

Baseline Assessment

District Wide Urban Growth (RE019)



1.0 Introduction

The Selwyn District Council has for a long time taken a strategic approach to planning for township growth. When townships expand, whether it be for residential or business purposes, there can often be a number of constraints that impede development as well as implications for rural landuses and productivity.

The Operative District Plan has a number of objectives and policies that seek to provide direction on the most efficient and effective township growth paths and where and how new residential and business growth should occur. There are numerous policies for each town that seek to provide for growth in a way that achieves an integrated land use approach. Recent plan changes updated some of these objectives and policies to align with regional and district strategic direction but others have not been altered since decisions on the last proposed District Plan.

Alongside this, work the National Policy Statement on Urban Development Capacity (NPS-UDC) requires local authorities in high growth urban areas to prepare a future development strategy (FDS) which demonstrates that there will be sufficient, feasible development capacity in the medium and long term (through to 2048). Associated guidance encourages “amending, refreshing, and building on existing strategies to meet the particular NPS-UDC requirements rather than developing an entirely new strategy”¹. Selwyn District Council is working with its Greater Christchurch Partners to meet the requirement of the NPS-UDC. The responses to this work may impact the existing growth management strategies currently in place. Should these change, the Council will need to consider how it responds through the District Plan Review (DPR). At this point in time all work is being considered against the existing growth management approach and the requirements within the relevant strategies.

2.0 Statutory Framework

The Councils’ statutory obligation in relation to urban growth are contained in both legislation and other higher order statutory documents. The following sections provide a broad summary of these documents.

2.1. Resource Management Act 1991

In terms of the District Plan, the primary legislative direction is provided by the Resource Management Act 1991 (RMA).

The purpose of the RMA, as expressed in Section 5, is to promote the sustainable management of natural and physical resources through managing the use, development and protection of these resources in a way, or at a rate, which enables people to provide for their social, economic and cultural needs, both for the present generation as well as for future generations.

To achieve the purpose of the RMA, s.7 requires that those exercising functions and powers under the Act have particular regard to the matters listed in the section, including s.7(b) *the efficient use and development of natural and physical resources* and s.7(g) *any finite characteristics of natural and physical resources*. Natural and physical resources are defined as including *land, water, air, soil, minerals, and energy, all forms of plants and animals (whether native to New Zealand or introduced), and all structures*.

The RMA does not direct where urban growth occurs, but does establish a framework to enable the consideration of the efficiency of growth, when considered against the use and development of natural and physical resources, taking in account the needs of both present and future generations.

¹ <http://www.mfe.govt.nz/publications/towns-and-cities/national-policy-statement-urban-development-capacity-responsive>

The RMA provides powers and assigns functions to regional councils and territorial authorities for the purposes of giving effect to the Act.

2.2. National Policy Statement on Urban Development Capacity (NPS-UDC)

The NPS-UDC came into effect in December 2016, providing direction to decision-makers under the RMA in respect of planning for urban environments. The NPS-UDC is made up of objectives and policies which seek outcomes for planning decision that are evidence based. The NPS-UDC directs councils to set minimum targets for housing development capacity for both medium and longer term periods.

The evidence base required by the NPS-UDC requires that Councils utilise a monitoring urban development indicator and prepare a Housing and Business Development Capacity Assessment. The Capacity Assessment estimates the demand for and supply of housing and business land to indicate whether there is sufficient, feasible development capacity to meet future growth needs. This assessment takes account of relevant regional and district plan provisions, actual and likely availability of development infrastructure, the current feasibility and rate of take up of capacity, and the market response in terms of what has been built, where this has occurred and at what price.

The NPS-UDC then requires Council's to produce a future development strategy² which demonstrates that sufficient, feasible development capacity is available to support future housing and business growth and identifies the broad location, timing and sequencing of future development capacity in new urban environments and intensification opportunities within existing urban environments.

It is noted that the NPS-UDC is subject to another workstream, however it is relevant to note in this report as the outcomes of this work may have an impact on the future urban growth of the District in the Greater Christchurch Area.

2.3. Canterbury Regional Policy Statement (CRPS)

The Canterbury Regional Policy Statement (CRPS) became operative in January 2013. It gives an overview of the significant resource management issues facing the region, including issues of resource management significance to Ngāi Tahu.

The CRPS provides a very clear framework in regards to urban growth. Chapter 5 – *Land-use and Infrastructure* focuses on land uses and infrastructure across the Canterbury region as a whole, while Chapter 6 – *Recovery and Rebuilding of Greater Christchurch* is focused on the Greater Christchurch area.

Chapter 5 acknowledges that development, and the associated provision of infrastructure, results in changes to environments and that this needs to be managed to promote the sustainable management of natural and physical resources in a manner which does not impact on the community's welling or health and safety.

Objective 5.2.1 encourages development to be located and designed such that it *"achieves consolidated, well designed and sustainable growth in and around existing urban areas as the primary focus for accommodating the region's growth"*, and *"enables people and communities, including future generations, to provide for their social, economic and cultural well-being and health and safety"*. A consolidated pattern of urban development will maintain the quality of the natural environment, provide for the efficient use of infrastructure and resources and avoid conflicts between incompatible activities.

Objective 5.2.2 recognises that there are benefits from integrating the pattern, and sequencing of, land use with regionally significant infrastructure and that doing so promotes sustainable management in

² This is discussed further in Section 2.5 below.

accordance with the RMA. Objective 5.2.3 encourages a safe, efficient and effective transport system that supports consolidated and sustainable urban form.

To meet the growth needs of the wider region (excluding Greater Christchurch), Policies 5.3.1, 5.3.2, and 5.3.3 seek to encourage, and manage, a consolidated and coordinated pattern of development in and around existing urban areas that will most efficiently and effectively achieve the objectives above. These policies direct territorial authorities to set out in district plans objectives and policies that establish:

- *An approach for the integrated management of urban and zoned rural residential development with the primary focus of ensuring consolidated, well-designed and more sustainable urban patterns including the avoidance, remediation or mitigation of reverse sensitivity effects.*
- *A comprehensive approach to the management of the location of urban and rural-residential development within the territorial authority area, including provisions requiring consideration as to how new land use will be appropriately serviced by transport and other infrastructure.*
- *A comprehensive approach for the management of urban and rural-residential development.*
- *Ensure demonstration of accordance with this Policy for any substantial development through either including an outline development plan within the district plan; or specific provisions within the district plan to consider any substantial development, such as by way of the consideration of a concept plan.*

Policy 5.2.3(3) requires the integration of infrastructure with land uses to ensure that adverse effects on the environment do not arise from inadequate infrastructure. This approach is reinforced through Policies 5.3.5 and 5.3.8 which seek to ensure that development is appropriately and efficiently serviced with potable water, sewage treatment and stormwater disposal, as well as transport infrastructure.

The anticipated results from the above objectives and policies is that new urban and rural residential development is consolidated in and around, and integrated with, existing urban areas and that these areas are appropriately serviced by infrastructure.

Chapter 6 seeks to provide certainty to the community around how recovery and growth will be enabled within the Greater Christchurch area, to enable and support earthquake recovery and rebuilding through to 2028.

Objective 6.2.1 seeks to establish a framework for recovery that identifies both the priority areas for urban development as well as the constraints to this in terms of natural and physical resources. The intent of Objective 6.2.2 is to manage the urban form and settlement pattern to provide sufficient land for urban uses that achieves consolidation and intensification, alongside the development of greenfield areas, in a way that enables the efficient provision and use of infrastructure. Both this objective and Objective 6.2.3 seek to provide living environment that have a range of densities.

Policy 6.3.1 seeks to ensure that development gives effect to the urban form identified in Map A, which identifies the location and extent of urban development, be that intensification or existing area or new urban activities within identified greenfield priority areas. Policy 6.3.2 seeks to ensure that the form of development gives effect to the principles of good urban design. These principles reinforce the need to provide an appropriate form and pattern of development as well as providing a variety of residential densities to respond to the changing needs of the population.

To ensure the efficient use of resources when planning land uses, Policy 6.3.3 requires that development in greenfield areas be undertaken in accordance with Outline Development Plans (ODPs) which are

designed to ensure the integration of urban development with infrastructure and with existing urban areas. The need to integrate land use development with infrastructure is reinforced by Policies 6.3.4 and 6.3.5.

In order to efficiently utilise land identified within Chapter 6 to accommodate development, Policy 6.3.7 sets out the minimum residential densities that are to be achieved. Within the Selwyn context, Policy 6.3.7.3(a) sets a target of 10 household units per hectare in greenfield areas.

To give effect to these policies, territorial authorities are directed to include in their district plan objectives, policies and rules.

2.4. Canterbury Land and Water Regional Plan (CLWRP)

The purpose of the CLWRP is to identify the resource management outcomes or goals for managing land and water resources in Canterbury to achieve the purpose of the RMA. It identifies the policies and rules needed to achieve the objectives, and provides direction in terms of the processing of resource consent applications.

The CLWRP aims to provide clear direction on how land and water are to be managed in the region as the issues associated with this are many, varied and interrelated. Competing demands for water, issues arising from interconnected land and water resources, effects of land use, and hazards arising from natural and human-induced processes all point to the need for integrated and consistent management.

While the majority of provisions within the CLWRP relate to the functions of the Regional Council, s75(4) of the RMA requires that district plans not be inconsistent with a regional plan. As such, the relevant objectives, as contained in Section 3 of the CLWRP that relate to urban growth are considered to be:

- 3.1 *Land and water are managed as integrated natural resources to recognise and enable Ngāi Tahu culture, traditions, customary uses and relationships with land and water.*
- 3.2 *Water management applies the ethic of ki uta ki tai – from the mountains to the sea – and land and water are managed as integrated natural resources recognising the connectivity between surface water and groundwater, and between fresh water, land and the coast.*
- 3.5 *Land uses continue to develop and change in response to socio-economic and community demand.*
- 3.8A *High quality fresh water is available to meet actual and reasonably foreseeable needs for community drinking water supplies.*
- 3.11 *Water is recognised as an enabler of the economic and social wellbeing of the region.*
- 3.24 *All activities operate at good environmental practice or better to optimise efficient resource use and protect the region's fresh water resources from quality and quantity degradation*

Policies that implement the objectives are set out in Section 4. These are strategic policies or activity and resource policies. The key policies that relate to urban growth have regard to stormwater and community wastewater systems, protection of sources of drinking-water and the efficient use of water. These policies are then implemented by both regional wide rules and sub-region specific rules.

2.5. Greater Christchurch Urban Development Strategy (2007)³ and Our Space 2018-2048

The Council is party to the Greater Christchurch Urban Development Strategy (UDS) (2007), reviewed and updated in 2016, which established a settlement pattern for residential, commercial, business and rural

³ UDS will be reviewed prior to review of RPS and will be informed by NPS-UDC/FDS/SPR work.

residential growth for the Greater Christchurch area to 2041. The purpose of the UDS is to enable integrated long-term community and infrastructure planning across Christchurch City and part of the Waimakariri and Selwyn Districts and sets out a settlement pattern for residential, commercial, business and rural residential growth to 2041.

The UDS:

- Reinforces the Selwyn communities desire to maintain its uniqueness and individual character;
- Encourages townships to become more self-sufficient, without attempting to duplicate the range of facilities that are in Christchurch City;
- Sets a broad framework for growth within which Council can facilitate market driven township growth through mechanisms such as structure plans (and subsequent outline development plans as part of a change to the District Plan);
- Reinforces the principles of integrated land use, transport and water systems;
- Reinforces the Council policy of Izone Southern Business Hub being the main industrial centre in the District, and encourages vibrant town centres in Rolleston and Lincoln through a range of mechanisms;
- Sets density targets to encourage a full range of section sizes in a township to accommodate all ages and the increase of single person households;
- Encourages new growth to be designed in a manner that integrates and connects to the existing township.

An update of the settlement pattern framework included in the UDS has recently been released for public consultation⁴. This update outlines the Greater Christchurch Partnership's proposed settlement pattern and strategic planning framework to meet the land use and infrastructure needs over the medium (next 10 years) and long term (10 to 30 years) periods. It focuses on the critical role of how urban areas will accommodate growth and how efficient infrastructure planning can support and guide development decisions and seeks to balance the projected future demands of housing and business markets with an urban form that will best enable sustainable growth.

This update concludes that *"Rolleston will continue to grow as the principal centre in Selwyn, with a range of new developments supporting a vibrant town centre and the choice of housing broadening to reflect the changing demand profile of the growing town. Industrial and large format retail expand around the I-Zone Southern Business Hub, benefitting from improved connections across State Highway 1. Lincoln will develop while retaining its village and university character, with opportunities emerging from new academic and business partnerships through the Lincoln Hub initiative"*⁵.

2.6. Mahanui Iwi Management Plan

The Mahanui Iwi Management Plan provides a policy framework for the *"protection and enhancement of Ngāi Tahu values, and for achieving outcomes that provide for the relationship of Ngāi Tahu with natural resources across Ngā Pākihi Whakatekateka o Waitaha and Te Pātaka o Rākaihautū"*⁶.

The Mahanui Iwi Management Plan provides statements of Ngāi Tahu objectives, issues and policies for natural resource and environmental management in the takiwa that express kaitiakitanga and protect taonga.

Section 5.4 Papatūānuku addresses issues of significance in the takiwa relating to land.

Ngā Paetae (Objective) 4 seeks to ensure that urban land use occurs in a manner that is consistent with land capability, the assimilative capacity of catchments and the limits and availability of water resources.

⁴ A draft was released for public consultation on 1 November 2018, with submission closing on 30 November 2018. It is anticipated that a final version of the update will be adopted in early 2019.

⁵ Greater Christchurch Settlement Pattern Update. November 2018 p. 21

⁶ Mahanui Iwi Management Plan p.17

Through objective 6, Ngāi Tahu seeks to have a prominent and influential role in urban planning and development.

Ngā Kaupapa (Policy) 3: Urban and Township Planning recognises it is critical that Ngāi Tahu are involved in the preparation and implementation of broader development plans and strategies as this will result in urban development that is better able to recognise and provide for tāngata whenua values.

Ngā Kaupapa 4: Subdivision and Development acknowledges that development can have significant effects on tāngata whenua values but can also present opportunities to enhance those values. Policies encourage engagement with Papatipu Rūnanga by local authorities and developers and refer to subdivision and development guidelines which state (in part) that new developments should incorporate design guidelines to reduce the development footprint on existing infrastructure and the environment.

3.0 Council Strategic Documents

3.1. Selwyn 2031: District Development Strategy (October 2014)

The Selwyn 2031: District Development Strategy (Selwyn 2031) is a broad scale, long-term, land-use strategy prepared under the Local Government Act 2002 (LGA). The purpose of Selwyn 2031 is to provide an overarching strategic framework for achieving sustainable growth across the District to 2031. It is intended to be used to guide the future development of the district and inform Council's investment decisions. The Strategy is to be implemented through tools such as the Selwyn District Plan under the RMA; the Long Term Plan prepared under the LGA and associated Activity Management Plans; and other LGA strategic plans, such as Structure Plans, Master Plans and Area Plans.

Selwyn 2031 was prepared in 2014 and provides an overarching comprehensive spatial framework for managing urban growth in the district until at least 2031. The strategy identifies solutions to the key underlying issues of planning for population growth, spatial planning, and earthquake recovery.

Strategic Direction 1: *A more sustainable urban growth pattern* seeks to provide sufficient zoned land to accommodate projected household and business growth, and to promote consolidation and intensification within the existing townships to maintain a clear urban/rural interface and minimise the loss of productive farmland.

To achieve the intent of this strategic direction, four key objectives were identified:

- *Strategic approach to managing urban growth*: Continue to manage urban growth in a strategic manner to ensure that future development is integrated and sustainable within both a local and regional context
- *Concentrate urban expansion within the metropolitan Greater Christchurch Area*: Provide sufficient zoned land to accommodate projected household and business growth and to assist earthquake recovery within the Greater Christchurch area.
- *Integration of land use and infrastructure*: Ensure that appropriate infrastructure, resources, protection of strategic infrastructure and development capacity is in place to meet future demands that is consistent with the strategic direction of urban growth and that existing strategic infrastructure is protected from reverse sensitivity effects.
- *Compact urban form*: Promote consolidation and intensification within existing townships to maintain a clear urban/rural interface, retain rural outlooks and minimise the loss of productive land.

Each of these objectives identified a number of issues, actions to address those issues and the methods by which the actions would be implemented.

Selwyn 2031 also established a township network to provide a clear framework for managing the scale, character and intensity of urban growth within each of the district's townships. This network identifies the role of each township in conjunction with an estimated population range. Growth within the district is to be focused around Rolleston, as the district centre, Lincoln, as the sub-district centres, and the service townships of West Melton, Prebbleton, Darfield and Leeston.

Strategic Direction 3: *A great place to live* seeks to ensure that development within the District maintains the character of each township and creates attractive living environments, as well as providing a variety of housing options for the anticipated population growth.

3.2. Ellesmere Area Plan Mahere-ā-Rohe o Waihora 2031 and Malvern Area Plan Mahere-ā-Rohe 2031 (2016)

The Area Plans were adopted in September 2016. Their primary purpose is to provide high-level planning direction to guide growth and sustainable management of Malvern and Ellesmere townships through to 2031. The Area Plans introduced a range of issues and opportunities to inform the ongoing strategic planning and management of township growth. Although non-statutory they are intended to help inform:

- The District Plan Review and other statutory planning processes;
- Long Term Plan and Activity Management Plans;
- Other Council, community and privately initiated projects and capital investment decisions.

Both Area Plans reach the conclusion that all towns have capacity to meet growth projections through existing zoned land (i.e. developable land or 'plan-enabled' land). This existing capacity included zoned but undeveloped land and developed land with further development potential (i.e. infill). As such, the conclude that there was no need to rezone any additional land for residential or business needs.

Areas of preferred development for future urban growth were indicated in the Area Plans for a number of townships. However, the Area Plans recognised that the substantive merits of zoning land should be considered through the statutory process set out in the RMA, which could include the DPR (including via the submission process), a Council plan change or a privately-initiated request.

3.3. Structure Planning

The Council has prepared structure plans for the larger townships located within the Greater Christchurch area being Lincoln, Rolleston and Prebbleton. The purpose of each structure plan is to provide a strategic framework to guide development, including the setting of urban limits, the intensification of existing zoned areas, the provision and timing of infrastructure, and the general location of key community facility and open spaces, roading and servicing networks, which will then be used as the basis for future changes to the District Plan. The development of the structure plans drew heavily on the Greater Christchurch Urban Development Strategy and the CRPS.

The Lincoln Structure Plan 2008 (LSP) identified that residential expansion beyond the existing township boundary was to be directed to the north and east, to avoid conflict with existing land ownership and natural hazards, and also a desire to prevent continuous residential encroachment onto rural land. Broadly, the LSP sought a compact urban form for the township and consolidated, sustainable and coordinated development that would allow Lincoln to develop in an integrated manner. Development, both residential and commercial, was to be staged over a period of 20 years to manage the supply of land to ensure that this occurred.

The LSP promoted an overall residential density of 10.7 households per hectares, with conventional residential development being assumed at 10 households per hectare and medium density residential development at 15 households per hectare.

The Rolleston Structure Plan 2009 (RSP) sought to achieve a mix of living environments, to create diversity in the community and deliver a range of residential housing types to meet community needs. For greenfield areas, the structure plan provided for a spread of densities ranging between 10 and 20 households per hectare, with section sizes ranging from 375m² to 750m² in these areas. Higher densities were to be concentrated in close proximity to the town centre and supporting neighbourhood centres, as they get developed. Further infill and intensification was anticipated in areas zoned residential but not yet developed.

The RSP identified that residential expansion beyond the existing township boundary was to be directed to the south, west and east, such that it preserved the rural, open character of Rolleston and prevented encroachment onto productive rural land.

Unlike the structure plans above, the Prebbleton Structure Plan 2010 (PSP) does not promote an overall household density or indicate the direction of future growth. It does acknowledge that the CRPS target of 10 houses per hectare may mean that the average density for new development might be higher than the existing residential development in the town and that this could be achieved by smaller sections or by including areas of higher density comprehensive development in some location. Growth is to be contained within the existing urban limit, to ensure that Prebbleton does not sprawl into the surrounding rural areas.

4.0 Selwyn Capacity for Growth Model

The Selwyn Capacity for Growth Model (SCGM), was commissioned by Council in 2016 and endorsed for use in December 2017. It provides a picture of the land supply issues for Selwyn for both Living and Business zones.

The SCGM is a spreadsheet based model made up of a number of different pages, each presenting different background information and results. From a demand perspective (population projections) the SCGM is not overly different from the Selwyn District Council Projections used for the Long Term Plan 2018-2028. Nor are they far removed from Stats NZ projections. This is unsurprising as the base information is much the same. The main difference of the SCGM is that it incorporates age-cohort population changes.

Aside from this, the key differences in demand in the SCGM is that it takes into account the constraints on land supply, particularly the capacity or the amount of zoned land available for development. As available land capacity is developed the potential demand that can be located in the area reduces. The SCGM calculates in this reduced demand based on the land capacity available. Previous projections were mostly unconstrained and so demand was projected as if there were no constraints to supply. Supply issues can be rectified through rezoning process when required.

The outputs discussed below do not factor in the additional requirements being considered through the NPS-UDC workstream. As noted earlier, the NPS-UDC is a separate workstream and Council's response to that work through the DPR will be consider at a later date.

The outputs populated by the SCGM recognise three different directions of growth – infill, greenfield and rural residential. It should be noted that:

- Infill lots are any lot that have the ability to provide for five or less dwellings.
- Greenfield lots are any lot that have the ability to provide for more than five dwellings
- Rural residential sites are sites that have a plan enabled zone lot size requirement of over 2000m².

It should also be noted that the SCGM allocates 'vacant' lots as 'greenfield' developments as the nature of developing these will be more straightforward than 'standard' infill. As such the infill numbers reported in the SCGM represent a 'standard' infill opportunity (i.e. putting a new dwelling(s) on a back section of an existing dwelling).

4.1. Greater Christchurch Area

The Greater Christchurch townships consist of Rolleston, Lincoln, Prebbleton, West Melton, Springston and Tai Tapu. The growth rate for this area has been set at Medium High, which aligns with the work being undertaken in the NPS-UDC.

Infill development

Infill development has only accounted for 3-4% of dwelling development in Selwyn townships over the last decade. The SCGM projects that the four main towns in Greater Christchurch⁷ will have sufficient infill capacity to meet such demand out until 2033.

Although there is sufficient infill capacity in the four main towns, it can be observed from the SCGM that there are very few, if any, opportunities for infill around the town centres. Most infill opportunities are located away from town centres, in the Living 1 zones or on the periphery of the townships. The areas around the town centres tend to be the 'old' parts of these towns area and are considered to be fully developed, in relation to the existing zone framework, which does not enable development to higher density. As such, the SCGM has not been able to calculate any infill potential in these areas.

Greenfield development

The output of the SCGM indicate that the 'greenfield' developments, primarily the Living Z areas (e.g. Faringdon, Rosemerryn etc) reach capacity after 2028, so there is still over 10 years supply, but the numbers are tight. This is also before the feasibility assessment and addition margins (e.g. 20% medium term) required under the NPS-UDC are applied. These 'greenfield' areas are the primary growth areas in the District and provide for the greatest range in housing type (comprehensive, medium and low densities). This likely shortfall in 'greenfield' areas indicates that there *may be* a need for rezoning of additional greenfield land to ensure Council is giving effect to the direction of the NPS-UDC. The final considerations around whether this will be required or not will come out of the NPS-UDC workstream. As previously discussed this is a separate workstream to the DPR but the end results may impact the DPR in terms of zoning.

It is also important to highlight that the above comments on capacity relate to the Greater Christchurch townships as a whole. The townships of West Melton and Prebbleton are projected to reach capacity for 'greenfield' sites well before 2028. An important discussion in the NPS-UDC workstream through the Settlement Pattern Review process being undertaken in 2019 will be how, and if, these particular townships continue to grow or if growth continues to be directed to Rolleston and Lincoln.

Overall the SCGM outputs indicate that there is sufficient land supply for the projected demand in the Greater Christchurch townships over the next 10 years. The SCGM results may change from today's understanding as more information is gathered under the NPS-UDC. A key source of information required by the NPS-UDC is from talking to significant landowners and using the information they provide through consultation on the NPS-UDC workstream.

⁷ Rolleston, Lincoln, Prebbleton and West Melton

4.2. Ellesmere and Malvern Areas

The Ellesmere and Malvern Areas encompass 17 townships, with the largest being Leeston in Ellesmere and Darfield in Malvern. The growth rate in the SCGM for these areas has been set at medium. The historic growth rate in these areas has not been as great as in the Greater Christchurch area of the district.

Infill Development

For the Ellesmere and Malvern areas, the SCGM projects that most of the townships will have sufficient infill capacity to meet such demand out until 2033. However Darfield is likely have a shortfall in infill capacity before this time.

As noted above, the SCGM applies potential infill capacity to any allotment that has ability to provide 5 or less dwellings on site. Anything above this, or that is vacant land, is classed as greenfield site. For Darfield, and many other townships in the Ellesmere and Malvern areas, there are significant areas of existing zoned land that remain undeveloped and will fall into greenfield potential rather than infill. These areas are also not necessarily on the edge of these township but in some case near the town centers. In more developed or faster growing areas these would be considered infill.

It is also important to note that the SCGM capacity is based off what is plan enabled or rather a permitted activity. Infill can, and has occurred, in these towns but by way of a resource consent application rather than as a permitted activity.

Most of the townships in the Ellesmere and Malvern area have large well-established residential areas, without as much new greenfield growth compared to that of Rolleston or Lincoln. Given these townships have well established residential areas there are very few, if any, opportunities for infill around the town centres. This is similar to the townships in the Greater Christchurch area except that there is less of a defined area of where infill potential may occur like there is in the Greater Christchurch area towns. Instead infill potential in the Ellesmere and Malvern townships is likely to be more sporadic and ad-hoc. This will mostly be due to the smaller size of the towns and the reduced number of zone varieties that has resulted in more uniformity of lot sizes. The existing zone frame work does not enable development to higher density and, as such, the SCGM has not calculated any infill potential.

Greenfield development

All towns in the Ellesmere and Malvern Area, other than Rakaia Huts (at capacity at 2028), are projected to have greenfield development capacity to meet demand out to beyond 2033. For most towns this is sooner than what was projected in the Ellesmere and Malvern Area Plans, however this is not surprising given the further testing of available capacity undertaken for the SCGM.

Taking these SCGM projections at face value, there is over 15 years of residential capacity in the Ellesmere and Malvern townships. This would indicate that there is not a need for Council to actively rezone land for the Ellesmere and Malvern townships through the DPR process.

It is worth noting that even at a Medium-High growth rate all the towns (again except Rakaia Huts) still have capacity out beyond at least 2028.

As would be anticipated the large 'greenfield' area are on the edge of the townships. Many of the smaller township (e.g. Whitecliffs, Glentunnel, Doyleston etc) have 'internal' greenfield areas as there are large vacant land areas which the SCGM has calculated as 'greenfield' opportunities given the clear development potential a vacant site represents.

4.3. Conclusion

The SCGM concludes that there is still over 10 years of land supply within all of the District's townships, through infill and greenfield developments. This is sufficient capacity to accommodate anticipated growth.

However, as indicated above, this needs to be tempered by the acknowledgement that a feasibility assessment, as required by the NPS-UDC, is still to be applied. This may indicate that there is a need for rezoning of additional greenfield land within the Greater Christchurch area, to ensure Council is giving effect to the direction of the NPS-UDC. As previously noted, this is a separate workstream to the DPR but the end results may impact the DPR in terms of zoning.

5.0 Operative District Plan Provisions

Having established the current strategic framework surrounding urban growth, the following is a review and summary of how the Operative District Plan provisions consider this issue.

Provisions relating to urban growth are contained largely within the Township Volume of the District Plan, with the direction being reinforced by complementary provisions in the Rural Volume.

5.1. Township Volume

Urban growth, being the development or redevelopment of land, and the subsequent construction of buildings and associated infrastructure, to accommodate residential or business activities, can have adverse effects on the environment, hence the District Plan seeks to provide for this growth by way of an integrated land use planning approach.

In the Township Volume, objectives and policies under the broad headings of natural resources, physical resources and health, safety and values, encourage the promotion of efficient and consolidated land use around existing townships, which are pleasant places to live in and provide a variety living environment and housing choices for residents (Policy B1.1.8, Objective B2.1.1, Policy B2.1.13, Objectives B3.4.4 and B3.4.5, and Policy B3.4.3).

More specifically, objectives and policies related to urban growth are contained in Chapter **B4 Growth of Townships**. Within this chapter of the Plan, Objectives B4.1.1 and B4.1.2 recognise that a range of living environments are to be provided for within the townships and that new residential areas should add to the character and amenity values of the townships. Residential density, being the layout and size of sections and the provision of and connection to open spaces, will affect how pleasant a place is to live in. Presently, the District Plan generally provides for a range and variety of section and house sizes in existing townships, at a density that seeks to maintain a ‘feel’ of spaciousness which reflects something of a rural character through a sense of open space, panoramic views and rural outlook that may have attracted residents to these townships in the first instance (Policies B4.1.1, B4.1.2, B4.1.4, B4.1.8, B4.1.10, B4.1.11).

Whereas other sections of the District Plan contain objectives and policies that apply to all activities generally, Section **B4.3 Residential and Business Development** sets out specific objectives and policies to guide residential and business growth within townships, both at a town form level and then for specific townships.

B4.3 Residential and Business Development Objectives

Objective B4.3.1 seeks to ensure that expansion of townships does not adversely affect either the tangible natural and physical resources or the intangible amenity values of the township or surrounding rural areas.

Objectives B4.3.2, B4.3.3, B4.3.5 and B4.3.6 encourage the expansion of townships in a manner that is consistent with either the preferred growth direction, as set out in both statutory and non-statutory documents, such as the CRPS, ODPs in the District Plan, or growth management plans such as Area Plans. The objectives also seek to ensure that land is provided to accommodate projected growth, while still achieving both a compact urban form and a diversity of living environments.

Objective B4.3.4 recognises the need to ensure that growth is supported by the timely, efficient and integrated provision of infrastructure, including transport networks.

B4.3 Residential and Business Development – Town Form Policies

General town form policies are set out in Policies B4.3.1 to B4.3.11. These apply to all townships within the district, both within the Greater Christchurch Area and outside of it. Many of these policies were introduced into the District Plan through Plan Change 7 (PC7), which rezoned additional land in Rolleston, Lincoln and Prebbleton to provide for the future growth of those townships. PC7 was developed in accordance with then CRPS (including Proposed Change 1 to the CRPS), the UDS and also the structure planning that the Council had undertaken. PC7 amended the way that the District Plan dealt with urban growth, by implementing a more strategic, Plan led approach to growth across the District to achieve a more efficient and integrated form of development.

Policy B4.3.1 seeks to ensure that any land that is rezoned from Rural to Living or Business is done so in accordance with an ODP incorporated into the District Plan. This is to ensure that development is integrated with the provision of adequate infrastructure, transport, open space and other community facilities. This policy is reinforced by Policy B4.3.8, which sets out the matters that each ODP shall include, being:

- *Principal through roads, connection and integration with the surrounding road networks, relevant infrastructure services and areas for possible future development;*
- *Any land to be set aside for:*
 - *community facilities or schools;*
 - *parks and land required for recreation or reserves;*
 - *any land to be set aside for business activities;*
 - *the distribution of different residential densities;*
 - *land required for the integrated management of water systems, including stormwater treatment, secondary flow paths, retention and drainage paths;*
 - *land reserved or otherwise set aside from development for environmental or landscape protection or enhancement; and*
 - *land reserved or otherwise set aside from development for any other reason, and the reasons for its protection.*

Policy B4.3.8 also states that ODPs shall also:

- *demonstrate how each ODP area will achieve a minimum net density of at least 10 lots or household units per hectare ;*
- *identify any cultural (including Te Taumutu Rūnanga values), natural, and historic or heritage features and values and show how they are to be enhanced or maintained;*
- *indicate how required infrastructure will be provided and how it will be funded;*
- *set out the phasing and co-ordination of subdivision and development in line with the phasing shown on the Planning Maps and Appendices;*
- *demonstrate how effective provision is made for a range of transport options, including public transport systems, pedestrian walkways and cycleways, both within and adjoining the ODP area;*
- *show how other potential adverse effects on and/or from nearby existing or designated strategic infrastructure (including requirements for designations, or planned infrastructure) will be avoided, remedied or appropriately mitigated;*
- *show how other potential adverse effects on the environment, the protection and enhancement of surface and groundwater quality, are to be avoided, remedied or mitigated;*
- *include any other information which is relevant to an understanding of the development and its proposed zoning; and*

- *demonstrate that the design will minimise any reverse sensitivity effects.*

Once an ODP has been incorporated into the District Plan, it is anticipated that development will give effect to that ODP. However, where development is proposed that is not in general accordance with an operative ODP, Policy B4.3.10 sets the criteria to be considered to demonstrate that a change to the ODP will not compromised the key principles and outcomes sought by the ODP.

Policy B4.3.4 seeks to encourage infill develop within existing township boundaries, if land is available and appropriate to do so. This would consolidate growth, make more efficient use of existing infrastructure and potentially reduce reverse sensitivity issues with activities in the surrounding rural environment. Where this is not possible, Policies B4.3.2 and B4.3.3 seek to ensure that any new land rezoned for residential or business development adjoins existing townships on at least one boundary and avoids leaving rural land surrounded on three or more boundaries by urban development. These policies are further supported by Policy B4.3.6 which encourages townships to expand in a compact shape where practical.

Urban growth areas, being those located within the Greater Christchurch Area, have been zoned Living Z. Policies B4.3.7 and B4.3.9 set out the phasing of development of these area, following the inclusion of an ODP within the District Plan.

Policy B4.3.5 seeks to ensure that land to be rezoned for Business 1 purposes is of sufficient size and shape to accommodate the desired business use. Policy B4.3.11 provides for neighbourhood and local centres, where shown on an operative ODP, while ensuring that they remain secondary to, and do not compete with or detract from, key activity centres within townships.

B4.3 Residential and Business Development – Specific Policies for Townships

Policies B4.3.12 – B4.3.104 set out additional, specific, policies for each of the 22 township within the District. Some of these policies have remained unchanged since the District Plan was originally notified, while other, such as for those townships located within the Greater Christchurch area have been amended by plan changes over time.

The 64 policies applicable to those townships located outside of the Greater Christchurch area can be distilled down to seven main considerations in terms of the direction of new residential or business development (refer to **Appendix 1**):

1. Encourage the use of sites in the existing Living or Business zones (e.g. infill and intensification), if such sites are available and appropriate for the proposed activity.
2. Ensure that new development promotes consolidated and compact development of the township.
3. Ensure that any development is located and designed to minimise adverse impacts and conflicts between land uses, including ensuring that any land rezoned for new development does not cause or exacerbate reverse sensitivity issues for existing activities.
4. Ensure that any land rezoned for new development does not create or exacerbate natural hazards, such as flooding, landslips or erosion.
5. Ensure that new development does not affect the safe and efficient operation of the transport network.
6. Ensure that new development is provided with reticulated infrastructure services.
7. Ensure that new development does not have an adverse effect on area of significance, such as areas of cultural significance or of natural landscape value.

In terms of the policies relating to the six townships located within the Greater Christchurch area, many of the 29 individual policies reinforce the general approach of the above, particularly in terms of consideration of reverse sensitivity issues, hazard avoidance and the transport network.

As additional urban growth has been identified in those townships within the Greater Christchurch area, ODPs have been developed for a number of these towns, hence policies are included in the District Plan that seek to:

8. Ensure that development within each of the ODPs areas identified addresses the specific matters relevant to each ODP Area.
9. Ensure that new residential development achieves integration between the rezoning of land and the provision of utilities, community facilities and areas for business development.

The Operative District Plan also requires that, for the townships of Lincoln, Prebbleton and Tai Tapu, consideration be given to any potential adverse effects of rezoning land for new residential or business development on the 'rural-urban' landscape contrast of the area with Christchurch City, as identified in the then Regional Policy Statement.⁸ However, this is no longer a direction of the CRPS.

The above objectives and policies are implemented largely through the Chapter 12 – Subdivision and in particular Table C12.1 – Allotment Sizes which sets out the average allotment size for each zone within each township.

6.0 Conclusion

As can be seen through the discussion of the statutory and strategic framework above, district wide urban growth should be provided for in a coordinated manner and in a way that achieves consolidated, well designed growth around existing urban areas.

It is considered that the Operative Urban Growth Objectives and Policies generally align with the higher order documents. As such, the current objectives set out in B4.3 Residential and Business Development can be rolled over into the Proposed District Plan, as can the 11 town form policies. However, the specific policies relating to townships should be rationalised as there is significant duplication of policies within this section of the District Plan. The intent of the over 90 policies can be distilled down into nine key themes, as set out above and in Appendix 1 below.

These objectives and policies provide direction on the most efficient and effective township growth paths and where and how new urban growth should occur.

How growth will be provided for within this framework will be borne out by other workstreams, such as that associated with the Council response to the NPS-UDC, as well as the zoning framework for residential and business zones. Within these workstreams, character, amenity and infrastructure implications will be considered.

⁸ Lincoln Policy B4.3.61; Prebbleton Policy B4.3.67; Tai Tapu Policy B4.3.97

Appendix 1: Consolidation of Existing Township Specific Policies

Considerations	1	2	3	4	5	6	7	8	9
Township	Encourage the use of sites in the <u>existing</u> Living or Business zones (e.g. infill and intensification), if such sites are available and appropriate for the proposed activity	Ensure that new development promotes <u>consolidated</u> and <u>compact</u> development of the township	Ensure that any development is located and designed to minimise adverse impacts and conflicts between land uses, including ensuring that any land rezoned for new development does not cause or exacerbate <u>reverse sensitivity</u> issues for existing activities.	Ensure that any land rezoned for new development does not create or exacerbate <u>natural hazards</u> , such as flooding, landslips or erosion	Ensure that new development does not affect the safe and efficient operation of the <u>transport network</u>	Ensure that new development is provided with reticulated infrastructure services	Ensure that new development does not have an adverse effect on area of significance, such as areas of cultural significance or of natural landscape value	Ensure that development within each of the Outline Development Plan areas identified addresses the specific matters relevant to each ODP Area	Ensure that new residential development achieves integration between the rezoning of land and the provision of utilities, community facilities and areas for business development
Arthur's Pass	B4.3.12	B4.3.12		B4.3.13	B4.3.14	B4.3.14			
Castle Hill	B4.3.15				B4.3.16		B4.3.17		
Coalgate	B4.3.19		B4.3.22	B4.3.21	B4.3.20				
Darfield	B4.3.23	B4.3.26	B4.3.27		B4.3.25				
Doyleston	B4.3.29	B4.3.33	B4.3.32	B4.3.31	B4.3.30				
Dunsandel	B4.3.34	B4.3.37; B4.3.39	B4.3.38		B4.3.35	B4.3.36			
Glentunnel	B4.3.40	B4.3.41	B4.3.42	B4.3.42			B4.3.41		
Hororata	B4.3.43	B4.3.44		B4.3.45					
Kirwee	B4.3.46	B4.3.47			B4.3.47				
Lake Coleridge		B4.3.50					B4.3.48		
Leeston		B4.3.51; B4.3.52	B4.3.52; B4.3.53	B4.3.54; B4.3.55	B4.3.53				
Lincoln			B4.3.60; B4.3.62	B4.3.58	B4.3.57			B4.3.56; B4.3.63	B4.3.59

Considerations	1	2	3	4	5	6	7	8	9
Township	Encourage the use of sites in the <u>existing</u> Living or Business zones (e.g. infill and intensification), if such sites are available and appropriate for the proposed activity	Ensure that new development promotes <u>consolidated and compact</u> development of the township	Ensure that any development is located and designed to minimise adverse impacts and conflicts between land uses, including ensuring that any land rezoned for new development does not cause or exacerbate <u>reverse sensitivity</u> issues for existing activities.	Ensure that any land rezoned for new development does not create or exacerbate <u>natural hazards</u> , such as flooding, landslips or erosion	Ensure that new development does not affect the safe and efficient operation of the <u>transport network</u>	Ensure that new development is provided with reticulated infrastructure services	Ensure that new development does not have an adverse effect on area of significance, such as areas of cultural significance or of natural landscape value	Ensure that development within each of the Outline Development Plan areas identified addresses the specific matters relevant to each ODP Area	Ensure that new residential development achieves integration between the rezoning of land and the provision of utilities, community facilities and areas for business development
Prebbleton		B4.3.64; B4.3.66			B4.3.65			B4.3.68	
Rakia Huts				B4.3.69			B4.3.70		
Rolleston	B4.3.76	B4.3.71; B4.3.73; B4.3.74	B4.3.72					B4.3.77	B4.3.75
Sheffield/Waddington	B4.3.78			B4.3.82	B4.3.79; B4.3.80; B4.3.81		B4.3.79		
Southbridge	B4.3.83	B4.3.85	B4.3.86	B4.3.84					
Springfield	B4.3.87		B4.3.89		B4.3.88		B4.3.88		
Springston		B4.3.90; B4.3.91		B4.3.93	B4.3.91; B4.3.92				
Tai Tapu				B4.3.94; B4.3.95	B4.3.96				
West Melton		B4.3.99			B4.3.98; B4.3.100	B4.3.102			

Considerations	1	2	3	4	5	6	7	8	9
Township	Encourage the use of sites in the <u>existing</u> Living or Business zones (e.g. infill and intensification), if such sites are available and appropriate for the proposed activity	Ensure that new development promotes <u>consolidated and compact</u> development of the township	Ensure that any development is located and designed to minimise adverse impacts and conflicts between land uses, including ensuring that any land rezoned for new development does not cause or exacerbate <u>reverse sensitivity</u> issues for existing activities.	Ensure that any land rezoned for new development does not create or exacerbate <u>natural hazards</u> , such as flooding, landslips or erosion	Ensure that new development does not affect the safe and efficient operation of the <u>transport network</u>	Ensure that new development is provided with reticulated infrastructure services	Ensure that new development does not have an adverse effect on area of significance, such as areas of cultural significance or of natural landscape value	Ensure that development within each of the Outline Development Plan areas identified addresses the specific matters relevant to each ODP Area	Ensure that new residential development achieves integration between the rezoning of land and the provision of utilities, community facilities and areas for business development
Whitecliffs	B4.3.103			B4.3.104					