

## **Section 42A Report**

### **Report on submissions relating to Plan Change 78**

**Urban Estates Limited request to rezone approximately  
63.3 hectares of Rural (Inner Plains) Zone land at Lincoln-  
Rolleston Road and Selwyn Road in Rolleston to a  
Living Z Zone**

**13 October 2021**

**To:**  
**From:**  
**Hearing Date:**

Hearing Commissioner – D. Caldwell  
Consultant Planner – C. Friedel  
5 November 2021

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# 1. Introduction

## Qualifications and Experience

- 1.1. My name is Craig Friedel. I am a Senior Planner and Associate at Harrison Grierson Consultants. I hold a Master of Environmental Policy and Management (Distinction) and a Postgraduate Diploma in Resource Studies (Environmental Policy and Planning) from Lincoln University and a Bachelor of Arts (Geography) from the University of Canterbury.
- 1.2. I have worked in the field of planning since 2005 for local authorities and a multidisciplinary consultancy. I have been a full member of the New Zealand Planning Institute since 2009.
- 1.3. I was previously employed by the Selwyn District Council (the 'Council') as a Senior Strategy and Policy Planner between 2008 to 2018. During that time, I coordinated the preparation of structure plans, the Rural Residential Strategy 2014 and residential zoning under the Land Use Recovery Plan (the 'LURP') (Actions 17 and 18.vii) and was the principal planning advisor on changes to the Operative Selwyn District Plan (the 'SDP') under the LURP (Action 18.vii). I was Council's planning advisor to the Greater Christchurch Partnership's Officer Group from 2016 through to 2018 preparing responses to the National Policy Statement on Urban Development Capacity (the 'NPS-UDC').
- 1.4. In my current role I was also the principal planner that prepared the report entitled 'Greenfield Density Analysis: Technical Report' for the Greater Christchurch Partnership (the 'GCP') to address Action 3 of Our SPACE. I am also currently assisting Council to process three other private plan change requests (PC70, PC75 and PC76) seeking to rezone land adjacent to the existing township boundary in Rolleston.
- 1.5. Whilst this is a Council Hearing, I confirm that I have read the Code of Conduct for Expert Witnesses contained in the Environment Court Practice Note and that I agree to comply with it. I confirm that I have considered all the material facts that I am aware of that might alter or detract from the opinions that I express, and that this evidence is within my area of expertise, except where I state that I am relying on the evidence of another person.

## Evidence Scope

- 1.6. This report analyses the submissions received on Plan Change 78 ('PC78') to the SDP and has been prepared under s42A of the Resource Management Act 1991 (the 'Act'/'RMA').
- 1.7. The purpose of this report is to assist the Hearing Commissioner to evaluate and decide on submissions made on PC78 and to assist submitters in understanding how their submission affects the planning process. This report includes recommendations to support or oppose points made in submissions, and to make amendments to the SDP. In this regard it is important to emphasise that the Commissioner is in no way bound by my recommendations and will form their own view on the merit of the request and the outcomes sought by submitters, having considered all the evidence before them.
- 1.8. In preparing this report I have:
  - a. Visited the site and am familiar with the wider Rolleston township.

- b. Reviewed the private plan change request (the 'request') as notified.
  - c. Read and assessed all the submissions received on the request.
  - d. Considered the statutory framework and other relevant planning documents.
  - e. Reviewed and relied on, where necessary, the evidence and peer reviews provided by other experts on this request.
- 1.9. This report effectively acts as an audit of the detailed information lodged with the plan change request initially prepared by McCracken & Associates Limited on behalf of Urban Estates Limited. A full copy of the PC78, submissions, summary of submissions and other relevant documentation can be found on the SDC website<sup>1</sup>.
- 1.10. As such, this report seeks to provide as little repetition as possible and identifies only those parts of the application that are not supported or remain unresolved. If a matter is not specifically dealt with in this report, then there is no dispute with the position set out in the plan change application.

## 2. Context

- 2.1. The site is within the boundary of the Rolleston Structure Plan 2009 that was initiated as part of delivering the Greater Christchurch Urban Development Strategy (the 'UDS')<sup>2</sup> to manage the business and residential growth of the township through to 2075<sup>3</sup>. The site is identified for mixed-density residential development supported by a Local Centre (SR13) with a development horizon of 2041-2075<sup>4</sup>. The Rural (Inner Plains) Zone currently applies to the site, although it is contained within the 'Projected Infrastructure Boundary' illustrated on Map A of Chapter 6 to the Canterbury Regional Policy Statement (the 'CRPS') since it was amended by the LURP via the Canterbury Earthquake Recovery Act 2011.
- 2.2. The site is contained within the Rolleston Structure Plan and the 'Projected Infrastructure Boundary' has also been identified as a 'Future Development Area ('FDA') in Our Space 2018–2048: Greater Christchurch Settlement Pattern Update Whakahāngai O Te Hōrapa Nohoanga ('Our SPACE')<sup>5</sup>. At the time of the lodgement of the request, the site was subject to the Plan Change 1 to the CRPS ('Change 1')<sup>6</sup> that proposed to include the land as a FDA in Chapter 6 of the CRPS to meet the projected housing needs of Rolleston, Selwyn District, and the Greater Christchurch 'Tier 1 urban environment' under the National Policy Statement on Urban Development (the 'NPS-UD')<sup>7</sup>. Decisions on Change 1 have subsequently been notified and the FDA included in CRPS Chapter 6 Map A. The growth of the township has been actively managed for the past ten years through the development and implementation of the statutory (CRPS

<sup>1</sup> [Hyperlink to PC78](#).

<sup>2</sup> [Greater Christchurch Urban Development Strategy 2007](#).

<sup>3</sup> [Rolleston Structure Plan, 2009](#).

<sup>4</sup> [Rolleston Structure Plan, 2009](#). Figure 5.2 - Rolleston Structure Plan, Pg.44 and Figure 5.4 - Staging of Greenfield Residential Development, Pg.48.

<sup>5</sup> [Our SPACE 2018-2048](#).

<sup>6</sup> [Proposed Change 1 to Chapter 6 of the CRPS](#).

<sup>7</sup> [National Policy Statement – Urban Development 2020](#), Appendix: Tier 1 and tier 2 urban environments and local authorities.

Chapter 6 and the SDP Living Z Zone) and non-statutory (the UDS, Our SPACE and Rolleston Structure Plan) initiatives detailed above.

- 2.3. It is within this strategic and statutory planning context, which are considered in more detail in Section 8 of this report, that the applicant has initiated the rezoning request.
- 2.4. For completeness, the Council has notified, and is hearing submissions on, the Proposed Selwyn District Plan (the 'pSDP'). At the time of writing this report, the submission period on the proposed Plan has closed and hearings have commenced. My understanding of the statutory context is that there is no specific requirement to consider PC78 against the pSDP. However, I consider the pSDP is useful in understanding the current issues in the District in terms of the Council's obligations under s74(1) of the RMA.
- 2.5. The applicant has submitted on the publicly notified pSDP on a range of specific provisions under the submitter reference of 'Urban Estates Limited' (DPR-0410)<sup>8</sup>. The applicant has submitted a separately as 'Urban Estates' to oppose in part the proposed application of the General Rural Zone (the 'GRUZ') and the 'Urban Growth Overlay' requesting that the site is rezoned for residential purposes consistent with the PC78 plan change request (DPR-0459)<sup>9</sup>.

### 3. Site Description and Request

#### Site Description

- 3.1. The request provides a detailed description of the plan change site and the surrounding area. The site that is illustrated below in Figure 1 and is located on the south-eastern edge of the Rolleston township.

*Figure 1 – Aerial photograph of site, outlined in red (Source: Canterbury Maps)*



<sup>8</sup> [Hyperlink to the Urban Estates Limited submission DPR-0410.](#)

<sup>9</sup> [Hyperlink to the Urban Estates submission DPR-0459.](#)

- 3.2. The site is approximately 63.3ha in size and comprises 15 allotments that front either Lincoln-Rolleston Road or Selwyn Road. A summary of the records of title that comprise the site is included in Table 1 below, which are contained in Appendix H of PC78.
- 3.3. I understand from reviewing PC78 that only some of the landowners are the proponents of the request that has been initiated by Urban Estates Limited. The nine landowners who are a party to the request are identified in Table 1 by a # reference.

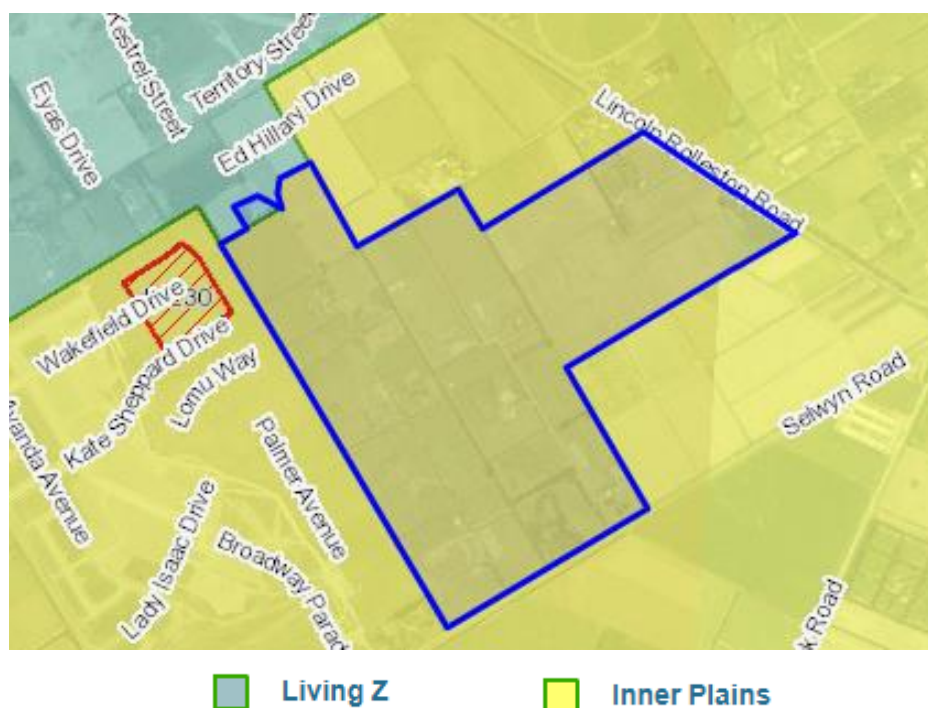
**Table 1 – Details of the land within the plan change site**

Legal Description	Owner(s)	Address	Area (ha)
Lot 2 DP 357634	R. & V. Hubbard	127 Lincoln-Rolleston Road	5.1
Lot 2 DP 48064	K. & J. Saulsbury	391 Lincoln-Rolleston Road	12.4
Lot 1 DP 393937	M. & E. O'Connor	548 Selwyn Road	4.0
Lot 2 DP 350871	Youngman-Levels Trustee Ltd	1/554 Selwyn Road	4.0
Lot 4 DP 393937	N. & M. Brooks	2/554 Selwyn Road	4.3
Lot 3 DP 350871	J. Heyl & A. Winter <sup>#</sup>	3/554 Selwyn Road	4.0
Lot 1 DP 59909	Selwyn 564 Ltd (R. Shulz) <sup>#</sup>	564 Selwyn Road	4.0
Lot 2 DP 337894	A. & D. Green <sup>#</sup>	1/572 Selwyn Road	4.0
Lot 3 DP 337894	P. Millar & M. Odlin <sup>#</sup>	2/572 Selwyn Road	4.0
Lot 4 DP 337894	B. & R. Petrowski <sup>#</sup>	4/572 Selwyn Road	4.0
Lot 5 DP 337894	Weatherby Estate Ltd <sup>#</sup>	5/572 Selwyn Road	4.0
Lot 6 DP 337894	S. Loeffler & E. Huisman <sup>#</sup>	6/572 Selwyn Road	4.0
Lot 44 DP 547617	S. & A. Boyce <sup>#</sup>	7/572 Selwyn Road	0.4
Lot 1 DP 337894	J. Harrison <sup>#</sup>	582 Selwyn Road	4.0
Lot 45 DP 547617	Multiple	Access Lot	0.9
<b>Total Area</b>			<b>63.3</b>

- 3.4. The current zoning of the site and immediately surrounding land under the SDP is illustrated in Figure 2 below. The site is currently within the Rural (Inner Plains) Zone of the SDP and is not subject to any Overlays. It is noted for completeness that a small portion of land at the north-western edge of the site adjacent to the Falcon's Landing subdivision appears to already be subject to the Living Z Zone (refer to Figure 2 below).
- 3.5. The site has a relatively flat topography and accommodates a range of rural and lifestyle developments that include relatively large residential dwellings and ancillary buildings.
- 3.6. The properties have frontage and access to either Lincoln-Rolleston Road or Selwyn Road, which are Arterial Roads in the SDP's network road classification. There are no natural features of note other than intermittent shelter belts, trees, water race, and established outdoor living areas and gardens around the curtilage of the dwellings. On my site visit I observed that through connections to the PC78 site are being formed along the western boundary of the Acland Park subdivision from Lady Isaac Drive.



**Figure 2 – SDP zoning. Request area outlined in blue.**



### **Surrounding environment**

- 3.7. The township of Rolleston is located approximately 25km south-west of central Christchurch City. Rolleston is identified as the 'District Centre' in Selwyn 2031: District Development Strategy ('Selwyn 2031')<sup>10</sup> and contains the primary residential and business 'greenfield' areas to support the District's growth. It has seen some of the highest per capita population and economic growth of any urban area in New Zealand over the past ten years. Rolleston now contains the full range of housing typologies from retirement villages and comprehensive housing through to rural residential developments. The growing population is supported by community facilities and recreation reserves that are progressively being developed and extended, an industrial area predominately contained within the I-Zone and I-Port hubs, as well as a developing town centre.
- 3.8. The land to the north of the site contains two land holdings that are subject to private plan change request PC75<sup>11</sup>, which seeks to rezone the properties from Rural (Inner Plains) to Living Z Zone and to coordinate the subdivision and development of approximately 280 mixed density households in accordance with an ODP. The land along the full extent of the south-western boundary of the site contains the Acland Park Special Housing Area, which is being subdivided and developed in accordance with resource consents granted under the Selwyn Housing Accord and the Housing Accord and Special Housing Areas Act 2013<sup>12</sup>. A relatively large portion of the subdivision has now been developed and includes the Te Rōhutu Whio Primary School that is currently under construction and expected to open in 2020 (refer to the designation overlay in Figure 2).

<sup>10</sup> [Selwyn 2031](#)

<sup>11</sup> [Selwyn District Council - Private plan change request 75.](#)

<sup>12</sup> [Special Housing Areas in Selwyn District.](#)

- 3.9. The balance of the land between the site and the south-eastern corner of Lincoln-Rolleston Road and Selwyn Road is a single 23.5ha property that is currently leased for a horticultural business that operates from land further to the east off Rattletrack Road<sup>13</sup>. I observed on my site visit that a bird scaring device was located in the centre of the site as part of the market garden operation. The sheds and yard relating to this wider operation are located off Rattletrack Road. I understand that PC78 excludes the property at the corner of Selwyn Road and Lincoln-Rolleston Road, which will retain a Rural (Inner Plains) Zone.
- 3.10. The land on the south-eastern side of Selwyn Road and north-eastern side of Lincoln-Rolleston Road accommodates a range of rural and semi-rural activities that are held in pasture for grazing and lifestyle activities. There is an Intensive Farming Activity operating from 483 Selwyn Road, which is a triangular shaped property that extends to the corner of Selwyn and Rattletrack Roads. This poultry farm is accessed off Selwyn Road and contains three large sheds, yard and associated ancillary structures.

## Request

- 3.11. PC78 seeks to rezone the site from Rural (Inner Plains) to Living Z and include an ODP to facilitate the subdivision and development of the land to accommodate approximately 756 mixed density residential homes.
- 3.12. Section 4 of PC78 describes the specific changes, which include:
- a. Rezoning the site from Rural (Inner Plains) to Living Z on the Planning Maps.
  - b. Adding the PC78 ODP plan to Appendix 38 of the SDP Township Volume with accompanying text to coordinate the subdivision and development of the land.
  - c. Undertaking any consequential amendments (such as renumbering).
- 3.13. In reviewing the request, I consider that it is also necessary for the plan change proponent to make the following additional changes to the SDP to ensure that the PC78 ODP and SDP provisions can effectively coordinate development in the future, consistent with the Living Z Zone framework<sup>14</sup>:
- d. A list of the 'specific matters relevant' to implement the ODP are listed under Policy B4.3.77 and consequential changes to Policy B4.3.9.
- 3.14. The request seeks to apply the Living Z Zone framework to the site, which provides for Low Density (average allotment size of 650m<sup>2</sup> and a minimum individual allotment size of 550m<sup>2</sup>), Medium Density Small-lot (maximum average of 500m<sup>2</sup>, and within a minimum of 400m<sup>2</sup>) and Medium Density Comprehensive (maximum average of 350m<sup>2</sup>, with no minimum lot size)<sup>15</sup>.
- 3.15. PC78 seeks an overall minimum net density of 12 households per hectare ('hh/ha') that is referenced in the ODP, which also includes text that describes the urban design and infrastructure principles for coordinating the future subdivision and development of the site.

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<sup>13</sup> The legal description of this property is Lot 3 DP48064.

<sup>14</sup> These changes are evaluated in Section 7 and 8 and detailed in Section 9 and Appendices 1 and 2.

<sup>15</sup> [Selwyn District Plan](#). Township Volume, C12 LZ Subdivision, Table C12.1 - Allotment Sizes.



- 3.16. The appropriateness of the specific changes to the SDP and the associated effects on the environmental effects are discussed further in Section 7 below.

## 4. Procedural Matters

- 4.1. The process for ‘making a plan change request’ and how this is to be processed is set out in Schedule 1 of the Act and has been applied to PC78 since it was lodged.
- 4.2. The plan change request was formally received by Council on the 19<sup>th</sup> of January 2021. A request for further information was issued on the 15<sup>th</sup> of February 2021, with the applicant’s response received in full on the 12<sup>th</sup> of April 2021.
- 4.3. A decision was made by Council on the 12<sup>th</sup> of May 2021 to accept the request for notification pursuant to Clause 25(2)(b). The application was publicly notified on the 2<sup>nd</sup> of June 2021, with the submission period closing on the 1<sup>st</sup> of July 2021. A summary of submissions was then produced and publicly notified on the 18<sup>th</sup> of August 2021, with the further submission period closing on the 1<sup>st</sup> of September 2021.
- 4.4. PC78 has reached the point where a hearing is now required (Clause 8B), and a decision made on the plan change and the associated submissions (Clause 10).

## 5. Submissions

- 5.1. A total of four submissions were received on PC78. The submissions are set out in the table below and the matters raised by submitters are considered in Sections 7 and 8 of this report. A summary of submissions is available on Council’s website - [PC78 - Summary of submissions](#).

**Table 2 – Submissions received**

Submitter	Support or Oppose
1 Selwyn 564 Ltd	Support
2 Christchurch City Council	Neither support nor oppose
3 Ministry of Education	Oppose/Support in part
4 Environment Canterbury	Neither support nor oppose

- 5.2. One further submission was received that opposes in part the relief sought from Environment Canterbury in respect to protecting the versatile soil resource<sup>16</sup>, which is summarised in Table 3 below.

**Table 3 – Submissions received**

Submitter	Support or Oppose
5 S. Carrick	Oppose in part

- 5.3. Council became aware that this further submission was made via its SummitUp submissions platform within the notification period but that it was not released through to staff for attention. As a consequence, this further submission was not included in an earlier website update advising that further submissions were available to view. Council staff have confirmed that it was received within the notified submission period.

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<sup>16</sup> [S. Carrick \(S78-005-FS\)](#).

- 5.4. There were no late submissions received, the nature and scope of the submissions do not give rise to trade competition<sup>17</sup> and there are no jurisdictional scope issues that I consider need to be raised with Commissioner.

## 6. Statutory Framework

- 6.1. Section 73(2) of the RMA allows for any person to request that a change be made to a District Plan, in accordance with the process set out in Part 2 or Part 5 of Schedule 1. Part 5 of Schedule 1 is not relevant to this request as it relates to the use of the 'streamlined planning process', which is not proposed in this instance.
- 6.2. Clause 21(2) of Part 2 of Schedule 1 requires that the plan change request: explain the purpose of, and reasons for, the proposed change and contain an evaluation report prepared in accordance with section 32 of the RMA; and where environmental effects are anticipated, describe those effects in such detail as corresponds with the scale and significance of the actual or potential environmental effects anticipated from the implementation of the change.
- 6.3. In this case, the tests to be applied to the consideration of PC78 under Schedule 1 Part 2 of the RMA are summarised below and include whether:
- a. It accords with and assists the Council to carry out its functions (s74(1)(a) and s31).
  - b. It accords with Part 2 of the Act (s74(1)(b)).
  - c. It accords with a national policy statement, a New Zealand coastal policy statement, a national planning standard and any regulation (s74(1)(ea) and (f)).
  - d. It will give effect to any national policy statement, national planning standard or operative regional policy statement (s75(3)(a)(ba) and (c)).
  - e. The objectives of the request (in this case, being the stated purpose of the request) are the most appropriate way to achieve the purpose of the RMA (s32(1)(a)).
  - f. The provisions in PC78 are the most appropriate way to achieve the objectives of the District Plan and the purpose of the request (s32(1)(b)).
- 6.4. In evaluating the appropriateness of PC78, Council must also:
- a. Have particular regard to an evaluation report prepared in accordance with s32 (s74(1)(d) and (e)).
  - b. Have regard to any proposed regional policy statement, and management plans and strategies prepared under any other Acts and consistency with the plans or proposed plans of adjacent territorial authorities (s74(2)).
  - c. Take into account any relevant planning document recognised by an iwi authority (s74(2A)).
  - d. Not have regard to trade competition or the effects of trade competition (s74(3)).
  - e. Not be inconsistent with a water conservation order or regional plan (s75(4)).

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<sup>17</sup> Pursuant to s308A of the Act.

- f. Have regard to actual and potential effects on the environment, including, in particular, any adverse effect in respect to making a rule (s76(3)).
- 6.5. The functions of Council set out in s31 of the Act that are required to be maintained when evaluating the appropriateness of PC78 include the establishment, implementation and review of objectives, policies, and methods to:
  - a. Achieve integrated management of the effects of the use, development and protection of land and associated natural and physical resources (s31(1)(a)).
  - b. To ensure that there is sufficient development capacity in respect of housing and business land to meet the expected demands of the district (s31(1)(aa)).
  - c. Control any actual or potential effects of the use, development, or protection of land (s31(1)(b)).
- 6.6. The request considers the actual and potential effects of the plan change on the environment, and where necessary, I have assessed these in Section 7 of this report.
- 6.7. The statutory documents that the request is required to have regard to, and the manner in which the plan change request does so, is set out in Section 8 of this report.
- 6.8. I do not consider there to be any directly relevant provisions in the District Plans of neighbouring territorial authorities that are affected by PC78. Matters of cross-boundary interest are outlined in the SDP. The most applicable to PC78 include:
  - a. Effects on the strategic and arterial road network from people commuting between Selwyn and Christchurch.
  - b. Development on or near the boundary of Selwyn District and Christchurch City Council that may influence housing sufficiency and the coordination of infrastructure services.
- 6.9. These cross-boundary interests have primarily been addressed and managed through the sub-regional approach of managing growth across Greater Christchurch through the Greater Christchurch partnership forum. Further background on the specific initiatives and approaches for managing cross-boundary resource management issues are introduced in Section 2 and are detailed in the Council's 'Technical Memo on Growth Planning' in Selwyn District prepared by Council's Policy Analyst, Mr. Ben Baird (refer to Appendix 7).

## 7. Assessment of the Request and Matters Raised in Submissions

- 7.1. This section includes a summary of the material included within the request, details the submission points received, and outlines the expert evidence to inform the overall recommendations of this report. A conclusion is then made on the relief sought by submitters.
- 7.2. I consider that the key matters that have either been raised by submitters, or are necessary to be considered in ensuring that the Council's statutory functions and responsibilities are fulfilled, are:

- a. Urban form, density, enabling social and affordable housing and character.
- b. Reverse sensitivity.
- c. Infrastructure servicing.
- d. Transportation network.
- e. Land suitability and geotechnical risk.
- f. Versatile soils.

## **Urban form, density, social and affordable housing, and character**

### **Plan change request**

- 7.3. The request includes an assessment of the influence that the rezoning may have on the urban form of Rolleston, the rationale for why 12hh/ha has been identified as being an optimal minimum density for the site, and what the amenity implications and expectations are in respect to the site, both in terms of its current and potential future states. This assessment is supplemented and informed by the Urban Design, Landscape and Visual Assessment contained in plan change proponents' response to Council's further information request.

### **Submissions**

- 7.4. Three submissions covering urban form, density and character were received on PC78 and include:
- a. One submitter supports PC78, identifying that the request is required to increase the number of affordable residential sections in Rolleston<sup>18</sup>.
  - b. Two submitters' neither support nor oppose PC78 but request that a minimum density of 15hh/ha is applied to better achieve efficiencies in the coordination of land use and infrastructure, support mixed land use activities and multi-modal transport systems and to protect the productive rural land resource<sup>19</sup>.
  - c. These same submitter's also request that mechanisms are included in PC78 to enable social and affordable housing based on the recommendations contained in the Greater Christchurch Partnership Social and Affordable Housing Report<sup>20</sup>.

### **Analysis - Urban form**

- 7.5. As identified in PC78, Section 2 of this report and the Council's 'Technical Memo on Growth Planning' contained in Appendix 7, the PC78 site is within the Rolleston Structure Plan boundary<sup>21</sup>, is identified as an FDA in Our SPACE<sup>22</sup> and is identified as a FDA and within the 'Projected Infrastructure Boundary' on Map A of the Chapter 6 CRPS<sup>23</sup>.

<sup>18</sup> Selwyn 564 Ltd (S78-001-001)

<sup>19</sup> Christchurch City Council (S78-002-002) and Environment Canterbury (S78-004-01)

<sup>20</sup> Christchurch City Council (S78-002-003) and Environment Canterbury (S78-004-01)

<sup>21</sup> [Rolleston Structure Plan, 2009](#). Figure 5.2: Rolleston Structure Plan, Pg.44.

<sup>22</sup> [Our-Space 2018-2048](#). Figure 16: Proposed Location of future development areas in Greater Christchurch, Pg.30.

<sup>23</sup> [Canterbury Regional Policy Statement \(July2021\)](#). Map A - Greenfield Priority Areas and Future Development Areas, Pg.100.

- 7.6. I consider that the rezoning of the site from Rural (Inner Plains) to Living Z will implement the preferred urban form of Rolleston that has been determined through these spatial plans to 'give effect' to the CRPS and NPS-UD. This preferred urban form includes the site and encompasses the remaining pockets of rural land between the current township and the urban containment boundaries of State Highway One to the north-west, Selwyn Road to the south-east, Weedons Road to the north-east and Dunns Crossing Road to the south-west. The ODP will further ensure that the site is integrated into the urban form of Rolleston through connections to the wider transport and infrastructure networks and community facilities such as open space reserves, commercial centres, and community facilities.

#### Analysis - Density

- 7.7. I generally support the position outlined in the Christchurch City Council (S78-002-002) and Environment Canterbury (S78-004-001) submissions that an increase to the minimum net densities from 12hh/ha to 15hh/ha would achieve efficiencies in the coordination of land use and infrastructure, support mixed land use activities and multi-modal transport systems and protect the productive rural land resource. I also consider that an increase in minimum net densities to 15hh/ha would implement the Rolleston Structure Plan, which indicates that densities as high as 20hh/ha should be considered for the residential 'greenfield' areas through higher and medium density areas that utilise locational attributes<sup>24</sup>. I also consider that there are a broader range of benefits that can be achieved as household densities incrementally increase and where intensification is coordinated and incentivised.
- 7.8. The GCP density report that is referenced in the Christchurch City Council (S78-002-002) and Environment Canterbury (S78-004-001) submissions list the broad range of benefits that can be achieved by an increase in the minimum household densities<sup>25</sup>. The report also establishes that it is both desirable and feasible to increase the minimum densities in the CRPS to 15hh/ha (in the context of the current growth management strategy being applied in Greater Christchurch)<sup>26</sup>.
- 7.9. However, the report also identifies that there are several constraints and options for the Partnership council's and organisations to activate these benefits<sup>27</sup>. These include Recommendations 1 to 4 to undertake spatial planning; address constraints (building partnerships, investing in 'places'; improving planning systems and processes and establishing funding arrangements); building the evidence base; and to implement associated changes to the CRPS. Recommendation 5 identifies that a minimum density of 12hh/ha should be applied as an interim measure until the balance of the recommendations are more advanced. This last recommendation was included in recognition that a standardised increase in density to 15hh/ha in the absence of the targeted approach outlined under Recommendations 1 to 4 may not achieve optimal outcomes. The recommendation also acknowledges that private plan change requests being assessed under Schedule 1 of the RMA will need to provide a sufficient evidence

<sup>24</sup> [Rolleston Structure Plan, 2009](#). Figure 6.12: Proposed Rolleston Structure Plan Diagram (Pg.61), 7.2.3 Current Densities in Rolleston, 7.2.4 Benefits of Higher Densities, and 7.2.5 Proposed Density Spread (Pg.82).

<sup>25</sup> [GCP 'Greenfield' Density Analysis, 2020](#). 8.4 Desirability and feasibility of increasing the FDA net densities (P.91).

<sup>26</sup> [GCP 'Greenfield' Density Analysis, 2020](#). 6.2 The benefits of increased housing densities (Pg.59).

<sup>27</sup> [GCP 'Greenfield' Density Analysis, 2020](#). Executive Summary - Recommendations and 8.6 Recommendations (P.96).

base to determine the optimal densities relative to the context of the site and the statutory planning instruments that are in place at the time they are being considered.

- 7.10. I understand that the appropriateness of increasing the minimum net densities from 10hh/ha to 15hh/ha or somewhere in between is being considered through the District Plan Review (the 'DPR') evidence. Council have advised that further initiatives to give effect to the NPS-UD and Recommendations 1 to 4 of the GCP density report are being progressed, including spatial planning, formulating a strategy for intensifying residential neighbourhoods in proximity to centres and rapid transport corridors and approaches for improving housing affordability.
- 7.11. Under the current circumstances, the CRPS continues to require a minimum net density of 10hh/ha in 'greenfield' areas in the Selwyn District. The Living Z Zone framework being sought by the plan change proponent includes medium density housing (including the option for comprehensive development), that could achieve densities of 15hh/ha when applied across the PC78 site. The request facilitates an increase in density by proposing a minimum of 12hh/ha, which is consistent with the policy direction in the CRPS<sup>28</sup>, Our SPACE<sup>29</sup> and the 'greenfield' development occurring to the north and west of the site (which includes the adjoining Acland Park Special Housing Area)<sup>30</sup>. A minimum density of 12hh/ha is also more comparable to the density of other 'greenfield' areas in Rolleston and generally what the development sector has been delivering to the market in the township<sup>31</sup>.
- 7.12. While an increase to 15hh/ha is encouraged in principle as it represents a more optimal use of the land, the reality is that the CRPS<sup>32</sup> and SDP<sup>33</sup> only require PC78 to provide a minimum density of 10hh/ha at this point in time. Therefore, I support the proposed minimum 12hh/ha density requirement as it increases the starting point for the minimum density requirements. The Living Z Zone requested allows increases in density in response to movements in market preferences and the influence of other externalities.
- 7.13. In conclusion, I support an increase in the 15hh/ha in principle but consider that a minimum density of 12hh/ha enables PC78 to give effect to the CRPS pending any changes to it or the underlying land use zone in the future to increase the minimum household densities.

#### [Analysis - Social and affordable housing](#)

- 7.14. The submissions from Christchurch City Council (S78-002-003) and Environment Canterbury (S78-004-001) identify that the Greater Christchurch partnership are developing a Social and Affordable Housing Action Plan and request that its recommendations are incorporated into PC78. A copy of this Action Plan did not accompany the submissions and it was not available online. Ms. Wolfer's evidence includes additional advice on the Action Plan, while confirming that it has not been approved and that it is not appropriate to be considered as part of the private plan change process<sup>34</sup>.

<sup>28</sup> [Canterbury Regional Policy Statement \(July2021\)](#). Policy 6.3.7.3a. (Pg.83).

<sup>29</sup> [Our-Space 2018-2048](#). 6.2 Further work and implementation, Action 9.b (Pg.41).

<sup>30</sup> [Selwyn District Council - Special Housing Areas](#).

<sup>31</sup> Appendix 7 'Technical Memo on Growth Planning', paragraph 71.

<sup>32</sup> [Canterbury Regional Policy Statement \(July2021\)](#). Policy 6.3.7 (Pg.83).

<sup>33</sup> Operative Selwyn District Plan. C12 LZ Subdivision Living Z Zone minimum lots sizes, accordance with the Township Volume ODP's and consistency with Objectives B4.1.1 and B4.3.6. and Policies B4.1.1(a), B4.3.7. and B4.3.8

<sup>34</sup> Evidence of Ms. Wolfer, 13. Submissions, paragraphs 13.6 to 13.8 (Pg. 6).



- 7.15. I support the need for developers to facilitate the development of affordable housing and for council's, service providers and the Government to support affordable and social housing. However, I am uncertain what the status of this Action Plan, how it's recommendations could be applied to an evaluation of the appropriateness of PC78 or how it could inform any recommended changes to the ODP or related policies.
- 7.16. I consider that the granting of PC78 would facilitate the subdivision and development of a mixed-density subdivision that is to be coordinated through the Living Z Zone provisions. I acknowledge that the proposed minimum 12hh/ha density requirement provides for a reasonably small range of housing typologies that will meet a relatively narrow affordability range. However, housing affordability is a relative measure when considered across the Rolleston, Selwyn District and Greater Christchurch housing markets, meaning that a future home within this location will inevitably be more affordable (or less in some circumstances) than other locations across the sub-region.
- 7.17. As a consequence, I support the submission from Selwyn 564 Ltd (S78-001-001) and agree that PC78 will improve housing affordability in Rolleston, while opposing in part the submission from Christchurch City Council (S78-002-002 and 003) and Environment Canterbury (S78-004-001).

#### Analysis - Amenity and character

- 7.18. Any expansion to an urban area will typically alter people's appreciation of that area through a change in the environment that they have become accustomed to over time. A process is provided under Schedule 1 of the RMA, and objectives and policies included in the SDP, to evaluate amenity and character outcomes associated with changes to land use zones. Selwyn 2031, the Rolleston Structure Plan, Our SPACE and Map A to the CRPS have all signalled to the community that the PC78 site would transition to residential over time. These statutory changes and non-statutory initiatives have involved extensive public consultation and public decision-making processes. In addition, Policy 6(b) of the NPS-UD expressly anticipates that urban environments and the amenity values that are attributed to them will develop and change over time.<sup>35</sup> As such, I do not consider it is reasonable to expect that the amenity and character of the site will remain unchanged, or to decline this request on that basis.
- 7.19. The large number of requests being considered by Council at this point in time has the potential to impact on the wider character and amenity of Rolleston. However, the RMA requires each request to be considered on its merits and for cumulative effects to be assessed on a case-by-case basis. The timing and limited scope of PC78, and the fact that the site is located within the Rolleston Structure Plan and identified as a FDA in Our SPACE and CRPS Chapter 6 Map A, removes any concerns that the granting of the request could undermine the character and amenity of the township.

#### Outline Development Plan

- 7.20. Ms. Wolfer's evidence has evaluated the rationale that has been applied by the plan change proponent to prepare the ODP. She has also undertaken an independent site analysis. This evidence indicates general support for the request, while including the following recommended changes to the ODP<sup>36</sup>:

<sup>35</sup> [NPS-UD 2020](#). Objective 4 and Policy 6(b) (Pg.12).

<sup>36</sup> Evidence of Ms. Wolfer, 17. Conclusion and Recommendation, paragraphs 18.1 to 18.12 (Pg.8 & 9).

- a. Amend the ODP to indicate the need for a 'frontage upgrade' along Lincoln-Rolleston Road and Selwyn Road to encourage the future subdivision to actively address the road and to manage accessibility and promote mobility.
- b. Amend the ODP to replace the indicative road references to 'primary route' and 'secondary route'.
- c. Amend the ODP plan and legend to replace the east to west aligned (CRETS) 'roading collector route' reference to a 'primary route'.
- d. Amend the ODP plan and legend to illustrate the future roading connections at the boundary of the site as 'double arrows'.
- e. Amend the ODP plan to remove the PC75 land and the property at the corner of Lincoln Rolleston Road and Selwyn Road, which do not form part of the PC78 site.
- f. Retain the 'secondary route' from the Acland Park subdivision through the PC78 site to Lincoln-Rolleston Road.
- g. Clarify and include a description in the ODP text demonstrating how the proposed reserve is linked with the surrounding green network, including a combined walking, and cycling network to key destinations, such as Te Rōhutu Whio Primary School. I also consider that the plan change proponent needs to clarify the catchments for the two reserves to ensure Council's minimum guidelines have been satisfied (500m to 600m radius).

7.21. I support Ms. Wolfer's recommendation for the greenspace network to be indicated on the ODP. This is based on advice received from Mr. Mark Rykers, Council's Manager - Open Space and Strategy, who identifies that the size of the open space reserves is sufficient to meet local needs and that he supports their locations adjacent to a main transport route and medium density housing<sup>37</sup>. However, Mr. Rykers identifies that although the reserve catchments appear to satisfy the Council's guidelines of a 500m 'walkable' radius<sup>38</sup>, the design statement contained within PC78 identifies an 800m radius. He considers that these reserve catchments, and the size and quantity of any 'greenspace linkages, need to be quantified and identified on the ODP. Although there are subdivision matters of discretion<sup>39</sup> to determine the provision of reserve and 'greenspace linkages', I consider it appropriate for the applicant to clarify these matters so that they can be referenced in the ODP.

7.22. I consider that it is appropriate that the plan change proponent incorporates these changes to the ODP to promote a safe and efficient road network that enables 'active' modes of transport and supports an integrated open space reserve network. These form part of my overall recommendation in Section 9 and the changes to the ODP Plan in Appendices 1 and 2.

7.23. While I appreciate that the intent of the balance of Ms. Wolfer's evidence is to achieve a higher amenity development that protects and enhances existing features and seeks to optimise community outcomes, I consider that there are subdivision matters within the Living Z Zone

<sup>37</sup> Email dated 4 February 2021.

<sup>38</sup> [SDC Engineering Code of Practice](#). Part 10 – Reserves, 10.2.6.1(d) General, (Pg.19).

<sup>39</sup> [Selwyn District Plan](#). Township Volume, C12 Subdivision. Matters of discretion 12.1.4.14, 12.1.4.21, 12.1.4.44, 12.1.4.68.

framework that provide the opportunity for Ms. Wolfer's recommended amendments to be considered at that stage. However, I invite the plan change proponent to consider the appropriateness of these recommendations. This includes the following matter:

- h. The ODP plan and text are amended to reference the alignment of the existing water race on the ODP and referencing it in the text.

7.24. I note that only two of the 12 ODP's within Appendix E38 of the SDP illustrate water races, which are the Stonebrook subdivision (ODP Area 1) and initial stage of the Farrington subdivision (ODP Area 6)<sup>40</sup>. The balance of the more recently developed ODP's do not reference water races, including the Falcon's Landing subdivision to the north (ODP Area 11) and Farrington subdivision off Dynes Road to the west (ODP Area 13) that is the source of the piped water race that currently flows through the PC78 site via the Acland Park subdivision. There are also subdivision matters of discretion to evaluate whether the water race is integrated into development, including whether it is retained as an amenity feature within a road or greenspace corridor, piped or terminated<sup>41</sup>. Mr. England's evidence also confirms that there are various options available to manage water races within 'greenfield' sites and that the status of these services is best determined through the subdivision process<sup>42</sup>.

7.25. As identified in Section 3 above, I consider that it is also necessary for the plan change proponent to reference the site as one of 14 Living Z areas and the PC78 site in Policy B4.3.9 and provide a list of the 'specific matters relevant' to implement the PC78 ODP in Policy B4.3.77. These additional changes need to form part of PC78 to ensure that the rezoning is consistent with the Living Z Zone framework for managing greenfield development within Rolleston. I agree with Ms. Wolfer<sup>43</sup> that the adjoining PC75 site and the land at the corner of Lincoln-Rolleston Road and Selwyn Road should be removed from the PC78 ODP plan.

### Conclusion

7.26. I do not have any urban form, density, social and affordable housing, and character related concerns that preclude the granting of the request. I support Ms. Wolfer's recommendations to amend the ODP to establish a high quality and well-connected development, while considering that advice from the plan change proponent is required on the 'green linkages', confirmation of the reserve catchments and the status of the water race. I also consider that the plan change proponent needs to reference the PC78 site as one of 14 Living Z Zone areas and the PC78 site in

Policy B4.3.9 and provide a list of the 'specific matters relevant' to implement the PC78 ODP in Policy B4.3.77.

7.27. I therefore support the relief sought by Selwyn 564 Ltd (S78-001-001) and oppose in part the relief sought by Christchurch City Council (S78-004-002 and 003) and Environment Canterbury (S78-004-001).

<sup>40</sup> [Selwyn District Plan](#). Township Volume, Appendices. E38 Rolleston.

<sup>41</sup> [Selwyn District Plan](#). Township Volume, C12 Subdivision. Matters of discretion 12.1.4.38 and 12.1.1.40.

<sup>42</sup> Evidence of Mr England, Water race, paragraphs 41 to 45 (Pg.'s 8 & 9).

<sup>43</sup> Ms. Wolfer's evidence, 15. Transport and Mobility, paragraph 15.6 (Pg.7).

## Reverse sensitivity

### Plan change request

- 7.28. An assessment of potentially adverse reverse sensitivity effects relating to PC78 is contained in the request (refer to Section 5.8, Pg.9) and the plan change proponents' response to the request for further information<sup>44</sup>. The plan change proponent identifies that rural land inevitably adjoins residential areas on the edge of townships, while identifying that they do not consider that the activity on the land at the corner of Lincoln-Rolleston Road and Selwyn Road is an intensive horticultural activity. They identify that it is too early to determine methods for managing potential reverse sensitivity effects as the neighbouring land may change prior to the PC78 being subdivided and developed. They also identify that they are aware of the intensive poultry farm operation on the opposite side of Selwyn Road and the presence of the 300m reverse sensitivity buffer to protect its ongoing operation.

### Analysis

- 7.29. I do not agree with the plan change proponent's response that the market garden is not an intensive horticultural activity and that reverse sensitivity effects have been avoided. I observed on my site visit that the land forms part of a wider market garden. The main entrance to the yard associated with this market garden off Ratteltrack Road includes agrichemical signage and there was a bird scaring device located on the site. It is therefore considered that the use of sprays and operational activities generating noise may contribute to some effects that a future residential neighbour may not feel it is compatible with the amenity expected within the Living Z Zone. Ms. Wolfer also evaluates the potential for adverse reverse sensitivity effects, recommending that a reverse sensitivity treatment should be noted on the ODP to ensure this is considered at the time of subdivision<sup>45</sup>.
- 7.30. There are limited examples on the fringe of the township where intensive farming activities operate in close proximity to the Rolleston Structure Plan boundary or the FDA in CRPS Map A. The only other example that comes to mind are the two poultry farms operating from the southern side of Dunns Crossing Road. I consider that the potential for odour and other nuisance effects arising from the nature and scale of these types of intensive productive activities typically present greater concerns than a horticultural operation.
- 7.31. In respect to the SDP, there are objectives (B3.4.3 and B4.1.2) and policies (B3.4.39, B4.3.3 and B4.3.8) that establish the desired outcomes for managing the growth of townships and adverse reverse sensitivity effects. I consider that PC78 is consistent with the outcomes being sought by Policy B4.3.3 as the request will not create a pocket of Rural (Inner Plains) Zone land that is bordered on three or more boundaries. I also note that the fact that the land is identified within the preferred urban form of the township indicates that residential growth is seen as a higher priority than protecting rural productive activities. However, Objectives B3.4.3 and B4.1.2 and Policy B3.4.39 require that reverse sensitivity effects are avoided, remedied, or mitigated and Policy B4.3.8 requires that the ODP must demonstrate that the design will minimise any reverse sensitivity effects. I am also aware that the subdivision assessment matters of discretion do not

<sup>44</sup> [PC78 Request for further information response](#), Reverse sensitivity effects (Pg.10).

<sup>45</sup> Evidence of Ms. Wolfer, 8. Reverse Sensitivity, paragraphs 8.1 to 8.4 (Pg.3).

specifically cover reverse sensitivity effects, other than in respect to protecting strategic infrastructure.

- 7.32. On balance, I consider that it is appropriate for a 'reverse sensitivity treatment' to be noted on the ODP and Policy B4.3.77 to reference the horticultural activity so that any potentially adverse reverse sensitivity effects can be considered at the time of subdivision. Although this may become redundant if the circumstances change over time, I consider that the potential for adverse reverse sensitivity effects is real and should be considered through the subdivision process to ensure consistency with the objectives and policies of the SDP (as detailed in Section 9 and Appendices 1 and 2).
- 7.33. I consider that the existing 300m reverse sensitivity intensive farming buffer that applies to the poultry farm at 483 Selwyn Road will need to be considered, if and when, the future proposed activities and land use zone for the land at the corner of Lincoln-Rolleston Road and Selwyn Road are evaluated. As this buffer does not extend into any part of the PC78 site, I consider that the granting of the request will not compromise the ongoing operation of the identified intensive farming activity.

#### Conclusion

- 7.34. I consider that there is a potential for reverse sensitivity effects arising should the horticultural activity on the land at the corner of Lincoln-Rolleston Road and Selwyn Road be operating at the time PC78 is subdivided and developed, should it be granted. I recommend that the plan change proponent include a reference to this activity in the ODP so that methods for managing any related effects can be developed through the subdivision process. I do not consider that the intensive farming activity on the opposite side of Selwyn Road is of relevance to the consideration of this request, given that the 300m reverse sensitivity buffer does not extend into the PC78 site.

## Infrastructure Servicing

#### Plan change request

- 7.35. The request includes an infrastructure and servicing assessment that is based on a report prepared by Urban Estates Ltd, which is contained in Appendix A of PC78.

#### Submissions

- 7.36. There were two submissions seeking relief in respect to infrastructure servicing:
- One submitter supports the request in part, seeking that PC78 is conditioned to require landowners to enter into an agreement with Council to coordinate the installation of infrastructure services, including by way of point strips<sup>46</sup>.
  - One submitter neither supports nor opposes the request but identifies that the infrastructure assessment does not include sufficient information on water and wastewater modelling<sup>47</sup>.

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<sup>46</sup> Selwyn 564 Ltd (S78-001-002).

<sup>47</sup> Environment Canterbury (S78-004-004).

## Analysis

- 7.37. The ability to coordinate the cost effective and efficient provision of infrastructure services and aligning future development with Council's strategic planning is a relevant consideration when evaluating the appropriateness of changes to land use zonings.
- 7.38. Mr. England, Council's Asset Manager - Water Services, has provided an assessment of the request in relation to water supply, wastewater, and stormwater infrastructure, which is contained in Appendix 3 of this report.
- 7.39. In evaluating the infrastructure needs of PC78 against the current and future infrastructure demands for Rolleston, Mr. England concludes that:
- a. Sufficient water, including to meet potable water and minimum firefighting standards, can be made available to service the PC78 site under the existing water-take consents Council holds with Environment Canterbury.<sup>48</sup>
  - b. The options identified by the applicant to convey wastewater from the site to the Pines Wastewater Treatment Plant are feasible and there is existing capacity (and funding to increase the capacity further in the future) to accommodate the projected demand arising from this request. Development contributions for each additional lot would also contribute to the cost of managing the additional wastewater that is generated by PC78.<sup>49</sup>
  - c. There are viable means to dispose of stormwater for this plan change area.<sup>50</sup>
  - d. There are several options available to either incorporate or close the existing water race that runs through the site, which can be determined at subdivision consent stage<sup>51</sup>.
- 7.40. On the basis of Mr. England's evidence, I consider that there are appropriate funding arrangements in place to ensure that the site can be efficiently and effectively integrated into the public reticulated water and wastewater networks. There are mechanisms available to the Council to recuperate the proportional costs from the developer for the increased demand on the network, such as development contributions. There is also a high degree of certainty that potable water to meet the necessary standards can be made available to service the site under the Council's existing Environment Canterbury water-take consents and the discharging of stormwater to ground has been confirmed as a viable solution.
- 7.41. Future connections to other utilities, such as gas, power, or telecommunication supplies are best managed at the time of subdivision following engagement with utility service providers by the developer. Mr. England identifies that the appropriate process to evaluate the status of the water race is at the time of subdivision<sup>52</sup>.
- 7.42. In respect to the submitter's concerns that there is not the required modelling in the request to establish the likely water and wastewater demand, I consider that Mr. England's evidence

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<sup>48</sup> Evidence of Mr England, Water Supply, paragraphs 7 to 22 (Pg.'s 2 to 5).

<sup>49</sup> Evidence of Mr England, Wastewater, paragraphs 23 to 36 (Pg.'s 5 to 8).

<sup>50</sup> Evidence of Mr England, Stormwater, paragraphs 37 to 40 (Pg.8).

<sup>51</sup> Evidence of Mr England, Water race, paragraphs 41 to 45 (Pg.'s 8 & 9).

<sup>52</sup> Evidence of Mr England, Water race, paragraphs 41 to 45 (Pg.'s 8 & 9).



establishes that there is sufficient capacity in the public reticulated networks to support PC78. I therefore oppose the submission from Environment Canterbury (S78-004-004).

- 7.43. I oppose the relief sought by Selwyn 564 Ltd (S78-001-002) because agreements to coordinate the future provision of infrastructure within the site to manage the costs associated with these upgrades are best managed through Council and/or third-party developer agreements at the time of subdivision. The appropriateness of point strips is also a subdivision matter of discretion under the SDP<sup>53</sup>.

#### Conclusion

- 7.44. I consider that there are no infrastructure network constraints or concerns that prevent the request from being granted. Infrastructure planning in the Long-Term Plan to fund the construction of any necessary infrastructure upgrades for Rolleston are well advanced. Rules within Part C12 subdivision of the SDP and the associated engineering approval processes will require the necessary infrastructure and utility services to be in place before any allotments can be sold.
- 7.45. I oppose the relief sought by Selwyn 564 Ltd (S78-001-002) as there are processes outside of the plan change process to evaluate the appropriateness of Council and/or third-party developer agreements and point strips to establish how development costs are equitably determined. I also oppose the Environment Canterbury (S78-004-004) submission as Mr. England's evidence establishes there is sufficient capacity in the reticulated public water and wastewater networks to service PC78.

### Transportation network

#### Plan change request

- 7.46. The request includes an assessment that is based on an Integrated Transport Assessment ('ITA') prepared by Abley, which is contained in Appendix D of PC78.

#### Submissions

- 7.47. The following submissions relating to the impact of the request on the transportation network were received:
- a. One submitter neither supports nor opposes the request, while identifying that a large proportion of vehicle movements to and from south-east Rolleston involve commuting to Christchurch City via private motor vehicles<sup>54</sup>. The submission indicates that options to access public transport and public transport facilities are limited in this location. They also question whether the estimated vehicle movements arising from PC78 will support reductions in greenhouse gas emissions without a funded and implemented public transport system being established to service the site before development occurs, including connections to Christchurch City.
  - b. One submitter takes a neutral position to granting the request, while seeking that Council consider how the timely and effective provision of public transport to and

<sup>53</sup> [Selwyn District Plan](#). Township Volume, C12 LZ Subdivision. 10.1 Subdivision General, 10.1.2.7 & 10.1.2.11.

<sup>54</sup> Christchurch City Council (S78-002-001)

through the site can be achieved and that any integrated transport options should encourage the uptake of existing services<sup>55</sup>. Supplementary to these concerns, Environment Canterbury share the Christchurch City Council's concerns that the development of PC78 in advance of any enhanced public transport services will create a dependency on private motor vehicles. They consider that this would also be inconsistent with Policy 8 of the NPS-UD. The submission encourages the plan change proponent to liaise with Environment Canterbury's public transport operational staff to facilitate access to potential future public transport facilities. This submitter identifies that the request needs to be evaluated against Policies 6.3.4 and 6.3.5 of the CRPS. This submitter also identifies that the infrastructure assessment does not include sufficient information on transport modelling and estimated vehicle movements<sup>56</sup>.

- c. One submitter opposes PC78 in part on the basis that the increase in school age children arising from the development will impact on the capacity of the local schools, including the Te Rōhutu Whio Primary School that is under construction<sup>57</sup>. They request the private plan change proponent consults with them to confirm whether the resulting increase in school aged children can be accommodated by the existing schools in Rolleston. The submitter identifies that the rezoning may give rise to congestion and safety effects. They request that the traffic effects are assessed and mitigated before the plan change is granted, including the need for the walking and cycling routes throughout the ODP and connections to the local schools to be assessed. More specifically, they require additional guidance and direction within the ODP in relation to the walking and cycling connections to Te Rōhutu Whio Primary School.

### Analysis

- 7.48. Mr. Collins from Flow Transportation Specialists has undertaken a peer review of the ITA provided with the request, which is contained in Appendix 4 of this report. He has evaluated the proportional effects of PC78, the cumulative effect of the eight plan change requests being considered by Council on the transport network (which includes the proportional effects of PC78), the safety and efficiency of PC78 on key intersections, the provision for connectivity within the ODP and the Rolleston Structure Plan. He also comments on the transport-related submission points that fall within the matters summarised above.<sup>58</sup>
- 7.49. Mr Collins' peer review includes recommendations that relate specifically to PC78, as well as recommendations for the Council to consider separately to maintain the safety and efficiency of the wider transport network. While noting the broader recommendations, I consider that these are not central to the consideration of the appropriateness of PC78 and will need to be progressed through other Council work streams (for example, reviews and updates to the Long-Term Plan, Development Contributions Policy, and Infrastructure Strategies). My assessment is therefore focussed on the recommendations that relate more specifically to PC78.

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<sup>55</sup> Environment Canterbury (S78-04-001 and 002)

<sup>56</sup> Environment Canterbury (S78-004-004)

<sup>57</sup> Ministry of Education (S78-004-001 and 002)

<sup>58</sup> Evidence of Mr. Collins, Appendix A: Submission Summary. Table 4: Submission summary and commentary.

- 7.50. Mr. Collins peer review sets out four recommendations to ensure PC78 does not compromise the safety and efficiency of the localised transport network. These recommendations require prompts to be included within the ODP to ensure the items are identified and addressed within any future resource consent processes<sup>59</sup>, including that:
- a. The ODP is amended to ensure the primary roads align with the Acland Park subdivision to the west and PC75 ODP to the north.
  - b. The ODP is amended to indicate the need for a frontage upgrade along Lincoln-Rolleston Road and Selwyn Road, which should be determined by the developer in collaboration with Council in accordance with the Engineering Code of Practice requirements
  - c. The ODP is amended to illustrate the walking and cycling routes within the site, including the north-south and east-west cycle routes.
  - d. The ODP is amended to illustrate the primary north-south orientated cycle route through the site.
- 7.51. In respect to the proportional impact of PC78 on Rolleston's transport network, Mr. Collins advises that PC78 will have a: (a) significant contribution on intersections that are estimated to have congestion in 2033, contributing to more than a 5% increase in traffic movements; and (b) impact on intersections not yet identified to have congestion in 2033, contributing to an almost 5% increase in movements<sup>60</sup>. Mr. Collins identifies that PC78 will contribute to congestion and delays at intersections within Rolleston, including a 'significant effect' on the Selwyn Road and Lincoln-Rolleston Road intersection and 'minor effect' on the Lowes Road, Levi Road and Masefield Drive intersection, Springston-Rolleston Road and Selwyn Road intersection and Selwyn Road and Weedon's Road intersection. However, he concludes that Council should establish how the necessary upgrades to this network are funded within the Long-Term Plan and what proportional share each private plan change proponent may need to contribute to any associated upgrades.
- 7.52. In respect to the integration of the PC78 site into the surrounding transport network, Mr. Collins details his recommended changes to the ODP listed above that I consider will promote a well-connected development that enables walking and cycling and access to public transport facilities<sup>61</sup>. Ms. Wolfer's evidence also supports these road alignment amendments and confirms that these upgrades, clarifying that the frontage upgrades should require sections to directly access Lincoln-Rolleston Road and Selwyn Road to promote a safe and accessible urban environment<sup>62</sup>.
- 7.53. In respect of the Rolleston Structure Plan, Mr. Collins advises that PC78 is generally consistent with the Structure Plan, while noting that the CRETS Road has been realigned to extend through the PC75 site. He recommends that the PC78 ODP illustrates the primary north to south aligned

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<sup>59</sup> Evidence of Mr. Collins, Summary of My Peer Review (Pg.'s. i and ii).

<sup>60</sup> Evidence of Mr. Collins. 4.1 PPC78 proportion of the cumulative network effects of all PPC's (Pg.10 and 11).

<sup>61</sup> Evidence of Mr. Collins. 6 My Consideration of Matters Not Included in the ITA, Figure 5: PPC78 with road networks from adjacent developments, and Figure 7: Recommended amendments to the ODP (Pg.19 to21).

<sup>62</sup> Evidence of Ms. Wolfer. 17. Conclusions and Recommendations (Pg's.8 & 9).

cycle route through the site, which I support as it will better enable walking and cycling and connectivity<sup>63</sup>.

- 7.54. I consider that Mr. Collins evidence establishes that there is sufficient transport modelling and information available on estimated vehicle movements to support PC78. I therefore oppose the submission from Environment Canterbury (S78-004-004).
- 7.55. Mr. Collins has considered the submission from the Ministry of Education and identifies recommendations for the ODP to be amended to better define the key walking and cycling routes through the PC78. I also consider that Mr. Collins other recommendations, including the need to establish appropriate frontage upgrades and aligning the primary road networks, will assist in promoting a safe and convenient walking and cycling network for school aged children.
- 7.56. On the basis of the request and the evidence provided by Mr. Collins, I consider that PC78 will integrate with the wider transport network, avoiding any adverse effects on the safety and efficiency of this network. This is on the basis that Council will carry out programmed upgrades that would be funded through future Long Term Plan processes, with private plan change proponents/developers paying a proportional share of these costs at the time of subdivision by way of development contributions.
- 7.57. My position is provided on the basis that the recommendations made by Mr. Collins are actioned. The location of the site and primary roads will enable the site to be serviced by public transport in the future based on Environment Canterbury's service delivery programme. The site will form part of a wider integrated walking and cycling network that forms a component part of the ODP<sup>64</sup>, which includes the Rolleston to Lincoln shared walking and cycling connection formed along Lincoln-Rolleston Road.
- 7.58. Future policy changes and investment in the public transport network are aiming to reduce demand for single occupancy vehicles, promote the uptake of public transport and further encourage active modes of travel. Mr. Collins evidence details a targeted list of actions for Council to consider and implement to maintain the safety and efficiency of the wider network to accommodate the cumulative increase in traffic. Additional actions, such as lobbying Environment Canterbury to extend bus services in the township appear to have already been initiated.
- 7.59. Other initiatives, such as Mass Rapid Transport and enhanced public transport services, are being progressed by the Greater Christchurch Partnership and Council, and these will assist in responding to the concerns raised in the submissions. I support Mr. Collins conclusion that it would be unreasonable to expect a private developer to lead these types of initiatives, which are more likely to achieve the desired outcomes when undertaken across a sub-regional rather than site specific scale. Community consultation and engagement with the development sector should also be undertaken to determine the extent to which subdivisions can play a role in assisting to deliver the desired changes once this work becomes more advanced.

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<sup>63</sup> Evidence of Mr. Collins. 7 The Rolleston Structure Plan and Figure 7: Rolleston Structure Plan with PPC78 Location (Pg.22 and 23).

<sup>64</sup> Refer to the 'Movement Network' detailed in the PC78 ODP and text, Appendices 1 and 2.

## Conclusion

- 7.60. On the basis of the request and the evidence provided by Mr. Collins and Ms. Wolfer, I consider that PC78 will integrate with the wider transport network being progressively extended in Rolleston and that programmed upgrades will avoid any adverse effects on the safety and efficiency of the transport network. This is on the proviso that the amendments to the ODP and text outlined, which arise from Mr. Collins and Ms. Wolfer's evidence, which are summarised in Section 9 and detailed in Appendix 1 and 2 of this report, are made; that the ODP removes the land at the corner of Lincoln-Rolleston Road and Selwyn Road; the primary road connections to this site are illustrated on the ODP; and draft items for inclusion in Policy B.4.377 are provided to ensure consistency.
- 7.61. While I agree in principle with the submissions from Christchurch City Council (S78-002-001) and Environment Canterbury (S78-004-004) that seek to avoid adverse impacts of growth on the transport network and the effects on the environment associated with commuter travel, I oppose the relief being sought in part. This is on the basis that the funding and implementation of an improved public transport system and network upgrades detailed in Mr. Collins evidence are required for Rolleston as a whole, rather than as a specific consequence of this request.
- 7.62. I support and oppose in part the submission from the Ministry of Education (S78-003-001 and 002). As identified above, the recommended changes to the PC78 ODP by Mr. Collins will assist in providing a safe and convenient walking and cycling network for school aged children, consistent with the relief sought by the Ministry (S78-003-002). I do not consider it is necessary or appropriate to recommend changes to PC78 to facilitate discussions between the Ministry and the plan change proponent on the impact of the request on the school roll. The Rolleston Structure Plan, Our SPACE and CRPS signal the preferred growth path and likely demand this may have on the provision of schools within the township. The granting of this request would inform the Ministries decision-making on what actions may need to be taken to either extend, or establish new schools, to service this area of Rolleston. I therefore oppose in part the submission from the Ministry of Education (S78-003-001).
- 7.63. I also oppose the Environment Canterbury (S78-004-004) submission as Mr. Collins evidence establishes that there is sufficient transport modelling and information available on estimated vehicle movements to support the granting of PC78.

## Land suitability and geotechnical risk

### Plan change request

- 7.64. The request includes an Assessment of Environmental Effects that identifies and assesses land use constraints, flood hazard and geotechnical risks, and the presence of contaminated soils. This is supported by an Infrastructure Report in Appendix A, a geotechnical assessment in Appendix B and a Preliminary Site Investigation in Appendix C of the request.

### Submissions

- 7.65. One submitter neither supports nor opposes PC78 but identifies that: (a) the PSI only covers a portion of the PC78 site (the western most properties, being 24.9ha of the 63.3ha site); (b) the request does not establish that the floor levels of future homes will be built above the 200 year

ARI flood levels; and (c) there is insufficient information on what the finished ground levels will be for the site and whether these may impact on adjacent properties<sup>65</sup>.

#### Analysis

- 7.66. Contaminated soils are managed under the National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health (the 'NЕСS'). This applies to any subdivision or change in the use of a piece of land, and therefore would apply to the type of land use change that would be facilitated by PC78. As this is a request for a zone change, and not to determine the actual use of the site, the NESCS does not strictly apply.
- 7.67. The PSI report contained in PC78 and prepared under the NESCS has been peer reviewed by Environment Canterbury's Contaminated Land Team. A request for further information was issued to the plan change proponent summarising this review and identifying that the request failed to identify the HAIL activity on Lot 2 DP 48064 and that it does not cover all the properties within the PC78 site. The plan change proponents' response provided limited information on the HAIL activity while stating that they believe there is sufficient information available to assess the request.
- 7.68. I consider that the absence of a PSI places the private plan change proponent at risk of proceeding without the relative certainty this assessment provides. However, I am also mindful that the NESCS requires that a Detailed Site Investigation is carried out when the use of the land changes or is proposed to be subdivided to identify the extent of the contaminants, and a Remedial Action Plan or Site Validation Reports prepared if required. I consider that any risk of developing the land for residential purposes to people's health and wellbeing can be effectively managed under the NESCS. Although I support Environment Canterbury's (S78-04-004) submission in principle, I oppose it in part as my understanding is that the NESCS only applies when there is a change in use of the land or subdivision consent is sought.
- 7.69. The geotechnical report contained in PC78 was peer reviewed on behalf of Council by Mr. Ian McCahon of Geotech Consulting Ltd, with his report appended as Appendix 6 to this report. He concludes that there is minimal to no liquefaction potential at the site and confirms that the land is equivalent to the TC1 Technical Land classification under MBIE's guidance. Mr. McCahon identified that it is appropriate for further site-specific testing to be undertaken on any future house sites at building consent stage.
- 7.70. The SDP and Rolleston Structure Plan<sup>66</sup> do not indicate any land constraints or natural hazards that affect the PC78 site, including flood hazard risks. I consider that the most appropriate time to determine the finished floor levels of future homes and finished ground levels are through the subdivision and land use consent processes. I therefore oppose Environment Canterbury's submission (S78-004-004).

#### Conclusions

- 7.71. I consider that there is sufficient information available, and processes to be followed if the request is granted, to establish that there are no land suitability constraints or natural hazards

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<sup>65</sup> Environment Canterbury (S78-04-004)

<sup>66</sup> [Rolleston Structure Plan, 2009](#). 3.5.5 Key Issues, Constraints and Opportunities (Pg.30).



risks that preclude the granting of the request. I therefore oppose and oppose in part the relief sought in Environment Canterbury's submission (S78-004-004).

## Versatile soils

### Plan change request

- 7.72. PC78 identifies and assesses the versatile soil resources associated with the site (refer to PC78, 5.7 Versatile Soils, Pg.9). The request confirms that the site is comprised of Class 2 and 3 soils under Land Use Capability classifications.

### Submissions

- 7.73. One submitter takes a neutral position to granting the request, while confirming that the site is comprised of Class 2 and 3 versatile soils and that the potential loss of this resource to new residential development has been considered through the development of Our SPACE and Change 1 to the CRPS<sup>67</sup>. This submission is opposed in part by a further submission<sup>68</sup>, who indicate that versatile soils are a finite and rare resource, and that greater consideration should be given to the cumulative impact of the request on versatile soils as it has already been significantly affected by urban and peri-urban development. Reference is made to the Proposed National Policy Statement on Highly Productive Land (the 'pNPS-HPL') and Our Land 2021 report, highlighting that these are relevant background materials to consider when determining the appropriateness of PC78. They request that PC78 is declined and that alternative sites around Rolleston that do not contain versatile soils are used to accommodate the growth needs of the township.

### Analysis

- 7.74. The Rolleston Structure Plan identified and evaluated the soil resource when determining the urban growth pattern for the township and the PC78 site as a future residential area (SR8)<sup>69</sup>. Our SPACE highlights the value that the versatile soil resource provides the sub-region and the need to consider this resource as part of the settlement pattern to promote a sustainable urban form<sup>70</sup>. The PC78 site is identified as a FDA on Figure 16 of Our SPACE and highlights that the measures to mitigate impacts of the future development of these areas on this resource should be undertaken as part of the District Plan Review<sup>71</sup>.
- 7.75. I consider that the proposed rezoning of this area would represent a small loss to the overall Class 2 and Class 3 versatile soil resource within the wider region and support the conclusion in the request that this loss has been anticipated and the related adverse effects considered through the Rolleston Structure Plan and Our SPACE. Similarly, there remains an expectation that the balance of the rural land and the versatile soils resource in the District will be preserved for productive uses until the point a change in the land use zoning is determined to be appropriate under whatever planning framework is in place at the time.

<sup>67</sup> Environment Canterbury (S78-004-003)

<sup>68</sup> S. Carrick (S78-004-FS)

<sup>69</sup> [Rolleston Structure Plan, 2009](#). 3.5.4 Soils and Geology (Pg.28), Fig.3.5 Soils (Pg.29), 3.5.5 Key Issues, Constraints and Opportunities (Pg.30).

<sup>70</sup> [Our-Space-2018-2048](#). 4. Our Challenges (P.18), Figure 10: Example constraints on development across Greater Christchurch (Pg.21)

<sup>71</sup> [Our-Space-2018-2048](#). Figure 16: Proposed locations of future development areas... (Pg.30) and Aligning with the strategic growth directions from the UDS (Pg.37)

- 7.76. The further submission references the 'pNPS-HPL' and Our Land report as a basis for establishing the national significance of versatile soils. Although the pNPSHPL and Our Land report are useful as they signal the Governments intentions in respect to protecting highly productive land, they do not have any statutory weight at this point in time or establish how they may be balanced with the NPS-UD in respect to prioritising versatile soils over urban development.
- 7.77. CRPS Policy 5.3.12 applies to the versatile soil resource across the wider Canterbury Region. This policy seeks to maintain and enhance natural and physical resources that contribute to the rural productivity economy. The SDP 'gives effect' to this policy by maintaining a 1hh/20ha density in the Rural (Outer Plains) Zone for rural productive activities. The Rural (Inner Plains) Zone applies to the PC78 site to maintain some rural elements and productive functions within the eastern portions of the District where townships are concentrated. As a consequence, I consider that PC78 is consistent with CRPS Policy 5.3.12 as the current zoning does not have a primary objective of protecting rural productivity.
- 7.78. Policy B1.1.8 of the SDP encourages residential development to occur in and around existing townships to maintain the versatile soils resource. I consider that the PC78 site is consistent with this policy as the land has been identified as a future extension to the township in the Rolleston Structure Plan and FDA in Our SPACE and CRPS Chapter 6 Map A.

#### Conclusions

- 7.79. I consider that appropriate regard has been given to the versatile soil resource in identifying the site as a future residential 'greenfield' area to support the housing needs of the township, district, and wider sub-region. I therefore support Environment Canterbury's (S78-004-002) submission and oppose S. Carrick's (S78-004-FS) further submission.

## 8. Statutory Analysis

### Part 2 Purpose and Principles

- 8.1. Under s 74(1)(b), any changes to the SDP must be in accordance with the provisions of Part 2 of the RMA. This sets out the purpose of the RMA (s5), matters of national importance that must be recognised and provided for (s6) and other matters that particular regard is to be had to (s7).
- 8.2. Notwithstanding that the Council has notified the pSDP, I consider that the purpose of the Act is currently reflected in the settled objectives and policies of the SDP, which PC78 does not seek to change to a fundamental extent. Rather, PC78 seeks to rezone the land to Living Z and to coordinate the subdivision and development of the land through an ODP. Establishing the appropriateness of the objective of the request in achieving the purpose of the RMA is also a requirement under s32, which is considered below.
- 8.3. I do not consider that any matter of national importance is relevant to PC78. In terms of other matters set out in s7 of the RMA, I consider that the efficient use and development of natural and physical resources (s7(b)), the maintenance and enhancement of amenity values (s7(c)), and the maintenance and enhancement of the quality of the environment (s7(f)) are relevant to the consideration of PC78. I consider these are matters have been considered in the effects

assessment set out above and that there is no reason to oppose the granting of the request on the grounds that the rezoning would not give effect to Part 2 of the Act.

## **Functions of Territorial Authorities**

- 8.4. The functions of Council's are set out in s31 of the RMA and include the establishment, implementation and review of objectives, policies, and methods to:
- a. Achieve integrated management of the effects of the use, development and protection of land and associated natural and physical resources; and
  - b. Control any actual or potential effects of the use, development, or protection of land.
- 8.5. I support the plan change proponents' conclusions that PC78 will enable Council to continue to carry out its functions under the Act. This includes ensuring that there is sufficient plan enabled development capacity in respect of housing land to meet the expected demands of the District. The request is considered to be necessary to provide sufficient housing capacity as it would facilitate the development of an FDA identified in CRPS Chapter 6 and Our SPACE. The ODP (once amended in accordance with the recommendations of this report), in combination with the underlying Living Z Zone rules, will achieve integrated management and all potential effects associated with the use, development and protection of the land can be effectively managed.

## **Statutory Documents**

- 8.6. As noted previously, the District Plan (including as amended by any plan change request) must:
- (a) give effect to any operative national policy statement (s75(3)(a)) and any regional policy statement (s75(3)(c));
  - (b) have regard to any management plan or strategy prepared under other Acts (s74(2)(b)(i));
  - (c) take into account any relevant planning document recognised by an iwi authority and lodged with the territorial authority, to the extent that its content has a bearing on the resource management issues of the district (s75(2A)); and
  - (d) not be inconsistent with any regional plan (s75(4)(b)).
- 8.7. The extent to which PC78 satisfies these statutory tests in the context of changes to the SDP are evaluated further below.

### **National Policy Statement on Urban Development (NPS-UD)**

- 8.8. The planning context that is outlined in Section 2 and summarised in Council's 'Technical Memo on Growth Planning' contained in Appendix 7 is an important touchstone when evaluating the extent to which PC78 'gives effect' to the objectives and policies of the NPS-UD. This confirms that an urban consolidation approach has been applied through the UDS, LURP Actions, Our SPACE, Selwyn 2031, and the Rolleston Structure Plan, which are implemented through the SDP and CRPS.
- 8.9. Council's 'Technical Memo on Growth Planning' signals the current work programmes that are underway through the Greater Christchurch Partnership, or are being advanced by Council, to manage growth through the application of urban consolidation principles and to 'give effect' to the NPS-UD, including:
- a. 'Greater Christchurch 2050', which is intended to set a vision for Greater Christchurch to achieve intergenerational wellbeing that also responds to climate

change and moving towards a zero-carbon economy. It is also intended to be based on partnership priorities that include enabling sustainable urban form that aligns and integrates with the transport system.

- b. Investigation of Mass Rapid Transit opportunities.
  - c. Development of a Greater Christchurch Spatial Plan, intended to build on and replace the UDS and Our Space, integrate with the Mass Rapid Transit Business Case and ultimately inform Long Term Plans, the Regional Policy Statement, District Plans, and the Regional Land Transport Plan.
  - d. An update to the Rolleston Structure Plan.
- 8.10. Council's 'Technical Memo on Growth Planning' also outlines how housing capacity within the District has been assessed, how further capacity will be provided to meet projected demand, as well as why the proposed distribution of capacity – focussed primarily on Rolleston – has been preferred. In summary, this is to improve self-sufficiency of the local economy, provide greater certainty to inform investment decisions, improve the amenity of the Rolleston Town Centre and the efficient use of its social infrastructure, and promote the efficient use of infrastructure and transport networks.
- 8.11. I consider that the PC78 is consistent with Objectives 1 and 2 and Policies 1 and 6 of the NPS-UD because it will enable a variety of homes to meet estimated market demand for feasible development capacity within the medium-term timeframe provided in the CRPS. In doing so, PC78 will support the competitive operation of land and development markets, both within Selwyn District and the Greater Christchurch sub-region. This is demonstrated by the fact that PC78 will assist in providing additional housing capacity in accordance with the FDA in CRPS Chapter 6 Map A and Our SPACE, the Selwyn 2031 township network, and the residential growth areas in the Rolleston Structure Plan.
- 8.12. The submission from Environment Canterbury (S78-0004-001) takes a neutral position on the granting of the request, while considering that a determination needs to be made that the scale of the proposed development will deliver significant development capacity under Policy 8 of the NPS-UD and that the development needs to better align with the identified housing needs<sup>72</sup>.
- 8.13. The PC78 site is identified as a location where Council and the community would prefer urban growth to be located based on the spatial plans and statutory instruments in place to facilitate its development. The request is therefore not considered to be 'unanticipated' or 'out of sequence' development in the context of Policy 8. The identification of the land as a FDA in the CRPS and Our SPACE confirm that the PC78 site is part of the responsive planning undertaken within the Greater Christchurch sub-region to add development capacity and contribute to a well-functioning urban environment. I therefore oppose the relief sought by Environment Canterbury on the basis that PC78 is consistent Policy 8 of the NPS-UD.
- 8.14. PC78 will provide additional plan-enabled housing capacity for approximately 756 mixed density sections that will go some way to meeting the projected 2,089 medium term capacity shortfalls for the District<sup>73</sup>, which forms a component part of the housing shortfall across the Greater

<sup>72</sup> Environment Canterbury (S78-004-001)

<sup>73</sup> Appendix 7 - Identified Surplus and Shortfall, paragraphs 70 to 73.

Christchurch sub-region. In doing so, the request will enable Council to carry out its functions under s31(1) (aa) by ensuring there is sufficient development capacity in respect of housing and business land to meet the expected demands of the district.

- 8.15. I consider that PC78 represents a ‘well-functioning urban environment’ as it will be able to satisfy the NPS-UD Policy 1 criteria and Policy 6 to some extent, including by: (a) enabling a variety of homes that meet the needs of different households at densities that are in excess of the minimum 10hh/ha densities provided in the CRPS and SDP; (b) supporting, and limiting as much as possible adverse impacts on, the competitive operation of land and development markets; (c) having good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and (d) supporting reductions in greenhouse gas emissions through current and future Council and Greater Christchurch Partnership transport initiatives and investment. The reasons for this position are detailed in the following paragraphs.
- 8.16. It is recognised that Rolleston is reliant to some extent on Christchurch City for employment (and access to other services and facilities) and that the rezoning of the PC78 site will inevitably increase demand on the strategic transport network associated with commuter traffic. I acknowledge that the site and township do not have the employment opportunities or access to large scale public transport when compared to residential ‘greenfield’ areas in the country’s larger metropolitan centres. However, Our SPACE seeks to direct additional capacity to Rolleston (as well as Rangiora and Kaiapoi) in order to support public transport enhancement opportunities. Our SPACE also notes that having a compact urban form increases the ability to contribute to the uptake of public transport opportunities, as well as reduced trip distances that enable active modes of transport. The employment offerings in Rolleston have also progressively increased through expansions to the I-Zone and I-Port industrial parks and town centre development. I also consider that the development and growth of Rolleston contributes to the economic and social wellbeing of residents in Christchurch City.
- 8.17. The PC78 site is therefore more optimal than alternative locations outside the FDA in terms of achieving the urban consolidation principles contained in the CRPS, UDS and Our SPACE. There has also been a significant investment in preparing spatial plans (including Selwyn 2031 and the Rolleston Structure Plan), network capacity upgrades and public transport funding to manage the effects associated with this projected growth. PC78 is unlikely to reduce greenhouse gas emissions identified in Objective 8 and Policies 1 and 6 without the Council and sub-regional initiatives detailed in Appendix 7<sup>74</sup>. However, I consider that this would be challenging for any ‘Tier 1 urban environment’ that isn’t within a metropolitan centre and close to significant public transport facilities to achieve without a broad range of Government and regional policy interventions, market-based responses, and changes in individual choices.
- 8.18. I am not aware of any reasons why Environment Canterbury’s public transport network could not be extended to and through the site in the future or that the additional demand would undermine the efficient operation of local facilities, such as the Rolleston Park N’ Rides. I consider that the recommendations contained in Mr. Collins and Ms. Wolfer’s evidence

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<sup>74</sup> Council’s ‘Technical Memo on Growth Planning’ in Appendix 7 identifies that the Greater Christchurch Partnership is progressing GC 2050 to respond to climate change and move towards a zero-carbon economy. Investigations into Mass Rapid Transport is also being investigated.

(summarised in Section 9 and detailed in Appendix 1 and 2 of this report) will ensure that changes are made to the ODP to promote connectivity, encourage active travel modes, and improve access to future public transport facilities. These changes will also assist to connect suburban neighbourhoods and contribute to a well-integrated transport network.

- 8.19. Objective 6 and Policy 1 of the NPS-UD require that decisions made by local authorities on urban development that affect urban environments to be integrated with infrastructure planning and funding decisions to respond to proposals providing significant housing capacity. The provision of an ODP, alignment of the request with Council's reticulated public infrastructure planning and the evidence of Mr. England confirm that there is sufficient capacity in the water and wastewater networks, and feasible options to manage stormwater. I therefore consider that PC78 is consistent with these aspects of Objective 6 and Policy 1.
- 8.20. The following implementation directions in Part 3 of the NPS-UD are also relevant to the consideration of PC78:
- Policy 3.2 requires that "at least" sufficient development capacity is provided within the district to meet the expected demand for housing, in the short, medium, and long terms.
- 8.21. The granting of the request will provide additional plan enabled development capacity within Rolleston and the Greater Christchurch sub-region to meet the projected medium-term shortfalls.
- Policy 3.5 requires that local authorities are satisfied that additional infrastructure to service the development is likely to be available.
- 8.22. Mr. England's evidence confirms that there are no infrastructure servicing constraints.
- Policy 3.8 provides direction on how local authorities consider plan change requests that provide significant development capacity that is not otherwise enabled in a plan or is not in sequence with planned land release.
- 8.23. As identified previously, I do not consider that PC78 is 'unanticipated' or 'out of sequence' urban development.
- 8.24. On the basis of the above discussion, I consider that PC78 is not contrary to any of the objectives and policies of the NPS-UD.
- [National Environmental Standard for Assessing and Managing Contaminations in Soil to Protect Human Health \(NESCS\)](#)
- 8.25. As this is a request for a zone change, and not to determine the actual use of the site, the NESCS does not strictly apply. The requirements of the NESCS will have to be appropriately addressed at any subsequent subdivision or building consent stage and, depending on the nature of any future activity, may either satisfy the permitted activity requirements or require resource consent under the NESCS.
- 8.26. As identified in the Section 7 above, I consider that any risk of developing the land for residential purposes to people's health can be effectively managed under the NESCS.



## Canterbury Regional Policy Statement (CRPS)

- 8.27. The request contains an assessment of PC78 against the CRPS (refer to Section 7.2, Pg's.14 to 24). As identified in the previously, Chapter 6 of the CRPS applies urban consolidation principles to manage urban growth and development across the Greater Christchurch sub-region. The CRPS and SDP Living Z Zone are the primary mechanism for implementing the UDS, Our SPACE and Rolleston Structure Plan.
- 8.28. The appropriateness of PC78 against the relevant objectives and policies of the CRPS are assessed below:
- Objective 6.2.2 (Urban form and settlement pattern) establishes that any expansion to the township of Rolleston is to be within the residential 'greenfield' priority areas or FDA in Map A. This growth is required to support a range of housing types, encourage sustainable and promote the self-sufficient growth of Rolleston. Policies 6.3.1 and 6.3.7 'give effect' to the desired urban form illustrated in Map A, requires a minimum net density of 10hh/ha in 'greenfield' areas in Selwyn district and promotes housing affordability through the provision of 'greenfield' land that provides a range of lot sizes and densities to meet the housing development capacity targets identified in Objective 6.2.1a and Policy 6.3.12.
- 8.29. As identified previously, the PC78 site is identified within the Rolleston Structure Plan, Our SPACE, and a FDA in CRPS Map A. The rezoning therefore aligns with the preferred urban form and is consistent with the desired consolidated settlement pattern. The Living Z Zone that is being sought to apply to the site supports a range of housing types and will provide plan enabled capacity within the medium-term period identified within Table 6.1 of Objective 6.2.1a. The District Plan Review and the initiatives outlined in Council's 'Technical Memo on Growth Planning' (Appendix 7) are being developed to encourage intensification. This may result in increases to the minimum household densities and lot sizes to meet the estimated longer term housing needs of the township and the Greater Christchurch sub-region (through potential future changes to the CRPS and SDP). The Greater Christchurch Partnership are also investigating opportunities to enable and incentivise housing affordability. I therefore consider that PC78 is consistent with Objectives 6.2.1 and 6.2.2 and Policies 6.3.1 and 6.3.7 on the proviso that the plan change proponent should provide updates to Policy B4.3.9 and a list of 'specific matters relevant' for inclusion in Policy B4.3.77.
- Objective 6.2.3 (Sustainability) promotes the provision of quality living environments that include a range of densities and uses. Policy 6.3.2 (Development form and urban design) requires urban development to be coordinated through an ODP that incorporates the identified good urban design principles. Policy 6.3.3. (Development in accordance with ODP) prescribes the elements that need to be covered by an ODP, which include principal roads and integrated transport networks, pedestrian/cycling network and public transport routes, land to be set aside for reserves and the identification of areas of significance requiring protection.
- 8.30. PC78 includes an ODP that applies the principles outlined in the CRPS to coordinate land development and subdivision within the Rolleston FDA. The Living Z Zone that is being sought

to apply to the site and the subdivision rules contained within the SDP are consistent with Objective 6.2.3 and Policies 6.3.2 and 6.3.3. Ms. Wolfer has identified changes to the ODP to integrate other best practice urban design considerations into the ODP, which I support (as summarised in Section 9 and detailed in Appendix 1 and 2 of this report) while considering that some of these recommendations can be managed through the subdivision process. I consider that advice from the plan change proponent is required on the 'green linkages', confirmation of the reserve catchments and the status of the water race to assist in determining what land needs to be set aside within the ODP for reserves.

- 8.31. Mr. Collins recommends changes to the ODP to achieve an integrated transport network (as summarised in Section 9 and detailed in Appendix 1 and 2 of this report), to encourage active modes of travel and enable access to future public transport facilities, which I support. As discussed in Section 7, I consider that the plan change proponent needs amend the ODP plan to remove the property at the corner of Lincoln-Rolleston Road and Selwyn Road and to reference the primary connecting roads with arrows or similar methods to show the future connections. The plan change proponent should also provide draft text changes to ensure that the key ODP outcomes are listed under Policy B4.3.77, which is required to ensure consistency with the Living Z Zone and Policies 6.3.2 to 6.3.5 of the CRPS.
- 8.32. I therefore consider that PC78 is consistent with Objective 6.2.3 and Policies 6.3.2 to 6.3.5 on the basis that the recommended changes to the ODP are implemented.
- Objective 6.2.4 (Integration of transport infrastructure and land use) requires urban development to manage congestion, reduce vehicle emission, promote active and public transport modes, and enhance transport safety. Policy 6.3.4 (transport effectiveness) requires that urban development does not overload the strategic freight route, optimises existing network capacity, and supports the uptake of active and public transport to improve modal choice. Policy 6.3.5 (Integration of land use and infrastructure) requires urban development to optimise the efficient and affordable provision of infrastructure and to ensure new development does not occur until provision for appropriate infrastructure is in place.
- 8.33. The evidence of Mr. Collins establishes that PC78 will require the planned transport network upgrades to occur and that these are being coordinated through the Long-Term Plan process to ensure that plan change proponents contribute to these costs. I support the changes to the ODP that are recommended in Mr. Collins and Ms. Wolfer's evidence, which will ensure that the PC78 site is integrated into the wider transport network. Mr. Collins has also indicated what additional wider network upgrades are required to be advanced by Council to respond to the cumulative impacts that the granting of the private plan change requests currently being considered by Council would have on the wider transport network (under the scenario that they are all granted).
- 8.34. Overall, I consider that PC78 is consistent with Objective 6.2.4 and Policy 6.3.4 on the basis of the requests ITA, Mr. Collins and Ms. Wolfer's evidence and the incorporation of the recommended changes to the ODP.

- Policy 6.3.12 (Future Development Areas) is the most critical in evaluating PC78 as it establishes the circumstances that need to be satisfied to enable the FDA identified on Map A to be zoned and developed, which include:
  - i. There is a need to provide further feasible development capacity through the zoning of additional land in a district plan to address a shortfall in the sufficiency of feasible residential development capacity to meet the medium-term targets (as set out in Table 6.1, Objective 6.2.1a). The CRPS indicates a medium-term shortfall of 8,600 in Selwyn District and 32,300 across Greater Christchurch sub-region up to 2028.
  - ii. The development would promote the efficient use of urban land and support the pattern of settlement and principles for future urban growth set out in Objectives 6.2.1 and 6.2.2, including providing opportunities for higher density living, housing mix and choice through a range of housing types, enabling the efficient provision and use of network infrastructure.
  - iii. The timing and sequencing of development is appropriately aligned with the provision and protection of network infrastructure.
  - iv. Development occurs in accordance with an ODP and the requirements of Policy 6.3.3.
  - v. The circumstances under Policy 6.3.11(5) are met (which include infrastructure is in place or can be provided, access to community, social and commercial facilities is available, urban consolidation has been achieved, development does not increase the risk of contamination to drinking water supplies, sufficient rural land remains to maintain open space rural character and the operational capacity of strategic infrastructure is not compromised).
  - vi. The effects of natural hazards are avoided or appropriately mitigated in accordance with the objectives and policies set out in Chapter 11.

8.35. In respect to the feasibility of development capacity, Council's 'Technical Memo on Growth Planning' confirms that PC78, if zoned, would contribute to the medium-term plan-enabled capacity that has been identified as being required for Rolleston, and the Greater Christchurch 'Tier 1 urban environment' and the housing targets in Table 6.1, Objective 6.2.1a. The granting of PC78 would also go some way to addressing the 2,089 medium term capacity shortfalls for the District<sup>75</sup>.

8.36. In respect to the efficient use of urban land, supporting the desired settlement pattern and principles for future urban growth, and as assessed above, I consider that PC78 is consistent with the preferred urban form and will go some way to meeting the desired consolidated settlement pattern identified in Objectives 6.2.1 and 6.2.2. The proposed minimum density of 12hh/ha will promote the opportunity for higher densities and will improve housing choice and mix when considered against the minimum 10hh/ha requirement in Policy 6.3.7.

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<sup>75</sup> Appendix 7 - Identified Surplus and Shortfall, paragraphs 70 to 73.

- 8.37. In respect to the timing and sequencing of development, the evidence of Mr. England in respect to infrastructure and Mr. Collins in respect to the transport network establish that PC78 is 'in-sequence' with planned infrastructure upgrades that are being coordinated through the Long-Term Plan.
- 8.38. In respect to the future development being coordinated by an ODP, I consider that the PC78 ODP incorporates the matters listed in Policy 6.3.3 to ensure the site is integrated with the adjoining urban environment, consistent with the Rolleston ODP's contained in Appendix E38 of the SDP Township Volume. The recommended changes to the PC78 ODP that are summarised in Section 9 and detailed in Appendix 1 and 2 of this report to ensure consistency with the Living Z Zone policy framework (in respect to Policies B4.3.9 and B4.3.77), achieve transport and urban design outcomes will assist in ensuring the desired outcomes are achieved if the land is subdivided and developed.
- 8.39. In respect to the pre-requisites set out under Policy 6.3.11(5), Mr. England's evidence confirms that there is sufficient capacity available in the reticulated public water and wastewater networks, that the rezoning does not present an unreasonable risk to the drinking water supply, and that there are viable options to manage stormwater. Mr. Collins confirms that the proportional impact of PC78 on the wider transport network is negligible and that the projected cumulative effects can be effectively managed by Council through a future upgrade programmed to ensure there is capacity and that the ODP will support a safe and efficient transport network.
- 8.40. The ODP as amended by Mr. Collins and Ms. Wolfer's recommendations and wider transport network upgrades that includes an integrated walking and cycling connection along Lincoln-Rolleston Road to the town centre and Foster Park to ensure there are appropriate connections available to commercial centres and community facilities.
- 8.41. The identification of the site within the Rolleston Structure Plan and Our SPACE and CRPS FDA confirm that the urban consolidation principles of the UDS and CRPS will be achieved. The site is contained within the future growth path of the township, that extends as far as Weedons Road to the north-east. This ensures that the open space landscape character between settlements in Selwyn District and the Christchurch City territorial authority boundary will be maintained.
- 8.42. In respect to natural hazards, the Rolleston Structure Plan and Our SPACE have not identified any natural hazards associated with the site and there are no related scheduled sites in the SDP. The evidence from Mr. McCahon confirms that there is no land stability or geotechnical risk to the site. As identified below, I consider that PC78 is consistent with the objectives and policies of CRPS Chapter 11.
- 8.43. I consider that PC78 satisfies the identified pre-requisites for enabling the FDA to be rezoned, thereby ensuring consistency with Policy 6.3.12, subject to the amendments being made to the ODP and associated SDP policies.
- 8.44. The objectives and policies within Chapter 5 require that development is appropriate and efficiently served for the management of stormwater. Chapter 7 seeks to protect and maintain water quality and Chapter 11 provides a framework for managing natural hazard risk in Canterbury, including flooding.

8.45. There are no known natural hazards or land constraints that would preclude the granting of PC78. The site can be connected to reticulated public water and wastewater networks, stormwater can be managed on-site, and the future subdivision can be integrated into the land transport network. As identified in Section 7, I consider that the impact of PC78 on the Canterbury region's versatile soil resource will be negligible. The site has been identified as a FDA within CRPS Chapter 6 and the balance of the resource is being effectively managed through the SDP Rural (Outer Plains) Zone consistent with CRPS Policy 5.3.12.

8.46. Overall, I consider that PC78 is consistent with the relevant objectives and policies of the CRPS. This conclusion is subject to the modifications being made to the ODP that are outlined in Section 9 and detailed in Appendices 1 and 2 of this report.

[Canterbury Land and Water Regional Plan \(LWRP\) and Canterbury Air Regional Plan \(CARP\)](#)

8.47. Under s75(4)(b) of the RMA, the District Plan cannot be inconsistent with a regional plan, which in respect to PC78 includes the LWRP and CARP. The establishment of activities within the site will either need to meet the permitted activity conditions of these plans or resource consents will be required to be obtained under the regional plans that are in place at the time. There is nothing unique about the site or its proximity to other land uses that would preclude any future consenting process should PC78 be granted. I also note that Environment Canterbury, in their submission, did not raise any concerns with the incompatibility of the development of the site for residential purposes with the provisions of the LWRP or CARP.

8.48. Overall, I consider that the plan change can be efficiently and effectively developed and serviced in a manner that is consistent with the outcomes sought by the LWRP and CARP.

[Mahaanui Iwi Management Plan 2013](#)

8.49. The Mahaanui Iwi Management Plan is a planning document recognised by an iwi authority and lodged with the council, which includes content that relates to the district's resource management issues. As identified in the Section 7 assessment, the request includes an assessment of the relevant provisions of the Iwi Management Plan, and I agree with the content and conclusions of that assessment.

8.50. Overall, I consider that PC78 has 'taken into account' the Iwi Management Plan under s74(2A) and there are no specific resource management issues, or specific sites of significance to Mana Whenua, that would be compromised by the granting of the request.

[Selwyn 2031: District Development Strategy, UDS, Our SPACE 2018-2048 and Rolleston Structure Plan](#)

8.51. As discussed throughout this evidence, I consider that the PC78 has given sufficient regard to management plans and strategies under s74(2), including the UDS, Our SPACE, Selwyn 2031, and the Rolleston Structure Plan.

[Consistency with the plans of adjacent territorial authorities](#)

8.52. Matters of cross-boundary interest are detailed in the District Plan (in Section A1.5 of the Township Volume). As outlined in Section 6 above and Council's 'Technical Memo on Growth Planning' (Appendix 7), the cross-boundary interests associated with the rezoning of the site have primarily been identified, and managed, through the Greater Christchurch Partnership arrangements.

- 8.53. Of more specific interest to PC78 is the Christchurch City Council (S78-002-001) and Environment Canterbury (S78-004-001 and 002) submissions identifying concerns with the impact of the request on the sub-regional transport network, the potential for adverse environmental effects relating to the anticipated additional movements and lack of public transport to achieve modal shift.
- 8.54. As outlined in Section 7 and in Mr. Collins evidence, while I agree in principle with the submissions from Christchurch City Council and Environment Canterbury that seek to avoid adverse impacts on the transport network and the effects on environment associated with commuter travel, I oppose the relief being sought in part. This is on the basis that PC78 will integrate with the wider transport network being progressively extended in Rolleston and that programmed upgrades will avoid any adverse effects on the safety and efficiency of the transport network. This is on the proviso that the amendments to the ODP outlined in Mr. Collins evidence and detailed in Section 9 and Appendices 1 and 2 are made. There is also investment confirmed to upgrade the network to manage the effects of growth in the township, and responses being advanced by Central Government, the Council, and the Greater Christchurch Partnership, to manage the impacts of growth on the strategic transport network.
- 8.55. Overall, I consider that the cross-boundary effects of PC78 have been appropriately identified, considered, and addressed.

#### *Consideration of alternatives, benefits, and costs*

- 8.56. Section 32 requires the consideration and evaluation of the extent to which the objectives of the request are the most appropriate way to achieve the purpose of the Act (s32(1)(a)); as well as an assessment of whether the provisions in the request are the most appropriate way to achieve the objectives (of both the request and the existing District Plan objectives), having regard to the efficiency and effectiveness of the provisions and having considered other reasonably practicable options (s32(1)(b)).

#### **Extent to which the Objectives of the Proposal are the Most Appropriate Way to Achieve the Purpose of the Act**

- 8.57. As set out in the request<sup>76</sup>, the proposal does not seek any new objectives, or any changes to the existing objectives within the SDP. The assessment required under s32(1)(a) is therefore the extent to which the objective of the proposal is the most appropriate way to achieve the purpose of the RMA.
- 8.58. The stated objective of PC78 is to:

*“...to rezone 63.35 hectares of Rural Inner Plains land to Living Z... to develop approximately 756 residential allotments... to achieve at least 12 households per hectare...”.*

- 8.59. Having evaluated the request, I consider that the objective of PC78 will achieve the purpose of the RMA when considered against the relevant statutory tests. In the case of PC78 this includes consistency with the operative objectives, policies, and methods of the NPS-UD, CRPS and of the SDP. The identification of the land as a FDA in Our SPACE and CRPS Chapter 6 Map A signal that it is a preferred urban growth path in the Greater Christchurch context. The granting of the

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<sup>76</sup> PC78, Section 8 (Pg.31 to 36).

request will also provide plan enabled medium-term housing capacity for the township, which forms a component part of the supply across the District and Greater Christchurch sub-region. PC78 will therefore also enable Council to meet its functions under s31(1)(aa) in respect to ensuring there is sufficient development capacity to meet the expected housing demands of the district.

- 8.60. It is recognised that additional policy changes and ongoing investment is required to optimise the use of 'greenfield' land in Rolleston, including potential increases to the minimum household densities in the CPRS and SDP, improvements to the land transport network to maintain safety and efficiency and to promote modal shift and public transport, and options to improve housing affordability. However, the alternative of declining the request would likely either require council to 'actively zone' the land or potentially result in less optimal locations taking up the housing shortfalls at some point in time. I consider that these alternative scenarios may not achieve the purpose of the Act to the same extent as PC78. This conclusion is subject to the modifications being made to the ODP and SDP policies that are outlined in Section 9 and detailed in Appendices 1 and 2 of this report.

**Whether the provisions in the Proposal are the most appropriate way to achieve the Objectives**

- 8.61. PC 78 seeks to utilise the operative Living Z Zone by amending the land use zoning from Rural (Inner Plains) to Living Z and introducing an ODP into Appendix E38 of the Township Volume. Importantly, the schedule of District Plan amendments contained in PC78 do not propose any substantial changes to the operative objectives or policies for managing the settlement pattern and the growth of the townships in the District<sup>77</sup>.
- 8.62. The proposed amendments are limited to addressing site specific issues and integrating the zoning into the wider environment through the ODP. I consider that consequential changes to Policy B4.3.9 are required to reference the number of sites that are subject to an ODP in Rolleston should the request be granted. I also consider that the plan change proponent should provide changes to Policy B4.3.77 to detail the fundamental aspects of the ODP to assist in the future subdivision and land development processes.
- 8.63. Overall, I consider that PC78 is consistent with the relevant objectives and policies in the SDP, has taken appropriate account of the strategic guidance provided by Our SPACE, Selwyn 2031 and Rolleston Structure Plan and will effectively integrate with the operative Living Z Zone framework. I accept the conclusion reached in the request that the proposed plan change is consistent with the existing objectives and policies of the Township Volume of the SDP. This conclusion is subject to the modifications being made to the ODP and SDP policies that are outlined in Appendices 1 and 2.

## 9. Proposed Amendments to the District Plan

- 9.1. Having evaluated the appropriateness of PC78, I consider that the proposed amendments to the SDP that are set out in the request should be granted with the following modifications. These modifications are assessed in Sections 7 and 8, detailed in Section 9 and Appendices 1

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<sup>77</sup> [Selwyn District Plan](#). Township Volume, Objectives and Policies, B4 Growth of Townships.



and 2 and are required to address matters raised in submissions and evidence to ensure the request satisfies the statutory tests that would enable PC78 to be granted. They include:

- i. The ODP and Policy B4.3.77 are amended to indicate the need for a frontage upgrade along Lincoln-Rolleston Road and Selwyn Road, which should be determined by the developer in collaboration with Council in accordance with the Engineering Code of Practice requirements.
- ii. The ODP is amended to replace the references to 'roading collector' to 'primary route' and 'major intermediate' to 'secondary route' and they align with the roads to Acland Park to the west and the PC75 site to the north.
- iii. The ODP is amended to replace the reference to the east to west aligned (CRETS) from 'roading collector' to 'primary route'.
- iv. The ODP maintains the east-west 'secondary route' that extends from Acland Park to the west through the PC78 site to Lincoln Rolleston Road to the east.
- v. The ODP is amended to illustrate a 'double arrow' to reference future links.
- vi. The ODP is amended to illustrate the walking and cycling routes within the site, including the identified north-south and east-west cycle routes.
- vii. The ODP is amended to make provision for a primary north-south orientated cycle route through the site from the PC75 site through to Selwyn Road.
- viii. The ODP removes the PC75 land and the property at the corner of Lincoln-Rolleston Road and Selwyn Road, which do not form part of the PC78 site.
- ix. The plan change proponent should clarify and include a description in the ODP text demonstrating how the proposed reserve is linked with the surrounding green network, including a combined walking, and cycling network to key destinations, such as Te Rōhutu Whio Primary School.
- x. The plan change proponent should confirm the catchments for the two reserves satisfy Council's minimum guidelines (500m to 600m radius).
- xi. The plan change proponent should provide draft text changes to ensure that the 'specific matters relevant' to implement the ODP are listed under Policy B4.3.77 to inform the future subdivision and land development processes should PC78 be granted.
- xii. The ODP and Policy B4.3.77 include a 'reverse sensitivity treatment' to identify the need for methods to be developed to manage any potentially adverse reverse sensitivity effects associated with the horticultural operation on the land at the corner of Lincoln-Rolleston Road and Selwyn Road.
- xiii. A consequential change is made to Policy B4.3.9 to reference the PC78 site as one of 14 Living Z areas.

## 10. Conclusions and Recommendation

- 10.1. As set out in Section 6, the statutory matters that must be considered in relation to a plan change require the assessment of s31, 32, 74 and 75, and regard must be had to the overall purpose and principles set out in Part 2 of the Act.
- 10.2. As assessed under Sections 7 to 9 of this report, I consider that PC78 satisfies these statutory tests and consider that it is appropriate to grant the rezoning request with the modifications that are evaluated in this report, outlined in Section 9, and detailed in Appendices 1 and 2.

## Appendix 1 – Proposed District Plan Text Changes

All changes requested to the Plan by the applicant are shown as **bold and underlined**. Where amendments have been proposed as part of this report, these are shown in ***bold italics***. Deletions are shown as ~~**bold with strikethrough**~~. It is anticipated consequential renumbering will take place as required.

## Planning Maps

*Amend the Selwyn District Plan Planning Maps, by rezoning the site to Living Z.*

## Township Volume Appendices

*To amend the Township Volume, Appendix 38 ODP Rolleston by inserting the ODP attached in Attachment 2 as ODP Area 14.*

The changes detailed in Appendix 2 are required to the PC78 ODP.

## Township Volume, B4 Growth of Townships

*Amend the following District Plan provisions, including any other consequential amendments including but not limited to renumbering of clauses:*

### **Policy B4.3.9**

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

In Rolleston ~~13~~+ Living Z areas have been identified, and an Outline Development Plan for ~~12~~+ of these areas has been incorporated into the District Plan. The remaining Living Z ODP Area has been deferred. The deferment for this area shall be lifted once an operative Outline Development Plan for that area has been incorporated into the District Plan. ...

### **Policy B4.3.77**

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

#### **Outline Development Plan Area +**

- *[To be provided by the plan change proponent]*

## **OUTLINE DEVELOPMENT PLAN – EAST ROLLESTON**

### **INTRODUCTION**

The Outline Development Plan (ODP) is for an area of land located in east Rolleston west of the intersection of Lincoln Rolleston Road and Selwyn Road. This ODP immediately adjoins ODP Area 14 + on its northern boundary and Acland Park on its western boundary. The ODP has road access onto both Lincoln Rolleston Road and Selwyn Road.

The ODP uses urban design principles to set the general pattern of development over the area to guide future development and provide a degree of certainty for all parties in the establishment of land uses across the site. It provides a design rationale for the key structure elements namely the road network, cycle and pedestrian network and access to open space.

Consistent with the Greater Christchurch Urban Development Strategy and the Canterbury Regional Policy Statement the ODP provides an opportunity for density which meets the objectives of those planning documents as well as being generally in keeping with the strategy set out in the Rolleston Structure Plan.

### **URBAN DESIGN**

Design principles that underpin this ODP are in line with the New Zealand Urban Design Protocol and promote the following environmental outcomes:

- An urban form which encourages a community to develop;
- A safe and healthy living environment;
- Integration of the roads within the neighbourhood area with arterial roads and public transport routes;
- *Provision of frontage upgrades along Lincoln-Rolleston Road and Selwyn Road to encourage properties to front this road;*
- *Boundary treatments to manage potentially adverse reverse sensitivity effects associated with the horticultural operation on the land at the corner of Lincoln-Rolleston Road and Selwyn Road;*
- Provision for a network of cycle and pedestrian routes including connections to the new primary school in Acland Park;
- Access to new reserves within this ODP and neighbouring ODP areas;
- Opportunities for medium density residential development which relate well to each other and are strategically located in relation to open space; and
- A development that meets the District Plan policies to achieve an overall increase in residential density, urban consolidation, and compact urban form.

### **DENSITY**

The ODP area is to achieve a minimum of 12 households per hectare. It supports a variety of lot sizes within the Living Z framework to achieve this minimum density. The ODP area predominantly provides for lower density sections, with medium density along primary roads supported by adjoining reserves. Additional medium density developments may be provided through the subdivision consent process. The criteria below should apply to consideration of the identified and any addition medium density development areas:

- Ability to access future public transport such as bus routes;
- Access to community and neighbourhood facilities;
- Proximity to neighbourhood parks and green spaces;
- North west orientation where possible for outdoor areas;
- Distribution within blocks to achieve a mix of section sizes and housing typologies; and
- Existing dwellings and buildings will have to be taken into account when investigating subdivision layout and design.

## **MOVEMENT NETWORK**

Access to the site is provided for from the existing frontage roads of Lincoln Rolleston Road and Selwyn Road. In addition there is provision for connections to neighbouring developments. These include Acland Park to the west which has roads extending to the shared boundary. In addition linkages are provided to the area to the north known as ODP Area 14 + being a southern extension of the Falcons Landing Residential development. The ~~main collector route~~ 'primary route' runs east-west and connects with Lady Isaac Drive to the west which runs through to Springston Rolleston Road thereby providing a convenient connection to south and west Rolleston. The eastern extent of the ~~collector road~~ 'primary route' intersects with Lincoln Rolleston Road which is a District Arterial Road identified in the CRETS study. The remaining routes identified on the ODP are ~~major intermediate roads~~ 'secondary routes' providing for internal connectivity, providing a basis for cohesive residential design and for addition external connections to Selwyn and Lincoln Rolleston Roads and to Area 14 + to the north. Walking and cycling routes will generally be provided as part of the roading infrastructure. In addition separate routes are provided to connect with already planned connections on the eastern boundary of Acland Park. The northern connection is directly to the Acland Park primary school site. A further pedestrian /cycle link is provided for through to ODP Area 14 + which then connects to the main east west CRETS road (Ed Hillary Drive).

## **GREEN NETWORK**

Two reserve areas are provided for in locations which provide good accessibility for residents. Medium density housing is to be located around these reserves to promote a high level of amenity for housing and compensate for any reduced private space available to individual properties.

## **BLUE NETWORK**

The roading layout is largely based on lower lying areas which will then provide for secondary pathways for stormwater. Stormwater from roofs and hardstand areas will be directed to on-site soakholes meeting the required Canterbury Regional Council standards.

## **Appendix 2 – Recommended changes to the Outline Development Plan**



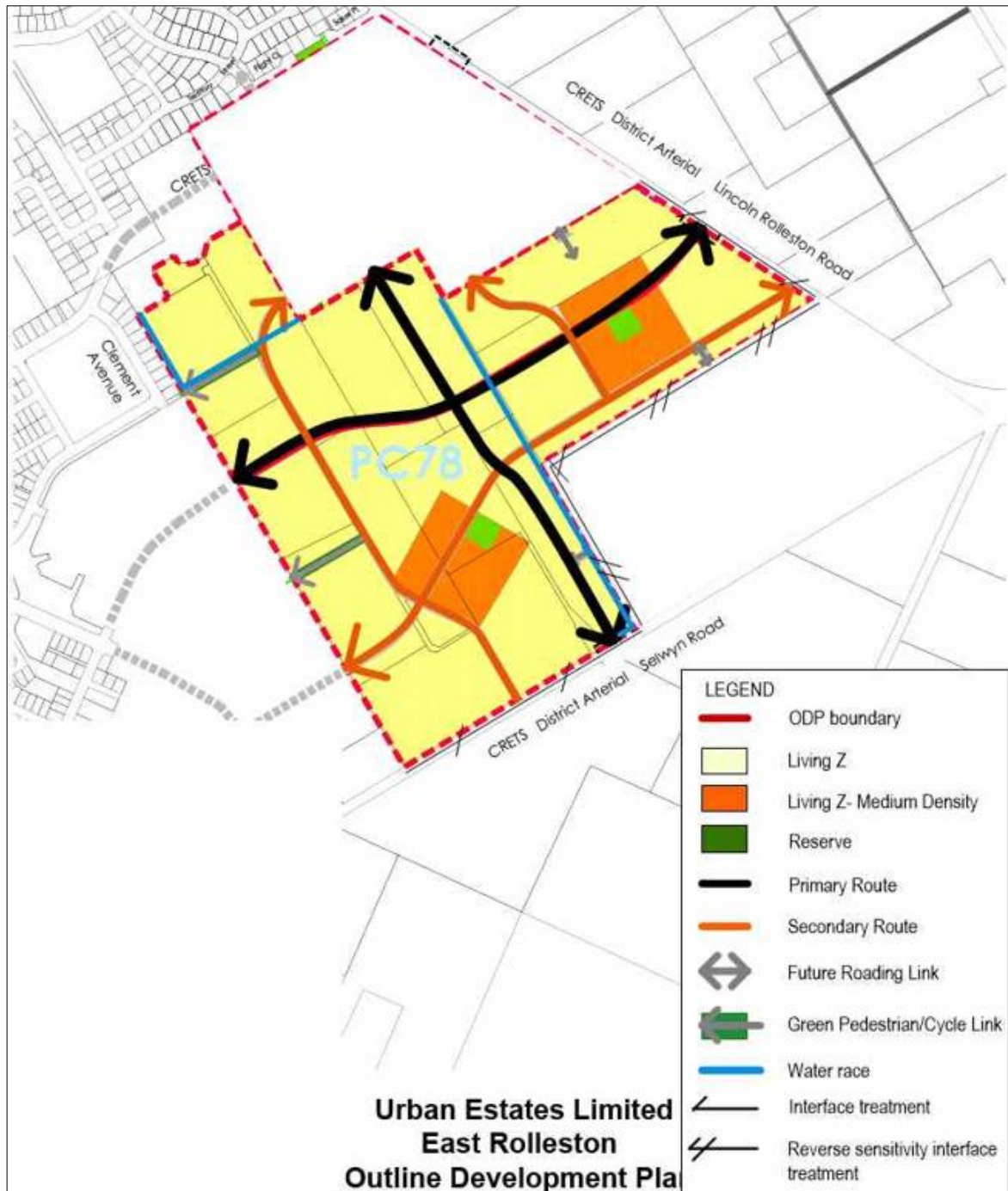


Figure A: Recommended urban design amendments to the PC78 ODP Plan<sup>78</sup>

<sup>78</sup> Evidence of Ms. Wolfer, Appendix 2: Proposed changes to ODP, Pg.11.

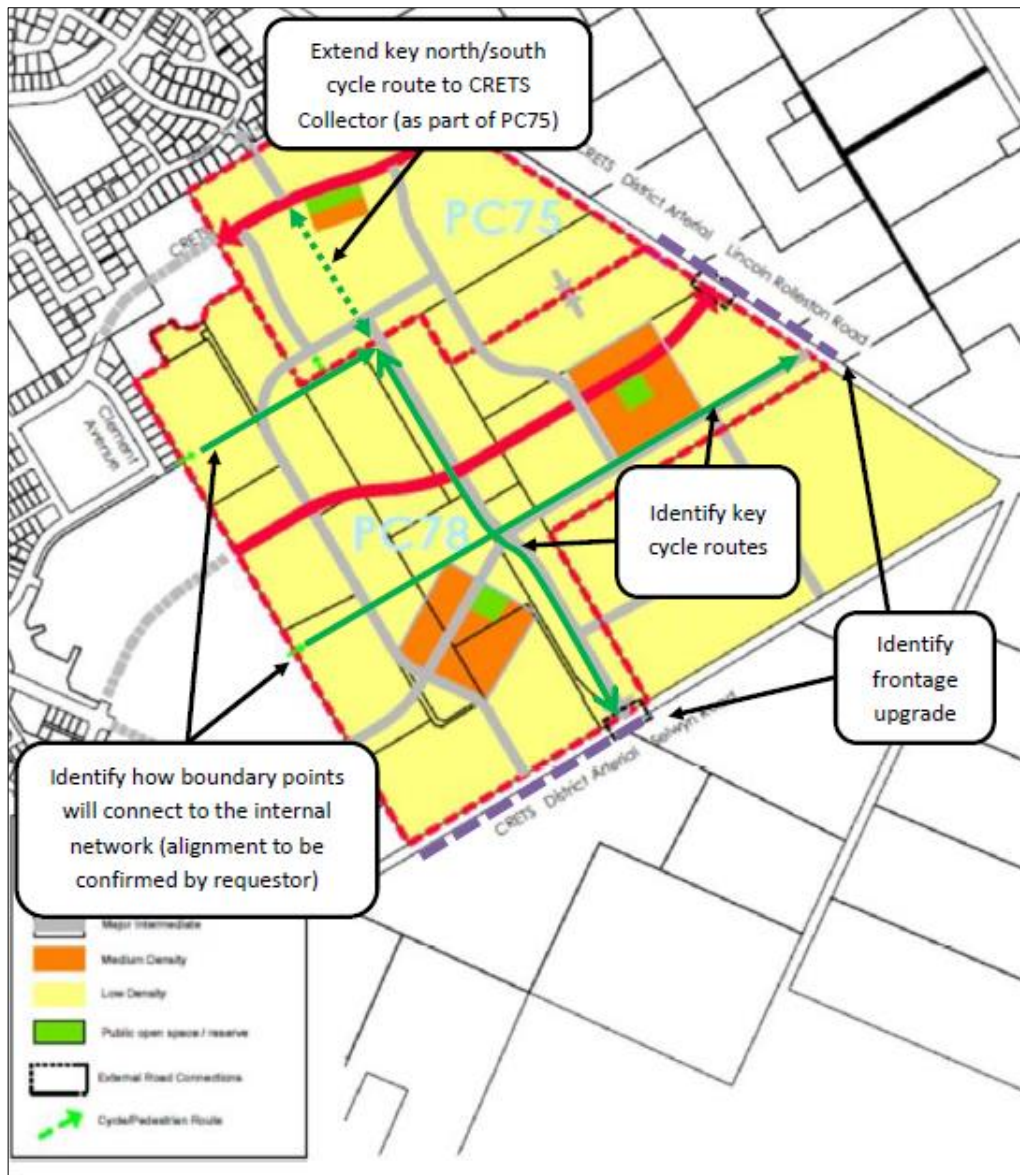


Figure B: Recommended transport amendments to the PC78 ODP Plan<sup>79</sup>

<sup>79</sup> Evidence of Mr. Collins, Figure 6: Recommended amendments to the ODP. Pg.21.

## **Appendix 3 – Evidence of Murray England, Asset Manager Water Services**

## **Appendix 4 – Evidence of Mat Collins, Principal Transportation Planner**

## **Appendix 5 – Evidence of Gabi Wolfer, Senior Urban Designer/Town Planner**

## **Appendix 6 – Geotech Consulting Ltd geotechnical peer review**

## **Appendix 7 – Technical Memo on Growth Planning in Selwyn District**