Coversheet for Selwyn District Plan Committee decision on:

Preferred Option Report: BS202 Rolleston and Lincoln KAC Residential Areas

On the 12^{th} December 2018 a Preferred Option Report was taken to the District Plan Committee Meeting for endorsement.

The Preferred Option Report recommended the following:

- 1) Option 1a: Maintain Status Quo for Markham Way, Peel Close, Wilbur Close and Landon Common Properties within the Rolleston KAC;
- 2) Option 2a: Maintain Status Quo for the existing Transitional Living Precincts in both Rolleston and Lincoln KACs.

As a result of the discussions during this committee meeting, the recommendations made in the Preferred Option Report were subject to amendments, which were subsequently endorsed.

The amendments to the recommended preferred option are as follows:

- a) "Option 1c: Apply Transitional Living Precinct Policy overlay to Markham Way, Peel Close, Wilbur Close and Landon Common Properties within the Rolleston KAC"
- b) "Option 2b: Rezone to Town Centre the existing Transitional Living Precincts in both Rolleston and Lincoln KACs"





PREFERRED OPTION REPORT TO DISTRICT PLAN COMMITTEE

DATE: 12 December 2018, Agenda DPC Meeting

TOPIC NAME: Business

SCOPE DESCRIPTION: Rolleston and Lincoln KAC Residential areas – Preferred Options Report

TOPIC LEAD: Jessica Tuilaepa
PREPARED BY: Jessica Tuilaepa

EXECUTIVE SUMMARY

Issue(s)	Whether to rezone existing residential land within the existing Rolleston and	
	Lincoln Key Activity Centres (KAC) to meet future business demand following the	
	recent increased population and business growth of the Selwyn District.	
Preferred Option	The Project Team recommends:	
,	3) Option 1a: Maintain Status Quo for Markham Way, Peel Close, Wilbur	
	Close and Landon Common Properties within the Rolleston KAC;	
	4) Option 2a: Maintain Status Quo for the existing Transitional Living	
	Precincts in both Rolleston and Lincoln KACs.	
Recommendation to DPC	That the Preferred Options 1a and 2a for 'Rolleston and Lincoln KAC Residential	
	areas' are endorsed for further development and engagement, Section 32 and	
	drafting phases.	
DPC Decision	That Options 1c and 2b for 'Rolleston and Lincoln KAC Residential' are endorsed	
	for further development and engagement, Section 32 and drafting phases.	

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1.0 Introduction to the Issue

- 1.1 The District Plan Review affords Council the opportunity to consider rezoning the existing residential land within the existing Rolleston and Lincoln Key Activity Centres (KAC) to meet future business demand following the recent increase in population and business growth of the Selwyn District.
- 1.2 Over the last five years the growth of Rolleston and Lincoln have accelerated considerably, at least in part, because it has become the recipient of the movement of populations from those parts of Christchurch affected by earthquake damage. In anticipation of and response to the growth in population, Council produced Town Centre Master Plans for both Townships, which envisage Key Activity Centres (KAC) incorporating the existing Business 1 zoned land and expanding significantly into existing residential areas. The expansion process is expected to take between 5 and 20 years and will result in Tennyson and Edward Street's being transformed into Rolleston and Lincoln's respective High Streets.
- To enable this to occur over time the Rolleston Living 1 properties along the eastern side of Tennyson Street between the Police Station (Business 1 Zone) and the Moore Street intersection were placed in a Transitional Living Precinct Overlay. This Precinct was also applied along Edward Street in Lincoln to connect the two existing ends of the KAC together. The Transitional Living Precinct seeks to enable both the current residential activities and a transition to commercial activities subject to amenity standards.
- 1.4 As depicted in Figures 1 and 2 below (in yellow), the Transitional Living Precincts (Precinct 5), located within the heart of both KACs are still technically zoned residential and are somewhat restricted in terms of what development may occur. The RPS contains policies seeking the protection of the KACs and as part of determining the proposed District Plans consistency with the RPS. Although Precinct 5 is already located within the KAC's of Lincoln and Rolleston, Council must consider the possibility of rezoning Precinct 5 from Residential to Commercial to meet future business demand and/or community expectations. Alternatively maintaining 'Status Quo' is also an option.

Figure 1: Precinct Plan for Rolleston located in Appendix 29 of the Operative Selwyn District Plan. APPENDIX 29A

ROLLESTON KEY ACTIVITY CENTRE (KAC) - Precinct Plan

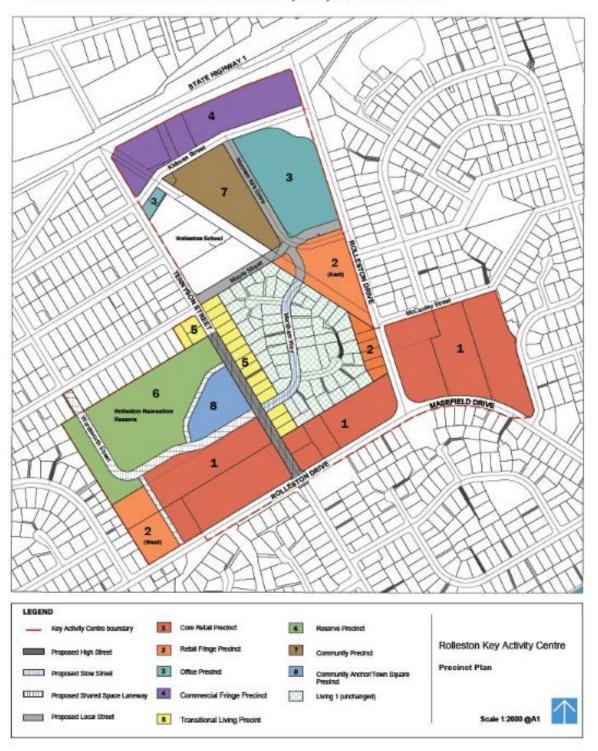
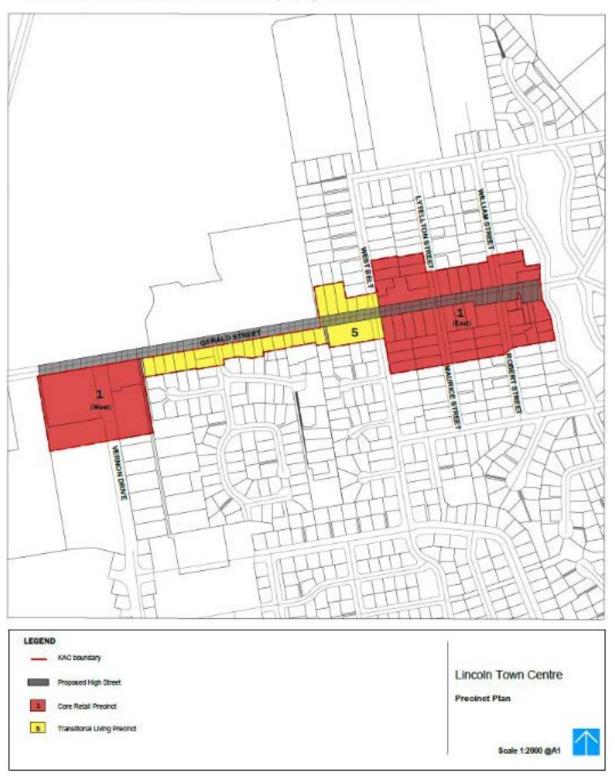


Figure 2: Precinct Plan for Lincoln located in Appendix 29 of the Operative Selwyn District Plan.

APPENDIX 29B

LINCOLN KEY ACTIVITY CENTRE (KAC) - Precinct Plan



- 1.5 In the middle of Rolleston's KAC surrounded on all side by either Commercial (Business 1 Precincts 1 and 2) or Transitional Living Precinct (Precinct 5) exists an enclave of residential properties. The properties on Markham Way, Peel Close, Wilbur Close and Landor Common were not included in the Transitional Precinct at the time this overlay came into effect. The Rolleston Town Centre Master Plan clearly states that the future of this area would be up to the individual landowners¹. It is worth noting that the Master Plan did indicate that in 15-20 years retail was likely to start expanding from the Town Centre into this residential area.
- 1.6 The future zoning applied to land within the Rolleston and Lincoln KAC's has been considered at many stages in the past. During the development of both Rolleston and Lincoln's Structure Plans, Town Centre Master Plans and as part of the Land Use Recovery Plan's (LURP) Action 27. The demand for commercial activity and the capacity to meet this demand in the Greater Christchurch townships is also currently being considered through the National Policy Statement on Urban Development Capacity workstream. Therefore it is timely for Council to yet again evaluate if the current zoning in the KACs is most appropriate to meet the needs of the growing District.
- 1.7 This report looks at the strategic planning history of the subject sites, evaluates potential issues and options going forward and seeks direction from the DPC on whether Council should incorporate Markham Way, Peel Close, Wilbur Close and Landor Common into the future 'Town Centre zone' or consider applying the Transitional Precinct Overlay to this area. Consideration of the possible removal of the Transitional Precinct Overlay in Rolleston and/or Lincoln, resulting in these areas being subject to the Town Centre Zone rules, is also required. Alternatively maintaining the status quo in both instances is an option which will be discussed in more detail in Section 3.0.

2.0 Strategic Context

2.1 This section looks at the Strategic Planning processes that have resulted in the current zoning, including the Regional Policy Statement (RPS), Selwyn 2031, Rolleston and Lincoln Structure Plans, Rolleston and Lincolns' Town Centre Master Plans and LURP Action 27. The current District Plan permitted baselines (what can happen as of right) and recent resource consents obtained for the area are also summarised. It also considers growth projections and details the relevant outputs of the District Plan Review process thus far.

Selwyn 2031 District Development Strategy

2.2 Selwyn 2031 provides an overarching strategic framework for achieving sustainable growth across the district to 2031. Selwyn 2031 emphasises the importance of adopting and implementing a strategic approach to managing urban growth as a means of strengthening

¹ Rolleston Town Centre Master Plan adopted April 2014, Executive Summary, last paragraph, Page 5.

the district's self-sufficiency and to ensure that it continues to be a great place to live, work and play.

- 2.3 Another key aspect of Selwyn 2031 is the Township Network, which provides the framework for managing the scale, character and intensity of urban growth across the whole district. This enables investment decisions by the Council to be made within an appropriate context and ensure that the infrastructure provided supports the population base of the township, having regard to its scale and relationship to the wider area. It will also present residents and businesses with an opportunity to achieve better living environments and greater economic growth by focusing on those investment decisions that will be of most benefit to each individual community.
- 2.4 The Township Network provides the context for managing urban growth and a platform for strategic planning by:
 - identifying the role of each township;
 - ensuring that the Council, community and other stakeholders have a clear understanding of where each township sits within the network and the reasons why;
 - ensuring that the community's expectations of the level of service received from the Council is commensurate to the role that each township will play in accommodating urban growth within the district;
 - enabling the costs and benefits of providing infrastructure to be assessed at an appropriate context and scale.
- 2.5 The Township Network is important in the context of a zoning conversation as it will help guide decision making around proactively rezoning, if that's Council's direction, and/or responding to submissions for new zoning proposals. Rolleston and Lincoln are both recognised in the Township Network as being important Key Activities Centres for the District.

Rolleston Structure Plan and Rolleston Town Centre Master Plan

- 2.6 In order to plan for this growth and guide future initiatives for Rolleston, the Council developed the Rolleston Structure Plan (adopted in September 2009). As part of this, a series of options to improve the existing town centre were developed. A preferred town centre location was outlined and a master planning exercise was undertaken. The Rolleston Town Centre Masterplan presents a future vision and provides direction for the transformation of the centre over time.
- 2.7 The Masterplan is a non-statutory document that sits alongside the Rolleston Structure Plan and the District Plan. It will inform a change to the District Plan as part of the DPR and is supported by an 'Outline Development Plan'. The Rolleston Town Centre Master Plan envisaged that in the first five years (2014-2018) that commercial developments would start to occur on Kidman Street (McDonalds and KFC); that Rolleston Primary School playground would be relocated to allow for Moore Street extension (this is still in the planning process)

and that transitional redevelopment of residential properties to retail/commercial would occur along Tennyson Street.

2.8 The Master Plan, much like the Structure Plan, made no attempt to rezone the existing residential area in the middle of the KAC to commercial, however, the Master Plan notes, that if or when demand requires, retail and commercial services may spread into the residential area by 2031, but this is likely to occur beyond the time scale of the Master Plan.

Legend

Retail Expansion 20 + Years

Master Plan Retail

Mester Plan Mixed Use

Open Space

Figure 3: Rolleston Town Centre Master Plan future retail growth Plan.

Lincoln Town Centre Plan

2.9 The Lincoln Town Centre Plan was developed as a framework for future development opportunities in the Lincoln Town Centre. The plan was initially based on the outcomes of the Lincoln Opportunity Study, which drew on 82 responses to a questionnaire sent to all Lincoln households in July 2011. Since then the Land Use Recovery Plan (LURP), which took effect in 2013, has been released to assist with the rebuild of earthquake damaged communities in Canterbury. The Master Plan is a framework for the future development of the Lincoln Town Centre. It outlines opportunities that exist to co-ordinate development in the centre of Lincoln. It aims to ensure that development is of a high quality and that the character of the township is retained. The Council carried out consultation on the initial Draft Plan in 2011, which looked at the Retail Core (East) Precinct. Further consultation was undertaken in 2015 after the extent of the town centre changed. The consultation process included public open

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days, township committee and business owner meetings and a formal submission and hearings process. The Plan was designed to work alongside the Selwyn District Plan. The Lincoln Town Centre Plan is a vision for how the town centre may develop as time progresses.

LURP Action 27

- 2.10 In the Rolleston context, Action 27 directed the Council to change or vary the objectives, policies and methods of its District Plan to the extent necessary to provide for:
 - (ii) zoning that defines the extent of the Key Activity Centre
 - (iii) implementation of the Rolleston Town Centre Masterplan
- 2.11 In response the Council defined the KAC with a Business 1 Zoning, with the exception of the Living 1 Zone being proposed for Rolleston Reserve, some properties west and east of Tennyson Street and the Markham Way residential enclave. Overlaying this zoning is a proposed 'Precinct Plan' (Appendix 29A of the Operative District Plan), which divides the area into land use precincts; an Appendix 29C(i), which provides an Outline Development Plan (ODP) for the KAC; and Appendix 29D, which provides an indicative planting layout plan for Precinct 2. In addition a new set of objectives, policies and rules were developed for the Precincts.
- 2.12 The new objective and policy framework seeks to:
 - focus commercial growth in the KAC and continue to provide complementary Neighbourhood and Local Centres;
 - control activities in specific Business 2A industrial zones due to potential effects on the KAC:
 - provide for the greatest concentration and scale of buildings in the Rolleston KAC;
 - enable a wide range of activities to ensure efficiencies;
 - promote comprehensive development or redevelopment of sites;
 - avoid distributional effects stemming from the dispersal of retail and office activity between Precincts in a KAC;
 - promote the development of vibrant, integrated and coordinated KACs;
 - ensure that retail activities with KACs are prioritised to Precinct 1; and
 - enable residential and visitor accommodation activities whilst avoiding residential activity at ground floor level.

3.0 Current Approach of Operative District Plan

Permitted Baselines

3.1 It is important to consider the current planning provisions that apply to the Living 1 zoned sites in Markham Way, Wilbur Close and Peel Close (hatched area in centre of KAC as demonstrated below in Figure 1 above). *Tables 1-3* located in *Appendix 1* summarise these provisions. The Transitional Living zone has a similar permitted baseline to the adjoining Living 1 zone. However the scale of activities rules have been slightly relaxed to enable commercial

- services, small format retail and office activities to establish more easily. The scale and type of activities that are able to occur with the other KAC Precincts 1-4 and 8 are substantially different from the Living zone provisions.
- 3.2 It is worth noting that Precinct 5 Rule 4.18 automatically requires resource consent to be obtained for any development comprising of one or more new buildings; and/or building additions for commercial purposes; and/or conversion of all or part of an existing dwelling for commercial use (as a controlled activity). This rule provides for the consideration of urban design for the development.

Resource consents granted in the Transitional Living Precinct

- 3.3 Precinct 5, the Transitional Living Precinct, contains 18 sites in Rolleston and 23 in Lincoln. As stated above, a number of consents have been applied for/granted in the vicinity of the Town Centre in Rolleston and Lincoln.
- 3.4 The most recent resource consent is for a retail and hospitality development (RC185298) on the corner of Tennyson Street and Markham Way. Consent was sought for the removal of three existing dwellings, to be replaced with a two-storey commercial development. The application defaulted to 'Non-complying' because of the breach of site coverage (had the development remained within the 40% residential limit the application would have been discretionary). The application proceeded to a hearing and several submissions were received in opposition from the landowners within the Markham Way residential enclave. Concerns were raised over car parking, traffic generation, noise, lighting and the potential detrimental effects on the residential amenity of the area.
- 3.5 The Commissioner granted consent subject to specific conditions to address the concerns of the submitters. Conditions related to: the maximum of number of tenancies; limitations on the types of tenancies; restricted hours of operation; noise restrictions and other conditions relating to landscaping, urban design, lighting, waste and traffic.
- 3.6 Building work has begun on the site and it is anticipated the development will be operational by mid-2019. Further development of this nature will require additional resource consent as the rules of the transitional zone (listed in Section 2.3) do not permit food and beverage outlets outright, as they do in other parts of the KAC, including the site (currently the Reserve) directly across the road from Precinct 5.
- 3.7 The owner of the development intends to carry out further development across the road on the other corner of Markham and Tennyson (also in Precinct 5). The Rolleston Town Centre Master Plan did not anticipate Precinct 5 to be developed at this scale and pace, suggesting that it may not be commercially feasible to demolish the recently built houses. To some degree this is correct, as the houses were not demolished, they were deconstructed to be rebuilt on different sites in Rolleston, which helped with the overall cost of the Project.

3.8 To date 7 of the 18 properties in Rolleston Transitional Precinct (including the development above, a preschool and a dental clinic) and 6 of the 23 properties in Lincoln Transitional precinct are being used for commercial purposes in the Transitional Living Precincts.

4.0 Business Capacity and Demand

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

- 4.1 The National Policy Statement on Urban Development Capacity (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 decisions that are evidence based. The NPS-UDC directs councils to set minimum targets for business development capacity for both the medium and long term periods.
- 4.2 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.
- 4.3 The NPS-UDC then requires Councils to produce a Future Development Strategy (FDS), 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.
- 4.4 It is noted that while the NPS-UDC is subject to an independent workstream, it is important to note in this report as the outcomes of this work are likely to have an impact on the future urban growth of the District.

Growth projections and capacity

- 4.5 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.
- 4.6 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.

- 4.7 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.
- 4.8 For Business 1 (Commercial) demand, which impacts the Rolleston and Lincoln KAC's, the population projections relate directly to the amount of floor space projected for each town centre. The SCGM compares this demand for floor space with the zoned land available.
- 4.9 The outputs shown below are based on the existing capacity and the demand required to meet the projected population increase. The demand amounts do not factor in the additional 'buffer' requirements (e.g. 20% for short term) being considered through the NPS-UDC workstream. These 'buffer' requirements do not alter the actual demand that is required to be provided for but would mean additional capacity will need to be considered to cater for capacity issues land banking. However the end location and distribution of this additional capacity requirement has yet to be considered. As noted earlier, the NPS-UDC is a separate workstream, which includes key business stakeholder engagement. Feedback from these parties may alter our understanding of the numbers around capacity and demand. The final business demand and capacity requirements for Selwyn and the Greater Christchurch will be better understood once the NPS-UDC process is complete. Any required response to that work can be considered through the DPR at a later date.
- 4.10 The table below outlines the available land supply in each KAC and the demand that is projected. It's important to note that the available capacity includes both vacant land areas and those areas that have land available for potential for develop, or rather ability to be used more efficiently in line with the Selwyn District Plan provisions.

Township	Capacity	Demand to 2028	Total Capacity remaining at
	(ha)	(ha)	2028
Rolleston B1 (Incl	18	7	11
Vacant Potential)			
Lincoln B1 (Incl Vacant	4	4	0
Potential)			

Table: B1 land availability in Rolleston and Lincoln

4.11 Lincoln township has sufficient B1 capacity until 2028 but it runs out at that point. Again it's important to note that most of that capacity is reliant on the vacant potential areas. If they do

not come on board then Lincoln's remaining capacity (vacant land) will run out well before 2028.

- 4.12 Rolleston has capacity for commercial development in its current zoned land beyond 2028, even if vacant potential land is not considered. The fact that Rolleston's KAC capacity is sufficient aligns with the Activity Centre Network that promotes Rolleston as the District Centre, capable of absorbing short falls in other areas.
- 4.13 Taking into account the other matters referred to in paragraph 4.9, there is clearly a need for increased Business 1 capacity in Lincoln and begs the question of whether this matter is considered further as part of the District Plan Review or at a later stage?
- 4.14 The recommended approach is to update the relevant strategic plans, including input from the community prior to implementation through the district plan. As a first step, the NPS-UDC is requiring analysis of the projected demand vs. capacity across the Greater Christchurch area. This assessment is documented in the Future Development Strategy (FDS), which sets out the issues and approaches to addressing urban growth within this part of the district.
- 4.15 At the time of writing this report the FDS was still open for public consultation, which has been directed to key business landowners in both Rolleston and Lincoln. An on-going strategic approach would allow a co-ordinated approach to considering future development areas with infrastructure planning. Location would be key as more greenfield areas would be preferable and very few exist around the Lincoln town Centre. It is not a matter of just expanding the existing area as that will just create the same land use issues now (e.g. residential In business zones). In Lincoln there may be other alternatives (e.g. new neighbourhood centres or existing B3 land) and these are the types of things a more strategic approach to zoning could consider. Without this strategic work there are multiple options available. Until this work is undertaken there is capacity in Rolleston to absorb district demand in the meantime, which means the land may not be available in Lincoln when the business community requires it, or alternatively it may result in better use of the existing zoned land, adding vibrancy to the existing Town Centre.

5.0 The District Plan Review and Plan Framework

5.1 Baseline Assessments and Preferred Options reports have indicated that Rolleston and Lincoln Town centres will both become 'Town Centre Zone', replacing the current Business 1 zoning. The 'Town Centre Zone' has been selected as it best allows for the recognition of the Township Hierarchy and is described by the draft National Planning Standards as being a destination for shopping, entertainment, events, dining and night life, visitor accommodation, arts, culture and tourism activities. Provision should be made for a wide range of community and commercial activities (e.g. health and social services, museums, art galleries, libraries, movie theatres, restaurants and cafes, hotels, visitor accommodation), including residential activity on floors above commercial and/or community activities. Town Centre Zones should have a focus on pedestrian orientation, public amenity within the town centre and at the boundaries

- of adjoining zones. Other amenity features include verandas, street furniture and traffic calming and the zone should make provision for public spaces including parks or squares.
- 5.2 The Draft Planning Standards also afford Councils the option of retaining the use of Precincts to help manage the character of smaller sections of a larger zone. This is the approach that both the KACs take at present, with multiple precincts managing the types of activities that can occur in different areas within each commercial centre. Markham Way, Wilbur Close, Peel Close and Landor Common of the existing KAC, which despite being part of the KAC have retained their Residential Zoning. Precincts 1-4 allow for differing types of activities to occur within different locations, e.g. Precinct 1 has a more retail focus whereas Precinct 3 has more of an office activity focus.

6.0 Requirements for rezoning

- 6.1 District Plans that are developed using sound evidence and rigorous policy analysis lead to more robust, enduring provisions, and can mean issues are resolved early on in plan-making, reducing opposition during hearings or at appeal. To determine the substantive merits of any changes or re-zonings, investigations will be required which will include the commissioning of detailed technical reports. The purpose and requirement to do this work is to help inform section 32² evaluation reports to demonstrate that the zoning has been well tested against the purpose of the Act and that the anticipated benefits outweigh costs and risks. In short, the evaluation must examine whether the objectives of the proposal (new zoning) are the most appropriate way to achieve the purpose of the Act.
- 6.2 To evaluate the efficiency and effectiveness of the proposal it is necessary to identify, quantify and assess the benefits and costs and to assess the risk of acting or not acting. To inform this evaluation key technical assessments are likely to be required to support any rezoning request, including:
 - Geotech
 - Contamination
 - Transport
 - Infrastructure
 - Landscape
 - Economic
 - Planning
 - Urban design ODP design
- 6.3 The approximate cost to undertake the above investigations for <u>one site</u> development is estimated to be between \$80,000 and $$120,000^3$. The level of information or the number of

² Section 32 (s32) is integral to ensuring transparent, robust decision-making in Resource Management Act (RMA) plans, plan changes and policy statements S32 requires new proposals to be examined for their appropriateness in achieving the purpose of the RMA, and the policies and methods of those proposals to be examined for their efficiency, effectiveness and risk.

³ Obtained through discussions with Planz Consultants and Baseline Group

technical reports required would have some impact on this cost but this provides an 'average' indication of cost. The fact that both of these areas have been subject to Master Planning work and investigations through the LURP and the intensification and/or change of use from residential to business may mean the scale of the investigations, and thus the cost, could be reduced compared to that of a greenfield site.

Aside from the initial s32 information and investigation costs any rezoning proposal will also need to consider the costs on, and supply of, infrastructure (e.g. from the 5 waters and roading, community services etc). If Council proactively zones then the cost of meeting the infrastructure needs has to be planned and financed for by Council. This is unlikely to be problematic for the subject KAC sites as due to the previous high growth rate, the infrastructure already exists or has been programmed (e.g. road upgrades), leaving only the question of there being available capacity in the reticulated water and wastewater systems at the time, to be answered.

7.0 Summary of Options

7.1 The following options are put forward to address the issues identified in relation to the rezoning of additional land within the Lincoln and Rolleston KACs.

Options for Markham Way, Wilbur Close, Peel Close and Landor Common Properties (Rolleston KAC)

Option 1A — Maintain status quo

7.2 Under this option, the existing provisions and Living 1 zoning would be retained for the properties located in Markham Way, Wilbur Close, Peel Close and Landor Common (excluding those otherwise located in Precinct 5).

Effectiveness in Addressing the issue:

- 7.3 This option would entail the current plan provisions being rolled over and the sites in question continuing to be used for residential purposes. By maintaining the status quo, this protects the current level of amenity for the residents in the surrounding zone by restricting the potential use of the land for other uses. Different activities on the site would continue to require resource consent if they do not meet permitted standards as they have done in the past. Home based occupations would continue to be permitted in the residential zone (subject to standards).
- 7.4 The approach is consistent with the Selwyn Capacity for Growth Model which indicated that there is no shortfall of business zoned land in Rolleston in the next 10 years. It is also consistent with the Rolleston Town Centre Masterplan which identified this area as residential, with retail filtering into the space in 15+ years.

Risks:

7.5 As mentioned above, this approach does not preclude residents of Markham Way, Wilbur Close, Peel Close and Landor Common from seeking alternative zoning as part of the District

Plan Review process. This option simply means that the investigation costs and s32 evaluation will be borne and undertaken by the submitter to support their submission for rezoning. Council's cost will be limited to reviewing the information and making a recommendation to accept or reject the submission, which are costs that will be inevitable regardless of the option selected. This option leaves the cost to the market, which if taken up would indicate a demand and/or opportunity for growth, more so than Council proactively rezoning ahead of any substantial land capacity requirements.

Budget or Time Implications:

7.6 Rolling over the current provisions will not impact on the existing DPR timeline or budget.

Recommendation:

7.7 This option is recommended to be carried forward into the Proposed District Plan.

Option 1B – Rezoning to Town Centre

7.8 This approach involves Council undertaking the work to potentially rezone all residential sites currently located in Markham Way, Peel Close, Wilbur Close and Landor Common and to notify this rezoning proposal through the DPR process.

Effectiveness in Addressing the Issue:

- 7.9 This option would increase business land supply, whilst enabling the area to redevelop and providing more certainty as to what activities could occur. However, it is also considered to be inconsistent with the timing of the Rolleston Town Centre Masterplan which identified this area as residential, with retail not filtering into the space until 15+ years. It is relevant to note that in the Rolleston Town Centre Master Plan, it was identified that the future of Markham Way would be determined by the land owners⁴, which recognises previous requests from landowners to maintain their residential zoning.
- 7.10 It is also considered that the provision of additional commercial zoned land is not supported by the SCGM which indicated that there is no shortfall of business zoned land in the Rolleston Town centre in the next 10 years.

Budget and Time Implications:

7.11 As noted previously, given the evaluative nature of the s32 process that is required to determine the costs and benefits (and overall merit) of a rezoning proposal there is a risk that even after completing the site specific investigations, the s32 evaluations may not support rezoning (e.g. the costs outweigh the benefits). If Council decides to proceed with a rezoning consideration will then be required around whether it continues to fund the progression of any rezoning proposal and defend its inclusion in the Proposed District Plan through the submission, hearing and appeal stages of the DPR.

⁴ Rolleston Town Centre Master Plan adopted April 2014, Executive Summary, last paragraph, Page 5.

7.12 As well as taking on the evaluation costs and the costs of progressing through the DPR process Council will also be financing the development/upgrade of servicing infrastructure, if required. Although infrastructure provision is one of Councils core roles it is often provided in response to demand or a private plan change, where costs can be recouped with some confidence or met by a developer. If Council is to proactively zone then it will need to be prudent in its assessment of the demand for development of a 'business land' proposal to ensure that the cost of improving or developing new infrastructure can be recouped.

Risk:

- 7.13 Further to the above if any proactive zoning is promoted by Council then this is likely to generate submissions on the notified District Plan from other landowners not identified as having preferred sites for rezoning. The evaluation of these alternative submission sites (which are inevitable and which may also be potentially suitable for development) comes with substantial further costs in reviewing technical assessments and reporting on submissions. It is recognised that evaluating and responding to submissions will also be required in Options 1A and 1C. However in Option 1A Council will not have already undertaken the cost and time of promoting new business sites, as well as assessing others.
- 7.14 Whilst rezoning the land will provide more opportunities in terms of development, potential developments may impact on the current level of amenity for the residents in the surrounding zone. For example, the construction of a large permitted building near the boundary of an existing dwelling, or from the types of use and the associated effects of business activities. As demonstrated in **Appendix 1**, *Tables 1 and 3*, the permitted baseline for activities that can occur in the Town Centre is substantially different than that of a residential zone. Whilst most of these different business activities on the site would require resource consent, mainly for urban design reasons, noise limits, hours of operation and parking requirements are substantially different.

Recommendation:

7.15 This option not be carried through into the Proposed District Plan.

Option 1C – Extend Transitional Living Policy Overlay

7.16 This approach would extend the Transitional Living policy overlay (planning map notation) over the subject area, whilst retaining a Residential/ Living 1 zone. This approach is currently applied to Precinct 5 of the KAC's in Lincoln and Rolleston which are still zoned Living 1 but some of the rules have been relaxed to encourage business development.

Effectiveness in Addressing the Issue:

7.17 This approach is neither consistent nor inconsistent with the SCGM as the land would continue to be zoned residentially and would have no impact on Rolleston's business land capacity. The Rolleston Town Centre Master Plan recognised the ongoing residential zoning of this residential enclave with retail activities filtering into the area in 15+ years, by applying the Transitional Zoning other commercial activities could filter into the area earlier. This approach has already been undertaken in the Town Centre (Precinct 5), whereby rules have been

relaxed to allow some types of commercial development to occur. However, given the location of Precinct 5 on Rolleston's future 'High Street', instead of development occurring within the existing residential dwellings, land owners are opting to completely redevelop sites which results in a more complex process than the transitional precinct current allows.

7.18 With this option, amenity is managed to a degree, specifically on adjoining residential properties through retention of those rules relating to built-form and nuisance, but relaxing provisions relating to business activities and scale. This approach still allows landowners to determine the future use of the site and if a house is to be removed and replaced with a commercial building it would be a controlled activity. The use of any site would also restricted by the permitted activity standards.

Risk:

7.19 Further to the above if any proactive zoning is promoted by Council then this is likely to generate submissions on the notified District Plan from other landowners not identified as having preferred sites for the policy overlay to apply. The evaluation of these alternative submission sites (which are inevitable and which may also be potentially suitable for development) comes with substantial further costs in reviewing technical assessments and reporting on submissions. It is recognised that evaluating and responding to submissions will also be required in Options 1A and 1C. However in Option 1A Council will not have already undertaken the cost and time of promoting new business sites, as well as assessing others.

Budget and Time Implications:

- 7.20 If Council decides to proceed with the overlay approach consideration will then be required around whether it continues to fund the progression of the proposal and defend its inclusion in the Proposed District Plan through the submission, hearing and appeal stages of the DPR.
- 7.21 As well taking on the evaluation costs and the costs of progressing through the DPR process Council will also be financing the development/upgrade of servicing infrastructure, if required.

Recommendation:

7.22 This option not be carried through into the Proposed District Plan.

Options for the existing Transitional Living Precincts in both Rolleston and Lincoln.

7.23 The preceding assessment leads on to giving further consideration to what happens with the current Transitional Living Precincts in both Rolleston and Lincoln (as depicted via the precinct plans for each township in Figure 1 and 2 above), irrespective of the decision for the Markham Way area.

Option 2A – Maintain Status quo

7.24 Under this option, the existing provisions and Living 1 zoning (or equivalent) would be retained for the properties located in the Transitional Living Precincts in both Rolleston and Lincoln.

Effectiveness in Addressing the Issue:

- 7.25 This option would entail the current plan provisions being, in effect, rolled over. The sites in question will still be able to be used for either their existing residential purpose, or as per any resource consent previously obtained. By leaving the status quo, it restricts the potential use of the land for other commercial uses (beyond the parameters set by the Transitional Living overlay). This would mean that additional resource consents would need to be obtained, causing uncertainty for the current user, and any potential future users. The development currently happening within the Transitional precinct (in Rolleston) indicates the resource consent requirement is not preventing development from occurring, but is instead ensuring that activities undertaken on the site are at a scale which mitigates impacts on the adjoining residential properties.
- 7.26 This approach best aligns with both Town Centre Master Plans, which anticipated gradual development of the sites into Commercial use. Rolleston's consented development aside, little development has occurred elsewhere in the Transitional Precincts. It is also consistent with the SCGM which indicates no immediate shortfall of commercial land in either township. The outcomes of the Future Development Strategy for Greater Christchurch are also not yet determinable and as such maintaining status quo seems the most cost effective approach for the Council. This option does not restrict Council from undertaking additional work to determine ways to deal with the potential shortfall in land availability in Lincoln before that eventuates.

Risks:

7.27 As mentioned above, this approach does not preclude land owners from Precinct 5 from seeking alternative zoning as part of the District Plan Review process. This option simply means that the investigation costs and s32 evaluation will be borne and undertaken by the submitter to support their submission for rezoning.

Budget or Time Implications:

7.28 Rolling over the current provisions will not impact on the existing DPR timeline or budget.

Recommendation:

7.29 This option is recommended to be carried forward into the Proposed District Plan.

Option 2B – Rezoning to Town Centre

7.30 This approach involves Council undertaking the work to potentially rezone sites currently located in the Transitional Living Precincts in Rolleston and Lincoln to Town Centre and to notify this rezoning proposal through the DPR process.

Effectiveness in Addressing the Issue:

7.31 Option 2B is somewhat inconsistent with the SGCM figures as discussed in Section 2.0. in relation to Rolleston, however, there is a potential future shortfall in Lincoln by 2028.

Although the Transitional Precinct is a logical location to rezone to meet business capacity, additional work is required to determine suitable sites. This work should be undertaken as part of a strategic planning process, whereby the existing Town Centre Master Plans for both Rolleston and Lincoln are reviewed to ensure that the zone expansions occur in the right places (as briefly mentioned in Option 2A).

Risk:

7.32 As discussed in Option 1B, Section 32 requires significant information, in addition to taking on the evaluation costs and the costs of progressing through the DPR process Council will also be financing the development/upgrade of servicing infrastructure. Council may also find themselves at the receiving end of submissions on the notified District Plan from other landowners not identified as having preferred sites for rezoning. The evaluation of these alternative submission sites (which are inevitable and which may also be potentially suitable for development) comes with substantial further costs in reviewing technical assessments and reporting on submissions.

Budget or Time Implications:

7.33 As noted previously, given the evaluative nature of the s32 process that is required to determine the costs and benefits (and overall merit) of a rezoning proposal there is a risk that even after completing the site specific investigations, the s32 evaluations may not support rezoning (e.g. the costs outweigh the benefits). If Council decides to proceed with zoning, after identifying potential sites, consideration will then be required around whether it continues to fund the progression of any rezoning proposal and defend its inclusion in the notified plan through the submission, hearing and appeal stages of the DPR.

Recommendation:

7.34 This option is not recommended to be carried forward into the Proposed District Plan.

8.0 Conclusion

- 8.1 The Regional Policy Statement and Selwyn 2031 provide direction for strategic planning and management of KAC growth and outline opportunities and constraints for business development.
- 8.2 Whilst the DPR provides an opportunity for Council to consider rezoning the existing residential land within the existing Rolleston and Lincoln Key Activity Centres (KAC) where a shortfall in business capacity exists, there are significant costs involved in the investigations. Modelling demonstrates there is capacity in Rolleston, however there is a shortfall in Lincoln in the medium to long term. Despite having some relaxed planning provisions for commercial development, the Transitional Living Precincts are still technically zoned residential therefore applying a commercial zoning would help meet this forecast shortfall in supply, but further strategic planning work should be undertaken (e.g. via a Master Planning and/or other

processes) first to determine the right zoning is applied to the right amount of land in the right locations.

8.3 Maintaining 'status quo' removes the burden of Section 32 costs and potential inefficiencies from Council. The cost and risk is effectively left to the market to respond to opportunities and demand. This would give more surety that any proposal for rezoning is feasible as it is driven and paid for by the market and would also afford Council the time to consider through more strategic processes that supply and demand will align.

9.0 Recommendations

- 9.1 Based on the preceding assessment, the Project Team recommends that:
 - 1. Markham Way, Peel Close, Wilbur Close and Landon Common Properties (Rolleston KAC)

Option 1A: Maintain Status Quo

2. Existing Transitional Living Precincts in both Lincoln and Rolleston KACs

Option 2A: Maintain Status Quo

10.0 Next steps

- 10.1 If direction of the DPC is that status quo is to be maintained staff can develop an engagement plan to advise landowners of the opportunity to lodge a submission on the Proposed District Plan (and the associated information requirements).
- 10.2 Alternatively, if DPC seeks to proactively rezone as part of the notified Proposed District Plan then a further discussion will be required to be determine the scope of this work, impact on the DPR budget and timeframe for engagement and notification of the Proposed District Plan.

$\label{lem:provisions} \mbox{ Appendix 1} \\ \mbox{ Permitted Baseline} - \mbox{ What the current District Plan provisions allow to occur on site as of right.} \\$

Table 1: Living 1 Rules

Rule	Permitted Standard	Notes
4.6 Buildings and building density	One dwelling and one family flat up	
	to 70m² in floor area.	
4.7 Buildings and site coverage	40%	Maximum site coverage does not
		apply to any buildings, tent,
		caravan, trailer or marquee
		erected for a temporary activity,
		provided the structure is
		removed within 2 days of the
		activity ceasing.
4.8 Building Height	Maximum height of 8m.	
4.9 Building Position	Recession Planes	Where a garage is proposed on a
	The construction of any building	corner site i.e. has two road
	which complies with the Recession	frontages, only one wall may be
	Plane A requirements set out in	located up to 2m from a road
	Appendix 11;	boundary, provided that that wall
		does not contain a vehicle door
	Setbacks	and is less than 7m in length. All
	Dwelling or Principal Buildings	other walls are to be set back at
	2m internal 4m road	least 4m from the road
	Garage: wall length 7m or less and	boundary, with walls containing a
	vehicle door faces road	vehicle door set back 5.5m from
	1m internal 5.5m road	the road boundary.
	Garage: wall length greater than	
	7m and vehicle door faces road	Setback do not apply to
	2m internal 5.5m road	temporary activities
	Garage: wall length 7m or less and	
	vehicle door faces internal boundary	
	1m internal 2m road	
	Garage: wall length greater than	
	7m and vehicle door faces internal	
	boundary	
	2m internal 4m road	
	Accessory building wall length 7m or	
	less	
	1m internal 2m road	
	Accessory building wall length	
	greater than 7m	
	2m internal 4m road	
	Utility Structures	
	0m internal 0m road	

4.10 Relocated Buildings	Relocated building is a garage or	
	accessory buildings	
5.5 Vehicle parking and cycle	Car park complies with Appendix 13	
parking		
7.1 Outdoor signs	Sign relates to products or services	
	sold on the site.	
	Total number of signs on the site	
	does not exceed 2 (include free	
	standing signs)	
	Sign does not exceed 1m2 in size	
9.1 Waste	Any activity, which is not a	
	residential activity, which	
	generates not more than 1 cubic	
	metre of solid waste on average	
	per week over a year, other than	
	inert landfill, shall be a permitted	
	activity.	
10.6 Noise	Any activity which is not a	Does not apply to sirens or
	residential activity, spiritual activity	warning devices associated with
	or educational activity, shall be a	emergency service facilities.
	permitted activity if the following	
	noise limits are not exceeded	
	within the time-frames stated.	
	7.30am – 8.00pm 50 dBA L ₁₀	
	8.00pm – 7.30am 35 dBA L ₁₀	
	7.30am – 8.00pm 85 dBA Lmax	
	8.00pm – 7.30am 70 dBA Lmax	
10.8 Scale of Activities – Living	Any activity, which is not a	Does not apply to temporary
Zone general	residential activity, shall be a	activities, existing schools or
	permitted activity if the following	police stations.
	conditions are met:	Does not apply to Precinct 5
	10.8.1.1 No more than two full	(transitional living).
	time equivalent staff employed on	
	the site live off site, and	
	10.8.1.2 The gross floor area of any	
	building(s) other than a dwelling	
	does not exceed 300m², or in the	
	case of any building used for	
	spiritual activities does not exceed	
	500m², and	
	10.8.1.3 Vehicle movements do not	
	exceed:	
	State Highways, Arterial Roads and	
	Collector Roads: 40 per day plus 4	
	heavy vehicle movements per day	

	Local Roads: 20 per day plus 2	
	heavy vehicle movements per day.	
	Except that a public Parking Area is	
	a permitted activity in Precinct 6	
	(Rolleston Reserve) of the Rolleston	
	Key Activity Centre.	
10.9 Hours of operation	Any activity, which is not a	
	residential activity, shall be a	
	permitted activity if the following	
	conditions are met:	
	10.9.1.1 The employment of staff	
	who are not resident on the site;	
	and	
	10.9.1.2 Visits by customers,	
	patrons, clients or other people to	
	the site, who are not resident on	
	the site shall only occur between	
	the hours of 7:00am and 10:00pm	
	on any day.	

Table 2: Living 1 (Transitional Zoning) (Precinct 5) – where varied from Table 1.

Rule	Permitted Star	ndard	Notes
5.5 Vehicle parking and cycle parking	ACTIVITY	MINIMUM PARKING SPACES TO BE PROVIDED	In Lincoln, for Retail and Food and Beverage in
	Retail Commercial services Offices	Nil spaces - no car parking required.	Precinct 5, Table 13.1(a) applies.
	Any other activities	The number of car parks provided is to comply with the relevant requirements of Table 13.1(a).	
19.1 Outdoor Signs	The sign is erected on the site to which it		
(Business sign rules apply in Precinct	relates		
5)	The sign does not exceed the height of the		
	building or structure to which it is attached		
	The sign does not exceed 3m ² in area where		
	it is not attached to a building		
10.8 Scale of Activities – Precinct 5	Any Commercial Services, Small Format		Does not apply to
	Retail or Office Activities in Rolleston		temporary activities,
	Precinct 5 (Transitional Living) within the		existing schools or police
	1	entre identified in <u>Appendix</u>	stations.
		Commercial Services or Office	
	Activities in Li	ncoln Precinct 5 (Transitional	

Living) within the Key Activity Centre	
identified in <u>Appendix 29B</u> , if the following	
conditions are met:	
10.8.2.1	
(a) No more than six full time equivalent	
staff employed on the site live off the site;	
and	
(b) The gross floor area of any building(s)	
does not exceed 300m².	

Table 3: Business 1 (Rolleston KAC)

Rule	Permitted Standard	Notes
13.2 Status of Activities	Small format retail Large format retail Supermarkets Department Stores Offices Food and Beverage Drive through facilities Commercial Services Furniture and Lighting Outlets Public Transport and Parking facilities Community Facilities	In Precincts 1 and 8 *Residential Activities are Non- complying
16.1.1 Buildings	Any principle building is permitted subject to the Rules conditions	In Precincts 1 to 4, 7 and 8 Defaults to a controlled activity under the Urban Design Rules 16.12
16.5 - Buildings and Site Coverage	No maximum site coverage	
16.6 - Building height and reflectivity	Maximum height of a building is 15 metres, and 25 metres for a structure.	Precincts 1 and 8
16.7 - Building and Building Position	In Precinct 2 (Retail Fringe) at Rolleston as identified in Appendix 29A: Rolleston Drive - 3 metres; Boundaries where Precinct 2 adjoins any Living Zone - 12 metres (the 12 metre setback shall be measured from the Living Zone boundary, except where that boundary is a road boundary.) 16.7.2.2 In Precinct 3 (Office) at Rolleston as identified in Appendix 29A, a 10 metre setback from Rolleston Drive applies.	No setback in Precincts 1 and 8. Recession Plains Apply

<u></u>	16700 + 5	<u> </u>
	16.7.2.3 In Precinct 4	
	(Commercial Fringe) at Rolleston	
	as identified in Appendix 29A, a 3	
	metre setback from Rolleston	
	Drive applies	
16.8 Relocated Buildings	Permitted subject to conditions	
16.9 Small Scale Commercial	16.9.1 In the Business 1 zone,	
developments	developments comprising:	
developments	(a) one or more new commercial	
	buildings, and/or	
	(b) commercial building additions,	
	and/or	
	(c) conversion of all or part of an	
	existing dwelling for commercial	
	use	
	16.9.1.2 Except for c) above, at	
	least 50% (by length) of each	
	building frontage which fronts or	
	directly faces on-site public space,	
	or a road or other area where the	
	public have a legal right of access,	
	shall be installed and maintained	
	as active commercial frontage;	
	and	
	16.9.1.3 The maximum height of	
	any fence between any building	
	façade and the street or a private	
	Right of Way or shared access	
	over which the allotment has legal	
	access, shall be 1m; and	
	Except for c) above, every building	
	adjoining or within 3m of a road	
	boundary shall be provided with a	
	verandah to the following	
	standards:	
	(a) Verandahs shall be set at least	
	0.5m behind the kerb face; and	
	(b) Verandahs shall have a	
	minimum depth 3m except where this would entail a breach of rule	
	a, above; and	
	(c) Verandahs shall extend along	
	the entire frontage of the building	
	facing the road boundary, and	
	shall adjoin verandahs on adjacent	
	buildings	
22.4 Noise	Any activity conducted on any	
	day, except any residential	
	activity, shall be a permitted	
	activity, provided that the	
	following noise limits are not	
	exceeded with the time-frames	
	stated.	

	Business 1, 1A & 3 7 exception of the Wo Business 1 Zone): 22.4.1.1	est Melton	
	Noise assessed with boundary of any otl within a Living zone notional boundary within any Rural zon	her site NOT or within the of any dwelling	
	7.30am – 8.00pm	60 dBA L10	
	8.00pm – 7.30am	45 dBA L10	
	7.30am – 8.00pm	85 dBA Lmax	
	8.00pm – 7.30am	70 dBA Lmax	
	22.4.1.2	ı	
	Noise assessed with zone or within the r boundary of any dw any Rural zone:	notional	
	7.30am – 8.00pm	55 dBA L10	
	8.00pm – 7.30am	40 dBA L10	
	7.30am – 8.00pm	85 dBA Lmax	
	8.00pm – 7.30am	70 dBA Lmax	
22.5.1 Light spill	The following activities 22.5.1.1 Any fixed, exterior I directed away from properties and road 22.5.1.2 Any other lighting if exceed: (a) 3 lux spill (horizo vertical) on to any padjoining property or within the notion any dwelling within zone; and (b) 10 lux spill (horizo vertical) on to any padjoining property same Business zone (c) 3 lux spill (horizo vertical) on to any padjoining property same Business zone (c) 3 lux spill (horizo vertical) on to any padjoining property same Business zone (c) 3 lux spill (horizo vertical) on to any padjoining property same Business zone (c) 3 lux spill (horizo vertical) on to any padjoining property same Business zone (c) 3 lux spill (horizo vertical) on to any page 20.	ighting if it is adjacent ds. f it does not contal or contal or any line a Living zone hal boundary of any Rural contal or coart of any within the es. contal or	

	Development Plan for ODP Area 5 at Appendix 37.	
22.6.1 Screening and dust	Outdoor storage of materials is permitted if the area is screening from a road or internal living zone boundary by a 1.8 m high fence, wall, or vegetation.	
Table E13.1(a): Minimum Parking spaces to be provided	3.5 spaces per 100sqm GFA 2.5 spaces per 100sqm GFA 0.8 spaces per 100sqm GFA	For Retail, Food and beverage, commercial services, trade suppliers and furniture and lighting outlets. For Offices Residential Activities
Table C24.1: Subdivision	No average allotment size	