IN THE ENVIRONMENT COURT AT CHRISTCHURCH

I TE KŌTI TAIAO O AOTEAROA KI ŌTAUTAHI

Decision No. [2024] NZEnvC 269

IN THE MATTER of the Resource Management Act 1991

AND an appeal under cl 14 of Schedule 1 of

the Act

BETWEEN CSI PROPERTY LIMITED &

ROLLESTON WEST

RESIDENTIAL LIMITED

(ENV-2023-CHC-113)

Appellants

AND SELWYN DISTRICT COUNCIL

Respondent

Environment Judge K G Reid – sitting alone under s279 of the Act

In Chambers at Christchurch

Date of Consent Order: 31 October 2024

CONSENT ORDER

- A: Under s279(1)(b) RMA,¹ the Environment Court, by consent, <u>orders</u> that:
 - (1) the appeal is allowed, and the Selwyn Partially Operative District Plan is amended as set out in Appendix 1; and
 - (2) the appeal is otherwise dismissed.

CSI PROPERTY LTD v SELWYN DISTRICT COUNCIL – CONSENT ORDER

DANTANT COURT NEW YORK

Resource Management Act 1991.

B: Under s285 RMA, there is no order as to costs.

REASONS

Introduction

- [1] This appeal relates to Selwyn District Council's decision on the Proposed Selwyn District Plan ('PDP').
- [2] CSI Property Ltd and Rolleston West Residential Ltd ('appellants') appealed part of a decision made by the Selwyn District Council in respect of their submission on the PDP. Through their appeal, the appellants seek to rezone land west of Dunns Crossing Road, Rolleston, between State Highway 1 and Burnham School Road, and between Brookside Road, Edwards Road, and Selwyn Road ('Land'). They sought a change from a combination of Large Lot Residential Zone and General Rural Zone (per the Council's decision on the PDP) to a combination of General Residential Zone ('GRZ') and Neighbourhood Centre Zone.
- [3] Hill Street Ltd is a s274 party to the appellants' appeal.
- [4] The appeal was originally set down for a hearing, and there was an exchange of evidence from the parties and joint witness conferencing. Following the exchange of evidence the appellants provided an updated zoning proposal and related suite of provisions.
- [5] On 22 and 23 August 2024 the parties attended court assisted mediation in respect of the appellants' updated zoning proposal. At mediation the parties agreed in principle to resolving the appeal by consent, subject to further detail being worked through. The parties have since agreed on that further detail and agree to resolve the appeal by rezoning the Land to GRZ and amending the (now) Partially Operative District Plan ('PODP'), as set out in Appendix 1.
- [6] In making this order the court has read and considered the appeal, the joint

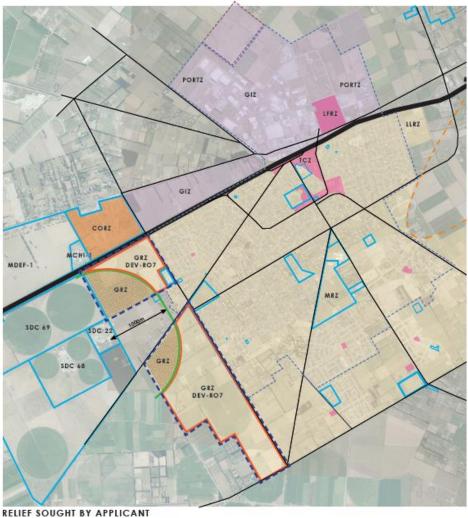
memorandum of counsel in support of this consent order, and the affidavit of Elizabeth White dated 3 October 2024.

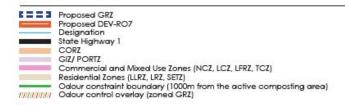
Outcome

- [7] The court is making this order under s279(1) of the Act, such order being by consent, rather than representing a decision or determination on the merits pursuant to s297. The court understands for present purposes that:
 - (a) all parties to the proceedings have executed the memorandum requesting this order;
 - (b) all parties agree with the proposed amendments to the PODP; and
 - (c) all parties are satisfied that all matters proposed for the court's endorsement fall within the court's jurisdiction and conform, insofar as there is scope to do so, to the relevant requirements and objectives of the RMA including, in particular Part 2.

K G Reid Environment Judge The following amendments to the Partially Operative Selwyn District Plan are made.

1. Amend the Partially Operative Selwyn District Plan planning maps, by rezoning the subject land from Large Lot Residential Zone and General Rural Zone to General Residential Zone and apply a Pines Odour Control Overlay over the subject land as depicted on the **Zoning Plan** below.





Note: Land not otherwise shown is zoned GRUZ

2. **Insert** a new overlay in Part 1 - Introduction and General Provisions/ How the Plan works / Relationship between Spatial Layers:

| A spatial boundary line within which the subdivision of land and/or the location of activities sensitive to odour near identified important infrastructure is managed so that the continued operation of identified important infrastructure is not compromised and reverse sensitivity issues are addressed.

ENERGY AND INFRASTRUCTURE

3. **Insert** a new policy in the Energy and Infrastructure section of the Plan as follows:

EI-P6A	Avoid activities and subdivision within the Pines Odour Control Overlay that may cause reverse sensitivity effects on the efficient operation, maintenance, repair, replacement, upgrading, renewal, or development of the Pines Resource Recovery Park or Pines Wastewater Treatment Plant.
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4. **Insert** a new rule in the Energy and Infrastructure section of the Plan applying within the Pines Odour Control Overlay as follows:

<u>EI-R36</u>	Any activity within the Odour Control Overlay	
Pines Odour Control Overlay	Activity status: NC 1. Any activity not otherwise listed in GRZ-R17 or GRZ-R18.	Activity status when compliance not achieved: N/A

SUBDIVISION

5. **Insert** a new policy in the Subdivision chapter:

SUB-Policies	
SUB-PC	Manage the scale and timing of residential development within DEV-RO7 to ensure that Rolleston Township, outside of DEV-RO7, achieves a consolidated and compact urban form and the efficient establishment, use and maintenance of infrastructure.

6. **Insert** a new Subdivision Rule applying to the Pines Odour Control Overlay:

SUB-R26A Subdivision and Odour		
Pines Odour Control Overlay	Activity status: NC 1. Subdivision not subject to any of SUB-R12 or SUB-R13.	Activity status when compliance not achieved: N/A

7. **Insert** new Subdivision Rule Requirements for DEV-RO7 under SUB-REQ3 and SUB-REQ13 and corresponding Matters of Control or Discretion for DEV-RO7 under SUB-MAT 13 as follows:

SUB-REQ3 Outline Development Plan		
DEV-RO7	 E. No subdivision of land (other than a subdivision subject only to any of SUB-R12 or SUB-R13) shall provide for more than 3770 residential sites within DEV-R07. F. No subdivision of land (other than a subdivision subject only to any of SUB-R12 or SUB-R13) prior to 1 January 2033 shall provide for more than 1500 residential sites within DEV-R07. G. No subdivision of land within DEV-R07 shall take place until a potable water supply is available which is capable of serving every site within the subdivision. 	Activity status when compliance not achieved: H. When compliance with any of SUB-REQ3.E is not achieved: RDIS I. When compliance with any of SUB-REQ3.F is not achieved: RDIS J. When compliance with any of SUB-REQ3.G is not achieved: NC Matters for discretion:

K. The exercise of discretion in relation to SUB-REQ3.H is restricted to the following matters:
a. TRAN-MAT1 Effects on the wider network
L. The exercise of discretion in relation to SUB-REQ3.I is restricted to the following matters:
a. SUB-MAT13 Development Areas

SUB-REQ13 Conditions Precedent			
DEV-RO7	F No completion certificate shall be issued under section 224 of the Act (other than for a subdivision subject only to any of SUB-R12 or SUB-R13) within 1500m of the Pines Wastewater Treatment Plant buildings (as shown in the outline development plan for DEV-RO7 – Rolleston 7 Development Area) prior to certification by Council's Asset Manager that the resource management approvals required to enable the Pines Wastewater Treatment Plant to provide treatment capacity for 120,000 person equivalents of incoming flow have been obtained; or 31 December 2028, whichever is the sooner. G. No development (including earthworks or construction related activities) shall occur prior to the commencement of	Activity status where compliance not achieved: I. When compliance with any of SUB-REQ13.F, SUB-REQ13.G or SUB-REQ13.H is not achieved: NC	

the upgrade of the SH1/Dunns Crossing Road/ Walkers Road intersection.

H. No completion certificate shall be issued under section 224
of the Act (other than for a subdivision subject only to any of
SUB-R12 or SUB-R13) until such time as the transport
network upgrades in Table 1 of the outline development
plan for DEV-RO7 – Rolleston 7 Development Area have
been completed.

SUB- Matters for Control or Discretion

SUB-MAT13 Development Areas

DEV-

7. Whether the pattern and staging of development:

<u>RO7</u>

- a. takes into account the upgrade of the Dunns Crossing Road / Main South Road (SH1) / Walkers Road intersection by Council and NZTA, including any land requirements; and
- b. commences adjacent to Dunns Crossing Road to maximise connectivity and the efficient provision of infrastructure.
- 8. The appropriateness of any measures proposed to avoid or mitigate potential adverse effects at the interface with West Rolleston Primary School.
- 9. The appropriateness of any mechanism proposed to address specific setback or boundary treatment requirements.
- 10. Whether, following consultation with the Ministry for Education, any land is required to be provided for education purposes within DEV-RO7 Rolleston 7 Development Area.

- 11. The recommendations of a field-based ecological assessment regarding the retention or management of any existing water races, ponds or any wetland features affected by the subdivision.
- 12. Where the subdivision of land (other than a subdivision subject only to any of SUB-R12 or SUB-R13) prior to 1 January 2033 provides for more than 1500 residential sites within DEV-R07:
 - a. whether the proposal responds to high demands for, or low capacity of, housing in Rolleston that supports the provision of additional housing capacity, as demonstrated by a shortfall identified by the Council in the medium term for Rolleston through either the latest Housing Capacity Assessment or an equivalent assessment undertaken by an appropriately qualified modeller. This may include consideration of the extent to which zoned residential land in Rolleston has not been, and is not likely to be, developed to deliver development capacity prior to 1 January 2033.
 - b. with reference to the extent of zoned residential land in Rolleston existing as at 1 September 2024, whether the cumulative effects of enabling more than 1500 residential sites will compromise:
 - (i) a compact urban form, within Rolleston Township outside of DEV-R07;
 - (ii) the efficient establishment, use and maintenance of infrastructure, within Rolleston Township outside of DEV-RO7.

EARTHWORKS

8. **Insert** a new Earthworks Rule Requirement for DEV-RO7 under EW-REQ1 as follows:

EW-REQ1	Volume of Earthworks	
DEV-RO7	D. No earthworks associated with the development of DEV-RO7 for urban purposes shall occur prior to the commencement of the upgrade of the SH1/ Dunns Crossing Road/ Walkers Road intersection.	Activity status where compliance is not achieved: E. When compliance with EW-REQ1.D is not achieved: NC

GRZ CHAPTER

9. **Amend** the GRZ-Overview as follows:

General Residential Zone

GRZ-Overview

The General Residential Zone is located within the townships areas of <u>Rolleston</u>, Darfield, Leeston, West Melton, and Castle Hill.

The purpose of the General Residential Zone ...

COMMERCIAL AND MIXED USE ZONES

10. **Amend** rule CMUZ-MAT1 as follows:

CMUZ- MAT1	Economic Impacts
	 The extent to which the scale of the activity adversely affects the viability and function of the Town Centre Zone, including individual and cumulative adverse distributional and urban form effects. The extent to which the scale of the activity adversely affects the intended function and role of the Local Centre Zone.
DEV-RO7	3. The extent to which the scale and nature of the activity within DEV-RO7 – Rolleston 7 Development Area is consistent with the intended function and role of a Neighbourhood Centre Zone.

11. **Amend** NCZ-R1 as follows:

NCZ-R1	Any Buildings that are not otherwise listed in NCZ-R3	
NCZ (excluding DEV-RO7)	Activity Status: PER 1. The establishment of one or more buildings, the conversion of all or part of an existing residential unit for non-residential use and/or any addition to an existing building, Where: a. The development has a total gross floor area of less than 450m². And the activity complies with the following rule requirements: NCZ-REQ1 Servicing NCZ-REQ2 Height NCZ-REQ3 Height in relation to boundary NCZ-REQ4 Fencing and outdoor storage NCZ-REQ5 Landscaping NCZ-REQ6 Active frontage NCZ-REQ7 Location of carparking	 Activity status when compliance not achieved: When compliance with any of NCZ-R1.1.a. is not achieved: RDIS When compliance with any rule requirement listed in this rule is not achieved: Refer to NCZ-Rule Requirements Matters for discretion: The exercise of discretion in relation to NCZ-R1.4. is restricted to the following matters: CMUZ-MAT3 Urban Design Notification: Any application arising from NCZ-R1.4. shall not be subject to public notification. Notice shall not be served on any person.

DEV-RO7

Activity Status: PER

8. The establishment of one or more buildings, the conversion of all or part of an existing residential unit for non-residential use and/or any addition to an existing building.

Where:

a. The development has a gross floor area of less than 450m².

And the activity complies with the following rule requirements:

NCZ-REQ1 Servicing

NCZ-REQ2 Height

NCZ-REQ3 Height in relation to boundary

NCZ-REQ4 Fencing and outdoor storage

NCZ-REQ5 Landscaping

NCZ-REQ6 Active frontage

NCZ-REQ7 Location of carparking

Activity status when compliance not achieved:

- 9. When compliance with any of NCZ-R1.8.a is not achieved: RDIS
- 10. When compliance with any rule requirement listed in this rule is not achieved: Refer to relevant rule requirement

Matters for discretion:

- 11. The exercise of discretion in relation to NCZ-R1.9 is restricted to the following matters:
 - a. TRAN-MAT9
 - b. CMUZ-MAT1

12. **Delete** the Outline Development Plans proposed in:

Part 3 / Area Specific Matters / Development Areas / RO-Rolleston/ <u>DEV-RO7 – Rolleston 7 Development Area</u>
and

Part 3 / Area Specific Matters / Development Areas / RO-Rolleston/ <u>DEV-RO8 – Rolleston 8 Development Area</u>
And

Insert the proposed Outline Development Plans for the WDCR area (as below) in:

Part 3 / Area Specific Matters / Development Areas / RO-Rolleston as a new "DEV-RO7 – Rolleston 7 Development Area".

DEV-RO7 – Rolleston 7 Development Area

Context

This area comprises approximately 298.6 hectares and is situated on the western side of Dunns Crossing Road.

Land Use

The ODP area provides for at least 3500 residential households in total and four commercial centres. However, an Integrated Transport Assessment shall be required in association with any resource consent application resulting in any more than 3770 households total within the ODP area, in order to re-evaluate and manage road network effects at that time.

The ODP area shall achieve a minimum net density of 15 households per hectare, averaged over the area.

Areas with the highest density are to be co-located with either open space, reserves, local centres, West Rolleston Primary School, along key road connections and in smaller pockets around high amenity, low traffic residential streets.

The four neighbourhood centres are proposed adjacent to the intersection of Dunns Crossing Road and proposed Primary Roads to provide good accessibility and to meet some of the convenience needs of residents in the immediate area. The area of land identified for these centres (being 8,000m², 10,000m², 2,200m² and 2,450m² respectively from north to south) is intended to provide sufficient space to accommodate a limited extent of commercial activity and community activities, along with space to provide for their functional requirements, within a high-quality environment. Development within each centre is subject to a permitted maximum total of 450m² gross floor area, beyond which an assessment of effects on the transport network and the role of the centre within the hierarchy of commercial centres is required.

Development Caps and Sequencing

Given the large scale of the ODP area and the potential quantum of housing it enables, a cap of 1500 sites applies until 1 January 2033. The purpose of the cap is to support consolidated urban form and the efficient establishment and use of three-waters infrastructure in

other residential zoned areas within Rolleston Township. Any development exceeding this cap shall be assessed to ensure these urban form and infrastructure outcomes across the township as a whole are not compromised, whilst recognising that higher demands for, or lower capacity of, residential development than currently anticipated may necessitate additional supply within the DEV-R07 Development Area before 1 January 2033. Beyond 1 January 2033, development caps do not apply.

The sequencing of development within the DEV-RO7 Development Area shall commence and progress westward from Dunns Crossing Road.

Odour Control Overlay

An 'Odour Control Overlay ' is located adjoining the ODP area to avoid reverse sensitivity effects on the Pines Resource Recovery Park and Pines Wastewater Treatment Plant.

The ODP identifies a 1500m setback line from the Pines Wastewater Treatment Plant buildings. Within this setback line, no residential sites may be created prior to: certification by Council's Asset Manager that the resource management approvals required to enable the Pines Wastewater Treatment Plant to provide treatment capacity for 120,000 person equivalents of incoming flow have been obtained; or 31 December 2028, whichever occurs sooner.

Access and Transport

The ODP employs a roading hierarchy that delivers a range of integrated transport options, including active transport connections at the boundary of the development area to adjacent neighbourhoods that facilitate the use of existing and future public transport routes. Roading connections shall be designed to achieve permeability, whilst minimising the number of new intersections and maintaining appropriate intersection spacing. The ODP features primary routes that provide east-to-west routes connecting to Dunns Crossing Road and north-to-south routes through the ODP area. The roading hierarchy will deliver an accessible and coherent neighbourhood that provides safe and efficient access to the new development and can cater for extensions to existing public transport routes and/or new routes.

An integrated network of roads will facilitate the safe and efficient distribution of internal traffic, provide access to properties, assist in connecting the open space reserves network both within and beyond the site and provide links to adjoining neighbourhoods.

The transport network for the area shall integrate into the pedestrian and cycle network established in adjoining neighbourhoods and the wider township. Cycling and walking will be contained within the road reserve and incorporated into the roading design of the overall road network where applicable. Adequate space must be provided to accommodate cyclists and to facilitate safe and convenient pedestrian movements. Dedicated cycle and pedestrian routes are identified on the ODP, and include connections to Dunns Crossing Road and the wider network. These connections are also provided in the vicinity of West Rolleston Primary School and the proposed commercial centre, in addition to a potential public transport stop that can also support alternative transport modes for these activities.

The intersection of State Highway 1, Dunns Crossing Road and Walkers Road is planned to be upgraded with a roundabout by Waka Kotahi NZTA. To accommodate this upgrade, any development within the 'future intersection upgrade' area needs to take into account any additional land requirements for this upgrade, as well as ensuring the subdivision pattern appropriately integrates with the location of the intersection.

Rural/urban gateways in the locations shown on the ODP are to be provided with signage, road markings or other design treatments, in accordance with the requirements of Road Traffic Standard 15, to demarcate a change in speed environment and the urbanising of the area.

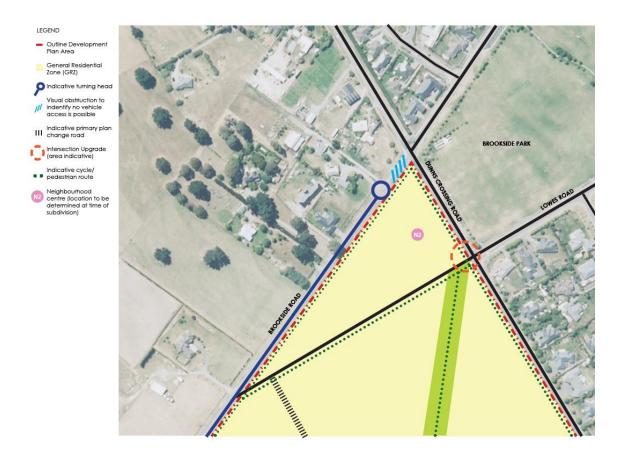
In addition, other transport network upgrades are also required in order to accommodate growth and traffic from the ODP area. The nature of these works, timing requirements and anticipated funding responsibility is set out in Table 1 below and a consent notice or similar mechanism shall be imposed at the time of any subdivision consent to ensure these outcomes.

DEV-RO7-TABLE1: Transport network upgrades

<u>Upgrade Required</u>	Timing	Anticipated Funding Mechanism
Commencement of SH1 / Dunns Crossing Road / Walkers Road Intersection upgrade in accordance with the Waka Kotahi NZ Upgrade Programme	Prior to any development (including earthworks or construction related activities) in the ODP area.	Works already funded by Waka Kotahi.
<u>Dunns Crossing Road / Newmans Road</u> <u>Intersection</u>	Prior to issue of a completion certificate under section 224 of the Act (other than a subdivision subject only to any of SUB-R12 or SUB-R13), in the ODP area.	Developer funded and / or as part of Waka Kotahi works to SH1 / Dunns Crossing Road.
Dunns Crossing Road / Granite Drive Intersection	Prior to issue of a completion certificate under section 224 of the Act (other than a subdivision subject only to any of SUB-R12 or SUB-R13), in that part of the ODP area north of Burnham School Road.	Developer funded.
Dunns Crossing Road / Burnham School Road Traffic Signals	Prior to issue of a completion certificate under section 224 of the Act (other than a subdivision subject only to any of SUB-R12 or SUB-R13), in the ODP area.	Developer agreement (as in the Long Term Plan for 2024/2025).
<u>Dunns Crossing Road / Lowes Road</u> roundabout	Prior to issue of a completion certificate under section 224 of the Act (other than a subdivision subject only to any of SUB-R12 or SUB-R13), in that part of the ODP area south of Brookside Road.	Developer funded and / or developer agreement (as in the Long Term Plan for 2029/2030).

Goulds Road / Dunns Crossing Road / Selwyn Road Upgrade (Realignment of Goulds Road to intersect with Dunns Crossing Road approximately 150m north-west of Selwyn Road. Selwyn Road / Goulds Road / Dunns Crossing Road to become a roundabout).	Prior to issue of a completion certificate under section 224 of the Act (other than a subdivision subject only to any of SUB-R12 or SUB-R13), in that part of the ODP area south of Brookside Road.	<u>Developer agreement</u> (as in the Long Term Plan for 2026/2027).
Dunns Crossing Road Frontage Upgrade	Prior to issue of a completion certificate under section 224 of the Act (other than a subdivision subject only to any of SUB-R12 or SUB-R13).	Developer funded or developer agreement where partly funded in the Long Term Plan.
Selwyn Road Frontage Upgrade	Prior to issue of a completion certificate under section 224 of the Act (other than a subdivision subject only to any of SUB-R12 or SUB-R13) for any subdivision in the ODP area adjacent to Selwyn Road.	Developer funded.
Realignment of Brookside Road at Dunns Crossing Road (in accordance with Figure 1 below) and gateway threshold (in accordance with the requirements of Road Traffic Standard 15) on Brookside Road	Prior to issue of a completion certificate under section 224 of the Act (other than a subdivision subject only to any of SUB-R12 or SUB-R13), in that part of the ODP area south of Brookside Road.	Developer funded.
Edwards Road frontage upgrades as shown on the ODP. The carriageway upgrade of Edwards Road between Brookside Road and	Prior to establishment of any vehicle crossing, access or road connection to Edwards Road or Brookside Road from the ODP area.	Developer funded.

Selwyn Road including a gateway threshold on Edwards Road.		
Safety improvements to the Edwards Road / Ellesmere Junction Road intersection.	Prior to establishment of any vehicle crossing, access or road connection to Edwards Road from the ODP area.	Developer funded.



DEV-RO7-FIGURE1: Realignment works required at Brookside Road / Dunns Crossing Road Intersection

Open Space, Recreation, and Community and Educational Facilities

Recreation reserves are provided throughout the ODP area in addition to green links and reserves that provide open space and facilitate attractive pedestrian connections. The location of these reserves has been determined based on the number of reserves established in the wider area and to ensure people living within the development block have access to open space reserve is within a 500m walking radius of their homes. These neighbourhood parks will provide passive recreation opportunities, with nearby Brookside Park providing access to active recreation opportunities.

There is an opportunity to integrate the collection, treatment, and disposal of stormwater with open space reserves where appropriate. Pedestrian and cycle paths are required to integrate into the green network to ensure a high level of connectivity is achieved, and to maximise the utility of the public space. Council's open space requirements cited in the Long Term Plan and Activity Management Plans should be adhered to during subdivision design.

An existing water race runs through the area. Whilst this may need to be realigned, it will remain open and fish and kākahi salvage works will be conducted in accordance with Environment Canterbury fish salvage guidelines prior to any works occurring within the water races. A field based ecological assessment of the water race and any other water bodies on the site shall occur prior to subdivision, in order to determine whether they will be decommissioned, retained, or otherwise managed as part of the subdivision works.

In addition, boundary treatments are to be provided along some other boundaries of the ODP area as depicted on the development plan. This will ensure reverse sensitivity effects arising from conflicting land uses are avoided. Unless otherwise specified by Council, buffers will remain in private ownership and methods to protect these treatments in the long term such as private covenants or consent notices shall be established. Treatments could include appropriate bunding, fencing, landscaping, and/or building setbacks. Similar interface treatment of the commercial centre shall also be provided where it faces West Rolleston Primary School to minimise potential conflict. Landscape treatment is also to be provided along boundaries with a rural interface.

West Rolleston Primary School is readily accessible within the area. However, roll growth requirements may necessitate its expansion to the north or west, with consequential amendments to the ODP in a way that retains transport connectivity for this part of the site. Other educational facilities may otherwise be required within the balance of the area, albeit subject to a needs assessment.

Servicing

The underlying soils are relatively free-draining and generally support the discharge of stormwater disposal via infiltration to ground.

There are a range of options available for the collection, treatment, and disposal of stormwater. Detailed stormwater solutions are to be determined by the developer in collaboration with Council at subdivision stage and in accordance with Environment Canterbury requirements. Systems will be designed to integrate into both the transport and reserve networks where practicable.

The provision of infrastructure to service the area shall align with the Council's indicative infrastructure staging plan, unless an alternative arrangement is made by the landowner/developer and approved by Council.

No subdivision of land shall take place until such time as a potable water supply which is capable of serving all sites within the subdivision is provided and Regional Council water consents to take and use groundwater within the ODP area are transferred and vested in Council.

OTHER MATTERS

13. Make any other **consequential amendments** required including but not limited to renumbering of clauses and/or amendments to achieve consistency with the drafting conventions of the Proposed Selwyn District Plan and National Planning Standards.

Rolleston 7 Development Area

