

Rolly Central Limited

Request for Change to the Selwyn District Plan to rezone land generally located on the northeast corner of Edwards Road and Selwyn Road, Rolleston from a General Rural Zone to a Medium Density Residential Zone



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Project Number: J17604
Document Status: Final
Date: August 2025

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Contents

1.	Introduction	1
1.1.	Form and Acceptance of Plan Change Request.....	3
1.2.	Form of the Request- Clause 22.....	3
1.3.	Accepting the Plan Change Request - Clause 25.....	3
2.	The Site and the Surrounding Environment	4
3.	The Plan Change	6
3.1.	Description of the Proposal	6
3.2.	Purpose and Reasons for the Plan Change	8
3.3.	Urban Design Attributes	8
3.4.	Transport Attributes.....	9
3.5.	Open Space and reserves	9
3.6.	Infrastructure - water and wastewater	9
3.7.	Consultation	10
4.	Assessment of Environmental Effects of the Proposed Plan Change	10
4.1.	Economic Effects	10
4.2.	Infrastructure	11
4.3.	Geotechnical Ground Conditions and Natural Hazards	13
4.4.	Contaminated land	14
4.5.	Transport	15
4.6.	Landscape and Urban Design	17
4.7.	Ecology	18
4.8.	Cultural Values	18
4.9.	Reverse sensitivity.....	20
4.10.	Summary of Effects	21
5.	Statutory Framework – Resource Management Act 1991	21
5.1.	Sections 74 & 75 - Matters to be considered by territorial authority/ Contents of district plan	21
5.2.	Section 31 – Functions of Council under the Act	22
5.3.	Clause 25(4A) - Mandatory implementation of MDRS Standards.....	22
6.	Strategic Planning Framework	23
6.1.	National Policy Statement on Highly Productive Land (NPS-HPL)	24
6.2.	NPS – Fresh Water, NES – Fresh Water, and the NPS-Indigenous Biodiversity	25
6.3.	Spatial plans and strategies	27
6.4.	NPS-UD	30
6.5.	Canterbury Regional Policy Statement (CRPS)	34
6.6.	Canterbury Land and Water Regional Plan and Canterbury Air Regional Plan	35
6.7.	Objectives and Policies of the Selwyn District Plan.....	36
7.	Section 32 - Assessment of Efficiency and Effectiveness of the Plan Change.....	36
7.1.	Appropriateness of Objectives and Policies of the Selwyn District Plan	36
8.	Part 2 RMA and overall Conclusion.....	40

Request to Change the Selwyn District Plan under clause 21 of the First Schedule of the Resource Management Act 1991

1. Introduction

To: The Selwyn District Council

Rolly Central Ltd requests changes to the Selwyn District Plan as described below:

1. The location to which this request relates is located at the southwestern edge of Rolleston. The site has frontage to Edwards Road and Selwyn Road, with internal boundaries to the north and east with a large greenfield General Residential Zone that is identified in the Selwyn District Plan (the **District Plan**) as Development Area 7 (**DEV-RO7**). The site is currently in use as pastoral grazing, with three lifestyle blocks located long the Selwyn Road frontage. A location plan of the site is attached as part of the Landscape Report graphic attachment (**Appendix 8**).
2. Total Area: approximately 66ha
3. The subject land is comprised of 9 titles that are legally described as follows:
 - Lot 3 DP 72132
 - Lot 1 DP 20007
 - Lot 1 DP 74061
 - Lot 1 DP 491231
 - Lot 2 DP 491231
 - Lot 1 DP 26197
 - Lot 2 DP 491221
 - Lot 1 DP 74801
 - Lot 2 DP 74801
4. A copy of the Records of Title is attached as **Appendix 11**.
5. The site is zoned General Rural Zone (**GRUZ**).
6. The landholdings subject to the plan change are held by several different owners, who have all been consulted with as part of the plan change drafting process. The applicant acts for the owners of all the land included within the plan change apart from Lot 1 DP26197 (1002 Selwyn Road) and Lot 1 DP 74801 (966 Selwyn Road). These two lifestyle blocks which have frontage to Selwyn Road have been included in the plan change to facilitate a logical long-term urban boundary. Development of these two blocks is reliant on a willing buyer-willing seller basis, with the ODP designed to deliver an effective outcome regardless of the timing of the development of these two blocks by ensuring that no key structuring elements are located within these two blocks. Following rezoning the current owners are therefore free to retain their blocks for current lifestyle uses or should they so wish they can on-sell or redevelop these blocks in accordance with the ODP.

The Proposed Plan Change in summary seeks the following changes to the District Plan:

1. Rezone the GRUZ to Medium Density Residential Zone (**MRZ**).
2. Add a Development Area Overlay and an associated ODP and narrative;
3. Include several rules in the subdivision chapter regarding staging and servicing.
4. The proposed text amendments, including the ODP and associated narrative, and amendments to the Planning maps, are attached as **Appendix 10**.

This document forms the Section 32 evaluation of the plan change, consisting of an evaluation of the contents of the Proposed Plan Change, and incorporates material from the following documents:

- Appendix 1 Economic Report
- Appendix 2 Infrastructure Report
- Appendix 3 Geotechnical Report
- Appendix 4 Preliminary Site Investigation (PSI) Report
- Appendix 5 Transport Report
- Appendix 6 Landscape Report
- Appendix 7 Urban Design Report
- Appendix 8 Graphic Attachment
- Appendix 9 Selwyn District Plan Policy Framework Assessment
- Appendix 10 Selwyn District Plan Text Changes
- Appendix 11 Records of Title

1.1. Form and Acceptance of Plan Change Request

This Plan Change request is made under the Resource Management Act 1991 (**RMA or Act**). This section sets out the relevant framework of the Act under which the request is made, with the subsequent sections then providing the relevant assessment of each part of the framework.

Rolly Central requests a change to a district plan under clause 21(1) of Part 2 of Schedule 1 of the RMA, to the Selwyn District Council (**the Council**). In accordance with section 73(2) of the RMA, it makes this request in the manner set out under Part 2 of Schedule 1.

1.2. Form of the Request- Clause 22

Clause 22 of Part 2 of Schedule 1 sets out the form the request must be received and states:

(1) A request made under clause 21 shall be made to the appropriate local authority in writing and shall explain the purpose of, and reasons for, the proposed plan or change to a policy statement or plan and contain an evaluation report prepared in accordance with section 32 for the proposed plan or change.

(2) Where environmental effects are anticipated, the request shall describe those effects, taking into account clauses 6 and 7 of Schedule 4, in such detail as corresponds with the scale and significance of the actual or potential environmental effects anticipated from the implementation of the change, policy statement, or plan.

The purpose of and reasons for the proposed plan change are outlined in Section 3.2, and the evaluation report undertaken in accordance with section 32 of the RMA is set out in Section 8. An assessment of the environmental effects anticipated by the implementation of the changes is set out in Section 5. Section 6 sets out the relevant statutory framework, including relevant sections of the RMA, the Council must consider when undertaking a plan change, and Section 7 makes an assessment of the Plan Change against the Strategic Planning Framework.

1.3. Accepting the Plan Change Request - Clause 25

The Council has discretion to accept or reject a Plan Change request in accordance with Clause 25 of Schedule 1 of the RMA, subject to the matters set out in Clause 25(4)(a)-(e). The Council is able to reject the Plan Change request only on the following grounds:

The Plan Change request is frivolous or vexatious (clause 25(4)(a))

Considerable technical analysis has been undertaken to inform the Plan Change, which is detailed in the report below. For this reason, the proposal cannot be described as frivolous or vexatious.

Within the last 2 years, the substance of the request (i) has been considered and given effect to, or rejected by, the local authority of the Environment Court (Clause 25(4)(b)(i))¹

The Council has completed a review of its District Plan within the last 2 years. No submissions were lodged seeking a change to the zoning of the Site to MDRZ and therefore the substance of the request, namely the appropriateness of the site for MDRZ, has not been considered by the Council within the last 2 years.

The Plan Change request is not in accordance with sound resource management practice (clause 25(4)(c))

‘Sound resource management practice’ is not a defined term under the RMA, however, previous case law suggests that the timing and substance of the Plan Change are relevant considerations. This requires detailed and nuanced analysis of the proposal that recognises the context of the Plan Change area and its specific planning issues.

¹ Noting that for this site clause 25(4)(b)(ii) is into in play regarding Coastal Plans or aquaculture activities

In this context, the Plan Change is considered to be in accordance with sound resource management practice for the following reasons:

- The potential adverse effects of the proposed Plan Change can be adequately avoided or mitigated, that the supply of a large number of new homes has significant positive economic benefits, and that the location of the Site will enable a more logical urban form to be delivered by squaring up the block containing the site and DEV-RO7.
- The proposed Plan Change will give effect to the National Policy Statement on Urban Development 2020. In particular, it will enable 'people and communities to provide for their ... economic (and social) ... well being'; and promote 'the efficient use and development of natural and physical resources', whilst delivering a 'well-functioning urban environment'.
- The Plan Change is consistent with the Strategic Planning Framework, including the objectives of the Council's planning documents, and in this regard, the request for the Plan Change is justified and consistent with sound resource management practice.
- All necessary statutory requirements have been met, including an evaluation in accordance with S32 of the RMA with supporting evidence; and
- The Plan Change is considered to be consistent with the sustainable management purpose of the RMA as discussed in the report below.

The Plan Change request would make the plan inconsistent with Part 5 – Standards, Policy Statements and Plans (clause 25(4)(d))

Given that the Plan Change does not introduce any new, or alter any existing, objectives or policies, then the proposed zoning is not inconsistent with Part 5.

On this basis, the merits of the proposal should be allowed to be considered through the standard Schedule 1 process.

2. The Site and the Surrounding Environment

The subject land is located on the southwestern edge of Rolleston, approximately 4km 'as the crow flies' from the Rolleston town centre and some 470m from the existing built edge of Rolleston (the Arbor Green subdivision immediately east of Dunns Crossing Road).

Despite being separated from the existing built edge of Rolleston, the Site is immediately adjacent to the DEV-RO7 Development Area located on the western side of Dunns Crossing Road. In short, Rolleston is planned to extend to the Site's eastern and norther internal boundaries over the life of the District Plan. Care has therefore been taken in the design of the ODP to fully integrate with the DEV-RO7 ODP to ensure that a seamless and well-connected urban area eventuates.

The site is currently undeveloped and as such is rural in appearance. It is bounded by shelterbelt plantings along Edwards Road and is otherwise open pasture. The Selwyn Road frontage to the Site contains three lifestyle blocks that each contain a dwelling and associated accessory buildings, along with amenity garden planting and mature trees along the driveways and house curtilages. An irrigation water race runs along a portion of the Site's eastern internal boundary, with the race terminating in the adjacent DEV-RO7 block. The southwestern corner of the site is immediately adjacent to a triangular-shaped parcel of land that is held by the Council and is intended to be developed for wastewater pump station utility purposes. This triangular site has not been included in the Plan Change given its utility use and the high likelihood that it will be designated for such purposes.

As is common with most locations on the edge of Rolleston, the underlying free-draining soils and depth to groundwater mean that no springs, wetlands, or surface waterways are present on the Site. The site does not contain any natural or built features identified in the District Plan as having heritage, landscape, ecological, or cultural value.

The southwest corner of the site is in close proximity to a complex interchange where numerous roads intersect. This roading layout has resulted in a six-legged intersection with Selwyn Road and Ellesmere Junction Road being the main routes followed by Edwards Road and Swamp Road which have a lower-order roading function.

Figure 1. Site location. Site in red; DEV-RO7 in blue



Image source: Google Earth

The attributes of the site and locality are further described in the technical reports appended to this assessment, including:

- a. Infrastructure / servicing, and ground and surface water characteristics (**Appendix 2**);
- b. Geotechnical (**Appendix 3**);
- c. Contamination (**Appendix 4**);
- d. Transport (**Appendix 5**);
- e. Landscape (**Appendices 6**); and
- f. Urban Design (**Appendix 7**).

3. The Plan Change

3.1. Description of the Proposal

The Site has a General Rural Zoning (**GRUZ**). The adjacent DEV-RO7 has a General Residential Zone (**GRZ**). The balance of the Rolleston residential areas to the east of Dunns Crossing Road have a Medium Density Residential (**MRZ**) zoning, noting that the Arbor Green subdivision has a GRUZ zoning but is being developed for urban outcomes through a fast track consenting process. The existing zoning is shown in **Figure 2** below, with the site boundary shown in red.

Figure 2. Existing Zoning

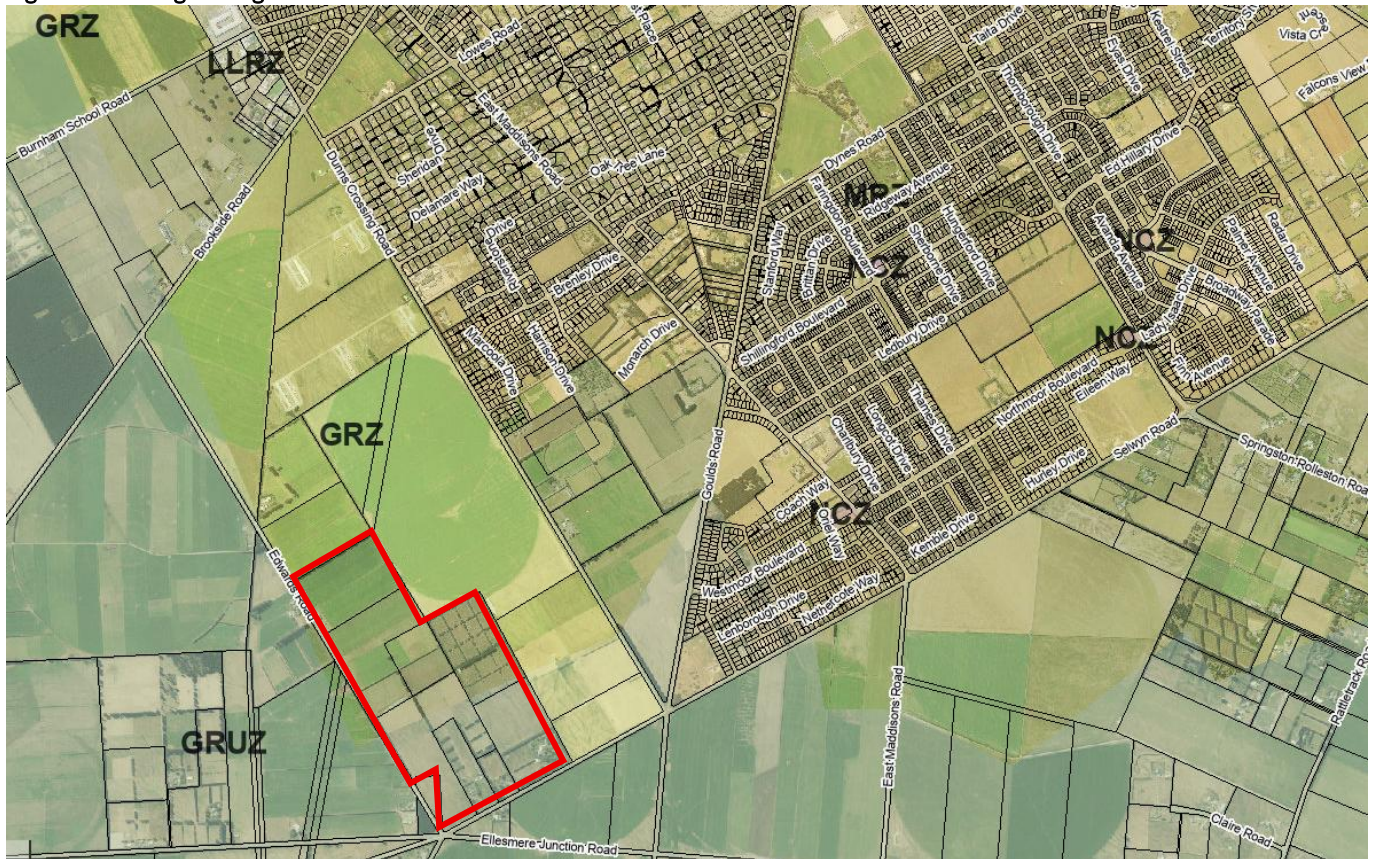


Image Source: Selwyn District Plan

It is proposed to rezone all of the Site to a MRZ Zone. Clause 25, Schedule 1 RMA sets out the process for how local authorities must consider a request to change an operative district plan. Sub-clause 4A sets out that a specified territorial authority must not accept or adopt a request if it does not incorporate the Medium Density Residential Standards (**MDRS**). Section 77G(1) requires that every relevant residential zone must incorporate the MDRS, unless a Qualifying Matter under s77I has been identified. Whilst the build-out of the Site will be subject to the need to coordinate timing and staging with the provision of water and wastewater infrastructure and nearby intersection upgrades, these works are considered to be capable of plausible resolution such that infrastructure constraints are not so significant as to constitute a Qualifying Matter. Whilst application of a MRZ Zoning appears somewhat disjunctive from the balance of MRZ to the east given the intervening GRZ zoning of DEV-RO7, in practice it is anticipated that market demand for housing in Rolleston (and in particular for sites on the edge of the township) is likely to reflect recent practices of greenfield development delivering single and two storey dwellings with a mix of typologies and an overall density of 15 households per hectare under both GRZ and MRZ zones. In short, whilst MRZ enables a higher density of housing than GRZ, in practice the market is unlikely to take up that level of enablement such that the built outcome will look largely the same across the two zones.

The Plan Change has been designed with the following **outcomes** in mind:

- To provide a coherent urban edge to the southwestern corner of Rolleston through completing the remaining part of the block not covered by DEV-RO7;
- To carefully integrate the Site's internal roading network into DEV-RO7 to deliver a coherent, connected piece of urban fabric;
- To rationalise the six-legged intersection to improve road safety and efficiency by relocating the southern end of Edwards Road into the Site;
- To ensure that the ODP narrative includes provision for local parks and a small neighbourhood centre to enable future residents to meet some of their convenience needs in an easily accessible manner. Provision is also made in the narrative for a primary school, should the Ministry of Education determine that there is sufficient demand to warrant a new primary school;
- Ensure that roading and three-waters servicing design solutions are technically plausible and able to be staged;
- To provide housing capacity in a location that forms a logical part of the largest and fastest growing township in Selwyn District, thereby reinforcing the pre-eminence of Rolleston as the primary centre for accommodating growth and the provision of facilities, services and the potential customer base to support improvements in public transport.
- To meet housing demand in a location that is not located on Highly Productive Land (LUC 1-3 soils).
- To achieve a minimum net density of approximately 15 households per hectare (15hh/ha), with a range of house sizes and typologies to provide housing choice and to meet the varied housing needs of the community;
- To create a range of lots for residential use, with larger lots and associated perimeter landscaping located around the site edges to manage amenity and outlook outcomes for existing neighbours and an appropriate urban-rural interface at what is likely to be the medium to long-term western edge of Rolleston.

To implement the above outcomes, the Plan Change proposes to rezone the Site to a MRZ Zone. The MRZ Zone is the standard zone that applies to greenfield residential areas in Selwyn. As such, the policy and rule framework is designed to manage the effects associated with greenfield residential development. **No changes are proposed to the operative MRZ policy or rule framework beyond the introduction of a new ODP and associated narrative and several Site-specific subdivision rules.**

Consistent with District Plan approach for other greenfield MRZ zoned areas that are subject to a Development Area overlay, development of the site is to be guided by a new ODP and associated narrative text (see **Appendix 10**). The ODP addresses the requirements for ODPs set out in the Canterbury Regional Policy Statement (**CRPS**)². The ODP is likewise responsive to the Ministry for the Environment's Urban Design Protocol and the matters set out in the National Policy Statement on Urban Development (**NPS-UD**) regarding the delivery of a well-functioning urban environment³. As such, the ODP sets out the key structuring elements of the site including the locations for residential development, indicative locations for higher density housing and the proposed neighbourhood centre, open space areas, key road and cycle/ pedestrian links, and the need for perimeter treatment to manage the interface with neighbouring rural areas. The ODP graphic key and level of detail has been designed to be commensurate with the level of detail and manner of display utilised in the DEV-RO7 ODP so that the two ODPs dovetail in a seamless manner.

² In particular CRPS Policy 6.3.2 and 6.3.3

³ NPS-UD Policy 1

3.2. Purpose and Reasons for the Plan Change

Clause 22(1) of the RMA requires that a Plan Change request explains the purpose of, and reasons for, the proposed plan change.

The purpose of the Plan Change is:

to enable the development of a new residential community with an associated neighbourhood commercial centre, that integrates seamlessly with DEV-RO7 to complete the block and provide a logical urban edge to the southwestern side of Rolleston. The plan change will make a significant contribution to housing capacity and provide for increased competition and choice in residential land markets, whilst managing adverse effects of the change in land use on the surrounding area. Provision for a variety of densities within the Plan Change area is considered appropriate to provide housing choice, help address declining housing affordability, and enable persons and the community to provide for their health and wellbeing, while avoiding, remedying or mitigating potential adverse effects.

The reasons for the Plan Change are:

- The Site is well-located to existing and proposed urban residential areas;
- The Site reinforces the role of Rolleston as the pre-eminent township where growth should be focussed;
- The Site ‘completes the block’ and provides a logical urban form to the southwestern edge of Rolleston;
- The Site enables urban growth to occur in a location that is not Highly Productive Land;
- The Proposal provides for the rationalisation of the six-legged intersection at the Site’s southwest corner by realigning Edwards Road to improve transport safety and efficiency;
- The existing use of the Site for grazing and very low density rural lifestyle activities is considered to be an inefficient use of the land relative to urban residential use and development. As concluded in the economic assessment (**Appendix 1**), the proposed Plan Change will provide for increased competition and choice in residential land markets and help address declining housing affordability.
- The Proposal will give effect to the NPS-UD. In particular, it will enable ‘people and communities to provide for their ... economic (and social) ... well being’; and promote ‘the efficient use and development of natural and physical resources’, whilst delivering a ‘well-functioning urban environment’.
- The Proposal is consistent with the Strategic Planning Framework, including the objective of the Council’s planning documents, and in this regard, the request for the Plan Change is justified and consistent with sound resource management practice.

3.3. Urban Design Attributes

The urban design rationale underpinning the ODP is described in detail in the urban design, landscape, and visual impact assessment prepared by RMM Ltd and is appended as **Appendices 6 and 7**.

In summary, the key urban design outcomes are as follows:

- a. Create a high amenity residential neighbourhood that is well-connected with the emerging new DEV-RO7 area to the north and east;
- b. Maintain an appropriate interface with the western and southern rural edges of the site through the placement of larger lots, perimeter road boundary landscaping, open rural vernacular fencing, and generous building setbacks;
- c. Provide a diversity of house size and lot size to provide choice and to meet the range of housing needs in the community, with higher density development located close to high amenity areas and open space.

- d. Provide a network of well-distributed local open space areas to enable residents to readily access parks and open space;
- e. Provide for the inclusion of a neighbourhood centre to help meet the day-to-day convenience needs of residents;
- f. Create streets which have a high level of amenity, provide for different modal allocation, and allow for an efficient use of land by having a street hierarchy with different road reserve widths depending on their classification and aligned with Council engineering standards;

3.4. Transport Attributes

The proposal does not entail any amendments to the transport provisions of the District Plan, which will apply at the time any physical subdivision or development of the land is proposed.

The Transport Assessment otherwise describes the relevant transport attributes of the proposal (**Appendix 5**). The ODP indicates a primary road network within the application site, which includes four new road access points – one to Selwyn Road and three to Edwards Road, with each existing road retaining priority.

The southern end of Edwards Road is proposed to be relocated within the site to then connect with the primary internal north-south road and ultimately a new access point onto Selwyn Road set some 320m east of the six-legged intersection. The ODP narrative identifies the need for this local intersection upgrade/ relocation, with subdivision and land use development both required to be in accordance with the ODP.

The relocation of the southern end of Edwards Road will enable the existing southern section of this road to be physically stopped (apart from continuing to provide driveway access to the adjacent rural properties to the west). Ultimately the treatment of this end section of road will rest with Council as road controlling authority, with options including formal road stopping and disposal, or alternatively retention of the road parcel and reformation to provide cycle and walking connections and a landscaped gateway to Rolleston.

The transport assessment identifies that intersections within the wider road network will continue to function to an acceptable level of service without the need for further upgrades beyond those roading improvements already signalled through the DEV-RO7 and Arbour Green developments, namely improvements along the Dunns Crossing road corridor to improve safety and efficiency at the intersections of Dunns Crossing Road and Selwyn Road, Goulds Road (as relocated through Arbour Green), Arbour Green Boulevard, Brookside Road, and State Highway 1.

It has been identified that existing passenger transport routes could be extended to service the Site along either Selwyn Road or through the DEV-RO7 area, with the internal roading hierarchy designed to enable a bus service to be routed along the internal primary roads through the site should Environment Canterbury (as the regional passenger transport operator) be amenable to this change. Enabling urban growth in the wider District to continue to be focussed on Rolleston likewise supports any future public transport business cases by increasing the future customer base that could support enhanced bus services or ultimately commuter rail or some other form of park and ride high-capacity solution.

3.5. Open Space and reserves

Open space provision is characterised by two local recreation reserves located central to the Site to enable all future residents to be within a 400m walk to a local playground. Green boulevard open space strips are also incorporated into the primary north-south and east-west routes which connect in with indicative cycle routes in the DEV-RO7 ODP.

3.6. Infrastructure - water and wastewater

The development will be fully reticulated with sewer, water, stormwater, electricity and telecommunications, as set out in the Infrastructure Report attached in **Appendix 2**.

The optimal solutions (and routes) for infrastructure will be determined in collaboration with Council staff at the time of any subdivision consent, accounting for the timing, funding, and capacity of existing and planned servicing infrastructure in the

vicinity, nearby developments, and the methods of establishing new infrastructure and managing any disruption to public roads.

Given the free-draining nature of the underlying geology, stormwater is anticipated to be disposed of directly to ground (following appropriate treatment). As such, no large stormwater basins are anticipated to be necessary and therefore no stormwater network facilities are shown on the ODP.

3.7. Consultation

The applicant's consultants have had regular discussions with Council staff regarding planning, infrastructure, roading and open space outcomes, with this preliminary advice from staff helping to inform the ODP and associated assessment of effects. Consultation has also occurred with the other landowners who form part of the plan change site.

It is anticipated that a copy of the application will be provided to Te Taumutu Rūnanga via Mahaanui Kurataiao Limited concurrent with lodgement of the application with Council. This timing is done so that Te Rūnanga have a full copy of the application and associated reports rather than being provided with early drafts that are incomplete. Pending feedback from Te Taumutu Rūnanga, a brief assessment of the proposal against the guidance provided in the Mahaanui Iwi Management Plan is included in Section 5 below, emphasising that this assessment is in no way a substitute for feedback from mana whenua. Regards has also been had to the feedback that Te Taumutu Rūnanga provided on the adjacent DEV-RO7 plan changes to help inform the Proposal.

No other consultation has been undertaken to date, including with residents in the wider area or Government agencies such as the Ministry of Education. This is intended to happen through the submission process.

4. Assessment of Environmental Effects of the Proposed Plan Change

As stated above, this assessment is being undertaken in accordance with Clause 22(2) of Schedule 1 of the Act which requires that:

(2) Where environmental effects are anticipated, the request shall describe those effects, taking into account clauses 6 and 7 of Schedule 4, in such detail as corresponds with the scale and significance of the actual or potential environmental effects anticipated from the implementation of the change, policy statement, or plan.

Clause 6 of Schedule 4 outlines the information required in an assessment of environmental effects. In comparison, Clause 7 specifies the range of matters that must be addressed by an assessment of environmental effects of Schedule 4.

The range of actual or potential environmental effects arising from the Plan Change request are seen as being limited to the following matters:

- a. Economic effects;
- b. Infrastructure;
- c. Geotech and Natural Hazards;
- d. Contaminated land;
- e. Transport;
- f. Landscape and visual effects;
- g. Urban design and urban form;
- h. Cultural effects;
- i. Reverse sensitivity.

4.1. Economic Effects

An assessment of economic effects has been undertaken by Property Economics (**Appendix 1**). The Economic Report identifies that the economic benefits can be broadly divided into the effects on the functioning of the wider housing market/ housing choice, and the direct effects generated by construction activity and employment. The report identifies that there are widespread benefits arising from a competitive housing market and associated improved housing affordability (at least relative

to the market if an additional 1,000 houses were not supplied). An additional 1,000 houses is considered to be a significant contribution to housing capacity in the context of the Greater Christchurch housing market and the annual demand for new houses. In addition to improving market competitiveness, the plan change also improves housing choice both in terms of the plan change ODP including provision for a range of housing densities/ typologies to meet diverse housing needs, and in terms of the locational choice provided by the offering of a large greenfield housing option in the southwest of Rolleston to complement opportunities to the east of the township. The report confirms that a modestly sized community and commercial hub e.g. a pre-school, café, and several small shops will provide convenient access to community and commercial activities without adversely impacting on the role or function of other commercial centres within the wider centre network.

The economic report concludes the following:

Considering the economic cost benefit analysis outlined above as a whole (including the quantitative economic injection into the local and district economy and employment benefits from the PPC development), Property Economics considers that advancing the proposed development would yield significant economic benefits for the local and district economy and community. The PPC would positively contribute to the facilitation of a well-functioning urban environment within Rolleston, giving effect to the NPS-UD policies.

Overall, from an economic perspective the PPC would generate a wide range of economic benefits for few, if any, consequential economic costs on the community.

The economic benefits of the proposal are therefore both significant and well in excess of the economic costs associated with the loss of the economic return derived from pastoral grazing.

4.2. Infrastructure

Water supply

The applicant has commissioned an assessment on servicing from Eliot Sinclair Ltd (the **Infrastructure Report**) which is attached as **Appendix 2**.

Following correspondence with Council officers, Eliot Sinclair have identified that there is no existing water supply infrastructure in the immediate vicinity of the Site and that the Site is not currently included within the Council's hydraulic model. This is not uncommon given the current rural zoning of the Site, however it does mean that water supply capacity is currently unable to be confirmed. There are however several water supply servicing options. The first option is to extend the existing reticulated network from the corner of Selwyn Road and Dunns Crossing Road, with a pipe running along Selwyn Road to the Site. A second option is to link to an extended reticulated network that is proposed to be developed through DEV-RO7. It is understood that the DEV-RO7 servicing strategy involves the installation of a new water main that will run along the length of Dunns Crossing Road to convey water from existing bores located within I-Zone.

A third, and less preferred, option would be to establish an on-site bore and associated water treatment facility. A new bore will require the provision of an associated water treatment station to ensure the well-head is adequately protected and that water is treated to meet the drinking water standards for a community drinking water supplier as set by Taumata Arowai, the NZ water services authority. The design of new bores and associated treatment plants is able to draw on proven solutions and common technology. It is anticipated that any new system would then be vested with the Council. The new bore would need to either be sized to provide the requisite fire-fighting capacity and pressure in line with the SNZ PAS 4509:2008 New Zealand Fire Service Firefighting Water Supplies Code of Practice, or a firefighting reservoir provided on the site to ensure sufficient capacity is available in the event of a major fire. Whilst a stand-alone solution is considered to be technically feasible, connection to the wider Council reticulated network under option 1 or 2 is strongly preferred.

Water demand is estimated to be 140 L/s and will be designed to meet FENZ requirements for fire fighting supply. It is understood that the developer will have an obligation to source water allocation (annual volume and instantaneous flow rate) and that once secured, this allocation is to be transferred to the Council (assuming the water supply network is vested within Council as public infrastructure). The Site currently has several existing water take consents⁴ that provide for a combined take of 14.26 L/s which is sufficient to service approximately 114 households.

⁴ CRC250384, CRC254197

It is anticipated that the detailed design and funding of water supply systems to achieve national standards and any associated cost-sharing with Council and DEV-RO7 developers is a matter that will form part of the subdivision consent process. It is therefore considered that plausible engineering solutions are available, with timing and staging to be resolved through the plan change assessment and subsequent Subdivision Consent processes.

Wastewater

Wastewater is proposed to be managed via connection to the Council's reticulated network and the Pines wastewater treatment plant. As such, no on-site wastewater disposal to ground (i.e. septic tanks) is proposed. A rising main currently runs along Selwyn Road and Edwards Road, with a new booster pump station programmed to be built in 2026 at the southwestern corner of the site. The proposed long-term solution for the site is to discharge to the new pump station either via gravity or if need be via a local pump station within the Site. An alternative solution is to discharge to either the Edwards Road pump station or the existing network in Goulds Road via a low-pressure sewer system. A third option is gravity reticulation to a local pump station within the Site, connected via a rising main to the Goulds Road network. The proposed network is to be designed to accommodate the anticipated wastewater discharges of an average of 6.88 L/s and a peak wet weather flow of 33 L/s.

The existing network capacity and the necessary upgrades will need to be derived from SDC modelling of the wider network. On the information available to date, the Infrastructure Report considers that plausible engineering solutions are available, with timing and staging to be resolved through the plan change assessment and Subdivision Consent processes.

Stormwater management and flood risk mitigation

As with water and wastewater, the rural nature of the Site means that there is no existing reticulated stormwater infrastructure in the vicinity of the area.

The underlying geology in this area consists of sandy gravels, with groundwater typically encountered between 4.0 m and 6.0 m below ground level. This generally allows for disposal of stormwater to ground, consistent with common practice across the wider Rolleston area.

The proposed stormwater system will be designed to retain and discharge runoff from all storm events up to and including the 1% Annual Exceedance Probability (**AEP**) event, in accordance with the Council's Engineering Code of Practice (**CoP**). Stormwater runoff generated from hardstand areas subject to vehicular traffic (e.g. car parks and roads), or other forms of potential contamination sources, will require water quality treatment via swales, rain gardens, or infiltration trenches prior to discharge to ground. This treatment must meet the Canterbury Land and Water Regional Plan outcomes. Roof runoff is generally considered clean and does not require treatment. All residential sites will discharge directly to ground via soak pits on each lot, again sized to accommodate the discharges generated by a 1% AEP event.

For any stormwater infrastructure intended to be vested in Council, the developer must obtain an ECan discharge consent and will be responsible for operating the system for a period of two years prior to transfer to the Council, subject to Council acceptance.

Stormwater management is closely linked to managing flood risk. As is common across much of the plains, the Site is subject to overland flows under 200 year (0.5% AEP) and 50 year (2% AEP) events. Residential units are required to achieve a finished floor level that is at least 300mm above the 0.5% AEP event. It is readily plausible that future development can be designed to meet this requirement through a combination of bulk earthworks as part of the subdivision phase and individual dwelling foundations of at least 225mm above ground level as required in the Building Code.

The overland flow paths can be incorporated into the design of the road network. The roads will be shaped to act as secondary flow paths during high-intensity rainfall events, providing a controlled and predictable route for surface water runoff. This is a standard design consideration at the subdivision stage and can be effectively managed through bulk earthworks and typical road corridor shaping. As such, compliance with the flooding requirements and management of overland flows is not anticipated to pose any unusual or site-specific challenges.

Water Races

The eastern edge of the site contains an existing water race (Paparoa water race, Council Asset ID# 630187). This race is not part of a wider network that extends south east beyond the adjacent DEV-RO7 area. As such, termination at the northern edge

of the site boundary is an option (assuming the race is not required in the adjacent landholding to the east that has an urban zoning).

The future of the water race forms part of the DEV-RO7 ODP narrative which states:

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

The water race can ultimately be either retained and incorporated into the subdivision design, or stopped. Either way, it is a decision to be made as part of the detailed assessment as part of a future subdivision consent process, and will be inextricably linked to the decisions made on the upstream length of the race through DEV-RO7 i.e. if the upstream section is stopped, then clearly no water will be available to the section that passes through the Site.

Power, phone, and internet

The Infrastructure Report confirms that the proposed development will be connected to power, phone and internet networks. These connections will be facilitated with the infrastructure providers and designed and built to their standards.

Overall summary

The site is currently not serviced by Selwyn District Council infrastructure, however the Infrastructure Report has confirmed that all five waters services can be feasibly provided through a combination of future Council-planned upgrades, developer-funded works, and standard utility extension processes.

The site is able to be serviced for stormwater, communications and reticulated electricity subject to detailed design in conjunction with appropriate Council consents being obtained. Potable water and wastewater servicing is anticipated to be available in time, however there is an iterative process with Council's modelers required to confirm the capacity for the development and the funding, timing, and staging of reticulated services.

4.3. Geotechnical Ground Conditions and Natural Hazards

The Applicant therefore commissioned a geotechnical report from Engeo Ltd (**Geotech Report**), which is attached as **Appendix 3**. The Geotech Report included a desk top review of published geotechnical information, a site walkover to identify any natural hazard risks, and scala penetrometer testing to establish soil bearing capacity.

In summary the Site's topography can be summarised as being generally flat at an elevation of approximately 38-45 mRL level that falls gradually in a north-to-south direction. The Site's underlying geomorphology is comprised of 0.2-0.4m of topsoil that is underlain by deep alluvial deposits comprising gravel, sand and silt. Groundwater is inferred to be between 5-10m below ground level, with the specific depth likely to vary within this band across the Site and according to season.

Seismic Hazards and Liquefaction Risk

There are no known or mapped faults in the immediate area of the Site, therefore the risk of ground rupture is considered to be low, although the site may be at risk of ground shaking induced by movement of proximal or distal faults. According to the GNS active fault database, the site is located approximately 25 km south of the main Greendale fault.

The Geotech Report identifies that due to the dense nature of the native soils, the lack of nearby significant free faces, the documented nature of the underlying geomorphology, and depth to groundwater, that the risk of liquefaction is low.

Settlement Risk

Settlement risk can occur where rural land is urbanised and where the underlying soils have low load-bearing capacity which results in the underlying soil gradually compacting/ settling in an uneven manner over time under the weight of roads and buildings. The Geotech Report identifies that given the dense nature of the native site soils, static settlement at the site is

expected to be within generally tolerable limits of <25 mm and less than 1 in 240 differential settlement for construction of future residential and light commercial development. Whilst settlement criteria may differ across the Site under heavy weight structures, these criteria can be confirmed as a normal part of detailed foundation design through the building consent process.

Erosion, Falling debris, and Lateral Spread Risk

For completeness, the report does not identify any natural hazard risks relating to erosion and falling debris, lateral spread, or slippage due to its generally flat contour and the absence of any incised water bodies or free faces.

Flood risks have been assessed in the above section on stormwater management.

Overall summary

The Geotech Report confirms that the Site has a low risk of liquefaction and other geotechnical hazards such that there are no geotechnical constraints that would prevent the site from being rezoned for residential purposes. Detailed design of finished ground levels and foundation construction are able to be appropriately managed through the subsequent Subdivision Consent and Building Consent processes.

4.4. Contaminated land

Contaminated soils are managed under the National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health (**NES-CS**). The NES-CS applies to any subdivision or change in the use of a piece of land. Whilst it does not apply to plan changes per se, it does apply to the type of land use change/ subdivision that will be facilitated by the zoning sought in this application. As such, it makes sense to therefore assess whether there are any soil contamination issues that would pose an unacceptable risk to human health in the event that the site is developed for residential activities.

The Applicants have commissioned a Preliminary Site Investigation (**PSI**) from Engeo Ltd to ensure NES-CS matters are appropriately addressed (**Appendix D**). The PSI includes both a desktop review of past activities and a site walkover to understand the likelihood that potentially soil-contaminating activities have occurred on the Site. The PSI identifies that no part of the Site is identified in the Canterbury Regional Council's Listed Land Use Register (**LLUR**) as having contained an activity on the Hazardous Activities and Industries List (**HAIL**). Separate PSIs that formed part of the supporting evidence for the rezoning of DEV-RO7 to the north and east of the Site likewise did not identify any widespread HAIL activities having occurred on these adjoining properties beyond the sorts of contamination risks common to historic farming operations.

The PSI for the Site identifies that there is a low risk of contamination across much of the site. Land use appears to have been primarily pastoral for the known history of the Site. Based on the PSI findings, the majority of the Site is considered suitable for residential development without the need for further testing or remediation. Whilst the balance of the Site does not appear to pose significant soil contamination risks, the PSI did identify several localised features where contamination may have occurred, including a historic orchard, areas of uncontrolled filling, the storage of agrichemicals and fuel, burn pits, automobile storage, and the possible demolition of buildings that may have contained asbestos or lead-based paint.

These activities vary in nature and extent and include activities common with rural land use and farmyards. The NES-CS requires that where a PSI has identified the risk of contamination, a Detailed Site Investigation (**DSI**) must be carried out when the use of the land changes or is proposed to be subdivided. A DSI involves soil sampling to confirm the extent and nature of contamination and how those contaminants are to be appropriately managed to avoid risks to human health. As such, DSI's typically include a Remediation Action Plan and/or Site Management Plan to document how soil contamination is to be managed and remediated. The preparation and implementation of such plans is a standard part of the conditions that typically accompany subdivision consents for sites where contamination risk is known to be present.

Whilst there is a risk of soil contamination being present, these risk factors are both common across rural landholdings in general and are geographically discrete in the case of the Site. The DSI process and subsequent ability to document and undertake site remediation where necessary provides a well-established process for managing the risk to human health when changes in land use occur. At this stage of the development process there is nothing to suggest that the potential contamination is of a type or geographical extent that would render the land incapable of being remediated or made safe for residential development.

4.5. Transport

The applicant has commissioned a transport report from Stantec Ltd (**Transport Report**) to assess the potential effects of the plan change on the safe and efficient functioning of the transport network (**Appendix E**).

The Transport Report describes the existing transport environment, the planned environment, and then assesses the impact on road function and safety with the additional traffic generated over and above that anticipated by other nearby greenfield growth areas. To help inform the transport assessment, Stantec have modelled the Rolleston township road network, with a focus on the morning and evening peaks as the 'worst case' times of day in terms of traffic volumes and intersection Level of Service (**LoS**).

The Site currently has frontage to Edwards Road and Selwyn Road, with both roads having a 'local' categorisation in terms of their transport function. The function of Selwyn Road changes to an arterial function east of Dunns Crossing Road. It is anticipated that as the Site and DEV-RO7 both urbanise, this arterial function will be extended to the southwestern corner of the Site. Collector or arterial roads in the wider neighbourhood include Ellesmere Junction Road that provides a link between Burnham and Lincoln, Dunns Crossing Road which links Selwyn Road to State Highway 1, and Goulds Road and Arbour Green Boulevard which provide links from Dunns Crossing Road east towards the town centre. A review of the NZTA crash database does not show any systemic road design issues that are creating an existing safety risk that requires active management.

From a transportation perspective, the Site is well-located relative to the centre of Rolleston. Future residents will be provided with multiple roading route options to take, which means that the plan change load is spread across the network rather than being funnelled along a single corridor. The Site likewise enables growth in Selwyn District to be accommodated in Rolleston which is the largest township in the District, thereby focussing future growth in the township with the largest range of facilities and employment, which in turn helps to reduce trips relative to alternative growth locations that do not provide such easy proximity to services.

The Transport Report identifies that there are a number of roading and intersection upgrades programmed to occur in the wider area either as existing projects in the LTP, or as requirements for the DEV-RO7 area, with modelling taking these programmed upgrades into account. The Transport Report likewise relies on the future subdivision of the Site providing direct linkages to the east-west road network anticipated in the DEV-RO7 ODP, thereby enabling connections to Dunns Crossing Road and Arbour Green Boulevard.

The Transport Report modelling shows that the Proposal will not result in a significant reduction in Level of Service (**LoS**) for the nearby collector and arterial intersections (assuming programmed works are in place). Localised intersection upgrades are recommended to the six-legged intersection in the southwestern corner of the Site, with these upgrades including re-routing Edwards Road through the Site, as shown on the ODP, along with the provision of a single road access point onto Selwyn Road. The realignment of the Selwyn Road/ Ellesmere Junction Road intersection is also recommended in order to reduce the 'drive-through' nature of the current Selwyn Road alignment to improve safety. These works can either occur within the existign road corridor, or within the Site, such that the acquisition of third party land is not required. The road frontages of Edwards Road and Selwyn Road adjacent to the site are expected to be upgraded to match urban requirements including the provision of footpaths or shared paths, along with kerb and channel (and in the case of Edwards Road carriageway sealing). In short, the formation of Selwyn Road should match the treatment provided on Selwyn Road east of the Dunns Crossing Road intersection.

The Transport Report assesses alternative, non-car, transport modes. It identifies that the site is well-connected with the wider planned recreational cycle and pedestrian networks and has considerable potential to further enhance these connections to form linkages in both an east-west direction and a north-south direction into the DEV-RO7 area. The ODP includes provision for such linkages, with these linkages aligning with those shown in the DEV-RO7 ODP.

The Transport Report identifies that the Site is not currently serviced by public transport, with existing services terminating in Farringdon. The lack of existing public transport services is a common feature of greenfield developments as the provision of services necessarily follows demand i.e. services only become viable when there is a customer base to support them. The key planning outcome is to ensure that any new urban area is designed such that it can readily accommodate a bus service. The ODP shows a collector road link in both north-south and east-west directions to enable a public transport service to be routed through the Site in the future. Given the rapid growth of Rolleston to the west, it is anticipated that public transport services will also be extended westward once the customer base is in place.

Staging

The road network in Rolleston is rapidly evolving in response to changes in traffic demand and the build-out of new greenfield areas and associated extensions of the roading into these growth areas. In the vicinity of the Site, a series of intersection upgrades are planned along both Dunns Crossing Road and Selwyn Road, with these projects identified across a mix of the Long Term Plan (LTP), the ODP narratives (and in particular the DEV-RO7 narrative), and the approved subdivision plans and conditions associated with Arbor Green.

These works are already programmed, and as such the need for these planned upgrades is generated by existing increases in traffic rather than being caused by the Proposal. In short, whilst the Proposal will benefit from these upgrades, it does not create the need for the upgrade to occur as that need is already pre-existing. The degree to which these already programmed upgrades are in place prior to the Proposal being subdivided will depend on LTP funding, NZTA funding, and the implementation of existing developer agreements, along with the rate of build out of DEV-RO7 and Arbor Green. Ultimately, if DEV-RO7 builds out first then it is expected that the subsequent subdivision of the Site will align with the roads in DEV-RO7. Given the rapid rate of change in the road network in the immediate area and the likely minimum 2-3 year time gap between lodging this plan change and having both the change approved and subsequent subdivision consents progressed, titles issued, and houses constructed, it is likely that a number of the road improvements and extensions planned to the wider network along Dunns Crossing Road, through Arbor Green and potentially through DEV-RO7 will be in place by the time the Site starts generating residential traffic.

In terms of staging, the Transport Report identifies that in the event that the Site development occurs prior to the build-out of DEV-RO7, the development should logically start from the Selwyn Road frontage and then extend northwards. Such a growth pattern will result in a transitional period of time where the site only has road access onto Selwyn Road. In this event, up to 150 residential units can be established prior to the Dunns Crossing Road/ Selwyn Road intersection being upgraded to a roundabout (and Goulds Road realigned away from this intersection as shown on the Arbor Green subdivision plan). The northern side of Selwyn Road would also need to be upgraded to provide a walking and cycling connection to the edge of the Arbor Green network so that alternative transport mode connections are in place for the transitional period until DEV-RO7 is completed. A staging rule is proposed to address this scenario, noting that with the development of the Site along Selwyn Road frontage, a reduction in speed limits from the currently posted 100kph is likely to concurrently occur which will improve safety outcomes for the Dunns Crossing/ Selwyn Road intersection.

The Transport Report identifies that the Proposal will increase movements along the immediate Site frontages. It is therefore appropriate that the Applicant is responsible for the upgrading of the Selwyn Road and Edwards Road frontages adjacent to the Site. These upgrades will involve Selwyn Road seal widening and the provision of a footpath/ shared path and kerb and channel on the northern side of the road; and for Edwards Road will involve sealing of the carriageway and the provision of a footpath and kerb and channel on the eastern side of the road. The Applicant would also take responsibility for the relocation of the southern end of Edwards Road through the Site, with associated simplification of the six-legged intersection in the southwestern corner of the Site. Development of any lots with access to Edwards Road should only occur once the improvements to Edwards Road adjacent to the Site have been undertaken.

It is noted that the improvements to both the Edwards Road carriageway and the six-legged intersection also form part of the road improvement requirements in the DEV-RO7 narrative. Ultimately the timing and funding of these works is anticipated to be undertaken through a developer agreement with Council and the DEV-RO7 developer.

Summary

In conclusion, whilst the Proposal will inevitably result in an increase in traffic generation, these additional movements have a range of routing options away from the Site and as such can be accommodated within the wider roading network without resulting in any unacceptable declines in the function or safety of the wider network. A number of programmed upgrades to the wider network are likely to be in place by the time the Site is subdivided and houses occupied and are required to support existing growth, rather than being works that are triggered by the Proposal. Localised intersection upgrades will be needed to the Dunns Crossing/ Selwyn Road intersection and the southwestern six-legged intersection (both already required as part of DEV-RO7), along with upgrades to the Edwards Road and Selwyn Road frontages in order to provide an urban level of service. With the construction of DEV-RO7, the site will be well-serviced by cycle and walking links and the ODP provides for the extension of such routes into the Site. Although the site is not currently serviced by public transport, such a situation is relatively common for greenfield blocks as services follow rather than lead demand. The ODP has been carefully designed to

ensure provision of a collector road route through the Site to facilitate provision of public transport services in the future once a residential customer base has been established. As such, there are no transport-related barriers to the outcomes sought by the plan change.

4.6. Landscape and Urban Design

A Landscape Report is provided as **Appendix F** and an Urban Design Report is provided as **Appendix G**. Both of these reports have been undertaken by RMM Limited, a landscape and urban design firm. Both reports share a graphic attachment which forms part of the Landscape Report.

Wider context

The site context is described in detail in both reports. In summary, it visually presents as pastoral farmland and rural lifestyle blocks that are typical of much of the rural area across the inner plains and the peri-urban fringes of townships such as Rolleston. Views into and across the site from Edwards Road are largely screened by existing mature shelterbelts, with occasional glimpsed views via farm gateways. The rural properties on the western side of Edwards Road likewise have large shelter belts running along much of the road frontage, such that Edwards Road visually presents as a gravelled road corridor bordered by an enclosed avenue of mature evergreen plantings. The Selwyn Road frontage of the site is more open, with longer views available across the Site from the southwestern six-legged intersection. Further east along Selwyn Road the views into the Site become less extensive due to screening provided by several lifestyle blocks and associated amenity garden plantings and glimpsed views of residential dwellings and accessory buildings. The Site therefore has a pleasant rural character and amenity commensurate with typical flat pastoral farm landscapes. The Landscape Report identifies that there are no Outstanding Natural Features or Landscapes identified in the District Plan for the Site.

Spatially, the site is located in close proximity to Rolleston's urban edge, with this edge having expanded outwards rapidly over the past 20 years. The adjacent land to the north and east currently presents as open farmland, however its GRZ zoning indicates a clear expectation that it will be urbanised for predominantly residential activities over the coming decade. The landscape context has informed the urban design outcomes for the Site expressed through the proposed ODP.

External ODP edges and interfaces

Whilst not matters that are explicitly part of the NPS-UD Policy 1 criteria, the consideration of both Site interfaces and internal layouts are important elements in delivering a well-functioning urban environment. They are likewise matters identified in the Canterbury Regional Policy Statement (CRPS) Policy 6.3.3 regarding matters that should be considered in ODPs.

The edges and integration of the Site with neighbouring sites has therefore been considered in both of the Landscape and Urban Design Reports. They identify the need for the Site to be "stitched" together with the adjacent DEV-RO7 area in order to, over time, deliver a single coherent piece of urban fabric. Clear road links are also provided between the site and the wider road network to facilitate easy and convenient movement between the site and the wider urban area of Rolleston and associated facilities such as the high school, aquatic centre, and town centre.

To the north and east, the Proposal adjoins DEV-RO7. As this area is anticipated to be developed for residential suburban outcomes, no special interface treatment is considered to be necessary along these internal edges. It is noted that the DEV-RO7 ODP includes reference to a 'boundary treatment' along the shared boundary, based on the Site being rural zoned land at the time DEV-RO7 was considered. This Proposal means that there is no landscape-based need for any specific boundary treatment along the shared boundary as the boundary is no longer a rural-urban interface.

The context differs to the west and south where the Site adjoins Edwards and Selwyn Roads. These roads will form the rural-urban boundary of Rolleston and therefore the urban design and landscape reports have carefully considered what an appropriate edge condition or interface treatment might be. Regard has also been had to the proposed interface treatment along these two roads in DEV-RO7 to provide a consistent treatment along the perimeter road corridors. The Urban Design Report recommends that these external road interfaces are carefully managed to deliver an appropriate transition to rural neighbours through several design solutions that include:

- Locating larger sections adjacent to the external road edges;

- Limiting road edge fencing to open rural fence styles i.e. post and rail;
- Requiring a 5m deep landscape strip;
- Requiring a 10m deep building setback.

In combination, these requirements are considered to be effective in delivering an appropriate interface and visual transition to the wider RUF Zone. The outcomes recommended in the landscape and Urban Design Reports have been included in the ODP and associated ODP narrative. It is anticipated that they will be delivered via consent notices on titles imposed through the subdivision process in order to meet the standard rule requirement that subdivision occur in accordance with the ODP. As such, the outcomes are delivered via the subdivision consent process and therefore do not necessitate any amendments to the MRZ rule package regarding building setbacks which would only be possible were a qualifying matter under s77 RMA to be in play.

Internal ODP outcomes

In addition to considering the Site's integration with neighbours and its wider context, the Landscape and Urban Design Reports have also assessed the internal layout of the site. The ODP has been designed to provide a clear, legible, grid-based road network that provides direct north-south and east-west linkages across the site. Provision for two local parks is shown on the ODP, along with green links with shared paths as part of the key north-south and east-west road links. These multi-modal routes are aligned with similar facilities proposed in the DEV-RO7 ODP to deliver an integrated cycle and pedestrian network.

The ODP provides for a modestly scaled 'neighbourhood centre' that is approximately 1ha in land area. Assuming a typical ratio of buildings to open space/ parking of 45% for neighbourhood centres, a site of 1ha is likely to enable approximately 4,500m² GFA. The Economics Report confirms that a centre of this size will not threaten the viability or role of the Rolleston town centre or any other larger commercial areas such as the recently consented Woolworths supermarket in Arbor Green. It is anticipated that the centre will provide a range of community and convenience retail facilities i.e. a preschool and/or medical centre, along with a café, dairy, and a strip of small shops such as a hairdresser or takeaway food offerings. The opportunity for medium density housing is anticipated in close proximity to high amenity areas such as open space reserves or the community hub.

In summary, the Landscape and Urban Design Reports consider that the Proposal readily meets both the NZ Urban Design Protocol 'seven Cs' assessment framework and the NPS-UD Policy 1 criteria for a "well-functioning urban environment" and achieves sound urban design and landscape outcomes.

4.7. Ecology

No areas of ecological significance are identified for the Site in the District Plan. Given the flat, pastoral nature of the Site with no areas of native vegetation, an ecological report is not considered to be necessary. The free-draining nature of the Site and 4m+ depth to groundwater means that it does not contain any wetlands, springs, or natural waterways. A water race is the only water feature on the site, with such races potentially containing freshwater ecological values. The water race has therefore been recognised in the proposed ODP narrative, with similar text used to the water race commentary in the DEV-RO7 ODP. The future of the water race will be dependent largely on the decision made upstream as part of the DEV-RO7 build-out. If the upstream water race is stopped as part of DEV-RO7, then it will functionally cease to exist for the portion that runs through the Site. Conversely, if DEV-RO7 retains the race, then the race can likewise be retained through this Proposal and incorporated into the subdivision design and consenting processes. In short, a decision on whether the race is retained or removed is a matter that is better resolved as part of the subdivision consent process. Should ecological surveys of the race at this future point in time identify high ecological values then it can be retained, and conversely if low values are found then it can be removed. Land development will likewise be subject to the requirements of the Wildlife Act which will require an assessment of lizard species prior to bulk earthworks occurring.

The site does not therefore contain any ecological values that would preclude rezoning, with detailed assessments of the water race and lizard management appropriately undertaken as part of the subdivision and land development stages.

4.8. Cultural Values

The NPS-UD requires planning decisions relating to urban environments to take into account the principles of Te Tiriti o Waitangi,⁵ to enable Māori to express their cultural traditions and norms,⁶ and to involve hapu and iwi in the development of RMA planning documents through effective consultation.⁷ Recognising and providing for the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, wahi tapu and other taonga is a matter of national importance under the RMA⁸, with the need to take into account the principles of Te Tiriti o Waitangi an important component of Part 2 of the RMA.⁹ Under section 74(2A) of the Resource Management Act, a territorial authority must take into account any relevant Iwi Management Plan (**IMP**) to the extent that it has a bearing on the resource management issues of the district.

As is usual practice, it is anticipated that the Council will provide a copy of the application to the relevant Te Taumutu Rūnanga advisory body for them to provide feedback on behalf of mana whenua. Post-lodgement but pre-notification consultation is considered appropriate to enable Rūnanga to have a comprehensive understanding of the proposal to inform any feedback that they might wish to make. It is anticipated that any such feedback will be incorporated into the proposal and subsequent subdivision consenting processes. Pending feedback from Te Taumutu Rūnanga, a brief assessment of the proposal against the guidance provided in the Mahaanui Iwi Management Plan is provided below, emphasising that this assessment is in no way intended to be a substitute for feedback from mana whenua.

The Site is not identified in either the IMP or the District Plan as containing any significant cultural values i.e. it is not a 'silent file' area and does not contain any natural wetlands, springs, or waterways.

The Mahaanui Iwi Management Plan sets out Ngāi Tahu's objectives, issues and policies for natural resources and environmental management within the area bounded by the Hurunui River in the north and the Ashburton River in the south. The following provides a preliminary assessment of the Proposal against the overarching principles expressed in the IMP, in advance of receiving feedback from mana whenua.

Ranginui

The relevant matters identified in this section of the IMP relate to discharges to air and the protection of night time darkness. The proposed Plan Change does not contain controls on these matters. The main discharge to air that could occur through this proposal is the establishment of log burners or similar within individual houses, as well as discharges of dust to air during the development of the site. Such discharges are controlled by Environment Canterbury through the Canterbury Regional Air Plan. Controls over night time lighting are not proposed given that the plan change site is immediately adjacent to an established urban area that already creates 'sky-glow' effects at night. The plan change will not result in any effects that differ from those managed under the standard District Plan controls on glare and outdoor lighting.

Wai Māori

Freshwater is of considerable cultural significance to Ngāi Tahu. The main matters of concern relate to water quality and quantity and the mixing waters from different waterbodies. With the reticulation of effluent disposal from new dwellings the potential for adverse impacts on groundwater quality are limited. Stormwater generated by the new roads will be treated and disposed of to ground through swales or proprietary treatment devices and soakage pits, ensuring that no untreated stormwater will reach groundwater or surface water bodies. Both construction-phase and operational-phase management of stormwater is carefully controlled by a comprehensive suite of rules in the Land and Water Regional Plan. As noted above, apart from an existing water race there are no natural waterways, springs, or wetlands on the site.

Papatūānuku

The use of land and how it is developed is of importance to Ngāi Tahu. This section of the IMP identifies matters such as urban planning, the subdivision and development of land, stormwater, waste management, and discharges to land. The potential effects of the proposal on the environment have been discussed in the assessment of effects above. That assessment concludes that there will minimal adverse impacts on the quality of the natural environment as no waste or contamination will be discharged in a manner that will compromise the mauri of surface or groundwater.

⁵ NPS-UD, Objective 5.

⁶ NPS-UD, Policy 1(a)(ii).

⁷ NPS-UD, Policy 9.

⁸ Resource Management Act 1991, section 6(e).

⁹ Ibid, section 8

Tāne Mahuta

This section addresses the significance of indigenous biodiversity and mahinga kai to Rūnanga. The subject land has been used for farming purposes for many years. There are no notable indigenous plantings within the site, reflecting its present use for pastoral grazing bounded by exotic shelterbelt planting. Detailed planting plans for local parks and road reserves will be agreed with Council as part of subsequent subdivision consent processes, with a preference for native plant species associated with the dryland plains environment. It is also anticipated that over time, as the area is developed for residential use, that further plantings, both exotic and native, will occur.

Ngā tūtohu whenua

There are no known wāhi tapu, wāhi taonga or mahinga kai sites within the application site.

In summary, the ODP and Plan Change have been designed to respond to key outcomes sought in the IMP as follows:

- a) Untreated stormwater will be treated prior to being discharged to ground and will not be discharged to waterways as no waterways are present.
- b) Sewage resulting from the development will be reticulated and treated in the Pines Wastewater Treatment Plant. As such there is no reliance on septic tanks or an on-site 'package plant'.
- c) Identification of potentially contaminated soil has been undertaken with several discrete potential sources of contamination identified. It is expected that these sites will be subject to a detailed site investigation and remediation as part of the subdivision process to ensure they meet the standards necessary for residential occupation.
- d) Street tree and park tree species selection will be determined as part of the subdivision process however locally sourced native species suited to a Canterbury Plains ecological district are anticipated to form the majority of selected species to help reinforce a strong sense of place and to reflect such species being well-adapted to the local environment.

The applicants look forward to considering feedback from Te Taumutu Rūnanga via their preferred consultation pathway through the plan change process and confirm their commitment to work collaboratively with mana whenua.

4.9. Reverse sensitivity

Reverse sensitivity is a well-recognised planning concept. In essence it refers to an existing environment with long-established activities that are either operating in accordance with resource consents or are consistent with the outcomes anticipated in the existing zoning, for example pastoral farming. New, more sensitive, activities then establish on a neighbouring site that expect a higher level of amenity than is currently provided. The new residents then complain about the amenity-related effects of the existing farming operations, which in turn either results in these existing activities having to close or modify their operations, or limits further intensification of these activities.

The Site's only immediate neighbours are with DEV-RO7 which is intended to be urbanised. The only larger scale farming operations in close proximity are those located to the west of Edwards Road or to the south of Selwyn Road. Both farming operations are therefore separated from the Site by the external road network.

The scenario of a residential zone adjoining or being in close proximity to rural farmland is inherent to the urban edge of any City and is common across the urban edges of both Rolleston and the other Selwyn townships. In order for reverse sensitivity risk to be significant, the operations in question need to be generating effects that extend beyond their site boundaries. These effects in turn need to be at a level where they are likely to give rise to amenity-related complaints. The farmland to the west and south is utilised for pastoral grazing and therefore does not generate the sorts of amenity effects that might arise from say an intensive poultry farm or piggery. The presence of established lifestyle blocks with residential dwellings adjacent to these nearby farms means that the farm management practices already need to be undertaken in a manner consistent with having residential neighbours.

The Site is set back well over a kilometre from both the Pines Wastewater Treatment Plant and associated spray irrigation areas, and from the Rolleston Resource Recovery Park and transfer station. The site is therefore a similar distance from these facilities as the existing residential suburbs of Rolleston located to the east of Dunns Crossing Road. The Site is likewise not located within the Christchurch Airport Air Noise Contours or in close proximity to electricity transmission corridors or rail or state highway networks.

The Proposal will therefore not result in any reverse sensitivity effects given the Site's location some distance from locally or regionally significant infrastructure and the lack of any immediate farming neighbours (once DEV-RO7 develops).

4.10. Summary of Effects

In summary and for the reasons set out above, it is concluded that the potential adverse effects of the proposed Plan Change can be adequately avoided or mitigated, that the supply of a large number of new homes has significant positive economic benefits, and that the formation of a new residential area enables the delivery of a coherent urban form that 'squares up' the block to provide a logical urban edge to the southwestern corner of Rolleston.

The build out of the Site will need to be coordinated with planned upgrades to both the roading and water/ waste water networks in the wider area. The operative subdivision rules are considered to be appropriate for managing water and waste water services i.e. subdivision is only consented where provision of the necessary services can be demonstrated, noting that in practice the delivery of such services occurs through a developer agreement with Council negotiated as part of the subdivision consent process. The provision of localised intersection upgrades is included in the ODP narrative in a similar manner to how such matters are addressed in DEV-RO7.

It is noted that DEV-RO7 is subject to a staging rule that limits total households to no more than 1,500 units, prior to 2033. The purpose of the cap is to support the consolidated urban form and the efficient establishment of three-waters infrastructure. Beyond 2033 no caps are in place, and there is a consenting pathway available for additional houses prior to 2033 should increased demand and/or lower capacity occur. The timing of the Proposal means that development of the Site is unlikely to occur in practice prior to 2030¹⁰. The likely yield of the Proposal is no more than 1,000 units, which is significantly lower than both the 3,770 households and the 1,500 household cap enabled through DEV-RO7. As such, no urban form-related staging cap is considered to be necessary.

Overall, the effects of the proposed Plan Change are positive.

5. Statutory Framework – Resource Management Act 1991

5.1. Sections 74 & 75 - Matters to be considered by territorial authority/ Contents of district plan

Section 74 outlines the matters that must be considered by the District Council in preparing a Plan Change, while Section 75 describes the content of District Plans. This Plan Change request has been prepared in alignment with these requirements.

Relevant to this Plan Change request, section 74(1) of the RMA prescribes that the District Council must prepare and change its district plan in accordance with –

- its functions under s 31;
- the provisions of Part 2;
- its obligations to have particular regard to an evaluation report prepared in accordance with s 32;
- a national policy statement, a New Zealand Coastal Policy Statement, and a national planning standard; and
- any regulations.

Section 74(2) requires the District Council (in addition to the requirement of section 75(3) and (4)) to also have regard to any proposed regional policy statement / proposed regional plan of its region. There are no currently proposed RPS or Regional Plans of relevance to the Proposal. It is noted that the proposal does not give rise to any cross-territorial issues, any matters of

¹⁰ Allowing for 18 months to process the plan change followed by 18 months to design, consent and build the subsequent subdivision, followed by a further 18 months for titles to be issued, lots on-sold, and houses built.

historical significance (on the Historic Places List) or matters addressed by management plans or strategies prepared under other Acts.

Section 74(2A) requires the Council to take into account relevant planning documents recognised by an iwi authority, to the extent that its content has a bearing on resource management issues. The Mahaanui IMP has been assessed in section 5.8 above, pending feedback from mana whenua.

Section 75 requires a District Plan to state the objectives for the district, the policies to implement the objectives, and rules to then implement the policies. The Plan Change request does not introduce any new, or alter any existing, objectives or policies. New rules to amend the operative MRZ Zone and subdivision policy frameworks as they relate to the Site are limited to the introduction of a new ODP and associated narrative as part of the Subdivision Chapter.

Section 75(3)(a), (b) and (c) requires a District Plan to give effect to any national policy statement, any New Zealand Coastal Policy Statement¹¹, a national planning standard; and any regional policy statement. Section 75(4) requires a District Plan to not be inconsistent with a water conservation order¹² or a regional plan. An assessment of the Plan Change against these higher-order planning documents is discussed in detail in the following sections.

5.2. Section 31 – Functions of Council under the Act

Any plan change must assist the Council to carry out its functions so as to give effect to this Act within its district. The functions of a territorial authority are set out in s 31 of the Act and include:

- the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district;
- the establishment, implementation, and review of objectives, policies, and methods to ensure that there is sufficient development capacity in respect of housing and business land to meet the expected demands of the district;
- the control of any actual or potential effects of the use, development, or protection of land, including for the purpose of— the avoidance or mitigation of natural hazards; and the prevention or mitigation of any adverse effects of the development, subdivision, or use of contaminated land: the maintenance of indigenous biological diversity;
- the control of the emission of noise and the mitigation of the effects of noise;
- the control of any actual or potential effects of activities in relation to the surface of water in rivers and lakes;
- any other functions specified in this Act.

The requested plan change accords with these stated functions.

The Proposal provides for the use and development of land for residential activities in accordance with the operative MRZ zone policy and rule framework. The proposed plan change amendments to the District Plan are limited in scope to only those amendments as are necessary to amend the zoning of the Site as shown on the planning maps and to introduce the proposed ODP and associated narrative and staging provisions in the Subdivision Chapter of the District Plan. The generic MRZ and subdivision chapter provisions along with the proposed ODP, provide the methods for Council to manage potential effects of this activity and demonstrates an integrated management approach.

5.3. Clause 25(4A) - Mandatory implementation of MDRS Standards

Clause 25(4A) of Schedule 1 of the RMA requires that a specified territorial authority¹³ must not accept or adopt a private plan change if it does not incorporate the MDRS as required by section 77G(1). Section 77G(6) allows a territorial authority to make the MDRS less enabling of development if authorised to do so under section 77I. Section 77I provides that the MDRS may be less enabling of development in relation to an area within a relevant residential zone to the extent necessary to accommodate qualifying matters, including:

¹¹ Given the Site's inland location, the NZCPS is not in play

¹² No water conservation orders are in play for this plan change

¹³ Selwyn District Council is a 'specified authority' as a 'Tier 1' district

- a matter of national importance that decision makers are required to recognise and provide for under section 6 (77I(a));
- open space provided for public use, but only in relation to land that is open space (77I(f)); and
- any other matter that makes higher density, as provided for by the MDRS or policy 3, inappropriate in an area, but only if section 77L is satisfied (77I(j)).

In short, the Act requires plan changes seeking a residential zoning to adopt the MDRS standards, unless the site contains s6 matters, is public open space, or is subject to a 'qualifying matter' that would otherwise preclude the appropriateness of higher densities of development.

The District Plan Review implemented MDRS across the majority of the residentially zoned parts of Rolleston. Whilst the site is subject to the need to align staging with infrastructure provision, there is no technical design challenges to such infrastructure being provided, and such upgrades are anticipated to occur within a short-medium timeframe. Planned upgrades and extensions to network infrastructure and roading intersections are not considered to reach the threshold for a qualifying matter, especially where there are no technical design challenges to their implementation.

Whilst the adjacent DEV-RO7 area has a GRZ zoning, it is understood that this lower density zoning was generated by a quirk in the timing and scope of submissions through the District Plan Review/ MDRS Variation 1 processes, rather than the adjacent land being subject to any enduring qualifying matters. In practice, whilst MRZ zoning enables high density development, market demand for housing in Rolleston is much more closely aligned with a density around 15 households/hectare. The on-the-ground built outcomes across both the Site and the adjacent DEV-RO7 area are therefore ultimately anticipated to be similar i.e. an overall average of at least 15 households/hectare with pockets of medium density housing adjacent to commercial centres and open space areas and conversely areas of larger lots around the site boundaries.

As the Proposal is for MRZ, the plan change meets the requirements of clause 25(4A).

6. Strategic Planning Framework

An assessment against the strategic planning framework is outlined below, except the Mahaanui IMP, which has been assessed in section 5.8 above. In accordance with the statutory framework, the Plan Change:

- gives effect to relevant:
 - National Policy Statements (NPS's),
 - National Environmental Standards (NES's), and
 - The Canterbury Regional Policy Statement (CRPS);
- gives regard to:
 - management plans and strategies prepared under other Acts (including the Land Use Recovery Plan (LURP), the Greater Christchurch Spatial Plan (GCSP), and the Future Selwyn growth strategy;
- Is not inconsistent with:
 - The Canterbury Land and Water Regional Plan (CLWRP) and the Canterbury Air Regional Plan (CARP), and
- take into account:
 - The Mahaanui Iwi Management Plans.

For completeness, the Site is not located in an area where the following NPS or NES would be in play and as such the following documents are not considered further:

- New Zealand Coastal Policy Statement.
- NPS-Renewable Electricity Generation.
- NPS-Electricity transmission.
- NPS-Greenhouse Gas Emissions from Industrial Process Heat.
- NES-Plantation Forestry.
- NES-Air Quality.
- NES-Telecommunications facilities.
- NES-Electricity Transmission Activities.
- NES-Marine Aquaculture.
- NES-Storing Tyres Outdoors.

6.1. National Policy Statement on Highly Productive Land (NPS-HPL)

The NPS-HPL commenced on 17 October 2022. Prior to the NPS-HPL being gazetted, urban development over versatile soils was simply a matter to be considered, in the absence of any more specific higher order direction on this issue. Now the District Plan (and any associated changes in zoning) must give effect to the NPS-HPL.

The NPS-HPL has a single objective that “*highly productive land is protected for use in land-based primary production, both now and for future generations*”. Of direct relevance to the Site, the objective is to be achieved via policies that seek that the urban rezoning, subdivision, or development for rural lifestyle purposes are avoided unless the exemptions in the NPS-HPL apply.¹⁴

Regional councils have three years from when the NPS-HPL came into effect to map HPL via a change to the regional policy statement i.e. October 2025.¹⁵ The Canterbury Regional Council has yet to notify such a change, and indeed is now prevented from doing so through recent Government announcements to place a hold on District and Regional plan changes. Until this process occurs, HPL is deemed to be any land identified as Land Use Capability (LUC) Class 1, 2, or 3 as mapped by the New Zealand Land Resource Inventory (NZLRI)¹⁶, provided that, at the commencement date:¹⁷

- (a) is
 - (i) zoned general rural or rural production; and
 - (ii) LUC 1, 2, or 3 land; but
- (b) is not
 - (i) Land that is already identified for future urban development; or
 - (ii) Subject to a Council initiated, or an adopted, notified plan change to rezone it from general rural or rural production to urban or rural lifestyle.

Recent Government announcements signal an intent to remove LUC3 from the NPS-HPL. At the time of writing, LUC3 remains within the ambit of the NPS-HPL. None of the Site contains LUC 1-3 soils and as such the NPS-HPL is not in play.

Figure 3. Soil Land Use Category mapping



Image source: Canterbury Maps - <https://mapviewer.canterburymaps.govt.nz/?webmap=5a110e6e351d400e8f59aaa3b6c17053>

¹⁴ NPS-HPL, Policies 5, 6, and 7.

¹⁵ NPS-HPL, clause 3.5(1), noting recent Government announcements that this timeframe be extended.

¹⁶ NPS-HPL, clause 3.5(7)(a)(ii).

¹⁷ NPS-HPL, clause 3.5(7)(b).

Taking a wider view of the inner plains part of the District, much of the land surrounding the main townships of Rolleston, Lincoln, Prebbleton, and West Melton is classified as LUC 1-3 (with large areas of LUC 1-2 which will remain in play post legislative change). The Site is therefore one of the very few potential growth areas that is both adjacent to an existing township and is not subject to the very directive provisions of the NPS-HPL. The Site therefore provides a growth option that is not subject to a clear policy hurdle presented for the majority of other potential urban growth options in the wider District.

Figure 4. LUC1-3 across the inner plains – approximate urban zoned area of Rolleston shown in red, with the site as yellow star

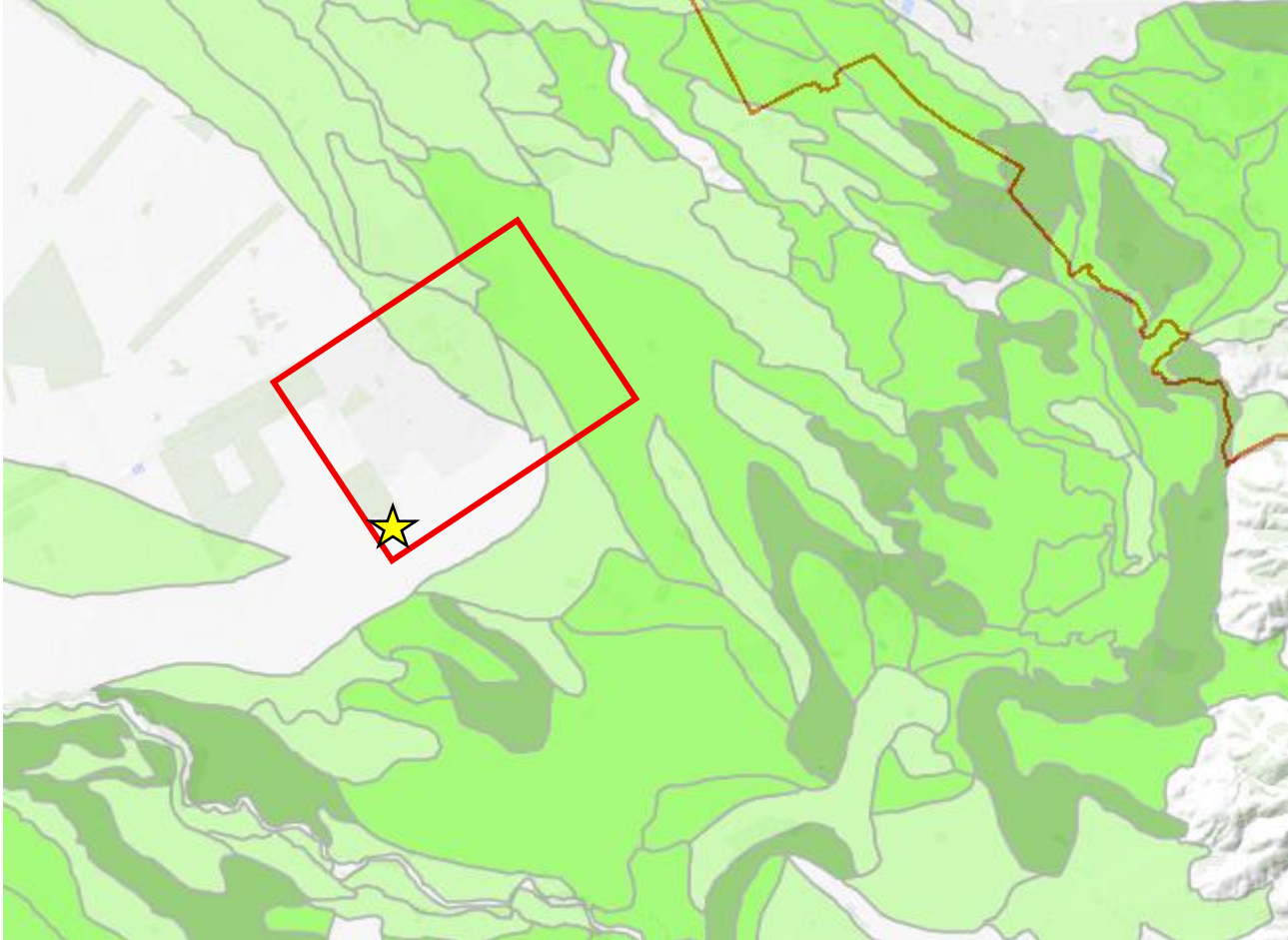


Image source: Canterbury Maps - <https://mapviewer.canterburymaps.govt.nz/?webmap=5a110e6e351d400e8f59aaa3b6c17053>

In summary, the plan change does not seek to rezone to urban purposes any land defined as HPL. The protection of HPL for land-based primary production as sought in the NPS-HPL Objective is therefore achieved through urbanisation of this site providing for housing capacity in a location that does not contain HPL.

6.2. NPS – Fresh Water, NES – Fresh Water, and the NPS-Indigenous Biodiversity

The NPS-FM and the associated NES-FM together provide nationally consistent policy direction and regulation to control activities that may affect freshwater environments, including freshwater wetlands and waterways. The NPS-IB likewise provides consistent national direction on how effects on indigenous terrestrial biodiversity are to be managed, noting that the NPS-IB does not apply to aquatic habitats. This national direction is closely linked to the assessment of the Site's ecological values as set out above.

The Site has a long history of farming use and as such the ecology of the Site is largely comprised of exotic pasture grasses, exotic shelterbelts, and several garden areas associated with rural dwellings. Native ecological values are limited primarily to the in-stream habitat associated with the water race that runs along the Site's eastern internal boundary. As set out above, no changes to the water race are proposed at this stage in the planning process. Either the race upstream of the site will be

removed, in which case any residual ecological values in the race through this Site will be lost, or the upstream race will remain in place, in which case the race through the Site can also be retained should detailed ecological assessments confirm sufficient in-stream values to warrant retention. Either way, this is a matter of detail that can be resolved through subsequent subdivision processes, noting that future consents will need to be assessed against the relevant NES/ NPS.

Given the free draining nature of the Site and the significant depth to groundwater, there are no wetlands or naturalised waterways present on the Site.

The identified presence of an artificial watercourse means that the NPS-FM and NES-FM are both relevant to the Proposal, noting that both documents are subject to current reviews by the Government.

NPS-FM

The NPS-FM introduces the concept of Te Mana o te Wai, which refers to the fundamental importance of water and recognises that protecting the health of freshwater protects the health and well-being of the wider environment. Te Mana o te Wai is about restoring and preserving the balance between water, the wider environment, and the community. There is a hierarchy of obligations set out in Objective 2.1, which prioritises:

- first, the health and well-being of water bodies and freshwater ecosystems;
- second, the health needs of people (such as drinking water); and
- third, the ability of people and communities to provide for their social, economic, and cultural well-being, now and in the future.¹⁸
-

Alongside that objective (and of particular relevance to the Site), Policy 6 seeks that there be no further loss of the extent of natural inland wetlands, their values are protected, and their restoration is promoted. Policy 9 seeks that the habitats of indigenous freshwater species are protected. Policy 15 refers to communities being enabled to provide for their social, economic, and cultural well-being in a way that is consistent with the NPS-FM.

NPS-IB

The NPS-IB came into effect on 4 August 2023. The NPS-IB has a single Objective 2.1 which in summary seeks to maintain indigenous biodiversity across Aotearoa New Zealand so that there is at least no overall loss in indigenous biodiversity. This outcome includes protecting and restoring indigenous biodiversity while providing for the social, economic, and cultural wellbeing of people and community now and in the future.

Policy 3 seeks to adopt a precautionary approach when considering adverse effects; Policy 8 seeks to recognise and provide for the importance of maintaining indigenous biodiversity outside of Significant Natural Areas (SNAs); Policy 13 seeks that the restoration of indigenous biodiversity is promoted and provided for; and Policy 14 seeks that an increase indigenous vegetation cover in both urban and non-urban environments is promoted. Of note, Clause 3.5(b) requires local authorities to consider “that the protection, maintenance, and restoration of indigenous biodiversity does not preclude subdivision, use and development in appropriate places and forms”.

The combination of the NPS-FM and the NPS-IB means that particular care needs to be taken to retain and restore freshwater habitats, and requires that there is no overall loss in indigenous biodiversity.

Analysis

No Significant Natural Areas (**SNAs**) or other ecology-related values have been identified as being present on the Site in the District Plan. Apart from the potential for the water race to provide freshwater habitat, ecological values across the site are otherwise low given its long-established exotic pasture use. As part of the construction phase, it is noted that the NES-FM regulations, in combination with the CLWRP, will require a suite of consents associated with earthworks in close proximity to the water race. The requirements of the NES-FM and Wildlife Act will also require careful design and management of native biodiversity values and wildlife such as native bird surveys, lizard surveys, and fish capture and transfer prior to works being undertaken.

The free draining nature of the soils means that the management of on-site stormwater is primarily direct-to-ground and as such does not create the opportunity to form large wetland areas, unlike the opportunities presented in low-lying urban areas such as Lincoln.

¹⁸ National Policy Statement for Freshwater Management 2020, Objective 2.1.

In summary, the Site generally contains low indigenous biodiversity values overall. The water race may contain ecological value, with no changes being proposed to the water race until such time as these values have been assessed, after which either the race will be removed (if values are low) or retained (if values are high).

6.3. Spatial plans and strategies

The National Policy Statement on Urban Development (NPS-UD) provides high level direction regarding the delivery of sufficient zoned capacity to meet residential and business needs over the short to long term. Such capacity is to be located in areas that result in a 'well-functioning urban environment'.¹⁹

In understanding what a well-functioning urban environment might look like in a Rolleston context, it is helpful to first summarise the existing urban growth planning that has occurred over the past fifteen years since the Canterbury Earthquake sequence. The urban edges of Rolleston have materially changed since the earthquakes, with the township being, in percentage terms, one of the fastest growing urban areas in New Zealand. This rapid expansion is ongoing, with demand over the last decade in Rolleston running at around 700 new households per annum. This rate of growth is anticipated to continue over at least the medium term (next 10 years).

The statutory framework managing urban growth outcomes in Selwyn has likewise undergone significant revision over the last 15 years, through changes to both the district plan and the CRPS, introduction of NPSs, amendments to the RMA, and non-RMA planning processes such as the development of the Greater Christchurch Spatial Plan.

Land Use Recovery Plan

Following the Canterbury earthquake sequence, a Land Use Recovery Plan (**LURP**) was prepared in December 2013 to facilitate development and recovery in the Greater Christchurch area.²⁰ Of significance, the LURP included amendments to the CRPS through the introduction of a new Chapter 6 which facilitated land use change across the Greater Christchurch area. The CRPS amendments included 'Map A' which showed growth locations around the edge of the Greater Christchurch townships as 'greenfield priority areas'. Map A was subsequently amended through Change 1 to the CRPS which introduced additional "Future Development Areas" (**FDAs**).

The CRPS policy framework is discussed in more detail below, however in summary the provisions included directive policies that growth should only occur within the identified greenfield priority areas, or in FDAs if there was a capacity need over the medium term.²¹ This strong policy direction provided a settled framework for managing growth in the Selwyn District until the introduction of the NPS-UD and associated Policy 8.

Greater Christchurch Spatial Plan (GCSP)

The councils and agencies that make up the Greater Christchurch Partnership have recently prepared the GCSP in 2024. The GCSP is a Future Development Strategy (FDS) in terms of the NPS-UD. As a strategy prepared under the LGA it is also a matter that the plan change must *have regard to*.

The GCSP sets out a strategy for managing growth in the Greater Christchurch area. It includes a plan for accommodating a population of 700,000 by 2050, growing to 1 million by 2085. In a nutshell the GCSP seeks to accommodate both of these growth scenarios primarily through intensification of existing urban areas, provision for kāinga nohoanga housing, the limited greenfield growth areas previously identified in the LURP/ CRPS, and new greenfield areas subject to meeting a criteria-based assessment. Significant intensification is anticipated in and around the main commercial centres and along two proposed rapid transit corridors in the west and north of Christchurch (CBD to Hornby and Belfast respectively).

¹⁹ National Policy Statement on Urban Development 2020, objective 1 and policy 1.

²⁰ The LURP was prepared under the Canterbury Earthquake Recovery Act 2011 rather than the RMA.

²¹ CRPS, Policy 6.3.12.

The relevant overarching direction of the GCSP is to ‘Focus growth through targeted intensification in urban and town centres and along public transport corridors’²². Six opportunities are identified (each with a series of specific directions) and five key moves are stated²³.

The Proposal is consistent with specific ‘directions’ in the GCSP and its spatial strategy, as described below.

Opportunity 1: *Protect, restore and enhance historic heritage and sites and areas of significance to Māori, and provide for people’s physical and spiritual connection to these places.*

The site does not contain any identified listed heritage items or sites of significance to Māori identified in the District Plan. The applicant welcomes feedback from mana whenua through the plan change process regarding the presence of cultural values in the Site.

Opportunity 2: *Reduce and manage risks so that people and communities are resilient to the impact of natural hazards and climate change.*

The Site is not exposed to any significant natural hazards shown on Map 7²⁴. The Site is not exposed to coastal inundation or sea level rise and is likewise not prone to liquefaction, slips, cliff collapse, or mass movement. Parts of the Site are identified as being susceptible to moderate flooding in a 1:200 AEP as shown on Map 8²⁵ and as identified in the Servicing Report (with the 1:200 AEP event flood risk covering much of the inner plains parts of the District). Moderate flood risks can be managed through bulk earthworks as part of the subdivision process and if necessary specific building foundation designs for which standard solutions are available.

Opportunity 3: *Protect, restore and enhance the natural environment, with particular focus in te ao Māori, the enhancement of biodiversity, the connectivity between natural areas and accessibility for people.*

The Site does not contain any existing significant ecological features beyond potential values being present in the water race. The Proposal will enable the Site to transition from a largely exotic condition under pastoral farming and shelterbelts to a greater mix of plant species and tree cover through a combination of street tree plantings and the establishment of private gardens.

Opportunity 4: *Enable diverse, quality, and affordable housing in locations that support thriving neighbourhoods that provide for people’s day-to-day needs.*

The Proposal enables a range of housing typologies and will make a significant contribution towards maintaining a competitive housing market in Rolleston. The Proposal includes a small community/ commercial hub to help meet local needs and the site is capable of accommodating a primary school should there be demand for such.

Opportunity 5: *Provide space for businesses and the economy to prosper in a low carbon future.*

The Proposal includes a small community hub to help meet residents’ convenience needs without compromising the role and function of any existing commercial centres in the centre hierarchy. The Proposal will not result in any adverse effects on the functioning or development of strategic infrastructure or regionally significant industries.

Opportunity 6: *Prioritise sustainable and accessible transport choices to move people and goods in a way that significantly reduces greenhouse gas emissions and enables access to social, cultural and economic opportunities.*

There are existing public transport services to Rolleston. The Proposal will assist in growing the customer base for these services to be extended to the western side of Rolleston, thereby supporting their ongoing viability and enhancement for future residents in the Site, DEV-RO7, and Arbor Green. The Proposal includes a collector road network that will be designed to readily accommodate public transport services/ routes. The Site will be connected to the existing road network and walking and cycling routes to facilitate modal choice. The Proposal helps support a consolidated urban form by completing the block

²² GCSP, pg. 26

²³ GCSP pg. 24-25

²⁴ GCSP, pg. 51

²⁵ GCSP, pg. 52

and its close proximity to the edge of Rolleston as the largest township in Selwyn with the widest range of services, facilities, and employment opportunities relative to other greenfield growth alternatives. It will therefore help support a reduction in emissions relative to that housing demand, as demand is being satisfied via the plan change instead of being accommodated in more distant locations or townships with a lesser range of facilities and employment opportunities.

Map 2 of the GCSP²⁶ does not show any additional greenfield residential areas beyond those currently shown in the CRPS Map A. As such it simply reflects the status quo planning framework that was established some 18 years ago²⁷ in terms of greenfield growth directions. Rather than identifying new greenfield areas graphically, the GCSP instead sets out a series of key criteria to inform the locations that are best placed to accommodate urban growth, with these criteria aligned with the above opportunities²⁸. The Proposal is assessed against the criteria in **Table 1** below:

Table 1. GCSP Broad Location Criteria for Urban Growth

Broad Location Criteria	Proposal alignment
Be adjacent to, near, or within a Significant Urban Centre, Major Town or a Locally Important Urban Centre in Greater Christchurch.	The Site is located immediately adjacent to the existing urban zoned edge of Rolleston which is the largest township in Selwyn.
Be accessible to either MRT, Core Public Transport Routes or New / Enhanced Public Transport Routes.	The site will be designed to accommodate a public transport bus service which could comprise an extension to the existing services to Rolleston and in particular would help to support the extension of services to Arbor Green and DEV-RO7 by increasing the customer base on the western side of the township.
Protect, restore and enhance the natural environment, historic heritage, and sites and areas of significance to Māori.	The Site does not contain any sites or areas identified in the District Plan as containing high ecological values or being of cultural significance to mana whenua (pending feedback from mana whenua).
Be free from significant risks arising from natural hazards and the effects of climate change.	The entire Site is free from significant natural hazards, as shown on GCSP Map 7. Flood risk is able to be readily managed through proven subdivision-phase bulk earthwork solutions.
Be cognisant of the landscape and visual context, integrate with natural features and align with good urban design principles.	The Plan Change includes comprehensive landscape and urban design assessments, which confirm that the proposal delivers good urban design and landscape outcomes.

In conclusion, the Proposal readily meets the key qualitative outcomes or criteria set out in the GCSP for the locations where urban growth is to be accommodated, namely through focussing urban growth in and adjacent to the major townships. The proposed Plan Change is in a location that:

- Is immediately adjacent to existing urban zoned areas;
- Is able to be serviced by public transport and active transport modes;
- Is not exposed to unacceptable risks of natural hazards;
- Does not contain any areas with identified significant natural and cultural values; and
- Provides a range of housing typologies and choice as part of a competitive housing market.

²⁶ GCSP, pg.23

²⁷ Urban Development Strategy 2007, which was a precursor to the Land Use Recovery Plan which included Chapter 6 (and Map A) to the CRPS.

²⁸ GCSP, pg. 63

Waikirikiri Ki Tua- Future Selwyn Strategy

The Waikirikiri Ki Tua- Future Selwyn Strategy (**Future Selwyn**) is a growth strategy that provides a more localised expression of how the Greater Christchurch Spatial Plan is to be implemented in Selwyn District. Future Selwyn seeks four key outcomes, namely:

- A great place to call home;
- A healthy and restored environment;
- A regenerative economy; and
- A Sustainable and connected urban form.

These key outcomes are realised through six strategic priorities relating to the provision of diverse housing choices, integration with infrastructure and transport, environmental enhancement, strong sense of community, and a vibrant economy.

The delivery of a sustainable urban form is identified as a key tool for meeting the strategic priorities. Rolleston is identified as an ‘emerging city’ and the pre-eminent township in the District where the greatest range of employment and service opportunities and housing growth is to be located. Rolleston is likewise identified as being at the centre of emerging public transport and potential future mass rapid transport initiatives. Ongoing provision for housing in Rolleston, such as that delivered through this Proposal, therefore strongly align with the emphasis placed on Rolleston as the focal point for the District’s future growth.

Future Selwyn identified that:

Greenfield developments have been a central aspect to our growth in Waikirikiri Selwyn providing homes and neighbourhoods that have brought communities together. Greenfield developments in appropriate locations that support our preferred urban form and the desired pattern of growth for Waikirikiri Selwyn will continue to be part of how we grow into the future. Greenfield developments are capable of achieving our urban form direction, however greenfield developments must represent an efficient use of land and be at the right scale, mix and density.

The proposal is entirely consistent with the ongoing role that greenfield areas play in Selwyn’s growth. The Site is well-located adjacent to the existing urban zoned edge of Rolleston and the proposed MRZ zoning enables a range of housing typologies and densities commensurate with the outcomes sought for an ‘emerging city’. The ODP ensures that the Site will deliver a well-connected community that is integrated with the adjacent DEV-RO7 area to form a coherent part of Rolleston’s urban area.

Overall the proposal is considered to be readily consistent with the outcomes sought through Future Selwyn.

6.4. NPS-UD

Prior to July 2020, the planning framework for the Greater Christchurch area was clearly established. Development to urban densities could only occur within the greenfield priority areas (and FDAs subject to meeting criteria) identified on Map A of the CRPS. The Government gazetted the NPS-UD on 20 July 2020.²⁹ The NPS-UD was prepared in response to growth pressures being faced nationally, and has particular relevance for ‘Tier 1’ Councils which include Selwyn.

Objective 2 of the NPS-UD seeks that planning decisions improve housing affordability by supporting competitive land and development markets.

This is important because, as recognised through Objective 2 of the NPS-UD, competition is the cornerstone of economic efficiency. When the land market becomes more competitive, land developers have a greater incentive to get their product to the market in a more timely and cost-effective manner, thus further helping to keep district housing as affordable as possible. The Proposal promotes housing affordability and increases the overall efficiency of the housing market.

Objective 6 of the NPS-UD seeks that local authority decisions on urban development that affect urban environments are integrated with infrastructure planning and funding decisions; strategic over the medium term and long term; and are responsive, particularly in relation to proposals that would supply significant development capacity.

²⁹ The NPS-UD was subsequently updated to reflect minor amendments on 11 May 2022.

Objective 6 of the NPS-UD is highly relevant to this Proposal and relates to the responsive planning framework. This Objective is implemented by:

- **Policy 2**, which requires that at least sufficient development capacity is provided within the district to meet the expected demand for housing, in the short, medium and long terms.
- **Policy 6**, which guides decision-makers to have particular regard to (amongst other things) “any relevant contribution that will be made to meeting the requirements of this National Policy Statement to provide or realise development capacity”; and
- **Policy 8**, discussed below.

The NPS-UD requires the Council to have sufficient zoned and infrastructure-enabled land to meet short to medium term demand. Such capacity is to have a 20% buffer built in to ensure it is sufficient.³⁰ It is important to emphasise that regardless of whether or not adequate capacity is being provided, the NPS-UD does not preclude the provision of further capacity i.e. it is a tool for ensuring minimum capacity requirements are met, rather than being a tool for limiting additional capacity (provided such additional capacity is in locations that meet the other NPS-UD policy tests). In short, there is no policy direction within the NPS-UD that prevents or discourages the provision of more than adequate capacity, provided such additional growth areas are appropriately located and serviced. The NPS-UD assessment is therefore focussed on whether or not the plan change delivers a ‘well-functioning urban environment’.

Policy 8

Policy 8 states that:

Local authority decisions affecting urban environments are responsive to plan changes that would add significantly to development capacity and contribute to well-functioning urban environments, even if the development capacity is: unanticipated by RMA planning documents; or out-of-sequence with planned land release.

The application of Policy 8 (along with a number of other NPS-UD directives) turns first on whether the decision in question affects an “urban environment”. That phrase is defined in the NPS-UD as “any area of land (regardless of size, and irrespective of local authority or statistical boundaries) that:

*is, or is intended to be, predominantly urban in character; and
is, or is intended to be, part of a housing and labour market of at least 10,000 people.*³¹

The question of what constitutes an “urban environment” in the Canterbury context has been well-traversed in recent years, particularly in response to private plan change requests. Decisions on those requests have consistently accepted that Rolleston is urban in character and that plan changes on the edge of Rolleston demonstrate that the areas in question are ‘intended to be’ urban as well. Rolleston has likewise been accepted as being a housing and labour market of at least 10,000 people.

In that context, decisions on housing capacity and the geographic directions in which Rolleston might grow are therefore clearly decisions that affect an ‘urban environment’. For the Site, the Proposal clearly fills in the remaining corner of a large block where the balance of that block has been recently rezoned for urban purposes. The Proposal will clearly form part of the wider Rolleston urban area and housing market. The NPS-UD direction regarding urban environment outcomes are therefore engaged.

Such decisions on urban environments need to be responsive to proposals that meet Policy 8 criteria. “Responsive” does not mean that such proposals must be granted; rather, Policy 8 provides a pathway for proposals to be considered notwithstanding that they are “unanticipated” by RMA documents. The NPS-UD goes on to direct that when considering proposals which meet that Policy 8 criteria, “particular regard” must be had to the development capacity that they provide. Policy 8 therefore ‘opens the door’ for considering proposals seeking to rezone land that is not identified as a greenfield priority area or FDA in the CRPS i.e. proposals that are ‘unanticipated by a RMA planning document’.

³⁰ National Policy Statement on Urban Development 2020, clause 3.22.

³¹ NPS-UD, at 1.4.

As noted above, whilst the Site is not identified in the CRPS as a greenfield priority area nor an FDA, it does meet the criteria for greenfield growth areas in the GCSP which is a FDA document. Under Policy 8, being in an unanticipated location does not preclude rezoning of the Site provided that:

- The Proposal adds significantly to development capacity; and
- It would contribute to a well-functioning urban environment.

Guidance in terms of the application of Policy 8 is found within the NPS-UD itself. Clause 3.8 states that:

(2) Every local authority must have particular regard to the development capacity provided by the plan change if that development capacity:

- (a) would contribute to a well-functioning urban environment; and*
- (b) is well-connected along transport corridors; and*
- (c) meets the criteria set under subclause (3); and*

(3) Every regional council must include criteria in its regional policy statement for determining what plan changes will be treated, for the purpose of implementing Policy 8, as adding significantly to development capacity.

In terms of (3) above, no such criteria have been included in the CRPS and, as such, only the first two matters listed in (2)(a) and (b) are relevant.

Significant development capacity

In order to be considered under Policy 8 a proposal first needs to be capable of delivering “significant development capacity”. The question of what is “significant” has been considered in a number of recent plan change decisions in the Greater Christchurch area. The decision for PC31³² found that the provision of some 800 households passed this test. Plan changes in Selwyn District have likewise found provision of 250 households (PC67) and 330 households (PC72) meet the significance tests. The Proposal provides for some 1,000 houses and therefore is considered to readily meet the threshold for significant capacity. The Economics Report assesses whether this supply boost satisfies the definition of “significant” in Objective 6(c) of the NPS-UD, and concludes that the Proposal does indeed represent a significant increase in development capacity for the purpose of the NPS-UD.

Delivering significant capacity is not however simply a numbers game. The NPS-UD defines “development capacity” as:

- *the capacity of land to be developed for housing or for business use, based on:*
- *the zoning, objectives, policies, rules, and overlays that apply in the relevant proposed and operative RMA planning documents; and*
- *the provision of adequate development infrastructure to support the development of land for housing or business use*

The definition of “development infrastructure” includes water, wastewater and stormwater as well as land transport infrastructure. Therefore, if a proposal cannot be adequately serviced by the necessary infrastructure it cannot be said to contribute to development capacity and therefore cannot rely on the Policy 8 pathway.

The Servicing Report (**Appendix B**) confirms that the Proposal can be serviced for 3-waters infrastructure through plausible, straight forward engineering solutions. Staging of build-out can be readily aligned with the funding and delivery of any associated upgrades. The Transport Report (**Appendix E**) confirms that the Site is able to be serviced by public transport, with no major upgrades needed to roading infrastructure beyond immediate intersections where the land is either existing road reserve or is under the applicant’s control. The Proposal therefore meets the significance test of Policy 8.

Delivery of a ‘well-functioning urban environment’

The second test set out in Policy 8 is whether that additional capacity will “contribute to a well-functioning urban environment”. Such an assessment is informed by the other objectives and policies of the NPS-UD which work as a package. **Policy 1** of the NPS-UD sets out criteria for what constitutes a “well-functioning urban environment” and requires that planning decisions contribute to such environments. It is important to emphasise that the Policy 1 criteria are to be achieved across the wider urban environment as a whole, rather than every part of that environment having to deliver every aspect of the criteria - for example, residential areas are not expected to meet diverse business needs.

³² Ohoka, Waimakariri District

Policy 1 criteria of relevance to this Site include:

- having or enabling a variety of homes that meet the needs of different households;
- supporting, and limiting as much as possible adverse impacts on, the competitive operation of land and development markets;
- having good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport;
- supporting reductions in greenhouse gas emissions; and
- resilience to the likely current and future effects of climate change.

The Economics Report has concluded that master-planned communities like the Proposal not only enhance day-to-day life for residents but also establish a foundation for long-term growth that supports and contributes towards a well-functioning urban environment.

Range of housing typologies

The Proposal will enable a variety of homes to meet the needs of different households and will support the competitive operation of land and development markets. The ODP anticipates that a range of section sizes will be delivered, with larger lots located around the Site perimeter, and medium density typologies located adjacent to higher amenity areas such as the proposed community/ commercial hub and open space areas. The need to deliver a minimum yield of 15 hh/ha as part of the generic District Plan provisions invariably requires subdivision plans to include a range of housing densities and typologies. The Proposal certainly provides more opportunity for housing variety than the alternative of retaining the existing GRZ with its limitation of 1 house/ 20ha.

The Economic Report concludes that the proposed typologies help give effect to Policy 1 of the NPS-UD, which requires high growth areas like Selwyn to not only provide adequate capacity to meet future demand, but to also provide a range of housing choices to meet a wide range of needs and preferences.

Transport modal choice and connectivity

As discussed above, the Proposal ODP has been designed to fully integrate with the adjacent DEV-RO7 ODP to ultimately deliver a single, coherent, piece of new urban fabric. DEV-RO7 is in turn well connected to Dunns Crossing Road and the wider local road network connecting to the east.

The Transport Report identifies the potential to extend existing public transport services from Rolleston to the Site, with the ODP ensuring that the main internal road network is capable of accommodating a future bus service.

Supporting a reduction in greenhouse gas emissions

The correct comparison is not emissions generated from the Site compared with nil growth, but rather emissions compared with those same future households locating in alternative greenfield locations in Greater Christchurch, or the land continuing under its current use as a large pastoral farm.

Relative to other greenfield locations, the Site is well located for encouraging the reduction in emissions due to its proximity to Rolleston as the largest township in the District, its existing public transport services that can be expanded to meet increased customer growth, and multiple modal connectivity to the existing Rolleston urban areas. The Site is within easy cycle distance of both the town centre and key community facilities such as Rolleston High School and the aquatic/ recreation centre. Compared to other locations in the District or the Site's continued use as a pastoral farm, the Proposal would contribute to a reduction in greenhouse gas emissions.

Resilience to the effects of climate change

The site is not exposed to risks associated with sea level rise given its in-land location. Flood risk is low and the 1:200 AEP risks are such that they can be easily managed through bulk earthworks and the design of secondary flow paths as part of standard subdivision practices.

Overall summary regarding the NPS-UD

In summary, the NPS-UD requires councils to be able to clearly demonstrate that they have enabled sufficient short and medium-term capacity to meet housing needs (including a 20% buffer), and to be responsive to significant development capacity opportunities where that will contribute to well-functioning urban environments.

There is no NPS-UD policy barrier to providing more capacity than is needed, provided that the additional capacity is located and designed to contribute to a well-functioning urban environment. Policy 8 likewise provides a pathway that obliges decision-makers to be responsive to proposals for significant capacity in unanticipated locations. The majority of the surrounding block already has an urban zoning, with the Proposal infilling the remaining corner of the block to provide a coherent urban edge to Rolleston. Whilst the Site is not 'anticipated' by planning documents, the Site readily meets the gateway tests under Policy 8. As such, decision-makers must be responsive to the Proposal and must have particular regard to the development capacity and the wider benefits that it will provide.³³

The proposal is considered to meet the relevant Policy 1 criteria for a 'well-functioning urban environment', especially when compared to other alternative greenfield growth options. The ODP integrates the Site into DEV-RO7 to provide a coherent extension to one of the fastest growing urban areas in New Zealand.

The Proposal therefore meets the NPS-UD criteria for delivering a well-functioning urban environment; will deliver significant development capacity; is able to be integrated with the necessary infrastructure to support growth; is accessible for a range of transport modes; and is located in an area with excellent proximity to the existing Rolleston urban area. As such the Proposal better gives effect to the NPS-UD than the Site's existing GRZ zoning.

6.5. Canterbury Regional Policy Statement (CRPS)

In addition to giving effect to NPS, plan changes must also give effect to operative regional policy statements.³⁴ For completeness there is no proposed regional policy statement that the Plan Change would be required to have regard to.

The key chapter of relevance to assessing any urban growth proposals located in the Greater Christchurch area is Chapter 6 of the CRPS³⁵. Chapter 6 was added to the CRPS in late 2013 to specifically address growth and recovery in the Greater Christchurch area. The CRPS has been recently updated through Change 1³⁶ in response to the need to provide additional housing capacity identified through a Housing and Business Capacity Assessment undertaken under the since superseded National Policy Statement on Urban Development Capacity 2016. Change 1 identified several Future Development Areas (FDAs) in the outlying townships in Waimakariri and Selwyn Districts but made no such provision within Christchurch itself.

Prior to the NPS-UD, the CRPS Chapter 6 provided settled direction regarding how urban growth was to be managed. Growth was anticipated within greenfield priority areas (and more recently FDAs) and through the intensification of existing urban areas, and conversely was to be avoided outside of these areas. In terms of CRPS Objectives 6.2.1 and 6.2.2 and Policy 6.3.1 the outcomes sought in the plan change are not consistent with these prescriptive provisions which direct urban growth to specific areas and seek to avoid development outside of the areas shown on Map A of the CRPS.

As set out above, Policy 8 of the NPS-UD provides an opportunity to allow consideration of an 'out of sequence' proposal that meets the significant capacity threshold. As a higher order document, the NPS-UD should be seen as providing an 'opportunity' that would otherwise be precluded by the CRPS. This reflects the Central Government objectives to facilitate greater opportunities for meeting housing and business needs.

Whilst Policy 8 is able to be met by the Proposal, new growth areas still need to align with the other urban growth outcomes sought in the CRPS, as these directions provide a more localised expression of the factors that contribute to a well-functioning urban environment.

³³ National Policy Statement on Urban Development 2020, policy 8, clause 3.9, policy 6(c).

³⁴ S75(3)(c) RMA

³⁵ Noting that no s6 RMA matters are impacted by the proposal and natural hazard risks are able to be mitigated.

³⁶ The Proposed Change was approved by the Minister for the Environment on 28 May 2021 and the changes became operative on 28 July 2021.

In summary, the Proposal aligns with these outcomes by:

- not exacerbating natural hazard risks;³⁷
- not being located in an area with identified high landscape or ecological values;³⁸
- not being located in an area with identified heritage values;³⁹
- retaining values of importance to Tangata Whenua;⁴⁰
- not being located such that it would result in reverse sensitivity effects or otherwise affect the functioning of strategic infrastructure;⁴¹
- encouraging the sustainable and self-sufficient growth of Rolleston;⁴²
- resulting in a yield of at least 15 households/ hectare;⁴³
- being able to be connected to reticulated infrastructure networks for which there is sufficient existing or programmed capacity;⁴⁴
- being located in a manner that results in good urban form and is well-connected and integrated into the wider street and pedestrian/ cycle network;⁴⁵
- being subject to an ODP that shows the requisite matters;⁴⁶ and
- not being located on HPL as defined in the higher order NPS-HPL, noting that the CRPS is yet to be amended so that it gives effect to this recent NPS.⁴⁷

In conclusion, apart from the 'Map A' growth policies, the Proposal gives effect to CRPS directions regarding the locational characteristics necessary to support a change in zone to enable residential activities as part of the sustainable growth of Rolleston township.

6.6. Canterbury Land and Water Regional Plan and Canterbury Air Regional Plan

Under s 75(4)(b) of the RMA, a district plan cannot be inconsistent with a regional plan, which in respect to this application include the Canterbury Land and Water Regional Plan (**LWRP**) and the Canterbury Air Regional Plan (**CARP**). The establishment of urban activities within the Site will either need to meet the permitted activity conditions of these plans or be required to obtain a resource consent.

In broad terms the effects associated with requirements under these regional plans can be considered at the time of detailed development as part of the subdivision process and the necessary consents obtained. There are clear consenting pathways available for the sorts of works that are typically associated with construction and operational phases in Rolleston, as evidenced by the rapid and ongoing greenfield development occurring in this township. It is therefore considered to be readily plausible that urbanisation of the Site will be able to be undertaken in a manner that is not inconsistent with the LWRP and CARP.

³⁷ CRPS Objective 6.2.1(8), Objective 11.2.1, Policy 11.3.1.

³⁸ CRPS Objective 6.2.1(4)(5).

³⁹ CRPS Objective 6.2.3(2).

⁴⁰ CRPS Objective 6.2.3(3), and subject to formal feedback from mana whenua.

⁴¹ CRPS, Objective 6.2.1(10).

⁴² CRPS, Objective 6.2.2(5).

⁴³ CRPS, Policy 6.3.7.

⁴⁴ CRPS, Policy 6.3.5, noting that additional capacity is 'programmed' to be provided as part of this plan change

⁴⁵ CRPS, Objective 6.2.4 and Policy 6.3.2.

⁴⁶ CRPS, Policy 6.3.3.

⁴⁷ CRPS, Objective 15.2.1.

6.7. Objectives and Policies of the Selwyn District Plan

A detailed assessment of the Plan Change against the relevant objectives and policies of the Selwyn District Plan is attached as **Appendix J**.

Plan changes provide the opportunity for a ‘first principles’ reassessment of the most effective and efficient method for achieving the District Plan’s objectives and policies. As such, this assessment focusses on the alignment of the proposal with the Plan’s Strategic Objectives. The District Plan is structured such that all subsequent zone and thematic policy frameworks must give effect to the Strategic Objectives. Alignment with the Strategic Objectives can therefore be taken to also mean that the proposal aligns with the outcomes set out in the subsequent zone and thematic chapters. A separate assessment against the policy framework for the natural hazards, subdivision, transport, and open space chapters is therefore not considered to be necessary.

For completeness, an assessment has nonetheless been undertaken of the proposal against the policy outcomes sought in the MRZ, as this is the zone that is proposed for the site and therefore it is appropriate to ensure that the site characteristics and ODP align with the proposed MRZ outcomes.

The Appendix J assessment demonstrates that the proposal readily aligns with both Strategic Directions and the MRZ Zone policy outcomes.

7. Section 32 - Assessment of Efficiency and Effectiveness of the Plan Change

7.1. Appropriateness of Objectives and Policies of the Selwyn District Plan

Section 32(1)(a) requires examination of the extent to which the objectives of the proposal are the most appropriate way to achieve the purpose of the Act. The proposal does not involve any new objectives and neither does it seek to amend any existing objectives of the District Plan. The existing objectives of the District Plan are deemed to be the most appropriate for achieving the purpose of the RMA, having previously been assessed as such.

In the absence of any new or amended district Plan objectives, the ‘objective’ for s 32 assessment is the purpose of the plan change. The purpose as set out in the introduction to this report is to:

Enable the development of a new residential community with an associated local community / commercial centre, that integrates seamlessly with DEV-RO7 to complete the block and provide a logical urban edge to the southwestern side of Rolleston. The plan change will make a significant contribution to housing capacity and provide for increased competition and choice in residential land markets, whilst managing adverse effects of the change in land use on the surrounding area. Provision for a variety of densities (including medium density and lower density development) within the Plan Change area is considered appropriate to provide housing choice, help address declining housing affordability, and enable persons and the community to provide for their health and wellbeing, while avoiding, remedying or mitigating potential adverse effects.

An assessment of the Plan Change against the purpose of the RMA is included in Section 8 below. An overall assessment of the proposal to rezone the land for RNN purposes is considered to achieve the purpose of the Resource Management Act.

7.2 Appropriateness of the Provisions to Achieve the Objectives

Whilst assessment of the proposal against the outcomes sought in the GRUZ Zone are not therefore necessary, the Proposal does need to be assessed against the Strategic Directions Chapter, along with its consistency with the outcomes sought in the MRZ Zone. Section 32(1)(b) requires examination of whether the proposed plan change provisions are the most appropriate way of achieving the District Plan objectives.

An assessment of the Proposal against the relevant objectives and policies of the District Plan is provided in **Appendix J**. Overall, it is considered that the Proposal is generally consistent with the objectives and policies of the District Plan, particularly those seeking to provide pleasant living environments with high amenity, the management of urban growth primarily through intensification and expansion of existing townships, the mitigation of natural hazard risks, the enablement of modal choice and the safe and efficient function of the transport network, and the provision of an appropriate level of residential amenity.

7.3 Other Reasonably Practicable Options for Achieving the Objectives

In assessing the benefits and costs of the Proposal, two options have been considered:

- 1) Retention of the status quo zoning i.e. a GRUZ Zone; and
- 2) Rezone the site to a MRZ Zone and associated ODP as proposed.

Table 2 provides an assessment of these two options:

Table 2. Assessment of Costs and Benefits, and Efficiency and Effectiveness

Option 1 – Retain the status quo	
Costs	Benefits
<p>Economic costs</p> <ul style="list-style-type: none"> The lack of housing provision in a location that is otherwise well-placed for accommodating a significant number of new households, thereby contributing to a less competitive housing market than would be the case if the site were rezoned. Loss of economic activity that would otherwise be generated by the construction of 1,000 homes and associated infrastructure. <p>Social and cultural costs</p> <ul style="list-style-type: none"> Lost opportunity to facilitate a rational urban edge to Rolleston and a coherent urban form by completing the remainder of the block that is otherwise to be urbanised under DEV-RO7. Lost opportunity to facilitate an improvement to the public transport network and a service extension out to the western side of Rolleston by removing potential customer base that would assist in service viability. Loss of opportunity to provide an extended cycle and walking network. Loss of opportunity to rationalise the six-legged intersection with associated improvements to road function and safety. Pending feedback from mana whenua, no cultural costs are identified with the retention of the status quo. <p>Environmental costs</p>	<p>Economic Benefits</p> <ul style="list-style-type: none"> Limited. The GRUZ zoning and proximity to the DEV-RO7 area would further constrain future use of the Site for intensive rural production activities. Reduced need for infrastructure upgrades in this part of Rolleston. <p>Social, cultural and Environmental benefits</p> <ul style="list-style-type: none"> Retention of rural amenity that may be valued by some members of the community.

<ul style="list-style-type: none"> Continued farming activity would perpetuate higher levels of nutrient discharges associated with such use – and this in turn affects water quality and aquatic ecosystem health. Steps could be taken to improve discharge quality, but these would add further to private costs necessary to sustain the Site in productive use. Continuation of farming also perpetuates methane gas emissions as a key Green House Gas and potential decrease in emissions compared with those same future households locating alternative greenfield locations in Greater Christchurch. Prevents housing being provided in a location that is not categorised as LUC 1-3 soils, thereby forcing growth into other locations noting that the vast majority of land around the Selwyn inner plains townships is LUC 1-3. 	
Effectiveness and efficiency	
Effectiveness	Efficiency
<ul style="list-style-type: none"> The GRUZ Zoning of the Site aligns with the District Plan objectives for maintaining rural character. The GRUZ Zone is ineffective in delivering the well functioning urban environment outcomes directed by the NPS-UD and will not enable people to live in locations proximate to town centres and areas capable of being serviced by public transport. The GRUZ Zone is ineffective in delivering the NPS-UD directions regarding housing capacity, choice, and competitive housing markets. 	<ul style="list-style-type: none"> The existing rural character of the Site can be efficiently maintained through the GRUZ Zoning. The GRUZ Zone is inefficient in that it does not enable people to live in a location that can be efficiently serviced by network infrastructure relative to other possible greenfield growth locations.
Option 2 – Rezone the site as proposed	
Costs	Benefits
Economic Costs	Economic Benefits
<ul style="list-style-type: none"> Public costs associated with the proposal are minimal. Regulatory and compliance costs necessary to authorise future subdivision and development of the Site will be recoverable through contributions at application and monitoring stages. Similarly, any public investment in infrastructure upgrades that support the site's urbanisation can be recouped through development contributions and/or developer agreements as part of the subdivision process. 	<ul style="list-style-type: none"> The economic benefits of the Proposal are anticipated to be significant. Consistent with the NPS-UD, the proposal is also anticipated to deliver wider systemic benefits through increased housing supply and housing choice, thereby enhancing market competition and affordability. The proposed commercial and community centre will provide a modest level of ongoing employment and associated economic benefits.

<ul style="list-style-type: none"> Significant private capital costs will be required to convert the site into a new residential neighbourhood, including infrastructure construction and upgrades, earthworks, and the construction of new homes. <p>Social and cultural costs</p> <ul style="list-style-type: none"> Converting the Site to residential use will change the rural character of the site currently enjoyed by some. Such effects are not quantifiable. As noted in the NPS-UD, they are equally not in of themselves, necessarily adverse – let alone adverse to any degree of significance, especially given that the majority of the site already has a form of urban zoning. <p>Environmental costs</p> <ul style="list-style-type: none"> No other effects have been identified. The Site does not include any identified sites or areas with historic, natural character, landscape, ecology, or other matters of national significance. It does not contain any wetlands or surface waterbodies apart from an artificial water race that can be either retained or closed, pending detailed assessment at time of subdivision. 	<p>Social and cultural benefits</p> <ul style="list-style-type: none"> The ODP requires the Proposal to deliver a wide range of housing types and sizes – the aim being to offer supply to meet diverse housing needs for diverse ‘ages and stages’. Community connectivity and resilience can also be enhanced through transport connectivity from the Site to existing urban areas for both public transport and active modes. <p>Environmental Benefits</p> <ul style="list-style-type: none"> The Proposal will enable the delivery of a coherent urban form and urban edge to the southwestern side of Rolleston. The Proposal will result in a reduction in nitrates and greenhouse gas emissions associated with agriculture.
<p>Effectiveness and efficiency</p>	
<p>Effectiveness</p> <ul style="list-style-type: none"> The Proposal will enable the effective implementation of the relevant District Plan objectives. It will provide for the consolidation of an existing urban-zoned area and will maintain a compact urban form and enhance connectivity and liveability relative to alternative greenfield growth area options in Greater Christchurch. The Proposal will enable the development and use of a new neighbourhood that is well-integrated with associated infrastructure provision. The ODP will ensure that the Site can be developed to effectively deliver on the District Plan’s aims for a variety of housing types It will also make a significant contribution to development capacity within Rolleston as one of the fastest growing towns in New Zealand. 	<p>Efficiency</p> <ul style="list-style-type: none"> The Proposal represents a cost-effective way to implement the District Plan’s objectives, with anticipated benefits considerably outweighing costs. It also makes use of existing District Plan provisions for the MRZ Zone which are themselves optimised to implement the relevant overarching objectives.
<p>Overall Evaluation</p>	
<p>Option 2 is the more appropriate method to achieve the District Plan’s suite of objectives when read as a package. It is anticipated to result in greater benefits than costs, in contrast to Option 1 where retention of the Site as farmland provides little material benefit. Option 2 likewise is much more effective in delivering the urban form and housing choice and capacity outcomes anticipated by the higher order planning framework than Option 1.</p>	

Risk of acting or not acting
<p>Further evaluations must consider the risk of acting or not acting <i>if</i> there are information gaps or uncertainty in the related subject matter.</p> <p>The Proposal has been subject to an appropriate level of investigation befitting a rezoning of this nature, and there are no material gaps in the knowledge base that give rise to any need for a risk assessment.</p>

8. Part 2 RMA and overall Conclusion

The purpose of the Resource Management Act is set out in Section 5 of the Act, being the sustainable management of natural and physical resources. This purpose is subject to Sections 6, 7 and 8 of the Act which set out that matters that are to be taken into consideration in achieving the purpose.

The Site does not generally contain matters subject to s6. It has limited exposure to natural hazard risks (s6(h)), with flood risk able to be readily managed through subdivision earthworks to deliver appropriate finished floor levels and secondary flow paths. Pending feedback from mana whenua, the Proposal at this point has been assessed as not adversely affecting the relationship of Māori with their ancestral lands, water, sites, waahi tapu, and other taonga (s6(e)) or the principles of Te Tiriti o Waitangi (s8).

In terms of section 7, the matter of most relevance to the residential zoning and further development of this site are the efficient use and development of natural and physical resources (s7(b)), the maintenance and enhancement of amenity values (s7(c)), the maintenance and enhancement of the quality of the environment (s7(f)), and the finite characteristics of natural and physical resources (s7(g)).

The site is a finite physical resource in terms of land adjacent to the urban zoned edge of Rolleston that is capable of urban development. The Proposal seeks to utilise this finite resource in a more efficient manner than the operative GRUZ Zone. The quality of environment and amenity values are anticipated to be high, with existing District Plan rules prescribing density standards and associated built form controls to ensure a suitable standard of development and amenity. The ODP ensures the Proposal will be carefully integrated with the adjacent DEV-RO7 area to provide a coherent new neighbourhood in Rolleston.

An overall assessment of the proposal to rezone the land for MRZ outcomes is considered to achieve both the purpose of the plan change and the wider purpose of the Resource Management Act. The proposal provides for the social well-being of residents of Rolleston and the Greater Christchurch area by providing an efficient residential development form to increase residential housing capacity and choice in a location that is immediately adjacent to Rolleston, that is not located on LUC 1-3 soils, is able to be integrated with adjacent development areas, and where there are no technical engineering barriers to the Site being serviced.