. Fraser Thomas has inferred from this assessment that current, and planned future water supply capacity increases and network extensions, are likely to be sufficient and available to service the Site.
117. Fire hydrants will be constructed on the new watermain to meet firefighting requirements. All building sites will be within 135m from a hydrant.

Electricity/Telecommunications reticulation

118. Power services are currently servicing the site for residential use, farming activities and well/bore operation. Existing 11kV underground cables are located close to the centre of the western side of the site. Existing low voltage underground cabling is present along Dunns Crossing Road adjacent to the eastern side of the site, and overhead low voltage power supply is available along the sites Brookside Road frontage.
119. It is considered likely, owing to the presence of nearby high voltage power supply and existing intensive farming power supply to the site, that there is sufficient power capacity available to service the subdivision.
120. Existing underground Chorus fibre optic networks are present in all roads bounding the site, with an Enable fibre optic network close to the northern end of the site on Dunns Crossing Road. It is considered likely, that the services provider has considered the probability of future expansion in the Rolleston area, and has made, or plans to make provision for additional capacity in the network to service future developments.

STATUTORY PLANNING ASSESSMENT

Requests for Changes to Plans

121. Under Clause 22(1) of the First Schedule, a plan change request shall explain the purpose of, and reasons for, the change to a plan, and contain an evaluation report prepared in accordance with section 32 for the proposed change (**Appendix 13**). The purpose of and reasons for are covered in detail in the earlier sections of this application.
122. Under Clause 22(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. Where relevant these matters are addressed in earlier sections of this application, however no effects are anticipated as a result of the plan change as any further subdivision (i.e. implementation of the plan change) of the Site, once rezoned, will require consent under the Selwyn District Plan and environmental effects will be addressed in full at this time.
123. It is requested that the proposed Plan Change request be accepted in accordance with Clause 25(2)(b) of the First Schedule of the RMA and that the Selwyn District Council proceed to publicly notify the request under Clause 26.
124. It is considered that there is no reason(s) to reject the request in whole or part under Clause 25(4) of the First Schedule:
 - a) the request or part of the request is not frivolous or vexatious; and*
 - b) within the last 2 years, the substance of the request or part of the request—*
 - (i) has not been considered and given effect to, or rejected by, the local authority or the Environment Court; and*
 - (ii) has not been given effect to by regulations made under section 360A; and*
 - c) the request or part of the request is in accordance with sound resource management practice; and*
 - d) the request or part of the request would not make the policy statement or plan inconsistent with Part 5; and*
 - e) the request is not to change a plan that has been operative for less than two years.*

SECTIONS 74 AND 75 – MATTERS TO BE CONSIDERED

125. Sections 74 and 75 of the RMA set out the matters to be considered by a territorial authority in deciding to change its plan, including changing its plan through a Plan Change request.
126. Before a plan change can be incorporated into a District Plan, the key matters that need to be considered include:

74 Matters to be considered by territorial authority

A territorial authority must prepare and change its district plan in accordance with—

- (a) its functions under section 31; and*
- (b) the provisions of Part 2; and*
- (c) a direction given under section 25A(2); and*
- (d) its obligation (if any) to prepare an evaluation report in accordance with section 32; and*
- (e) its obligation to have particular regard to an evaluation report prepared in accordance with section 32; and*
- (ea) a national policy statement, a New Zealand coastal policy statement, and a national planning standard; and*
- (f) any regulations.*

75 Contents of district plans

- (3) A district plan must give effect to—*
 - (a) any national policy statement; and*
 - (b) any New Zealand coastal policy statement; and*
 - (ba) a national planning standard; and*
 - (c) any regional policy statement.*

127. An assessment of the proposed Plan Change in relation to each of the above matters is outlined below.

Functions under section 31

128. The plan change, if approved, will form part of the Operative Selwyn District Plan and will enable the Council to give effect to its obligations under section 31 RMA, specifically the establishment, implementation and review of objectives and policies and methods to give effect to the RMA in its District.
129. Those functions relevantly for this plan change include:

- (a) integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district:*

(aa) *the establishment, implementation, and review of objectives, policies, and methods to ensure that there is sufficient development capacity in respect of housing and business land to meet the expected demands of the district:*

(b) *the control of any actual or potential effects of the use, development, or protection of land*

130. The Plan change includes provisions to address these matters and will ensure sufficient residential land of a form, location, urban design and development and subdivision standards to achieve a number of Operative District Plan policies. It will help deliver the Council's strategic intentions which is to enable future growth of Rolleston.

131. The Council has the key function of maintaining a district plan as provided in section 73 RMA

(1) *There must at all times be 1 district plan for each district, prepared in the manner set out in the relevant Part of Schedule 1.*

(1A) *A district plan may be changed in the manner set out in the relevant Part of Schedule 1.*

(2) *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.*

Part 2 Resource Management Act 1991

132. The Plan change will only be approved if the Council determines that the proposed plan change will achieve the purpose of the Act, this being the essence of Part 2. There are checks and balances in the plan change process to assist with that decision including public consultation, submissions and hearings, and the documentation requirements of the First Schedule and section 32 RMA.

133. Section 5 of the RMA states that the purpose of the Act is "to promote the sustainable management of natural and physical resources". The terms "sustainable management" is defined in the RMA as:

...managing the use, development, and protection of natural and physical resources in a way, or at a rate which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety while—

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

(b) *safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*

(c) *avoiding, remedying, or mitigating any adverse effects of activities on the environment.*

134. The plan change will enable the Council to meet the reasonably foreseeable needs for housing in Rolleston and will provide a range of housing typologies thus achieving the enabling elements of section 5 RMA.
135. Use of a part of the Site for medium density residential development is consistent with section 5 of the RMA, and any effects of future subdivision as a result of layout and servicing can be assessed at that time as consent will be required.
136. Section 6 of the RMA requires certain matters to be recognised and provided for in relation to managing the use, development, and protection of natural and physical resources. None of these matters of national importance are considered to be relevant to the plan change.
137. Section 7 of the RMA lists other matters to which particular regard shall be had. Of relevance to this plan change are the following:
- (b) The efficient use and development of natural and physical resources*
 - (c) The maintenance and enhancement of amenity values*
 - (f) Maintenance and enhancement of the quality of the environment*
138. The plan change will enable future residential use of the Site which is an efficient use of land due to the Site's proximity to the existing Rolleston Township. The plan change has been designed so as to provide for a high-quality residential environment. The provisions of the OSDP will ensure that any future subdivision maintains and enhances the quality of the environment.
139. Section 8 of the RMA requires Councils to take into account the principals of the Treaty of Waitangi. An assessment of the plan change against the Mahaanui Iwi Management Plan is undertaken below and it is considered that the plan change will not be inconsistent with the Principals of the Treaty of Waitangi. A copy of the application will be sent to Mahaanui Kurataiao Limited requesting any comments which can be addressed ahead of or at any hearing on the plan change.
140. The plan change has been based on expert advice, and has met all the requirements of the First Schedule to assist in setting out how the plan change will achieve Part 2 purposes.

Direction under Section 25A(2) RMA

141. The plan change does not arise from a direction from the Minister.

Evaluation under section 32 RMA

142. Section 32 of the Act requires that an evaluation report is prepared which identifies the objective of the plan change, determines if it is the most appropriate method of achieving the purpose of the Act, and if the proposed amendments to the District Plan are the most efficient and effective method of achieving the objective.
143. The Section 32 Evaluation (**Appendix 13**) concludes that, of the possible alternative methods for achieving residential development for this Site, and implementing the District Plan objectives and policies, the plan change is the most appropriate, efficient and effective method.

National Policy Statements

National Policy Statement on Urban Development (NPS-UD)

144. The NPS-UD 2020 applies to this plan change as it is directed at Tier 1 urban environments, and Tier 1 local authorities which includes a part of Selwyn District within the Christchurch urban environment. This is defined in Table 1 of the NPS-UD 2020, and additionally defined as:

any area of land (regardless of size, and irrespective of local authority or statistical boundaries) 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.

145. The NPS-UD 2020 recognises the national significance of:
- a) Having 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; and
 - b) Providing at least sufficient development capacity at all times to meet the different needs of people and communities over the short, medium and long term (Policy 2).
146. With respect to b), the intent of the NPS-UD 2020 is to err on the side of oversupply rather than undersupply as this supports a competitive land and housing market, which in turn helps support housing affordability. Monopolistic practices such as 'drip feeding supply' to elevate prices do not work where there is ample supply, spread amongst a range of developers. This is discussed in detail in the Insight Economics Report (**Appendix 14**).
147. The NPS-UD outcomes are to be achieved through objectives that address:

- a) Planning decisions improving housing affordability by supporting competitive land and development markets
- b) Regional policy statements and district plans enabling more people to live in areas of urban environments near centres or areas with employment opportunities, area well serviced by public transport or a high demand for housing in the area.
- c) Urban environments developing and changing over time in response to diverse and changing needs of people, communities and future generations
- d) Local authority decisions on urban development being integrated with infrastructure planning and are strategic over the medium term and long term
- e) Local authority decisions on urban development are responsive particularly for proposals supplying significant development capacity.
- f) New Zealand's urban environments support reductions in greenhouse emissions and are resilient to current and future effects of climate change.

Development capacity

148. Insight Economics has looked at the issue of development capacity and the approach and position of the Greater Christchurch Partnership (**Appendix 14**). Its full assessment of the NPS-UD 2020 and its critique of the Greater Christchurch HBA is set out in Section 4 of the report.
149. Significant points made in the report are that:
- a) For development capacity to be “counted” as available capacity the land must be plan enabled ie it must be zoned for its relevant urban purpose. The HDAs presently are not so enabled; they require plan changes or re-zoning under the PSDP to contribute to development capacity as provided for under the NPS.
 - b) The Council's estimates as to potential capacity “*appear grossly overstated*” because of fundamental issues with
 - assumptions as to the proportion of land in each subdivision actually used for residential buildings compared to commercial, reserve and infrastructure;
 - calculations as to the area of FDAs, and net yields using 12hh/ha
 - assumed profit margins for developers
 - c) The capacity requirements set out in the NPSUD are minima, not targets, and they must be achieved “at all times”.

- d) The Council's demand figures are well out of step with and significantly below actual building consent numbers since 2013. The forecasts of short- to medium-term future growth "defy recent trends" and thus almost invariably understate the true extent of future demand.

150. The report concludes in its Executive Summary that:

...the Council is currently not meeting its obligations to provide at least sufficient capacity to meet the demand for new dwellings, as required by the NPSUD. This is both because the Council's estimates of demand for additional dwellings are inordinately low, while its estimates of likely capacity to meet that demand appear grossly overstated.

...the district clearly faces significant supply shortfalls under the short, medium, and longer terms. Accordingly, additional land needs to be identified and rezoned as soon as possible to meet NPSUD obligations, and to enable the efficient operation of the local land market.

Well-functioning urban environments

151. The Brookside Road PC will contribute to a well-functioning urban environment for all the reasons outlined above (pages 17-25).

152. It is important that land rezoned at Rolleston is held by a mix of developers. This is supported by the Insight Economics Report which confirms it is necessary to support competitive land and development markets. Rezoning the Site will assist with creating a more competitive land and housing market by introducing a significant new developer to the Rolleston market not currently represented here.

NPS-UD 2020 Objective 3: Enabling more people to live in urban environments near centres or areas with employment opportunities, areas well serviced by public transport or where there is a high demand for housing in the area.

153. The Brookside Road PC, could facilitate a major, master planned westward expansion of Rolleston, the largest and rapidly growing Key Activity Centre in the District. Rolleston is a major employer, with Izone and Iport industrial areas on the northern side of SH1. It is well positioned on the strategic road and rail network to support further PT initiatives and provide easy access to other nearby centres, including Christchurch City, Lincoln and Christchurch International Airport.

NPS-UD 2020: Objective 6: Urban development is integrated with infrastructure and strategic over the medium and long term

154. The Brookside Road PC can be effectively integrated with the planning and funding of water and wastewater infrastructure, transport infrastructure and other network infrastructure required at the time of subdivision. It could facilitate a substantial master planned westward expansion of Rolleston and a strategic approach can be taken given the scale and development timeframes.
155. The detailed assessment of the NPS-UD 2020 objectives and policies contained in **Appendix 12** confirms the Brookside Road rezoning plan change achieves the desired outcomes.
156. Accepting this application to rezone the Brookside Road PC Site, and enable the proposed development, will satisfy the objectives of the NPS-UD 2020.

Proposed National Policy Statement for Highly Productive Land (NPS-HPL)

157. The Government proposed in 2019 a NPS-HPL to prevent the loss of productive land and promote its sustainable management. The overall purpose of the proposed NPS-HPL is to improve the way highly-productive land is managed under the RMA to:
 - a) Recognise the full range of values and benefits associated with its use for primary production;
 - b) Maintain its availability for primary production for future generations; and
 - c) Protect it from inappropriate subdivision, use, and development.
158. The NPS-HPL is still a proposal. It has no statutory effect and no assessment of it is required for the purposes of this application.
159. The Proposed NPS-HPL interim definition of highly productive land is land defined as Land Use Capability Class 1-3 soils. There are no Class 1 - 3 soils on the Site.
160. Highly productive use of the portion of the Site containing the Tegel chicken farm has relied on shed-based farming of chickens, not the qualities of soils. Given the investment in the Tegel operation it is not realistic for the Site to be used for conventional pastoral or intensive cropping. Over time its urban edge location (with potential for reverse sensitivity effects arising with intensive production) may become an issue.
161. Importantly Objective 3 of the Proposed NPS-HPL specifically refers to highly productive soils being protected by avoiding *“uncoordinated urban expansion on highly productive land that has not been subject to a strategic planning process”*. The Site does not contain qualifying soils.
162. It is considered that the plan change is in accordance with the Proposed NPS-HPL.

National Planning Standards

163. The National Planning standards prescribe various matters under the RMA so that there is consistency among planning documents most relevantly here in terms of appellations for zones, and the standards applying to these zones.
164. The plan change here adopts the existing Operative District Plan zone and rules framework for consistency, with minor additions to include the ODP.

Canterbury Regional Policy Statement 2013

165. Chapter 6 of the CRPS “*provides a resource management framework for the recovery of Greater Christchurch, to enable and support recovery and rebuilding, including restoration and enhancement, for the area through to 2028. Recovery in Greater Christchurch is also supported by the provisions in Chapter 5 notated as ‘Entire Region’. The provisions in the remainder of the RPS also apply.*”² “
166. Chapter 6 was amended in 2019 with the insertion of housing capacity targets for the period 2018-2048 (Table 6.1 below).

6.2.1a Targets for sufficient, feasible development capacity for housing [Inserted in accordance with sections 55(2) and 55(A) of the Resource Management Act 1991, from the National Policy Statement on Urban Development Capacity 2016]

For the period 2018-2048, sufficient, feasible development capacity for housing is enabled in Greater Christchurch in accordance with Table 6.1.

Table 6.1 Targets for housing development capacity in Greater Christchurch, 2018-2048

	Development capacity to be enabled (number of dwellings)		
	Medium Term ¹ (2018-2028)	Long Term ² (2028-2048)	Total 30 Year Period (2018-2048)
Christchurch City	17,400	38,550	55,950
Selwyn	8,600	8,690	17,290
Waimakariri	6,300	7,060	13,360
Greater Christchurch	32,300	54,300	86,600

² RPS Introduction

¹NPS-UDC, Policy PA1: Development capacity must be feasible, zoned and either serviced with development infrastructure, or the funding for the development infrastructure required to service that development capacity must be identified in a Long Term Plan required under the Local Government Act 2002 (NPS-UDC, PA1).

²NPS-UDC, Policy PA1: Development capacity must be feasible, identified in relevant plans and strategies, and the development infrastructure required to service it must be identified in the relevant Infrastructure Strategy required under the Local Government Act 2002 (NPS-UDC, PA1).

167. The Table 6.1 targets were required under the National Policy Statement – Urban Development Capacity 2016 (NPS-UDC). Minimum targets for sufficient feasible development capacity for housing for the medium term (3-10 years) and long term (10-30 years) must be set by regional councils and included in their CRPS (Policy PC5). Development capacity must be sufficient to meet housing demand which reflects needs for different types and locations of development and feasible i.e. commercially viable. It is based on the zoning and other applicable plan provisions, and there must be adequate infrastructure to support development.
168. The Table 6.1 targets were based on work undertaken for Our Space (see discussion above). Our Space identified existing housing development capacity in Selwyn District of 9725 households, and a shortage of capacity in the long term of 5475 households (see Table 3 below).

Table 3: Sufficiency of housing development capacity in Greater Christchurch against Housing Targets, 2018 - 2048

	Housing Development Capacity	Housing Target	Sufficiency of Housing Development Capacity	
			Medium Term (2018–2028)	Medium and Long Term (2018–2048)
Christchurch City	59,950*	55,950	+ 38,875	+ 4,000
Selwyn	9,725**	17,290	+ 1,825***	- 5,475***
Waimakariri	4,200**	13,360	- 1,600***	- 7,675***
Greater Christchurch	73,875	86,600	+ 39,100***	- 9,150***

Note: Capacity figures included in the table represent number of dwellings (numbers have been rounded to the nearest 25).

In the medium term, capacity for around 3,500 dwellings in Christchurch is constrained by the provision of necessary infrastructure.

Sufficiency of housing development capacity will be reviewed and published as further feasibility modelling and investigation is completed.

These housing targets include the additional capacity margins required by the NPS-UDC as shown in Table 1.

* Alternative modelled scenarios documented in the Capacity Assessment, which are based on less favourable assumptions, identified development capacity for approximately 52,675 or 36,400 dwellings.

** These capacity figures are derived from a qualitative assessment of greenfield land only. An alternative modelled scenario, including existing zoned land and incorporating changes in prices and costs over time, identified development capacity for the long term of approximately 9,200 dwellings in Selwyn and 6,100 dwellings in Waimakariri.

*** These sufficiency figures have been adjusted to discount the demand over the medium and long term likely to be met through uptake of development in rural zoned areas (averaging 70 dwellings/year for Selwyn and 50 dwellings/year for Waimakariri). Demand met through capacity in rural areas will be reviewed following the review of rural zoning as part of respective District Plan Reviews in Selwyn and Waimakariri.

169. The NPS-UDC targets were intended to be 'minimums' not 'maximums'. They were added under s55 of the RMA without any opportunity for challenge through the normal RMA submissions, hearing and appeals process.
170. Our Space recognized that the greenfield priority areas on CRPS Map A were not adequate to supply housing capacity requirements in the long term for Selwyn District, (and medium and long term in Waimakariri District). It recommended Future Development Areas (FDA) (marked orange on Our Space Fig 16 below as **Figure 9**). The only FDA in Selwyn District is at Rolleston but does not include the Site. The FDAs were indicative only.

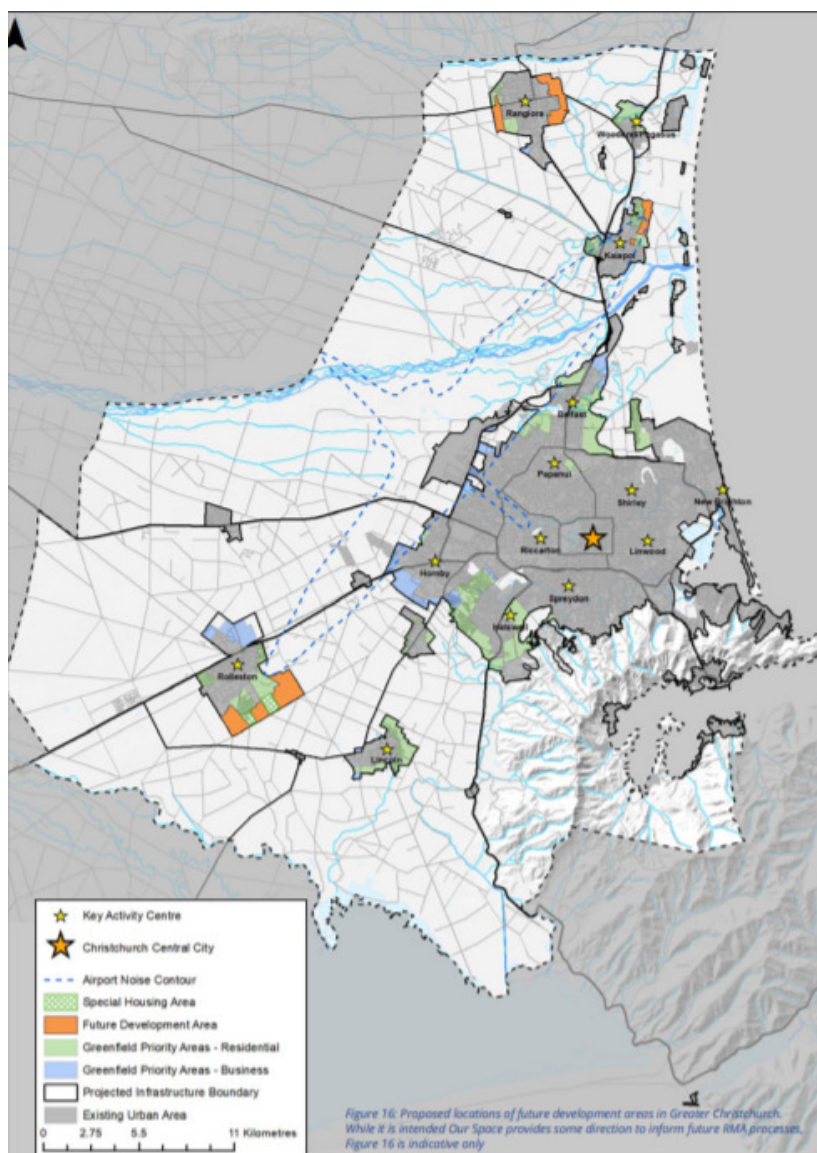


Figure 9: Figure 16 Our Space Future Development Areas (Orange)

171. Our Space anticipated a change to the CRPS in 2019 which “*would ensure that land can be rezoned to meet medium term capacity needs, and the longer term will be considered as part of the comprehensive review of the CRPS scheduled for 2022.*”³
172. Plan Change 1 to the CRPS was adopted in 2021. This confirmed the FDAs proposed in the Our Space Report.

³ CRPS, Chapter 6 Section 5.3

173. The NPS-UDC has been replaced by the NPS-UD 2020 (Gazetted August 2020), and this changes the policy framework for any CRPS change.
174. Given all of the above, the current CRPS is not consistent with the NPS-UD 2020. It retains a 'hard and fast' urban/rural boundary line which predates both NPSs and there is limited ability to rezone land outside the Map A FDAs or existing urban areas.⁴ The FDA areas added to meet minimum targets for medium term needs appear to not satisfy the shortfall in new urban land at Rolleston. The approach of the CRPS is still a handbrake on the ability of Councils to consider proposals which contribute further capacity above those 'minimums'.
175. One of the key changes in the NPS-UD 2020 is that local authority decisions on urban development that affects urban environments are responsive, particularly to proposals that would supply significant additional capacity.⁵ It also amends the required methodology for housing and business capacity assessments.
176. The current CRPS does not meet the new NPS-UD 2020 requirement in relation to proposals for significant additional capacity. Regional councils are required to include criteria in the CRPS to determine what plan changes will be treated for the purposes of Policy 8 as adding significantly to development capacity⁶ as soon as practicable.⁷ ECAN has yet to respond to this requirement.
177. The NPS-UD 2020 has immediate effect, so in the meantime, proposals (such as this plan change) must interpret 'significant development capacity' in the context of the overall intent and purpose of the NPS-UD 2020 as articulated in the NPS-UD 2020 objectives and policies.
178. The NPS-UD 2020 is the higher order document and its requirements override those of lower order documents where there is a conflict, including regional and district RMA plans.
179. An assessment of this plan change against the relevant CRPS Objectives and Policies is set out in **Appendix 8**. This should be read in the context of the above assessment of the current 'weight' to be afforded to the CRPS.
180. That assessment shows that
 - a) The development proposal achieves the objectives for the location, design and function of new developments

⁴ CRPS Policy 6.3.1.4 is "*ensure urban activities only occur within existing urban areas or identified greenfield priority areas on Map A, unless they are otherwise expressly provided for in the CRPS*."

⁵ NPS-UD Objective 6c) and Policy 8

⁶ NPS-UD Clause 3.8(3)

⁷ NPS-UD Clause 4.1(4)

- b) The traffic effects of the plan change (with deferment of occupation of dwellings until specified transport infrastructure improvements are completed) do not give rise to adverse effects and so achieves CRPS objectives for the strategic land transport network
- c) There is a fundamental inconsistency with Map A of Chapter 6 but the plan change is consistent with the approach of the NPS-UD 2020 for significant development capacity.
- d) The environmental effects assessment included in this application establish that the proposed development is consistent and will not give rise to any concerns with respect to all the matters listed in Policy 6.2.1 clauses 4. to 11. These matters are:

RECOVERY AND REBUILDING OF GREATER CHRISTCHURCH

6.2 OBJECTIVES

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. N/A*

181. The plan change achieves policies relating to

- Urban form and settlement patterns
- Sustainability
- Integration of transport infrastructure and land use
- Development within Greater Christchurch
- Urban design
- Residential location and yield
- Biodiversity, natural hazards, landscape, soils, contaminated land

Land and Water Regional Plan

182. An assessment of this plan change against the relevant Regional Plan Objectives and Policies is set out in **Appendix 9**.
183. That assessment shows that the plan change is entirely consistent with the relevant objectives and policies.
184. The plan change achieves objectives relating to land uses responding to socio-economic and community demand (in this case for more housing), sustainability of ground water resources, minimising contamination of soils, and protecting the region's fresh water resources.
185. The plan change is consistent with policies seeking:
 - a) No direct discharges to water; stormwater is to ground.
 - b) Sewage will be collected and managed in a reticulated system built to Council specifications.
 - c) The Site will be developed subject to subdivision consent(s) that will impose necessary conditions about earthworks during construction including sediment control plans.
 - d) A geotechnical assessment concluded the Site is suitable for intended residential use.
186. The Policy requirement for a stormwater management plan can be addressed at subdivision stage.

Operative Selwyn District Plan (OSDP)

187. An assessment of this plan change against the relevant Operative District Plan Objectives and Policies is set out in **Appendix 10**.
188. That assessment shows that the plan change is entirely consistent with the relevant objectives and policies subject to paragraph 190 below.
189. The plan change achieves policies relating to natural resources, transport, community infrastructure and reserves, natural hazards, townships and township growth. This includes policies seeking:
 - a) Compact and sustainable towns;
 - b) Integration of land use and infrastructure; and
 - c) Consolidated and compact urban forms
190. The exception to the above, is Objective B4.3.3 requiring new residential development to be within existing urban areas and priority greenfield areas identified in the CRPS. The Site is

outside these areas. However as noted above, the CRPS has not been revised to give effect to the NPS-UD 2020, which takes priority, and provides for unanticipated plan changes which supply significant additional development capacity, as is the case with the proposed rezoning.

Proposed Selwyn District Plan (PSDP)

191. An assessment of this plan change against the relevant Proposed District Plan Objectives and Policies as notified on 5 October 2020 is set out in **Appendix 11**.
192. That assessment shows that the plan change is largely consistent with the relevant objectives and policies. With respect to urban growth, the plan change is not consistent with UG-P3 because the Site is not within an Urban Growth Overlay.
193. Notwithstanding that, the plan change achieves policies relating to:
 - a) Strategic directions with respect to:
 - Compact and sustainable towns;
 - Urban growth and development; and
 - Integration of land use and infrastructure.
 - b) Contaminated land and natural hazards.
 - c) Subdivision outcomes.
 - d) Urban growth with respect to
 - Achieving attractive, pleasant, high quality, and resilient urban environments
 - Consolidated and compact urban forms
 - Sufficiency of feasible housing capacity.
 - e) Development being supported by a development plan.
 - f) Urban form and scale outcomes.
 - g) Integration with existing urban environments, and optimise the efficient and cost-effective provision of infrastructure.
179. Importantly the plan change meets the objectives of UG-01 relating to the qualities and characteristics of urban growth identified in clauses 1 – 8:

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.*

ASSESSMENT AGAINST OTHER PLANNING DOCUMENTS

Our Space 2018-2048 Greater Christchurch Settlement Update (2019)

180. Our Space is a non-statutory document prepared under the Local Government Act. It *“responds to the new Government Policy Statement on Land Transport, which has increased funding for mass public transit schemes, and meets the requirement of the National Policy Statement on Urban Development Capacity (NPS-UDC) 2016 to prepare a future development strategy.... Specifically, it:*
- sets out how targets for housing for the next 30 years will be met, accommodating an additional 150,000 people;*
 - identifies locations for housing growth, encouraging Central City and suburban centre living while providing for township growth in Rolleston, Rangiora and Kaiapoi;...*
 - promotes a compact urban form, which provides for efficient transport and locates development in a manner that takes into account climate change and sea level rise.⁸.*
- Underpinning this settlement pattern approach is the vision for a transformation of the transport network that fosters much greater public and active transport usage, and reduced reliance on the private vehicle.*
181. Our Space acknowledges that this will require commitment from the Government to invest in the necessary improvements to our transport system, which could include investing in rapid transit services. To date, there has been no successful business case for improved public transportation, including not as a Covid 19 fast track infrastructure project.
182. The Our Space housing capacity targets (Table 3) and Future Development Areas are reproduced above (under ‘Canterbury Regional Policy Statement’).
183. Our Space, like the CRPS (and Operative District Plan) are now out of date, as they do not reflect or give effect to the new requirements of the NPS-UD 2020.

⁸ Our Space Executive Summary

Rolleston Structure Plan 2009

184. A Structure Plan was adopted by the Council in 2009.



Figure 5.2: Rolleston Structure Plan



Figure 10: Rolleston Structure Plan 2009.

Site location outlined in purple

185. The Structure Plan was a planning product for its time. It has provided a comprehensive and integrated proposal for coordinating rapid growth. A decade on it clearly needs review if it is to remain relevant and to take Rolleston in to the next decade or longer. The pace of change and development in Rolleston has meant that the “long view” has largely been delivered by 2020.
186. The Census data shows that Rolleston is almost doubling its population every five years.

2006 (count)	2013 (count)	2018 (count)
4959	9555	17,499

Statistics NZ: Rolleston Central/NE/NW/SE/SW

187. The Structure Plan was based on assumptions that its 7000 population in 2009 would grow to 20,000 over 35 years (Background). That 35-year assumption has largely been delivered by 2020.
188. The effect of this unparalleled growth is that
- The Plan usefully speaks to developments within the Structure Plan boundary but provides no commentary or direction about growth beyond those boundaries.
 - The Plan no longer provides adequate planning lead-in time to facilitate on-going urban development if growth continues apace.
 - The regional planning strategy is also well out of step with this growth and can no longer help shape responses to proposals for growth.
189. The Rolleston Structure Plan should not be a hurdle for new private plan changes as it does not deliver NPS-UD 2020 outcomes, and is the antithesis now of providing flexible planning responses to “out-of-sequence” plan changes that add at least sufficient, and significant, development capacity.

District Development Strategy 2031 (DDS)

190. The DDS 2031 (2014) adopts the following key growth concepts:
- Establishment of a township network, which provides a support framework for managing the scale, character and intensity of urban growth across the whole district;
 - Establishment of an activity centre network, which provides a support framework for managing the scale and intensity of business areas throughout the district townships;
 - Encouraging self-sufficiency at a district-wide level.

191. Rolleston was identified in the DDS within the township network as being the District Centre:

- a) Estimated population range: 12,000 + (2031)
- b) Functions as the primary population, commercial and industrial base of the district.

192. The DDS explains the purpose of the Township Network in these terms:

...(it) provides the framework for managing the scale, character and intensity of urban growth across the whole district.

This will enable investment decisions by the Council to be made within an appropriate context and ensure that the infrastructure provided supports the population base of the township, having regard to its scale and relationship to the wider area. It will also present residents and businesses with an opportunity to achieve better living environments and greater economic growth by focusing on those investment decisions that will be of most benefit to each individual community.

Each township has therefore been categorised to reflect its projected population at 2031 and its anticipated role in relation to surrounding townships and the district as a whole.

193. The planning assumptions underpinning growth strategies such as the DDS have not anticipated the rate of growth and are now well out of step with actual growth. That calls in to question the weight to be given to these non-statutory documents including the District Plan provisions that are based on those growth assumptions. They are also inconsistent with the NPS-UD 2020 which requires providing at least sufficient development capacity to meet demand, not to 'cap' this at a certain upper level irrespective of demand.

Mahaanui Iwi Management Plan

194. The Mahaanui Iwi Management Plan (MIMP) 2013 was released on 1 March 2013. It was prepared by the six Papatipu Rūnanga of the takiwā that extends from the from the Hurunui River in the north, to the Hakatere/Ashburton River in the south, inland to Kā Tiritiri o Te Moana (the Southern Alps), and including Te Pātaka o Rākaihautū (Banks Peninsula), and the coast.

195. The MIMP is a tool for tangata whenua to express their identity as manawhenua and their objectives as kaitiaki, to protect their taonga and resources, and their relationships with these. The MIMP seeks to ensure that these taonga and resources are recognised and protected in the decision-making of agencies with statutory responsibilities to tangata whenua. Importantly it is also a tool that assists Papatipu Rūnanga representatives to articulate their values, issues and policy into statutory processes.

196. The MIMP includes both general objectives and policies about the management of land, air, and water, and also includes region specific objectives and policies. Under section 74(2A) of

the RMA, the Council must take into account any such plan to the extent that it has a bearing on the resource management issues of the District.

197. With respect to general objectives and policies the plan change and application site will not affect landscapes, or sites of cultural heritage or significance (Chapter 5.8). The Site does not contain any areas of significant biodiversity, and the plan change seeks to include landscaping within the reserves, and in road corridors, using the existing policy framework (Policy B3.4.33, B4.1.11, B4.2.4, B4.1.13 and Objective B4.2.3) and the Subdivision Design Guidelines for Rolleston within the Operative District Plan, adding to the overall biodiversity of the Canterbury Plains consistent with Chapter 5.5 of the MIMP.
198. The plan change provides for full urban reticulation of the three waters and is consistent with the objectives and policies contained in Chapters 5.3 and 5.4 of the MIMP. The plan change does not preclude individual land owners from installing rainwater collection and use from roof areas at the time of building development.
199. Chapter 6.11 is the area specific section for the Te Waihora area and has a key theme of Ki Uta Ki Tai (from the mountains to the sea) with respect to effects on Te Waihora/ Lake Ellesmere. The plan change has been designed taking into consideration the potential effect of resultant subdivision and development on the rivers and streams that flow into Te Waihora/Lake Ellesmere. Development of the site will be fully reticulated to standards set out in the Operative District Plan.
200. There are no identified sites of significance within the Site, nor are there any known areas of mahinga kai. The Site has a long history of use for lifestyle, and grazing purposes.
201. Overall, it is considered that the plan change will not have adverse impact on the cultural values of iwi as set out within the MIMP.

SECTION 32 ASSESSMENT

202. A full Section 32 assessment is contained in **Appendix 13**.
203. In summary, the OSDP zoning and associated rules (Outer Plains Zone with a minimum lot size for subdivision and a dwelling 20ha) do not reflect the present intensive shed-based development on the Tegel chicken farm site. There are presently three dwellings on the 46ha. The balance land (64ha) is used for dairy run off and general cropping and grazing, with one further dwelling.
204. Neither Outer Plains nor Living 3 is an efficient use of this block of land 'sandwiched' between existing urban development and Rolleston FDA land on the opposite (east) side of Dunns

Crossing Road, and urban 'support' infrastructure adjoining (with a suitable buffer) to the west, namely the Rolleston Resource Recovery Park and composting plant and the Pines wastewater plant and treatment area.

205. If this Site is not zoned for Living MD and Business 1 use to enable residential development, then it will drive pressure to re-zone elsewhere, and potentially without the significant benefits to Rolleston long term in relation to enabling a well-functioning, compact and consolidated urban environment that enables people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future. Additionally, re-zoning to Living MD and Business 1 (just under 110 ha) contributes to providing additional development capacity to meet the different needs of people and communities in a planned manner and consistent with the NPS-UD 2020.
206. The economic efficiencies and positive economic benefits of the proposal are examined in the Brown, Copeland & Co Ltd Report (**Appendix 15**). At para 2.15 the Report observes that:

...economic efficiency is maximized when investment decisions are left to individual entrepreneurs or firms and consumers, without intervention from Government – i.e. “market based” outcomes. The reason for this is that in theory, a perfectly competitive market, where investment decisions are left to individual entrepreneurs or firms and consumers without intervention from Government, achieves an efficient allocation of resources. The essence of this policy is that the efficient use of resources, and therefore “sustainable management” results from the creation of a climate where the market enables people to make investment decisions “to provide for their economic well being”.

207. The report at para 2.19 examines the concepts of community economic wellbeing and economic efficiency and reaches the position that:

...market interventions such as land use constraints should only be imposed where clear external costs have been identified and the significance of these external costs is such that it outweighs the costs of the particular form of intervention proposed. Further, restricting development having considered only potential negative externalities relies on partial or incomplete analysis and will lead to suboptimal outcomes. It ignores not only positive externalities, but also the economic and other benefits inherent in market determined solutions. In other words to justify land use controls, which restrict free market outcomes, externality costs must be identified and they must be significant enough to outweigh the inherent cost of not allowing a free market solution and any positive externalities that may be associated with that free market solution. This approach is consistent with the requirements under section 32 of the RMA to assess the effectiveness, efficiency and benefits and costs of proposed provisions in district plans.

208. The report concludes that the:

...proposed Plan Change enabling the rezoning of the Brookside Road land at Rolleston to Residential land 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.

209. The Site can readily be developed to reflect the principles of the Urban Design Protocol with values of character, context, and connectivity as confirmed in the ODP (**Appendix 2**).
210. The Section 32 assessment concludes that Option 2 being the proposal to re-zone the Site from Outer Plains to Living MD and Business 1 is the most appropriate method for achieving the objectives of the plan change, than the other alternatives considered.
211. Option 2 is consistent with a range of District Plan policies.
212. Option 2 to re-zone the site for Living MD densities is the most appropriate given:
 - a) The plan change adopts the Operative District Plan zone, and development and activity standards. This ensures continuity of District Plan anticipated environmental outcomes and urban amenity for Rolleston and adjoining residential areas;
 - b) Will be consistent with and give effect to the relevant Operative District Plan objectives and policies;
 - c) It is a logical extension to the developed and developing residential land adjoining the Site while achieving a compact, efficient urban form that removes pressure on isolated rural land elsewhere in the Outer Plains Zone;
 - d) There is no additional cost to the Council in re-zoning the Site land in this plan change as there is capacity in the public utilities and the existing road network;
 - e) The plan change will bridge the existing rural residential and proposed PC73 urban area (Holmes block) to the north and the proposed PC73 (Skellerup block) to the south; and provide for a westward extension of Rolleston; and
 - f) The ODP provides certainty of the final form and disposition of the re-zoned area including its proposals for reserves, roading, future linkages for pedestrian and vehicular traffic.
213. The inclusion of Living MD and Business 1 in the plan change is considered to be appropriate to achieve the long term sustainable growth and development of Rolleston.
214. The economic, social and environmental benefits of the plan change outweigh any potential costs.

215. The overall efficiency and effectiveness of the plan change is high, in comparison to the alternative options which are low (Options One and Four of the s32 assessment) or low to moderate (Option Three).
216. The plan change is considered to be the most appropriate, efficient and effective means of achieving the purpose of the Resource Management Act 1991.

CONCLUSION

217. The proposed Plan Change seeks to rezone just under 110 ha of land adjoining Rolleston from Outer Plains Zone to Living MD and Business 1.
218. A portion of the Site has a long history of intensive shed-based chicken production and the balance is used for dairy runoff and general grazing and cropping purposes. It is not restricted by potential natural hazards, sites of significance to iwi, there are no natural water bodies or rivers. The Site has frontage to Dunns Crossing Road, is planned to connect with adjoining developments, especially the two blocks of Plan Change 73, immediately adjoins the urban area of Rolleston, and is well located to join in to Council utility services. It is well suited for conversion to residential use.
219. The Site is in a location that achieves compact town growth offering ease of access to business services, community facilities, reserves and the primary road network.
220. The plan change provides for a connected and high amenity residential living environment while avoiding and/or mitigating any potential adverse effects on the environment. It will provide for continuing high demand for a variety of residential sections in an ideal location, accessible to existing town centre services and facilities, and local convenience centres within the Site and as proposed as part of the PC73 and at the existing Stonebrook local centre.
221. The use of this Site for residential purposes has been demonstrated through this application to be a sustainable and efficient use of land and infrastructure. The rezoning better provides for the social, economic, environmental well-being of the Rolleston community than continuation of the current land use, or any form of large lot/low density residential use.
222. The potential adverse effects of the implementation of the proposed zoning have been described in this application. Capacity has been confirmed for infrastructure, power and road network. Any future subdivision of the Site will confirm the water supply and wastewater treatment and disposal options.
223. Rezoning of the site to Living MD and Business 1 zones is consistent with the policies and objectives of the OSDP, proposed SDC MDR requirements and the CRPS, except those

relating to urban growth which are out of line with the NPS-UD 2020, in particular a restrictive urban growth approach based on meeting but not exceeding minimum anticipated housing land capacity targets and an 'immovable' urban/rural boundary line.

224. As the plan change helps achieve the purpose of the RMA, and has been shown to be consistent with the relevant provisions of the NPS-UD 2020, and the relevant regional and district policies and plans, it can be accepted by Selwyn District Council in accordance with Clause 25(2) of the First Schedule of the RMA.



.....
(Signature of applicant or person authorized to sign on behalf of the submitter)

Date: March 23, 2022

Appendices:

- Appendix 1: Certificates of Title
- Appendix 2: Outline Development Plan
- Appendix 3: Urban Design and Visual Assessment
- Appendix 4: Geotechnical Investigation: Fraser Thomas
- Appendix 5: Preliminary Site Investigation: Fraser Thomas
- Appendix 6: Infrastructure Report: Fraser Thomas
- Appendix 7: Transport Assessment: Stantec
- Appendix 8: Assessment of RPS Objectives and Policies
- Appendix 9: Assessment of Land and Water Regional Plan Objectives and Policies
- Appendix 10: Assessment of Operative District Plan Objectives and Policies
- Appendix 11: Assessment of Proposed District Plan Objectives and Policies
- Appendix 12: Assessment of NPS-UD 2020
- Appendix 12A: Assessment of NPS-UD 2020
- Appendix 13: Section 32 Assessment
- Appendix 14: Economics: Insight
- Appendix 15: Economics: Brown, Copeland & Co
- Appendix 16: Selwyn District Plan Amendments to give effect to MDRS (Medium Density Residential Standards) Requirements

Figures:

- Figure 1: The Site
- Figure 2: Nearby Proposed Plan Change Sites
- Figure 3: Operative District Plan Zoning
- Figure 4: Operative District Plan Appendix 38 Rolleston ODP Areas
- Figure 5: Canterbury Regional Policy Statement (CRPS) Future Development Areas (FDAs)
- Figure 6: PC73 ODP Skellerup block – north portion showing setback
- Figure 7: Existing Bus Routes in Rolleston
- Figure 8: Proposed District Plan Planning Map – Flood Plain Management Area
- Figure 9: Our Space Figure 16 Proposed Development Areas
- Figure 10: Rolleston Structure Plan