

# Sections 104, 104A-D, 106, 108, 220 Resource Management Act 1991



Report pursuant to section 42A of the Resource Management Act 1991 recommending whether or not an application for resource consent should be:

- Granted or declined, and if granted, the conditions of the consent

**Author: Richard Bigsby**

**Position: Resource Management Planner**

**Resource Consent Number: 225715 & 225716**

<b>APPLICANT:</b>	Kevler Development Limited
<b>PROPOSAL:</b>	RC225715 – To undertake a staged subdivision (RC225715) creating 266 fee-simple residential allotments, roads and reserves in Rolleston RC225716 – To undertake earthworks, construct roading/access and establish residential dwellings
<b>LOCATION:</b>	Springston Rolleston Road, Rolleston
<b>LEGAL DESCRIPTION:</b>	Lot 2 DP 61162 being 15.9235ha in area more or less, as contained in Record of Title CB38C/605.
<b>ZONING:</b>	<b>Operative Selwyn District Plan (2016)</b> The property is zoned Inner Plains under the provisions of the Operative District Plan (Rural) Volume
<b>STATUS:</b>	<b>Operative Selwyn District Plan (2016)</b> RC225715 has been assessed as a subdivision consent for a Non-Complying activity under the Operative District Plan. RC225716 has been assessed as a land use consent for a Non-Complying activity under the Operative District Plan.
<b>HEARING DATE</b>	<b>25th-26th of July 2023</b>
<b>RECOMMENDATION</b>	<b>Refuse</b>

## Preamble

1. This report reviews the application for resource consent and addresses the relevant information and issues raised. The recommendation made in this report is not binding on the Council, and it should not be assumed that the Hearings Commissioner will reach the same conclusion, having considered all the evidence brought before the hearing by the applicant and the submitters.

## Report Author

2. My name is Richard Willis Bigsby, and I have been employed by the Selwyn District Council to provide planning evidence with regard to the subject application. I have more than seven years' experience as a planner. I was employed at the Selwyn District Council as an Assistant Planner from December 2015 until February 2017, and then I held the position of Resource Management Planner from February 2017 until November 2020. I worked as a Consultant Planner from November 2020 until March 2022, and then returned to the Selwyn District Council in March 2022 as a Resource Management Planner.
3. I hold the qualifications of Bachelor of Environmental Management and Planning (majoring in water science and technology), and Master of Environmental Policy and Management, both from Lincoln University. I am currently an Associate member of the New Zealand Planning Institute.
4. Whilst this is a Council Hearing, I confirm that I have read the Code of Conduct for Expert Witnesses in the Environment Court Practice Note 2023 and that I have complied with it when preparing this report. My qualifications as an expert are set out above. I confirm that the issues addressed in this report are within my area of expertise and I have relied on the expert advice of others where stated. I have not omitted to consider material facts known to me that might alter or detract from the opinions expressed.
5. The processing of the resource consent application and preparation of this report has been undertaken with specialist advice from:
  - Gabi Wolfer, Urban Design Lead, Selwyn District Council (urban design),
  - Mat Collins of Flow Transportation Consultants (transport),
  - Andrew Mazey, Strategic Transport Lead, Selwyn District Council (transport),
  - Mark Rykers, Manager Open Space and Strategy, Selwyn District Council (reserves), and
  - Ian McCahon of Geotech Consulting (Geotechnical).
6. Their assessments and advice has been relied upon where stated.

## Introduction

7. The applicant proposes to undertake a staged subdivision (RC225715) creating 266<sup>1</sup> fee-simple allotments, roads and reserves in Rolleston, as set out in the revised application plans, and in **Figure 1** below. The subdivision scheme plan is also included as **Appendix A**. The subject site is zoned Inner Plains under the Rural Volume of the Operative Selwyn District Plan ('Operative Plan'). The net area of the proposed allotments will range from 300m<sup>2</sup> to 1927m<sup>2</sup>, and unless stated in the applicant's assessment, the proposed lots will be used for the purpose of residential development. The resultant net average lot size will be 391.2m<sup>2</sup>.
8. The subdivision would be undertaken in 25 Stages, as detailed on the scheme plan. Stage 14 will contain a neighbourhood recreational reserve, whilst Stages 18 & 23 will contain local purpose access reserves, and Stage 20 will contain a local purpose utility reserve. The majority of stages (excluding 1 & 2) include road to vest that would provide legal access to the allotments.
9. The applicant states that balance allotments at any stage are to be left un-serviced and a consent notice is volunteered by the applicant to stipulate that any balance allotment is not serviced. A number of amalgamation conditions are proposed by the applicant in respect of shared accessway allotments, which are to be held in undivided equal shares by the benefitting owners.
10. The applicant states that they intend to build on a large majority or all of the lots, and that this is the reason for the large number of stages proposed. A land use consent (RC225716) is specifically sought to enable more than one dwelling to be built on any balance allotment only, and prior to the completion of an individual subdivision stage, and in addition resulting to the rural density non-compliance. The

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<sup>1</sup> The total number of allotments and proposed lot averages (post s.92 responses) were confirmed by the applicant's surveyor (Mr. Craig Hurford) via email correspondence on the 5<sup>th</sup> of April 2023.

number of dwellings on any balance allotment prior to subdivision of individual lots may vary from 5 to 20.

11. Land use consent is also required to establish residential dwellings (in respect of built-form non-compliances), new roading, vehicle access, and to undertake earthworks that will not comply with the relevant provisions of the Operative Plan (Rural Volume). The earthworks will include approximately 10,000m<sup>3</sup> of cut to fill, and 30,000m<sup>3</sup> of topsoil stripped to stockpile.
12. A consent condition volunteered by the applicant would require that any future dwelling to be constructed in accordance with the Medium Density Residential zone (MRZ) rules, per the notified variation ('Variation 1') to the Proposed District Plan. Some exemplar dwelling designs have been provided by the applicant to demonstrate the potential built-form. However, there is no "design commitment"<sup>2</sup> to these plans. These plans (inclusive of the s.92 responses) are included as **Appendix B**.



Figure 1: Proposed subdivision scheme plan (Source: Applicant)

13. The transportation evidence and assessment provided by the applicant has assessed the proposal against the Township Volume provisions, given the notified variation to the Proposed Plan and the urban environment proposed. However, for the purposes of my assessment in this report, compliance with both the Rural and Township Volumes of the Operative District Plan is considered.
14. A s.92 request was issued by the Council on the 2<sup>nd</sup> of November 2022. The applicant's responses to this request included a number of notable changes made, and matters confirmed or clarified:
  - The primary road intersection with Springston Rolleston Road was amended to align with the intersection of Kate Sheppard Drive and Springston Rolleston Road, and transportation modelling was provided to assess this intersections function without a roundabout. Land would be provided by the applicant to allow a future roundabout to be constructed by the Council, when required.

<sup>2</sup> Being that the applicant's proposal is not restricted to any specific dwelling designs.

- A number of future vehicle crossings may be unable to comply with the minimum separation distances from intersections stated in Appendix E13.2 of the Operative Plan (Township Volume).
- Link/point strips have been removed from the proposal.
- No attached or semi-detached dwelling typologies are proposed, all future dwellings would be standalone typologies.
- The maximum height of a dwelling within the development would be two-stories.
- Each resultant lot (i.e. excluding balance lots) within a completed stage of the subdivision would only contain a single residential dwelling.
- The water race along the Springston Rolleston Road frontage would be filled in to accommodate future vehicle crossings and a shared pathway.
- No subdivision stage will be completed until it is provided with servicing and legal access. A consent notice is volunteered for any resulting temporary balance allotment created to advise if it is not fully serviced.
- An updated cut & fill plan for earthworks was supplied.

## Background

15. There are no relevant prior resource consents relating to the application site.
16. The Selwyn District Council notified the Proposed Selwyn District Plan (Proposed Plan) on the 5<sup>th</sup> of October 2020 and submissions closed on the 11<sup>th</sup> of December 2020. The summary of submissions on the Proposed Plan was notified on 19<sup>th</sup> of April 2021 and the further submission consultation closed on 7<sup>th</sup> of May 2021. Due to errors in some of the summarised submission points, Council called for further submissions on the errata submission points and consultation was held between 31<sup>st</sup> of May 2021 and 14<sup>th</sup> of June 2021.
17. The applicant (reference DPR-0492) made a submission (point #001) on the Proposed District Plan as originally notified, requesting that the subject site be re-zoned to 'General Residential', together with any such other neighbouring land as may be appropriate. Notably, another submitter (reference DPR-0266) also made a submission (point #004) on the Proposed District Plan as originally notified requesting that the site be re-zoned for residential purposes.
18. The Council notified a variation ('Variation 1') to the Proposed District Plan on the 7<sup>th</sup> of November 2022 to incorporate changes, including the Medium Density Residential Standards (MDRS) required by the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021, in addition to amendments from various private plan change requests. The further submission period closed Friday 18<sup>th</sup> November 2022. As notified, Variation 1 would re-zone the subject to site to Medium Density Residential (MRZ). As this is re-zoning land that is currently rural under the Operative District Plan to create a new residential zone in the notified Intensification Planning Instrument (IPI), the MDRS does not have legal effect<sup>3</sup>.
19. The Rolleston re-zoning hearings took place on Monday 30<sup>th</sup> of January 2023, Tuesday 31<sup>st</sup> of January 2023, and Thursday 2<sup>nd</sup> of February. The Hearings Panel are yet to release any decisions, and the proposed re-zoning of the site has no certainty at the time this report was prepared.
20. In regard to the application background, the proposal has been previously reviewed and assessed by the following specialists:
  - Gabi Wolfer – Council Urban Design Lead
  - Andrew Mazey – Strategic Transport Lead

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<sup>3</sup> Per s77M(4)(b) of the Resource Management Act (1991).



- Mat Collins – Consulting Transportation Engineer
- Ian McCahon - Geotech Consulting Ltd.

21. A pre-application meeting was initially held between the applicant and some Council staff on the 6<sup>th</sup> of April 2022 to discuss the development concept, and included discussions regarding the status of Council's notified variation ('Variation 1') to the Proposed District Plan. A meeting was held between Council and the applicant on the 7<sup>th</sup> of March 2023 to discuss the matters raised in the s.92 request.

## Description of the Existing Environment

22. The application site is legally described as Lot 2 DP 61162 being 15.9235ha in area more or less, as contained in Record of Title CB38C/605. The site address is described as Springston Rolleston Road, and in the absence of any dwelling or principal building, no street number has been allocated to the property.
23. Springston Rolleston Road is a formed and sealed arterial classification road with a posted speed limit of 60km/hr in the local vicinity of the site. The road has a rural formation on the western side of the road with no kerb and there is an open water race (de-commissioned) along the site boundary (refer **Figure 2** below). The opposite (eastern) side of the road provides kerb and a shared pedestrian/cycle path on the opposite side of a water race. The site has existing farm gate access. There are some point/link strips separating the site from the roads constructed to the northern site boundary.



Figure 2: View towards the site across the intersection of Springston Rolleston Road & Kate Sheppard Drive (Source: Site visit)

24. Kate Sheppard Drive is a local road with a T-intersection on Springston Rolleston Road opposite the application site and provides access to the 'Acland Park' Housing Accord and Special Housing Area (HASHA) subdivision. The intersection formation includes seal widening. Hungerford Drive (subject to a point/link strip) joins the application site from the Faringdon residential subdivision at the north of the site and has a legal width of 22m, with a formed width of approximately 9.0m and a 2.5m wide path on the eastern side of the road.
25. Adamite Drive (subject to a point/link strip) also joins the application site to Shillingford Boulevard, north of the site. Adamite Drive has a legal width of 16m, with a formed width of 9.0m and a 1.5m width path on the eastern side of the road. Shillingford Boulevard and Ed Hillary Drive are east-west collector

(CRETS<sup>4</sup>) roads located to the north of the site within the Faringdon and Acland Park subdivisions. There are other local roading connections that extend to the boundary of the property (435 Springston Rolleston Road) that adjoins the application site to the south and west.

26. The site contains some gorse and scrub hedging along the boundary of Springston Rolleston Road. Other internal boundaries are lined by some mature tree planting. The property is internally divided with post and wire fencing suitable for pastoral/grazing use, whilst the boundaries shared with the residentially zoned land have 1.8m tall timber paling fences. There are no notable natural features, and it is understood that there are no physical service connections utilised at the boundary of the site. The topography of the site gently slopes from north-west to south-east, with an elevation difference of approximately 2.2m.
27. The directly adjoining environment contains a combination of rural and residential uses (refer **Figure 3** below). The land to the north and east of the site is either zoned for residential use and is developed or is subject to resource consents with established residential development. The land directly adjoining to the south and west of the site is zoned for rural uses, containing an existing residential dwelling along with fenced pastoral land. The land further to the south of the site is subject to approved resource consents for residential development, and also includes a designation (ME31) for a future school. The wider environment includes the Rolleston Town Centre to the north of the site and rural zoned land located on the southern side of Selwyn Road.
28. I visited the site on Monday, the 17<sup>th</sup> of October 2022.

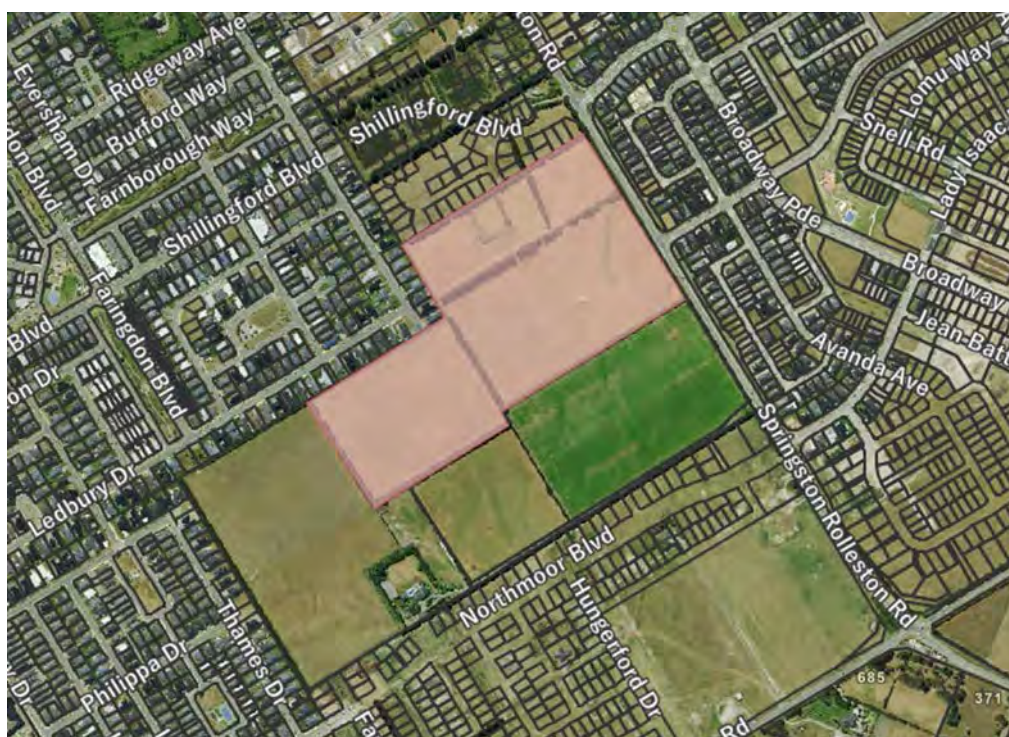


Figure 3: Location of the application site and immediate surrounds (Source: Canterbury Maps)

## Operative Selwyn District Plan (2016)

29. The Operative Selwyn District Plan ('the Operative District Plan') was made operative on 03 May 2016. Under the Operative District Plan (Rural Volume) the application site is zoned 'Inner Plains'.

### Subdivision

30. Subdivision is a controlled activity in the Inner Plains zone where the following relevant criteria are met:

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<sup>4</sup> Christchurch Rolleston and Environs Transportation Study (2007)

RULE	TOPIC	COMPLIANCE
10.1.1.1	Natural Hazards	Complies
10.1.1.2	Outstanding Landscapes	Complies
10.1.1.3	Special Features	Complies
10.1.1.4	Intensive Farming	Complies
10.1.1.5	Legal Access	Complies
10.1.1.6	Access Standard	<b>Does not comply</b>
10.1.1.7	Corner Splays	Complies
10.1.1.8	Utilities	Complies
10.1.1.9	Transmission Lines	N/A
10.1.1.10	Esplanade Reserves	N/A
10.1.1.11	Lakes & Rivers	N/A
10.1.1.12	Allotment Size	<b>Does not comply</b>
10.1.1.13	Existing Mechanisms	N/A
10.1.1.14	Porters Ski Area	N/A

Table 1 – Operative District Plan compliance, subdivision rules

31. Rule 10.1.1.6 requires that any road, right of way, or other vehicle accessway is designed and formed to comply with Rules 4.4 and 4.5 for permitted activities. The roads will not comply with Rule 4.4.1.2 due to the maximum legal and formed widths, intersection spacing proposed, and the accessways will not comply with Rule 4.5.1.2 due to a lack of turning area within the formed accesses, and additionally the vehicle crossings will not comply with the relevant rural design and formation standards set out in Appendix E10.2 of the Operative Plan (Rural Volume). Under Rule 10.7.1, any activity which does not comply with Rule 10.1.1.6 shall be a discretionary activity.
32. Rule 10.1.1.12 requires that any allotment created complies with the minimum allotment areas set out in Table C10.1. In accordance with Table C10.1, the minimum required allotment size in the Inner Plains zone is 4ha. The proposed allotments range from 300m<sup>2</sup> to 1927m<sup>2</sup>, and all are below the minimum area required. The proposal does not comply with the relevant requirements under Rule 10.11.1 to be considered a restricted discretionary activity. Under Rule 10.11.3, any subdivision of land which does not comply with Rule 10.11.1 shall be a non-complying activity, unless it complies with Rule 10.12. The proposal does not comply with Rule 10.12.
33. Overall, the subdivision proposal is therefore a Non-Complying activity under the Operative District Plan.

## Land Use

34. Undertaking earthworks, constructing roading & vehicle accesses, and establishing residential dwellings are permitted activities in the Inner Plains zone where the following relevant criteria are met:

RULE	TOPIC	COMPLIANCE
1.7	Earthworks and Setbacks, Volume and Site Rehabilitation	<b>Does not comply</b>
3.10	Buildings and Residential Density	<b>Does not comply</b>



<b>3.11</b>	Buildings and Site Coverage	<b>Does not comply</b>
<b>3.12</b>	Buildings and Building Height	<b>Does not comply</b>
<b>3.13</b>	Buildings and Building Position	<b>Does not comply</b>
<b>4.4</b>	Road and Engineering Standards	<b>Does not comply</b>
<b>4.5</b>	Vehicle Accessways and Vehicle Crossings	<b>Does not comply</b>

*Table 2 – Operative District Plan compliance, land use rules*

### *Earthworks*

35. Rule 1.7.1 states that earthworks which meet the applicable conditions shall be a permitted activity. Rule 1.7.1.2 requires that earthworks do not exceed a maximum volume of 5000m<sup>3</sup> per project. The proposed earthworks will exceed the permitted volume, and are of approximately 40,000m<sup>3</sup>. Any earthworks which do not comply with Rule 1.7.1.2 shall be a discretionary activity.

### *Buildings*

36. Rule 3.10.1 specifies the permitted activity criteria for erecting a dwelling. Under Rule 3.10.1.1, the minimum land area required to erect any dwelling shall comply with the minimum land area per dwelling shown in Table C3.1 and shall be held in one separately saleable allotment. In accordance with Table C3.1, the minimum land area to erect a single dwelling is 4ha. As the site only has sufficient land area for up to three dwellings, the permitted residential density will be exceeded. The proposal does not meet any of the criteria under Rule 3.10.2 or 3.10.3. Therefore, under Rule 3.10.8 the proposal is a non-complying activity.
37. Under Rule 3.11.1.1, the maximum area of any allotment covered by buildings shall be 35% or 500m<sup>2</sup>, whichever is the lessor for allotments less than 1ha in area. The MRZ provisions proposed by the applicant would exceed a 35% threshold. Under Rule 3.11.2, any building which does not comply with Rule 3.11.1 shall be a discretionary activity.
38. Under Rule 3.12.1.1 (a), the maximum height of any building designed or used for human occupation shall be 8m. The proposal seeks consent to construct dwellings in accordance with the MRZ provisions in the notified variation to the Proposed Plan, although the applicant has confirmed that dwellings will not exceed two stories. Depending on the designs (which are not known at this time), a two-storey building may still exceed the 8m permitted height for the rural zone. Under Rule 3.12.2, any building or part of any building which does not comply with Rule 3.12.1 shall be a discretionary activity.
39. Rule 3.13.1.1 specifies that any building shall comply with the relevant setbacks from boundaries identified in Table C3.2. For allotments less than 1ha in area, the plan required a 3m internal setback and a 10m road setback for an accessory building, and a 3m internal setback and a 10m (other) or 20m (arterial) road boundary setback for a dwelling or principal building. The proposal seeks consent to construct buildings in accordance with the MRZ provisions in the notified variation to the Proposed Plan. The MRZ provisions are more enabling than the Operative District Plan (Rural Volume) and consequently, the applicable setbacks would be infringed. Under Rule 3.13.4, any building or part of any building other than a garage or accessory building, which does not comply with Rule 3.13.1.1 shall be a discretionary activity.
40. Rule 3.13.1.3 requires that any building is positioned so that it complies, at the property boundaries, with the relevant recession plane angles contained in Appendix 16. As discussed, the proposal seeks consent to construct buildings in accordance with the MRZ provisions in the notified variation to the Proposed Plan. The MRZ provisions are more enabling than the Operative District Plan (Rural Volume) and consequently, the required recession plane angles would be infringed. Under Rule 3.13.7, any building which does not comply with Rule 3.13.1.3 shall be a discretionary activity.

### *Transportation*

41. Rule 4.4.1.2 requires that any road is formed to the relevant standards set out in Appendix E10.3. The roads will not comply with Rule 4.4.1.2 due to the maximum legal and formed widths, and the intersection



spacing proposed. Under Rule 4.4.2, any activity which does not comply with Rule 4.4.1 shall be a discretionary activity.

42. Rule 4.5.1.2 requires that any vehicle accessway & crossing is formed to the relevant design and formation standards set out in Appendix E10.2. The proposed accessways will not provide a turning area within the access. Appendix E10.2.4 limits access to one residential vehicle crossing per road frontage, which the proposal would exceed. Additionally, Appendix E10.2.4 requires crossings to be formed in accordance with Diagram E10.C1 if the vehicle crossing is to provide access to a dwelling and is to a local road, and Diagram E10.C2 if the vehicle crossing is to provide access to a dwelling and is to an arterial road. The applicant has indicated that future crossings would be constructed in accordance with the requirements of Appendix 13 of the Townships Volume, and therefore future vehicle crossings will not technically comply with the rural standards.
43. Rule 4.5.1.3 requires that any vehicle accessway is required to comply with the relevant separation standards set out in Appendix E10.2. Some crossings and accessways will not comply with the minimum required separation distances. Under Rule 4.5.4, any activity which does not comply with Rules 4.5.1.2 & 4.5.1.3 shall be a discretionary activity.
44. Rule 4.5.1.6 requires that access to an arterial road is only obtained where there is no legal access available from a lower classification road, that vehicle accessways or crossings comply with the performance criteria given in Appendix E10.2.2, 10.2.3 and E10.2.4, and that provision is made for on-site manoeuvring so that a reverse manoeuvre onto an Arterial Road is not required.
45. The applicant states that crossings are to be formed in accordance with the requirements contained in Appendix 13 of the Operative District Plan (Townships Volume) and consequently, the crossings will not achieve the formation/splays required by Appendix E10.2.2, 10.2.3 and E10.2.4. The applicant's concept dwelling design illustrates it is possible that on-site manoeuvring will be achieved, in order to avoid a reverse manoeuvre onto an arterial classification road. Under Rule 4.5.2, any activity which does not comply with Rule 4.5.1.6 shall be a restricted discretionary activity.
46. Overall, the land use proposal is therefore a Non-Complying activity under the Operative District Plan.

## **Proposed Selwyn District Plan (Notified 05 October 2020)**

47. Under the Proposed Selwyn District Plan ('the Proposed District Plan') the site is zoned General Rural and in the notified variation the site is zoned Medium Density Residential. The site is also subject to the Plains Flood Management Overlay, Liquefaction Damage Unlikely Overlay, EIB Management Overlay: EIB Canterbury Plains Area, Urban Growth Overlay and Inner Plains/ Te Urumanuka ki Ana-ri rural density overlay.
48. In addition, the site subject to the Rolleston 14 Development Area (DEV-RO14) outline development plan (ODP) and corresponding text in the notified variation to the proposed plan.
49. No decisions have yet been made on the Proposed Plan.
50. There are no rules with immediate legal effect that apply to this proposal.

## **Resource Management (Enabling House Supply and Other Matters) Amendment Act 2021**

51. A variation (Variation 1) to the Proposed District Plan was notified on 20 August 2022 in response to the Resource Management (Enabling House Supply and Other Matters) Amendment Act 2021, which requires the Council to adopt Medium Density Residential Standards (MDRS) in Rolleston, Lincoln and Prebbleton.
52. This variation introduced the Medium Density Residential Zone in the Proposed District Plan which allows up to three residential units, each up to three storeys high (11 metres) to be built on a site within the Medium Density Residential Zone without a resource consent. The objective, policies and rules of the Medium Density Residential Zone have immediate legal effect from the date of notification (20 August 2022).
53. The application site is located within a proposed Medium Density Residential Zone (MRZ), which does not have legal effect (NILE).

## National Environmental Standards

### National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health

54. The applicant has provided a Detailed Site Investigation (DSI) that was prepared by Wiley Geotechnical Ltd (WGL) in June of 2022, following the completion of a Preliminary Site Investigation (PSI) that was also prepared by WGL in August 2021. The PSI concluded that the DSI was necessary, as a HAIL activity was determined to have occurred on the site. The risk area was adjacent to the existing garage on the property where tyres were stored. The investigation stated that this was a HAIL activity (G4 – Scrap yards, including automotive dismantling, wrecking or scrap metal yards) and determined that potential contaminants in the soil resulting from this activity may pose a risk to human health.
55. As part of the DSI, soil sampling was completed within the identified area in accordance with the relevant MFE guidelines and was sent to Hill laboratories for analysis. The results indicated that contaminants were not present at concentrations that could pose an unacceptable risk to human health, as a result of the development of the site for residential uses.
56. A Suitably Qualified and Experienced Practitioner (SQEP) from the Contaminated Land Team at Environment Canterbury Regional Council (ECan) reviewed the PSI (Wiley, 2021) and the DSI (Wiley, 2022) which noted that three HAIL activities were identified: one instance of fertiliser application, a tyre storage area, and a pile of green waste. The SQEP agrees that the tyre storage area was the only potential HAIL activity of concern. This area was investigated, and soil sampling confirmed that contaminant concentrations were below expected background values. The DSI concluded that this should be a controlled activity; however, this is not consistent with Regulation 5(9) of the NESCS.
57. A separate PSI was commissioned by the Council and undertaken by Pattle Delamare Partners Ltd (PDP) in July 2022 as part of the notified variation to the Proposed Plan considering a future residential use scenario. This PSI confirmed that no potential HAIL activities exist on the site and the former tyre storage has not resulted in soil contamination which poses a risk to human health.
58. Therefore, I consider that the NES for Assessing and Managing Contaminants in Soil to Protect Human Health does not apply.
59. Information on the LLUR will be updated to reflect this outcome. Specifically, the HAIL activity proposed by Wiley Geotechnical for tyre storage will be added to the LLUR and a site category of 'verified non-HAIL' will be assigned.

## Notification

60. A decision regarding notification pursuant to sections 95A-E has been undertaken separately by a Council staff member with delegated authority. This decision is available to any party on request. In summary, it was determined that the application be publicly notified.
61. Notice was served on the properties contained in the table below, which are also illustrated in **Figure 4** below.

NAME
435 Springston Rolleston Road – Lot 1 & Lot 2 DP 82966
3-19 Ledbury Drive
69-81 & 86 Hungerford Drive
3-15 Gemstone Place
5 & 8 Adamite Drive

156-158 & 162-164 Shillingford Boulevard

489 Springston Rolleston Road

14-38 Billy T Lane

1 & 2 Kate Sheppard Drive

8-14 Wigmore Crescent



Figure 4: Properties highlighted that were served notice of the application. (Source: Canterbury Maps)

62. Notice of the application was served on the above parties on Wednesday 3<sup>rd</sup> of May 2023 and the submission period closed on the 31<sup>st</sup> of May 2023.

## Submissions

63. A total of five submissions were received, inclusive of a late submission from ECan which was received on the 1<sup>st</sup> of June 2023<sup>5</sup>. Full copies of all submissions are included in **Appendix C**.
64. A brief summary of the submissions in support, the neutral submission, and the submissions in opposition is provided below. It is noted that full copies of the submissions have been provided to the Commissioner.

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<sup>5</sup> The Commissioner issued a minute on the 19<sup>th</sup> of June 2023 advising that the late submission from ECan will be accepted.



### *In Support*

65. The Council received one submission in support from Fire & Emergency New Zealand (FENZ). The reasons for their submissions included:

- The servicing report supplied with the application advised that firefighting water supply would be reticulated, unrestricted, and would be subject to the New Zealand Fire Service Firefighting Water Supplies Code of Practice SNZ PAS 4509:2008 (SNZ PAS 4509:2008) with a minimum of 12.5l/s and a residual pressure of 100kPa. However, without modelling undertaken for the reticulated supply, there is a risk that the capacity and pressure may be insufficient at the time of development to comply with SNZ PAS 4509:2008.
- All new water mains will have hydrants spaced to satisfy SNZ PAS 4509:2008.
- The proposed road connections and internal roads will be suitable for fire and emergency appliances.
- FENZ seek that the shared accesses are developed to provide a carriageway width of at least 4m to accommodate a fire appliance.
- FENZ seek that evidence is supplied to Council prior to construction commencing to confirm sufficient pressure and capacity with SNZ PAS 4509:2008.

### *Neutral*

66. The Council received two neutral submissions regarding the application, with one from ECan, and one<sup>6</sup> from the Ministry of Education (MoE). The reasons for their neutral submissions included:

- The application seeks to subdivide and use land that has been identified as a Future Development Area (FDA) on Map A of Chapter 6 of the Canterbury Regional Policy Statement (CRPS).
- The subject site and proposed lots are generally in accordance with the Outline Development Plan included in Variation 1 of the Proposed District Plan at DEV-RO14.
- The proposal gives effect to the National Policy Statement on Urban Development (NPS-UD) objectives, including Objectives 1-3 & 6.
- The provisions of the National Policy Statement for Highly Productive Land (NPS-HPL) do not apply to the proposal.
- The site is not located in a soil erosion risk area as shown in the Land and Water Regional Plan (LWRP), nor in a community drinking water protection area, nor is adjacent to a Statutory Acknowledgement Area or within a drains and watercourses area as per the Flood Protection and Drainage Bylaw 2019.
- The Detailed Site Investigation submitted with the application, indicates that it is highly unlikely that there will be a risk to human health from chemical contamination resulting from the development proposed.
- The Transportation Assessment has not given full consideration to construction phase traffic associated with the proposal, particularly heavy vehicle movements and the effect on nearby schools.
- The Transportation Assessment has not provided sufficient assessment of the effects associated with the increase in total and peak traffic generation once the full development is completed. No specific regard was given to the effects of an increase in traffic on Lemonwood Grove School and Rolleston College.

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<sup>6</sup> It is noted that the Ministry of Education do not specifically state whether they are in support or opposition to the proposal. It is assumed from the decision sought by the submitter seeking a number of consent conditions, that the submitter is neutral, and at least not explicitly opposed, to the proposed development.

- A Traffic Management Plan should be required, detailing effects and mitigation of heavy vehicle movements, including the limitation of heavy vehicle traffic on specified routes within particular times of the day.
- Additional information regarding development staging/timing and housing typologies should be provided to inform plans for services required by future residents.
- Adverse construction phase effects (dust, noise, vibration & heavy vehicle movements) associated with the scale of the development and volume of proposed earthworks. Such effects may be likely required over the duration of the construction period, with the potential to adversely affect Rangatahi and Kaiako at Lemonwood Grove School and Rolleston College.
- A Construction Management Plan and an Erosion and Sediment Control Plan should be provided to Council.

### *In Opposition*

67. The Council received two submissions in opposition to the proposed development. Their reasons for opposition can be summarised into the following categories:

#### *Transportation*

- Increased traffic volumes on surrounding streets, as there are no alternative ways to get to the other side of Faringdon to access schools.
- Increased on-street congestion caused by narrow street widths and on-street parking.
- Adverse effects on safety for pedestrians and cyclists using the adjacent roads and footpaths.

#### *Character & amenity*

- Adverse effects on the character of Rolleston, as proposed allotments are very small and only small allotments are proposed.

#### *Ecology*

- Adverse effects associated with the loss of mature vegetation providing habitat for bird species.

#### *Education/schooling*

- Concerns regarding increases to existing school rolls, and with lack of planned capacity for future primary schools.

#### *Economic/Retail Effects*

- Concerns regarding an existing lack of access to groceries, which would be exacerbated by an increase in population.

## **Matters to be Considered**

68. Section 104(1) of the Resource Management Act 1991 sets out the matters which must be considered by Selwyn District Council in considering an application for resource consent. In this case the relevant matters are:

- Any actual and potential effects of allowing the activity (s104(1)(a));
- The Canterbury Regional Policy Statement (s104(1)(b)); and
- National Policy Statement for Urban Development.
- National Policy Statement for Highly Productive Land
- National Environmental Standard for Contaminated Soils

- Any Plan or Proposed Plan (s104(1)(b))
- The permitted baseline (section 104(2))

69. All matters listed in s104(1) are subject to Part 2 of the Act which contains its purposes and principles.

70. In addition, the following section(s) apply to the consideration of this consent.

### **Section 104B – Determination of applications for discretionary or non-complying activities**

71. After consideration of an application for a discretionary or non-complying activity, a consent authority may grant or refuse the application and if granted, may impose conditions under section 108.

### **Section 104D – Particular restrictions for non-complying activities**

72. In addition to section 104B, in respect to non-complying activities, the consent authority must only grant consent if the adverse effects of the activity on the environment will be minor or the application is for an activity that will not be contrary to the objectives and policies of the District Plan.

### **Section 106 – Consent authority may refuse subdivision consent in certain circumstances**

73. Section 106 allows a consent authority to refuse an application for subdivision consent, or grant an application for subdivision consent with conditions, if it considers that there is a significant risk from natural hazards or sufficient provision has not been made for legal or physical access. This section applies regardless of the status of the activity under the District Plan.

## **Assessment of Environmental Effects (s 104(1)(a))**

### **‘Environment’ and ‘Amenity Values’**

74. The ‘environment’ is defined in the Act as follows:

*“environment includes –*

- (a) ecosystems and their constituent parts, including people and communities; and*
- (b) all natural and physical resources; and*
- (c) amenity values; and*
- (d) the social, economic, aesthetic and cultural conditions which affect the matters stated in paragraphs (a) to (c) or which are affected by those matters.”*

75. ‘Amenity values’ is defined in the act as follows:

*“amenity values means those natural or physical qualities and characteristics of an area that contribute to people’s appreciation of its pleasantness, aesthetic coherence, and cultural and recreational attributes”.*

76. ‘Effect’ is defined in Section 3 of the Act as follows:

*Unless the context otherwise requires, the term **effect** includes—*

- (a) any positive or adverse effect; and*
- (b) any temporary or permanent effect; and*
- (c) any past, present, or future effect; and*
- (d) any cumulative effect which arises over time or in combination with other effects—*  
*regardless of the scale, intensity, duration, or frequency of the effect, and also includes—*
- (e) any potential effect of high probability; and*
- (f) any potential effect of low probability which has a high potential impact.*



77. It is accepted that the “future environment” forms part of the “environment” that can be considered. This includes the environment as it might be modified by activities permitted by a District Plan (where provisions have immediate effect or are operative), lawfully established activities (via existing use rights or resource consent), in addition to the environment as it might be modified by the implementation of resource consents which have been granted at the time this application was considered, where it is reasonably likely that those resource consents will be implemented.
78. A pragmatic and context specific approach may also be adopted in considering the environment. In this context, I consider that while the Operative Rural Inner Plains zone applies to the application site, the site is effectively part of a zoning anomaly within a ‘pocket’ that is entirely surrounded by an urban environment of an appreciable scale. This urban environment includes land that is zoned Living Z under the Operative District Plan (Townships Volume).
79. This urban environment also includes rural zoned land that is subject to various resource consents approved under the Housing Accords and Special Housing Areas Act 2013, and the COVID-19 Recovery (Fast-track Consenting) Act 2020, which enables urban/residential development in accordance with the Living Z low-density and medium density provisions contained in the Townships Volume of the Operative Plan. Therefore, the majority of the surrounding environment includes land zoned Living Z under the Operative Plan, or rurally zoned land that is subject to approved resource consents to undertake residential development in accordance with Living Z provisions.
80. I also acknowledge that the site is located within the boundary of the Rolleston Structure Plan (2009) and is within the Rolleston Projected Infrastructure Boundary. The site is identified as Future Development Area (FDA) within Map A in the CRPS and was initially within an Urban Growth Overlay (UGO) when the Proposed Plan was notified. I therefore consider it is appropriate that the site may be viewed as part of the future urban environment.
81. I don’t consider that the “future environment” includes development that would be permitted within the MRZ, as the District Plan Review Hearings panel is not bound by scope in all respects (i.e. subdivision standards), and the proposed zoning notified in ‘Variation 1’ (being a new residential zone) is not a certainty, as no decisions have been released at this point in time. Notably, a number of subdivision provisions for the MRZ are subject to submissions, and parts of the subdivision standards could change.

### *Permitted Baseline*

82. Section 104(2) of the RMA directs that the decision maker may disregard an adverse effect on the environment of an activity if a rule in the District Plan permits an activity with that effect, a concept known as the permitted baseline. The application of the permitted baseline is discretionary and case law has established that the permitted baseline test relates to the effects of non-fanciful hypothetical activities which could be carried out as of right under the District Plan, as well as any existing lawfully established activity on the site or any activity for which resource consent has been granted.

#### Permitted Baseline - Operative District Plan

83. The site is zoned Inner plains in the Operative District Plan (Rural Volume) and provides for the establishment of up to three residential dwellings as of right (one dwelling per 4 ha) on the underlying allotment. It is noted that although this baseline exists, the scale of the proposal is far greater than what is anticipated by the Operative Plan.

### **Relevant Assessment Matters**

84. The activity status of this proposal is non-complying and the Council’s discretion is not limited, and therefore all adverse effects must be considered. Having regard to the planning framework, I consider the adverse effects of the proposal broadly relate to the following matters, which are addressed in turn below:
- Character and amenity & Urban design;
  - Transportation;
  - Ecology;
  - Education;

- Economic/retail effects;
- Construction effects;
- Reverse sensitivity;
- Servicing & Subdivision; and
- Natural hazards.

### *Character & amenity*

85. The character and amenity of the development as a whole will be influenced by different elements of the proposal, including the urban form, spaciousness, allotment distribution and density, allotment layout and orientation, connectivity, building design, and building variety.
86. The surrounding environment is characterised by predominantly residential activities and development in accordance with the Living Z provisions (inclusive of Living Z medium density development), in addition to the rural property adjoining to the south and west. For the reasons discussed prior, I consider that it is pragmatic to assess the effects of the proposal in the context of an urban environment, rather than as rural, where it would be clearly incoherent. It is however reiterated that in my view the consideration of the environment should not include development that would be permitted by the proposed MRZ zoning under Variation 1. As this is an entirely new residential zone, the provisions do not have any legal effect and are subject to decisions on the Proposed Plan.
87. In considering this urban environment, the potential character and amenity effects of the proposal are intrinsically linked to urban design and placemaking. The applicant has not provided an urban design assessment of the proposal, although they have provided a brief assessment against the MDRS standards and the Operative District Plan (Rural & Townships Volumes). In response to urban design matters raised by the Council, the applicant has referred back to the permitted MDRS provisions and the new objectives and policies contained within the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021 (EHS). It is their view that the proposal will deliver an integrated subdivision and design package that is aligned with the density outcomes sought by Variation 1 and directed by the EHS Act.

### *Urban design*

88. Gabi Wolfer, the Council's Urban Design Lead, has provided an urban design assessment of the proposal on the behalf of the Council. A copy of Ms Wolfer's evidence is attached as **Appendix D**. Ms Wolfer was asked to assess the proposed development in context of the Living Z medium density provisions, as this framework is the closest comparable point of reference for development to the proposal that is contained in the Operative District Plan, and this zone (and corresponding built form) also makes up a large proportion of the receiving environment through the existing zonings and implemented consents.
89. Ms Wolfer was requested to consider any relevant matters from the submissions, and to assess urban design related matters including, the proposed density and lot distribution, the character and amenity values of the receiving environment and future residents, site layout, section design and potential outcomes, proposed built form and visual variety and the 'no built design' commitment, comparison to comprehensive development, the suitability the proposed fencing conditions.
90. The following is a summary of the key findings of Ms Wolfer's assessment, identified by the relevant headings from her evidence.

### *Context*

- *I consider that a residential land use in principle is coherent with the receiving residential environment.*
- *A mixed-density residential land use of similar scale, variation, and density to adjoining neighbourhoods would visually be perceived as an extension to the existing residential subdivisions of adjoining Faringdon and Silverstone. Given however the proposal's increase in density, the distribution and delivery of this density, the development and design approach of*

*the site, I consider that there may be amenity and character conflicts with surrounding residential sites.*

#### *Urban form*

- I consider that developing the proposed site to a residential density will be in keeping with the Greater Christchurch's settlement pattern and achieve a consolidated expansion of the existing urban areas within Rolleston Township.*

#### *Accessibility & connectivity*

- In my opinion the proposal provides an adequate level of accessibility to public services on Springston Rolleston Road and beyond. I believe an adequate level of connectivity with community services and adjacent neighbourhoods is provided.*

#### *Characteristics*

- I consider that the proposal will alter the site to be of a more urbanised character than the sub-urban residential one immediate to the North, due to overall higher density reflected in smaller lot sizes and relative increase in built form overall.*

#### *Amenity features*

- I consider in that the proposal's linear roading grid is able to retain some views to the Southern Alps, which would also be available from first-floor level of buildings. The proposed reserve could include vertical elements in the way of incorporating established trees to contrast the flat topography of the site. The use of vernacular/local materials within the architecture and public space could assist to reinforce a sense of place.*
- I consider that there is a low level of effects from the proposal in terms of existing features.*

#### *Residential interface*

- I consider that there will be possible adverse visual and amenity cross-boundary effects; the degree to which this will affect the outlook and privacy for existing sites depending on the final built form, which at this point is unknown.*

#### *Spaciousness*

- I conclude that the site assessed within this context does not meet the intent of Policy B3.4.3 and that the proposal lacks in spaciousness which will have moderate to high effects on the amenity and character of the receiving environment.*

#### *Density & lot distribution*

- Reviewing the proposal, I consider that the blanket approach of applying Medium Density over the entire site as per proposed development is not in accordance with objective B3.4.4 of the plan.*



## Site layout

- *I consider that the proposal's single typology provision does not meet the principle of 'providing for a diversity of living environments and housing types to reflect different lifestyle choices and needs of the community by providing a single typology and consider that this does not meet the intent of Policy B3.4.3.*
- *I conclude that there are moderate cumulative amenity effects from the development approach of same site configuration in combination with a single housing typology. I acknowledge that these effects could be partially mitigated by developing different housing designs, however the level of variation that can be achieved cannot be assessed without a commitment to building plans that form part of the application.*

## Typology, variation & scale

- *I consider that having only one typology across a large site fails to create a 'neighbourhood' with housing choice. The lack of which will negatively affect the character and amenity of this area by not enabling a natural mix of different demographic and socio-economic groups.*
- *I conclude that the proposal does not provide sufficient residential housing types to provide adequate choice resulting in attracting different demographics and socio-economic groups, as provided in surrounding neighbourhoods.*
- *Overall, I consider that double-storey building heights will be complementary to the receiving environment. However, scale is not solely defined by height and the effects from a double storey vs. a three-storey unit would have to consider all design aspects; both heights can achieve good outcomes on the proposed site if the placement and design considerations are adhered to.*

## Building design

- *I consider that the assessment of the amenity of a site is co-dependent on the built form and landscaping provisions within each site and within public space.*
- *I consider that the proposed building typology and unknown degree of variation is inconsistent with the outcomes that could be achieved under the Living Z small-lot framework as developed in the surrounding neighbourhoods.*
- *In assessing the proposal, I consider there could be moderate adverse effects on the site itself as well at the public/private interface negatively affecting the use of the site for future residents. Some of these effects relate to the placement of garaging and or accessory buildings in front of building facades or the creation of allotments with garages dominating the front façade.*

## Small-lot vs. comprehensive

- *I consider that the cumulative effects from this proposal, in particular effects from small site sizes, the regularity of how these sites are aligned and the lack of variation in typology warrant a comprehensive approach for assessment.*

#### *No built design commitment*

- *I consider that overall, the proposal is not in keeping with the design variety provided within existing medium density housing and what is anticipated as part of the policy and objective framework.*
- *I consider that in the context of sites that are below 400m<sup>2</sup> building commitment and comprehensive building/architectural plans are required to adequately assess the effects of the proposal.*

#### *Fencing*

- *I consider that no fencing or a low fencing style of up to 1m in accordance with the District Plan provisions could compliment the character of the site including providing visual relief along this boundary, while allowing for an active and safe public/private interface and.*
- *I consider that in the context of a greenfield subdivision the proposal can achieve appropriate outcomes by applying the Living Z framework, but outcomes ultimately are dependent on the built form responding to the relevant site.*
- *(Regarding the applicant's volunteered fencing condition) I consider that either landowners are not obtaining consent or that they are unable to comply with the certification conditions, hence consider them as an unproven tool to achieve good outcomes. I consider conditions could be ineffective in the context of the no-built commitment proposal and achieving the desired outcomes.*

91. For completeness, Ms Wolfer has also assessed the proposal against the MRZ framework contained in the notified variation to the Proposed District Plan. Ms Wolfer identified that whilst the exemplar designs submitted as part of the proposal were compliant with the MRZ framework, there is still uncertainty regarding as to how compliance will be achieved for each of the 266 lots. Additionally, Ms Wolfer recognises that the objectives and policies relevant to this proposed zone seek to enable a variety of housing types with a mix of densities within the zone, including 3-storey housing types and high-quality outcomes. It was also considered that the issues identified in her assessment regarding lack of density distribution, lack of variety in density and housing typologies and the lack of strategic placement and offset of increase form with open space would remain under the proposed MRZ framework.

#### *Summary*

92. In conclusion, Ms Wolfer considers that based on the lack of variation in density, the amount of uncertainty in the proposed dwelling designs and the constraints posed by the allotments less than 400m<sup>2</sup> and their placement and design on site, that the proposal has potentially significant effects on the amenity and character of the receiving environment and therefore she is unable to support the application.
93. I accept Ms Wolfer's assessment and comments on the submissions. Therefore, I consider that the potential adverse effects of the character and amenity of the environment will be more than minor.

## Transportation

94. Stantec have prepared transportation evidence on the behalf of the applicant in relation to their re-zoning submission for the Proposed District Plan. In response to requests for further information relating to this application, Stantec have also provided a Transport RFI Response (dated 21<sup>st</sup> March 2023). In summary, Stantec have assessed the transportation related effects of the proposed development, and concluded:
- That the site is appropriate for residential zoning given it is surrounded by residentially developed land that will enable it to be well-connected to surrounding neighbourhoods for walking and cycling, particularly to Acland Park and Faringdon where there are local amenities.
  - That local road standards will be appropriate to be adopted through the site, and detailed design is encouraged to achieve a slow-speed environment for resident safety and amenity.
  - That a new sign controlled cross-road intersection (with Kate Sheppard Drive) on Springston Rolleston Road is appropriate and will operate efficiently with good levels of service, and minimal queuing.
  - That the provision of splays for a roundabout are considered to be protecting the long-term ability for Council to consider a roundabout, rather than addressing currently foreseeable need for a roundabout.
  - That based on the traffic modelling carried out (using the Selwyn District Council's Rolleston Simulation Model, assessment year of 2033), the traffic that would be generated by a 200-lot residential subdivision on the site will be spread across the transport network and will have a negligible effect on the operation of key intersections nearby.
  - That the shared path on Springston Rolleston Road should have clear visibility to motorists manoeuvring on allotments.
95. Mat Colins & Vanessa Wong of Flow Transportation Consultants have reviewed the applicant's transportation evidence on the behalf of the Council. A copy of Ms Wong's initial review of the applicant's evidence is attached as **Appendix E**, and a copy of Mr Colins transportation evidence is attached as **Appendix F**.

## Selwyn Road Corridor

96. Mr Colins has assessed the applicant's transportation evidence and modelling, which considered the potential future traffic effects (in 2033) on the surrounding road network based on 200 dwellings developed on the subject site. Mr Colins notes that the applicant's proposal seeks 266 dwellings, whereas only 200 dwellings were assessed in the applicant's modelling. Mr Colins considers that the modelling results reported are suitably conservative, and that further modelling is not necessary to understand the potential long-term effects of the proposal.
97. Mr Colins identified that the applicant's model used in their assessment assumes that:
- The intersection of Springston Rolleston Road/Selwyn Road is upgraded to a roundabout;
  - The intersection of Springston Rolleston Road/Ed Hillary Drive/Shillingford Boulevard is upgraded to a roundabout;
  - And the intersection of Lincoln Rolleston Road/Selwyn Road is upgraded to 'seagull priority' controlled.
98. Mr Colins notes that the applicant's transport evidence does not assess the potential effects of the proposal on the existing arrangement of those intersections but assumes that the Council's programmed intersection upgrades are completed. However, the applicant does not propose to stage or defer development on the site until these upgrades are completed. Notably, the Springston Rolleston Road/Selwyn Road intersection is programmed within the Council's Long Term Plan (LTP) to have a 'safety upgrade' under National Land Transport Programme (Waka Kotahi/NZTA) between 2024-2027, while the Lincoln Rolleston Road/Selwyn Road is programmed in the LTP to have a 'safety upgrade' between 2028-2029.



99. Andrew Mazey, the Council's Strategic Transport Lead, has clarified that the Council will not know until mid-2024 if the Springston Rolleston Road/Selwyn Road intersection will be (provisionally only for large projects) approved, along with the rest of the shared 2024-27 subsidised transport programme. Whilst Waka Kotahi and Council see this upgrade as a relatively high priority to improve road safety, there is a risk that due to funding priorities or other issues, Waka Kotahi could change their stance, or the Council could through the draft LTP process. Mr Mazey anticipates that at present, it is planned for 2025/26 for the draft LTP.
100. Mr Colins has considered the Council's prior safety concerns with the operation of the Selwyn Road corridor, in particular for the Springston Rolleston Road/Selwyn Road intersection. He has undertaken a review of Waka Kotahi/NZTA crash data, which identified a number of crashes in the vicinity of the site. There were multiple injury crashes at the Lincoln Rolleston Road/Selwyn Road and Springston Rolleston Road/Selwyn Road intersections, including a fatal injury crash at the intersection of Springston Rolleston Road/Selwyn Road.
101. Mr Colins has highlighted concerns that the applicant is proposing to develop the site without consideration of the potential safety effects that could be generated on the Selwyn Road corridor prior to the identified upgrades assumed in the applicant's modelling. The applicant's further information response from Stantec states that the development of the site at the scale proposed would not happen immediately, enabling the Council to further plan for any possible change in timing of infrastructure, which they considered (the scale) would be insignificant compared to the wider range of growth development that has occurred or is occurring in Rolleston.
102. The applicant has indicated that they intend to develop the allotments, and simultaneously build on the majority, if not all, of the proposed allotments. The applicant has not provided any indicative staging timeline that would enable with greater confidence to understand the number of dwellings that may be established prior to the upgrading of the identified intersections. Mr Collins considers that, based on his understanding of the existing safety issues on the Selwyn Road corridor, the traffic generated by the proposal may have:
- a) Potentially significant safety effects at Selwyn Road/Springston Rolleston Road intersection prior to Council's programmed upgrade in 2024/2027, and
  - b) Potentially minor safety effects at the Selwyn Road/Lincoln Rolleston Road intersection prior to Council's programmed upgrade in 2028/2029.
103. Within the application context, I consider that 'potentially significant safety effects' includes any potential effect of low probability which has a high potential impact. I also clarify that I interpret a significant safety effect to be a more than minor effect.
104. Based on the potentially significant safety effects, Mr Colins recommends that no development occurs within the site until the programmed upgrades of the above intersections are completed. For clarity, Mr Colins acknowledges that undertaking these upgrades are not the complete responsibility of the applicant. There may be funding arrangements that could involve the applicant to accelerate the upgrades, or alternatively the applicant could delay development. However, Mr Colins considers such arrangements are beyond the present scope of matters he is required to consider.

#### *Primary Road Intersection*

105. Mr Colins has assessed the new sign controlled cross-road intersection (with Kate Sheppard Drive) on Springston Rolleston Road, and considers that the alignment would enhance safety, improve connectivity to the transport network, reduce travel distances, and facilitate the Lemonwood Drive/Kate Sheppard corridor's role as a walking, cycling, and future public transport route. Additionally, the proposed scheme plan is considered to provide sufficient vested land to enable a future roundabout to be established, although only a priority controlled intersection is considered necessary to support the proposal.

#### *Cycle Network*

106. The applicant has confirmed the establishment of a shared use pathway along the Springston Rolleston Road frontage of the site. Mr Colins supports this shared path and considers that the proposal would establish a suitable cycle network within and adjacent to the site. The Council has identified that on-site manoeuvring is required in an urban context to avoid vehicles reversing on to an arterial classification

road, which in this case would apply to those lots with frontage to Springston Rolleston Road that would cross the proposed share use path. The applicant has supplied a concept plan which illustrates on-site manoeuvring could be accommodated for a 'typical' dwelling with an attached single garage facing the street. I recognise that this would likely limit the dwelling/garage design options available to those sites to accommodate required on-site manoeuvring.

### *Intersection setbacks*

107. Both the applicant and Mr Colins have identified that a number of future allotments would be unable to establish future vehicle crossings that provide an intersection setback (typically T-intersections) in coherence with the requirements for an urban environment. The applicant has discussed the crossing locations based on a prior scheme plan within their initial further information response and Mr Colins has assessed this matter. He concludes that this is consistent with surrounding urban subdivisions, and that future crossings can be managed through the vehicle crossing approval process.

### *Submissions*

108. Mr Colins has reviewed and considered the submission points relating to transportation matters, with a table and commentary included in his evidence. By way of brief summary:
- The shared accessways proposed comply with the equivalent standards for urban development contained in Appendix 13 of the Operative Plan (Townships Volume). It is recommended that the applicant consider the carriageway width identified in the submission point, however the proposal would comply with the equivalent standard for residential development.
  - The applicant does not need to give specific consideration to transport related effects on the schools identified in the submission after the construction phase. Mr Colins doesn't support the prohibition of use of Springston Rolleston Road or Broadlands Drive. However, prohibition on the use of Lemonwood Drive during school travel hours is supported. Specified conditions of consent can appropriately mitigate construction phase effects.
  - Increased volumes of traffic are addressed by the transport evidence, with the exception of the Selwyn Road corridor effects discussed prior.
  - The road formations proposed by the applicant are generally consistent with the Council's ECOP and meet the equivalent minimum width requirements for an urban environment.

### *Summary*

109. In conclusion, Mr Colins considers that if the proposal is granted there will be potentially significant safety effects at the Springston Rolleston Road/Selwyn Road intersection prior to Council's programmed upgrade in 2024/2027, and potentially minor safety effects at the Lincoln Rolleston Road/Selwyn Road intersection prior to Council's programmed upgrade in 2028/2029. Therefore, Mr Colins recommends that no development occurs within the site until the programmed upgrades of the above intersections are completed.
110. I accept Mr Colins assessment and comments on the submissions, and I note that further information from the applicant regarding staging/timing of the proposed subdivision is required to fully understand the potential adverse traffic effects associated with the proposal. I consider that the proposal would have potentially more than minor safety effects.

### *Ecology*

111. The proposal would modify the application site from its pastoral use with divided stock fencing and some mature tree planting, to an urban environment featuring significantly higher building and hardstand coverage, with more formal garden landscaping. The applicant has confirmed in their further information response<sup>7</sup> that no mature tree planting or shelterbelts are to be retained as part of the site development. One of the submissions identified a perceived loss of habitat for birdlife that would result from the clearance of mature tree planting or shelterbelts.

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<sup>7</sup> Dated 10<sup>th</sup> of February 2023.

112. The applicant has stated that all proposed development would comply with the relevant MRZ standards and rule requirements, except where modified by their volunteered conditions. I acknowledge that MRZ-REQ10 (Landscape Area) requires the following:
1. *A residential unit at ground floor level must have a landscaped area:*
    - a. *of a minimum of 20% of a developed site with grass or plants and can include the canopy of trees regardless of the ground treatment below them; which*
    - b. *may located on any part of the development site and does not need to be associated with each residential unit.*
  2. *Except as provided for in MRZ-REQ10.1, the area between the road boundary and the principal building, excluding those parts used for either vehicle or pedestrian access, shall be:*
    - a. *landscaped with a mix of lawn, garden beds, or shrubs; and*
    - b. *provided with one specimen tree for every 10m of frontage that is:*
      - i. *a minimum of of 1.8m high at time of plating; and*
      - ii. *capable of achieving a height at maturity of 8m.*
113. Therefore, future development would need to provide a minimum degree of landscape coverage, which is inclusive of tree planting. I recognise that the site is part of a larger 'pocket' of rural land that is surrounded by urban development, and although habitat is likely to change, this is generally accepted as a part of urban growth, for which this area is identified for. Therefore, the effects on potential habitat are considered acceptable.

### *Education*

114. The establishment of 266 residential dwellings may result in some increased demand for local schools, although the demand has not been measured. One of the opposing submissions identified concerns relating to existing school rolls, and a perceived lack of capacity to provide for future primary schools. The Ministry of Education (MoE) clearly outline their role in their submission on this application. This role includes assessment of *"population changes, school roll fluctuations and other trends and challenges impacting on education provision at all levels of the education network to identify changing needs within the network so the Ministry can respond effectively"*.
115. The Ministry's submission confirms that the application site is located within the enrolment scheme zone of both Lemonwood Grove School and Rolleston College. Their submission also concludes that as the site is within Map A within the CRPS, *"the development of this area has been factored into "medium-long-term" plans for education facilities in this area meaning capacity concerns have been factored into the Ministry's medium and long-term projections"*. Whilst I acknowledge the concerns raised by the submitter, I consider that the development of the site will have an acceptable effect on the Ministry of Education and the state schools that they provide.

### *Economic/retail effects*

116. The establishment of 266 residential dwellings may result in some increased demand for local services and retail goods. The extent has not been quantified. One of the submissions raised concerns regarding retail access to grocery goods specifically, and identified a perceived lack of goods stocked in local supermarkets, drawing a connection to the population growth observed in Rolleston.
117. I've not assessed the economic or retailed related effects. However, I recognise that the wider 'environment' within which this application is assessed includes a 'Pak' n Save' supermarket that obtained a replacement resource consent on the 29<sup>th</sup> September 2022 (refer RC216016 to establish at 157 Levi Road, Rolleston. The assessment of retail distribution and economic effects from the officer's report identified that district retail demand is forecast to grow rapidly, and I consider that this consent is reasonably likely to be given effect to. The implementation of this resource consent may in-turn potentially address some of the submitter's concerns.

### *Construction effects*

#### *Earthworks*

118. The applicant proposes bulk earthworks for road stripping, and for areas of fill using materials from the subject site, as identified on the cut/fill plan. No use of imported fill is proposed, and existing levels will be maintained along external boundaries of the site. The earthworks will include approximately 10,000m<sup>3</sup> of cut to fill, and 30,000m<sup>3</sup> of topsoil stripped to stockpile. This will exceed the permitted 5000m<sup>3</sup> maximum volume per project, which is intended to manage potential adverse effects associated with dust nuisance, erosion, sedimentation and amenity effects.
119. The applicant has submitted an Earthworks Management Plan (EMP) with their application from Survus Consultants, which addresses earthworks effects generally and includes a map entitled 'Erosion Sediment Control Plan', illustrating the location of proposed controls. Construction phase stormwater would be retained and managed on the site. The EMP states that temporary soak pits will be installed at nominal points, which will be protected by appropriate cloth/filter fabric to ensure that silts or sediments are prevented from entering water. The soak pits are located at natural low points within the site.
120. Dust will be controlled by applying water to working areas to maintain sufficient moisture in surface soils, by managing plant and equipment movements and stabilising surfaces over dry areas of the site, and by undertaking the works in a staged manner to reduce the overall working area. Erosion and sediment will be controlled through the use of silt fences around the perimeter of the site where required. Vehicles accessing the site will pass via a rock apron pad to reduce soil from vehicles being tracked onto the carriageway of each road.
121. One of the submitters has requested that before a decision is made, that a Construction Management Plan and Erosion and Sediment Control plan is submitted to Council. It is unclear from the submission point if the submitter has not reviewed the EMP and servicing report submitted with the application, or if they perceive that the applicant's mitigation measures within these documents are inadequate. The 'Erosion Sediment Control Plan' map includes a range of supporting notes, including that all sediment and erosion control features shall be in accordance with Environment Canterbury's Erosion and Sediment Control Guidelines 2007 (ESCG).
122. I consider that these or equivalent guidelines (from ECan's ESC toolbox) may be included in consent conditions, and that adverse effects associated with dust nuisance, erosion, and sedimentation could be adequately mitigated. The applicant is aware of the relevant rules under the Land & Water Regional Plan and will seek resource consents from ECan where required.

#### *Amenity*

123. In regard to construction amenity effects, the applicant states that construction noise will be short term and 'typical' of a confined earthworks operation. Their mitigation measures include defined hours of operation, ensuring that noise emissions from plant and machinery does not exceed 90dBA (L<sub>max</sub>) at the nearest site boundary, and compliance with NZS 6803:1999 Acoustics - Construction noise. I consider that construction noise effects can be adequately managed by conditions. In regard to visual amenity, the identified soil stockpile areas are limited to parts of the site which are substantially separated from the urban environment and are unlikely to be perceived as prominent. In addition, the works would ultimately be limited in duration, avoiding any long-term visual amenity effects from earthworks.

#### *Reverse sensitivity*

124. Reverse sensitivity effects may occur when a new activity establishes and complains about the effects of a lawfully established and existing activity in the surrounding environment. In this context and having regard to the proposed lot sizes, the creation of residential allotments may create the potential for reverse sensitivity effects, as the future owners/occupiers of some of the proposed lots would directly adjoin a property with rural uses. Therefore, the future owners/occupiers of these sites may be sensitive to those permitted or existing rural land uses in the adjacent environment.
125. The property directly adjoining the application site on the western and southern boundaries (435 Springston Rolleston Road) collectively exceeds 20ha and is zoned Rural Inner Plains under the Operative Plan. The owners/occupiers of the site were served notice of this application and no submissions were received regarding the proposal. The applicant states that they have talked to the owners and that the property is used for a combination of cropping and rearing livestock.
126. The owners are permitted to undertake a broad variety of permitted rural land uses which may generate a range of potential effects that owners/occupiers of adjoining residential properties could consider to be



a nuisance, including dust, odour and noise. I note that that the Council has no record of past complaints relating to production activities on this property. As the property owner has not submitted, there is no clarification on their future activities or how they perceive that they may or may not be affected by the proposal.

127. I consider that the applicant establishing a 1.8m tall paling fence along the common boundary (with the exception of where roads are proposed) of this site may help reduce the potential for reverse sensitivity effects. Similar fencing requirements in addition to earth bunds have been accepted as suitable mitigation for other urban areas directly adjoining the rural environment, as occurred for ODP Area 1 of Lincoln and the adjoining dairy farm located to the south. Further mechanisms such as no-complaints covenants could be utilised. However, they can have some disadvantages, including administration costs, and ultimately don't avoid any actual effect on the residential property.
128. Given that this rural block of land is already adjoined on two sides by either existing or proposed residential development, it is not considered that the addition of another group of adjoining residential properties over and above those which already exist is likely to increase the effects of reverse sensitivity to an unacceptable level.

### *Servicing & subdivision*

#### *Access*

129. All proposed allotments can achieve legal access to a formed and sealed road that will be vested in Council or is existing. The initial connection to the development will be created by a new intersection on Springston Rolleston Road, opposite Kate Sheppard Drive. Sufficient corner splays are provided and will enable a future roundabout to be constructed. The primary road will extend from this intersection across to the western boundary of the site. The second and third proposed roading connections will be from Hungerford Drive and Adamite Drive, respectively. A local roading network would maintain access to all other sites. Both Adamite Drive and Hungerford Drive are subject to point/link strips.
130. The point/link strips are owned by the Council and future access over the point/link strip will be subject to a point strip agreement. The applicant would need to pay the determined sum in order to transfer or dedicate each of the strips as legal road. The subdivision stages are not able to be completed in any order, as some stages will be reliant on prior stages to achieve legal access. The applicant has confirmed that the staging order will be undertaken in a manner that maintains legal road access to any completed stage.
131. Springston Rolleston Road is a formed and sealed arterial classification road with a posted speed limit of 60km/hr in the vicinity of the site. The road frontage would be upgraded to an urban standard, including kerb/channel, in-fill of the decommissioned water race, streetlights, and the provision of a shared pathway of at least 2.5m width. This standard is reflected in the applicant's servicing report. A Council Development Engineer (Helen Pullar) has reviewed the proposed development. The concerns that they identified related to the standard of road frontage upgrades, footpath widths, point/link strip access and the Springston Rolleston Road intersection design, and the concerns are able to be mitigated by conditions of consent.
132. Multiple shared accessways are proposed for rear allotments. Each shared access parcel will be held in undivided equal shares by the benefitting owners. The necessary amalgamation conditions are shown on the proposed scheme plan and have been confirmed (reference #1848225) as practicable by Land Information New Zealand (LINZ). No shared accessway would serve more than six allotments. Having regard to the potential for further intensification being limited by the applicant's volunteered consent notice, I consider that the shared accesses are suitable and provision of a road would not be necessary.
133. Given the development context, I consider that any potential conditions relating to accessway and vehicle crossing standards should reflect the urban requirements contained in the Operative District Plan (Townships Volume), with the exception of those non-compliances already raised in both the application, further information supplied, and peer-reviews. On that basis, the access to individual sites would be generally coherent with the expectations for urban development.

#### *Water*

134. The servicing report provided with the application states that there is an existing 450mm dia uPVC main laid along the Springston Rolleston Road frontage. The report states that prior discussions with Council have indicated that this is available to connect to. There are also existing water mains on the roads adjoining to the north that could be connected to.
135. If subdivision is granted, a series of new mains and sub-mains would be established within the road reserve throughout the development, and confirmed via engineering approval. Each proposed residential allotment would be provided with a separate metered connection to the net area of the lot. The Development Engineer has reviewed the water servicing and considered that it is acceptable.
136. In regard to fire-fighting, All reticulated supply would be unrestricted, and as such would be subject to the provisions of FW2 from SNZ PAS 4509:2008. All new water mains will have hydrants at appropriately spaced distances. Detailed designs will be submitted to Council at engineering approval stage and conditions of consent could address the pressure and capacity concerns raised in the submission.
137. No servicing connections are proposed to the balance allotments, resulting in a technical non-compliance. However, the applicant has recognised that this is a departure from a typical residential allotment and has volunteered a consent notice mechanism to record of the absence of services.

#### *Solid waste disposal*

138. Solid waste disposal, recycling and greenwaste collection services are available in the Rolleston Township.

#### *Wastewater*

139. The servicing report states that there is an existing 450mm dia uPVC main in Springston Rolleston Road, which is the only available wastewater connection point at present. The depth of the existing main would not be sufficient to service the entire development. Therefore, the applicant proposes that a wastewater pump/lift station (refer Lot 3000) be installed to allow the site to rely on a single connection to the Springston Rolleston Road. The Development Engineer has reviewed this arrangement and considers it is acceptable.
140. Designs and plans for the wastewater pump station would need to meet the Engineering Code of Practice (ECOP) and would need to be submitted as part of engineering approval. With the provision of a pump station, gravity reticulation can service the balance of the site. Each proposed allotment would be provided with a separate 100mm uPVC lateral to the reticulated wastewater network, or alternative options can be used for shared accesses with easements in gross for Council.
141. No servicing connections are proposed to the balance allotments, resulting in a technical non-compliance. However, the applicant has recognised that this is a departure from a typical residential allotment and has volunteered a consent notice mechanism to record of the absence of services.

#### *Utility cables*

142. All proposed telecommunications and power reticulations established as part of the subdivision proposal will be laid underground.

#### *Telecommunications & power*

143. With regard to telecommunications, the site is located within an Enable supply area and the net area of each proposed lot would be provided with a connection to the network.
144. In respect of power, the applicant clarified that power to the development will be supplied from a kiosk in Adamite Drive, and not from overhead high voltage lines on Springston Rolleston Road. The net area of each proposed lot would be provided with a separate connection to the distribution network. During engineering approval, the detailed design for the network would be submitted to Orion for their approval.
145. A utility allotment may be required for an Orion service kiosk. As these allotments are not generally suitable for any alternative purpose due to their limited size, if granted, it is recommended that a standard consent notice would be placed on the record of title to issue for any utility allotment, advising that the allotment is to be used for the purposes of containing a utility only.

#### *Street lighting*

146. All proposed roads will be provided with standard street lighting. If subdivision is granted, a detailed design would be undertaken for the development and submitted to Council as part of the engineering approval.

#### *Stormwater*

147. The site is not connected to a reticulated stormwater network and stormwater infrastructure would be required as part of the development. The infrastructure would control primary run-off to ensure that there is no surface flooding or ponding, and control secondary run-off to ensure that surface water does not cause nuisance or damage to property. This would need to be designed to meet the recently revised engineering code of practice (ECOP).
148. For individual lots, the runoff from impermeable surfaces would be collected and disposed of to ground in accordance with the building code. All other run-off will flow to the road corridor and be intercepted by swales or kerb/channel, incorporating primary for removal of sediment and debris. This water will then be conveyed to rock-filled soak pits via underground pipes for disposal. All of the infrastructure would be subject to engineering approval. The Development Engineer has reviewed the proposed stormwater management and considers it is acceptable.
149. The applicant has identified that they would require a construction phase stormwater discharge consent and operational discharge consent from ECan, which is consistent with the submission received from ECan. These resource consents would be sought consequent to this application (should it be granted).

#### *Roads, Reserves and Walkways/Cycleways*

150. The proposed road hierarchy is somewhat acknowledged in the application and servicing report submitted with the proposal and determines the function and priority of each proposed road, including the extension of the road from the Springston Rolleston Road intersection as a primary road.
151. The reserve will be positioned to benefit from natural surveillance from the adjoining road and adjacent properties. The Council's Manager of Open Space and Strategy, Mark Rykers, had the following comments:
152. *"The recreation reserve is well located close to higher density lots and is of sufficient size to meet requirements. There are reserves nearby that will also service this site – in the Silverstone subdivision to the north and the connection at the western end of the development provides access to the reserve in Faringdon. The two access reserves provide connection to existing access links to enable good overall connectivity".*
153. I accept and adopt the assessment of Mr Rykers.
154. No cul-de-sacs are proposed. Two local purpose access reserves are proposed that will provide a through connection for pedestrians and cyclists to another road. The reserves also have straight alignment, acceptable width and would be subject to reserve fencing requirements, to avoid creating unsafe or undesirable situations for future users.

#### *Residential allotments*

155. For urban subdivisions, the creation of rear allotments is only anticipated to occur where it is necessary to reach awkward parts of a site and there is no practical alternative to develop the site, and that accesses serving four or more allotments should be considered in respect of establishing an 'open street' environment. In addition, the number of rear allotments in greenfield developments should generally not exceed 20%. The proposed access arrangement is coherent with what is expected in an urban context.

#### *Utilities and facilities*

156. If the subdivision was granted, roads and utilities would be vested in Council as part of the proposed subdivision and would comply with the Council's Engineering Code of Practice, or otherwise be agreed to by the Development Engineers as part of the engineering approval. This would ensure that roads and utilities would operate at a satisfactory standard aligned with the Council's expectations for delivery of services.
157. The reserves to be vested in Council providing assets such as playgrounds, park benches and recreational equipment would also be subject to engineering approval. This would ensure that the

features used would meet the Council's performance standards and also expectations for ongoing or required maintenance.

### *Easements*

158. Any required easements would be created and granted or reserved.

### *Water race*

159. The applicant has indicated in their further information response<sup>8</sup> that filling in the water race along Springston Rolleston Road is their preferred option. The Development Engineer has clarified that while the water race is not currently utilised and would need to be modified to accommodate the road frontage upgrades, the water race is not officially closed. Therefore, until the water race is officially closed, the applicant would need to maintain the water race function with appropriately sized RCRRJ Z piping and precast concrete headwalls as required. Alternatively, the applicant could apply to formally close the water race, although the Development Engineers have advised that this closure process can take a matter of months.

### *Development typologies and timing*

160. In regard to the development staging & timing, the applicant states that they want to retain the flexibility to undertake stages in any order. No specific development timeline has been identified, although the applicant confirmed in their initial RFI response letter that staging will be completed in a manner ensuring full services and legal access. One of the submissions identified that additional information should be provided to confirm staging & timing and that housing typologies should be provided to inform plans for services required by future residents. Whilst the timing of the completion of individual stages is uncertain, the applicant may be able to elaborate in further detail when they anticipate the individual stages and full extent of the development would be realised.
161. In regard to servicing, the applicant has clarified that they would only establish standalone housing typologies, that only one residential dwelling would be established on each allotment proposed, and the dwelling typologies would not exceed two-storeys in height. Therefore, the servicing demands for the 266 allotments proposed are accurately understood and, in my view, are appropriately assessed.

### *Natural hazards & s106 considerations*

162. The application site is located in Rolleston, which is an area identified as being of low geotechnical risk. However, for larger subdivisions within Rolleston, ie those exceeding 15 lots, a geotechnical investigation is required, given the scale of development and size of investment.
163. A geotechnical assessment of the site was undertaken by the applicant to support their submission on the Proposed District Plan to re-zone the site for residential uses. The geotechnical assessment was prepared by Helen Kellett, Engineering Geologist, of Wiley Geotechnical Limited. This assessment was peer reviewed by Ian McCahon of Geotech Consulting Limited on behalf of Council. The peer review by Ian McCahon, named 'Proposed Subdivision RC225715, Kevler Development Ltd, Springston Rolleston Road, Rolleston, Geotechnical Report Peer Review, dated 25<sup>th</sup> of October 2022, concluded the following:
164. *'The soil profile identified is consistent with that on other blocks of land adjacent to or close to this site. We agree that there is minimal to no liquefaction potential at the site. We agree with the conclusion that the site is equivalent TC1 Technical Land classification.'*
165. *'The extent of work reported complies with the intent of the MBIE Subdivision Guidance for a site subject to subdivision, in our opinion, given the consistency of the ground conditions identified. The report is sufficient for subdivision consent. Site specific shallow testing are recommended on each house site at building consent stage, once subdivision earthworks are complete.'*
166. I accept geotechnical assessment provided by the applicant, and the conclusion of the peer review.
167. With regards to the potential for inundation, the application site is not located within one of the flood area overlays of the Operative District Plan. However, the Council holds flood modelling data, which has been

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<sup>8</sup> Dated 10<sup>th</sup> of February 2023.



undertaken as part of the District Plan Review work, which predicts the extent and depth of flooding that could happen during a one-in-200-year and a one-in 500-year flood event. The Lidar derived information identifies areas of potential flooding and water depths based on the average height of the surveyed land area. This information should be considered under s106 of the Act and was also assessed as part of the geotechnical assessment. This report stated that:

168. *The Selwyn's Flooding and Coastal Hazards maps website shows the majority of the site to have either no flood hazard or a flood depth of <0.2 m in a 200 year flood event. The south eastern side of the site and a small portion of the north western side of the site have a flood hazard of between 0.2 to 0.5 m depth, with a few locations on the south eastern side of the site having a flood hazard of between 0.5 to 1 m depth.*
169. The proposed bulk earthworks (approx. 40,000m<sup>3</sup>) will change existing ground levels, and the roading network will be designed to assist in managing stormwater disposal in the design event. The applicant has supplied a cut/fill plan confirming the planned levels. This will reduce dispersal or displacement of water to adjacent properties.
170. All proposed allotments will have suitable legal access established, provided the staging is undertaken in a sequence that maintains legal access at all times.

### **Positive Effects**

171. The proposal will provide for housing within an area of Rolleston that is anticipated by the Rolleston Structure Plan (2009) and the CRPS to provide future residential growth. The proposal will achieve the minimum density (10hh/ha) anticipated by CRPS for Greenfield areas within Selwyn. The proposed lots will have acceptable access to existing amenities and facilities in the surrounding area. I agree with the applicant that the proposal is likely to support delivery of affordable housing and competition.

### **Summary – Assessment of Environmental Effects**

172. Overall, I consider that the environmental effects of this proposal will be more than minor with regards to effects on character and amenity and transportation.

## **District Plan Objectives and Policies (s 104(1)(b))**

173. The applicant has provided two assessments of the objectives and policies contained within the Operative District Plan. The assessment from Survus Consultants addresses some objectives and policies from the Operative District Plan (Townships Volume), and the assessment from Aston Consultants that briefly addresses the Operative District Plan (both Townships and Rural Volumes). I have considered both assessments. I disagree with the applicant that the proposal is entirely consistent with the objectives and policies of the Operative District Plan (Townships Volume).
174. Whilst the site is located within a rural zone under the Operative District Plan, the majority of the surrounding land is reflective of an urban/residential environment and the proposal seeks to establish urban development in a manner most comparable to the Living Z zone provisions. Therefore, I consider that the objectives and policies of the Townships Volume of the Operative District Plan provide an appropriate framework to assess the proposal against within a largely urban environment.
175. For completeness and clarity, the proposal is clearly contrary to the relevant objectives and policies contained in the Rural Volume of the Operative Plan regarding transportation (Objective B2.1.1, and Policies B2.1.2 & B2.1.3), density (Objectives B4.1.1 & B4.1.2, and Policy B4.1.1), character & quality of the environment (Objective B3.4.2, and Policies B3.4.1 & B3.4.6).
176. The Operative District Plan objectives and policies that I consider relevant are:

#### **Objective B1.1.1**

*Adverse effects on people, and their activities, ecosystems and land and soil resources from contaminated soil or unstable land, are minimised.*

#### **Policy B1.1.3**

*Avoid adverse effects on people's health or well-being from exposure to contaminated soil.*

*Policy B1.1.7*

*Avoid adverse effects from erecting buildings or structures on unstable land or land that is prone to liquefaction.*

181. The suitability of the land for residential development has been assessed. This PSI confirmed that no potential HAIL activities exist on the site and the former tyre storage has not resulted in soil contamination which poses a risk to human health. The geotechnical assessment also concluded that the site was suitable for residential development. I therefore consider that the proposal will be in accordance with the above objective and policies.

*Objective B1.2.1*

*Expansion of townships in Selwyn District maintains or enhances the quality of ground or surface water resources.*

*Policy B1.2.1*

*Ensure all activities in townships have appropriate systems for water supply, and effluent and stormwater treatment and disposal to avoid adverse effects on the quality of the ground water or surface waterbodies.*

*Policy B1.2.3*

*Require the water supply to any allotment or building in any townships, and the Living 3 zone to comply with the current New Zealand Drinking Water Standards and to be reticulated in all townships. Except for sites in the existing Living 1 zone at Doyleston.*

*Policy B1.2.5*

*Require any sewage treatment and disposal to be reticulated in the townships of Castle Hill, Doyleston, Lake Coleridge Village, Leeston, Lincoln, Prebbleton, Rolleston, Southbridge, Springston, Tai Tapu and West Melton.*

182. Each future dwelling/residential allotment within the development would be provided with an individual connection to the reticulated water supply and sewer disposal systems in accordance with the approved engineering plans. In terms of stormwater, it is anticipated that each lot would discharge roof water directly to ground. Stormwater from the road will be collected via kerbs and pipes and will be subject to engineering approval. I consider that the proposal is consistent with the above objective and policies.

*Objective B2.1.1*

*An integrated approach to land use and transport planning to ensure the safe and efficient operation of the District's roads, pathways, railway lines and airfields is not compromised by adverse effects from activities on surrounding land or by residential growth.*

*Objective B2.1.3*

*Future road networks and transport corridors are designed, located and protected, to promote transport choice and provide for: a range of sustainable transport modes; and alternatives to road movement of freight such as rail.*

*Policy B2.1.1*

*Apply a road hierarchy classification in Selwyn District to recognise the different functions and roles of the District's roads.*

*Policy B2.1.2*

*Manage effects of activities on the safe and efficient operation of the District's existing and planned road network, considering the classification and function of each road in the hierarchy.*

*Policy B2.1.3*

*Recognise and protect the primary function of roads classified as State Highways and Arterial Roads in Part E, Appendix 7, to ensure the safe and efficient flow of 'through' traffic en route to its destination.*

183. The Council's transportation evidence has identified that the traffic generated by the proposal may have potentially significant safety effects on the Selwyn arterial classification road corridor prior to the completion of identified upgrades at two key intersections. Therefore, it was recommended that no

development occurs within the site until the programmed upgrades of the above intersections are completed. On that basis, I consider that the proposal would be contrary to these objectives and policies.

*Policy B2.1.4(a)*

*Ensure all sites, allotments or properties have legal access to a legal road which is formed to the standard necessary to meet the needs of the activity considering:*

- *the number and type of vehicle movements generated by the activity;*
- *the road classification and function; and*
- *any pedestrian, cycle, public transport or other access required by the activity.*

*Policy B2.1.5*

*Ensure the development of new roads is:*

- *integrated with existing and future transport networks and landuses; and*
- *is designed and located to maximise permeability and accessibility;*

*through achieving a high level of connectivity within and through new developments to encourage use of public and active transport; whilst having regard to the road hierarchy.*

*Policy B2.1.10*

*Ensure vehicle crossings, intersections, pathways, roadside signs and noticeboards are designed and positioned to ensure good visibility for all road users, and to allow safe passage, access and egress.*

184. All proposed allotments would be provided with legal access to a legal road. Although some concerns with reversing onto Springston Rolleston Road across a shared path were raised, the applicant could mitigate the need to reverse with future dwelling designs for the affected allotments. The transport and urban design evidence is satisfied that the proposal will adequately cater to pedestrian and cyclists. The roading formation and the location of future crossings has been assessed. The subdivision design would not impede the movement of vehicles and the related potential adverse effects would be acceptable. It is considered that the proposal is in general accordance with the above policies.

*Objective B2.2.1*

*Access to utilities to enable people and communities to carry out their activities.*

*Policy B2.2.2*

*Ensure activities have access to the utilities they require at the boundary prior to any new allotment being sold; or prior to any new activity taking place on an existing allotment.*

185. All future dwellings would be supplied with the necessary services for residential activities prior to their occupation. Services would be established in accordance with the standards of the relevant network operator or in accordance with the Council's ECOP, unless agreed through an engineering approval process.

*Objective B2.3.1*

*Residents have access to adequate community facilities.*

*Policy B2.3.2*

*Encourage community facilities to be located in areas where they are easily accessible to residents, including in Living zones, provided any adverse effects on the environment can be avoided, remedied or mitigated.*

186. The recreational reserve proposed by the applicant is of a sufficient size and dimension to meet the needs of future residents, whilst there are other reserves in the environment which would also service the site. The pedestrian reserves proposed by the applicant will connect to existing links and enable good overall connectivity.

*Objective B3.1.1*

*Ensure activities do not lead to or intensify the effects of natural hazards.*

#### *Objective B3.1.2*

*Ensure potential loss of life or damage to property from natural hazards is mitigated.*

#### *Policy B3.1.2*

*Avoid allowing new residential or business development in areas known to be vulnerable to a natural hazard, unless any potential risk of loss of life or damage to property is adequately mitigated.*

187. The natural hazard risks on the site have been considered. The site is not susceptible to land instability or liquefaction. Whilst Council modelling indicates that parts of the site may be subject to inundation, the applicant's proposed earthworks and infrastructure would ensure that the risk to future dwellings and property is appropriately mitigated. Confirmation reporting can be provided via conditions of consent. I consider that proposal is in accordance with these objectives and this policy.

#### *Objective B3.4.1*

*The District's townships are pleasant places to live and work in.*

#### *Objective B3.4.4*

*Growth of existing townships has a compact urban form and provides a variety of living environments and housing choices for residents, including medium density housing typologies located within areas identified in an Outline Development Plan.*

#### *Objective B3.4.5*

*Urban growth within and adjoining townships will provide a high level of connectivity both within the development and with adjoining land areas (where these have been or are likely to be developed for urban activities or public reserves) and will provide suitable access to a variety of forms of transport.*

#### *Policy B3.4.3*

*To provide Living zones which:*

- *are pleasant places to live in and provide for the health and safety of people and their communities;*
- *are less busy and more spacious than residential areas in metropolitan centres;*
- *have safe and easy access for residents to associated services and facilities;*
- *provide for a variety of living environments and housing choices for residents, including medium density areas identified in Outline Development Plans;*
- *ensure medium density residential areas identified in Outline Development Plans are located within close proximity to open spaces and/or community facilities and*
- *ensure that new medium density residential developments identified in Outline Development Plans are designed in accordance with the following design principles:*
  - *access and connections to surrounding residential areas and community facilities and neighbourhood centres are provided for through a range of transport modes;*
  - *block proportions are small, easily navigable and convenient to encourage cycle and pedestrian movement;*
  - *streets are aligned to take advantage of views and landscape elements;*
  - *section proportions are designed to allow for private open space and sunlight admission;*
  - *a subdivision layout that minimises the number of rear lots;*
  - *layout and design of dwellings encourage high levels of interface with roads, reserves and other dwellings;*



- *a diversity of living environments and housing types are provided to reflect different lifestyle choices and needs of the community;*
- *a balance between built form and open spaces complements the existing character and amenity of the surrounding environment and;*
- *any existing natural, cultural, historical and other unique features of the area are incorporated where possible to provide a sense of place, identity and community.*

#### *Policy B3.4.23*

*Allow people freedom in their choice of the design of buildings or structures except where building design needs to be managed to:*

- *Avoid, remedy or mitigate adverse effects on adjoining sites; or*
- *Maintain the character of areas with outstanding natural features or landscapes values or special heritage or amenity values; or*
- *Maintain and establish pleasant and attractive streets and public areas in the Business 1 zone.*

188. The above objectives seek to ensure that townships are pleasant places to work and live, and to provide for the growth of the existing townships in a compact urban form with a variety of living environment and housing choices for residents. The supporting Policy B3.4.3 also seeks that a diversity of living environments and housing types are provided to reflect different lifestyle choices and needs of the community, and that a balance between built form and open spaces complements the existing character and amenity of the surrounding environment.
189. The Council's urban design assessment of the proposal has identified concerns that without certainty in building designs, the proposal may fail to deliver on the variety of living environments and housing types that are sought to be enabled by the relevant policies for equivalent urban development. Furthermore, the assessment identified that the proposed allotment sizes would not be coherent with the scale of development on the adjoining residential areas, which would impact on existing character and amenity of the surrounding area.
190. In regard to Policy B3.4.23, the proposal may support freedom in choice of the design of future dwellings. However, the potential scale and design of future dwellings may not cumulatively maintain the character of the receiving environment and associated amenity values. The proposed accessway linkage to the adjoining property and the provision of a shared path on Springston Rolleston Road would maintain a high level of connectivity as sought by Objective B3.4.5, including support for alternative modes of transportation.

#### *Objective B4.1.1*

*A range of living environments is provided for in townships, while maintaining the overall 'spacious' character of Living zones, except within Medium Density areas identified in an Outline Development Plan where a high quality, medium density of development is anticipated.*

#### *Objective B4.1.2*

*New residential areas are pleasant places to live and add to the character and amenity values of townships.*

#### *Policy B4.1.1*

*(a) Provide for a variety of allotment sizes for erecting dwellings in Living 1 Zones, while maintaining average section size similar to that for existing residential areas in townships, except within the Living Z Zone, including any Medium Density area identified in an Outline Development Plan where a higher density of development is anticipated.*

#### *Objective B4.2.2*

*New allotments created have appropriate characteristics and facilities for their intended or likely uses.*

#### *Policy B4.2.2*

*Ensure any allotment created by subdivision (including any balance allotment) has the services, facilities and characteristics appropriate to the proposed likely use of the land.*

### *Policy B4.2.3*

*Ensure any new allotment on which a building may be erected has all of the following features:*

- *Access to sunlight;*
- *Adequate size and appropriate shape for a building platform;*
- *Adequate size and shape for outdoor living space in Living zones or car parking and storage space in Business zones; and*
- *Easy and safe access for motorists, pedestrians and cyclists.*

### *Policy B4.2.5*

*Ensure any temporary, adverse effects from the preparation of land for subdivision or installing utilities, are avoided, remedied or mitigated.*

### *Policy B4.2.12*

*Ensure that subdivision designs encourage strong, positive connections between allotments and the street and other features, whilst avoiding rear allotments where practical.*

191. The proposal would increase the overall supply of land available for development within Rolleston Township. The provision of primarily medium-density sized sites will limit the variety of allotment sizes available and would also detract from the overall spacious character of Living zones, noting there is no Outline Development Plan contained in the Operative Plan for the site to inform the location of medium density development. However, I considered that the proposed layout maintains sufficient connectivity and avoids the creation of rear allotments where practicable.
192. Each proposed allotment would have the necessary services for its intended residential use. The urban design assessment identified that without building designs to assess, there is concern that proposed allotments of less than 400m<sup>2</sup> may not have the appropriate characteristics to accommodate a range of building forms, whilst achieving best practice urban design outcomes. This includes achieving sufficient orientation for solar gain and providing breadth and depth to have future outdoor living areas which are adjacent to buildings and receive acceptable sunlight, whilst ensuring the building design and relationship to each other maintains an acceptable standard. Sufficient access will be provided for pedestrians, cyclists and motorists. It is also considered that the medium-density allotments containing road frontages exceeding 15 metres would be resilient to accommodate a greater variety of potential dwelling typologies (including double garages) having regard to Policy B4.2.3.
193. All proposed future dwellings would be connected to the required utilities at the time they are made available. Where allotments would not be provided with services (e.g. balance allotments), a consent notice could be used to advise of the lack of services. Conditions of consent can mitigate the effects of land preparation.

### *Objective B4.3.1*

*The expansion of townships does not adversely affect:*

- *Natural or physical resources;*
- *Other activities;*
- *Amenity values of the township or the rural area; or*
- *Sites with special ecological, cultural, heritage or landscape values.*

### *Objective B4.3.3*

*For townships within the Greater Christchurch area, new residential or business development is to be provided within existing zoned land or priority areas identified in the Regional Policy Statement and such development is to occur in general accordance with an operative Outline Development Plan.*

### *Policy B4.3.1*

*Ensure new residential, rural residential or business development either:*

- *Complies with the Plan policies for the Rural Zone; or*

- *The land is rezoned to an appropriate Living Zone that provides for rural-residential activities (as defined within the Regional Policy Statement) in accordance with an Outline Development Plan incorporated into the District Plan; or*
- *The land is rezoned to an appropriate Living or Business zone and, where within the Greater Christchurch area, is contained within existing zoned land and greenfield priority areas identified in the Regional Policy Statement and developed in accordance with an Outline Development Plan incorporated into the District Plan.*

#### **Policy B4.3.6**

*Encourage townships to expand in a compact shape where practical.*

194. The urban design assessment considered that the proposal would ensure that the Rolleston Township continues to expand in a compact form consistent with Policy B4.3.6, and the adjoining rurally zoned property is already effectively surrounded by residential development. This assessment also identified that without certainty in the building designs and with the allotment density and distribution proposed, that the proposed expansion would have potentially significant amenity effects.
195. The proposal will utilise land that is rurally zoned and does not have an outline development plan under the Operative District Plan, which is has tension with Objective B4.3.3. This is however balanced by the recent amendments from ECan to the Canterbury Regional Policy Statement, which have updated 'Map A', being the location and extent of future urban development.

### **Summary – Operative District Plan Objectives and Policies**

196. The potentially significant safety effects on an arterial road corridor are contrary to key objectives and policies contained in both volumes of the Operative Plan, which seek to manage effects on the safe and efficient operation of the District's Roads, with particular regard to recognizing and protecting the primary function of higher order roads.
197. Those objectives and policies that are relevant in the application context for an urban environment seek to create a medium density living environment which ensures that the layout and design of dwellings encourage high levels of interface with shared spaces and other dwellings, that a diversity of living environments and housing types are provided to reflect different lifestyle choices and needs of the community, and that a balance between built form and open spaces complements the existing character and amenity of the surrounding environment.
198. Given the small allotment sizes proposed and the lack of building design certainty, I consider that the proposal may create a living environment that lacks the characteristics that are anticipated by the surrounding environment. Therefore, I consider the proposal to be contrary to those objectives and policies that are relevant in the application context for an urban environment.

### **Proposed District Plan Objectives and Policies (s 104(1)(b))**

199. There are no Proposed District Plan rules with legal effect or that have been deemed operative following the close of submissions on the Proposed District Plan that are relevant to this proposal. As discussed, the notified variation to the Proposed plan intends to rezone the site as Medium Density Residential.
200. As this is a 'new residential zone' within the Proposed Plan, the notified rules in the variation to the Proposed Plan have no immediate legal effect.
201. The Proposed District Plan objectives and policies that I consider relevant are:

#### **TRAN-O1**

*People and places are connected through safe, efficient, and convenient land transport corridors and land transport infrastructure which is well integrated with land use activities and subdivision development.*

#### **TRAN-O2**

*Land transport corridors and land transport infrastructure are protected from incompatible land use activities and subdivision development.*

#### **TRAN-P1**

*The safety and efficiency of the District's land transport network and systems are enabled through integrated land use and subdivision development that:*

- 1. Manages the levels of service, formation standards and the types of land transport corridors and land transport infrastructure, including through the network road classifications and compliance with the design and operational standards;*
- 2. Provides land transport infrastructure that is consistent with the form, function, and character of each zone;*
- 3. Ensures there is enough space within land transport corridors to support the efficient and effective operation of network utilities;*
- 4. Provides for the safe and efficient movement and operation of emergency services; and*
- 5. Recognises cross-boundary connections with adjoining districts.*

#### **TRAN-P7**

*Recognise and protect the function of the District's land transport network and systems by managing land use activities and subdivision development to ensure the safe and efficient movement of people and goods by:*

- 1. Managing adverse effects from activities on land transport corridors and land transport infrastructure, particularly where it may reduce safe and efficient traffic flows within the strategic transport network and links with Christchurch City;*
- 2. Ensuring land transport corridors and land transport infrastructure can support the volume and type of transport movements based on the network road classifications; and*
- 3. Requiring the design, positioning, and maintenance of accessways, corner splays, vehicle crossings, intersections, footpaths, plantings, and signs to ensure appropriate sightline visibility is provided to road users to support safe and efficient vehicle, pedestrian, and cycle movements.*

202. As discussed, the Council's transportation evidence has identified that the traffic generated by the proposal in the short to medium term may have potentially significant safety effects on an arterial classification road corridor prior to the completion of programmed upgrades at two key intersections. Therefore, it was recommended that no development occurs within the site until the programmed upgrades of the above intersections are completed. On that basis, I consider that the proposal would be contrary to these objectives and policies.

#### **TRAN-P11**

*Manage vehicle access, vehicle crossings and manoeuvring areas to maintain the safe and efficient operation of land transport corridors and land transport infrastructure by:*

- 1. Requiring all sites to have access to a road and to ensure that this access is constructed to the appropriate formation standards and is compatible with the network road classification;*
- 2. Avoiding the need to reverse vehicles onto the strategic transport network;*
- 3. Avoiding the establishment of new accessways and vehicle crossings to roads that require access across a rail line; and*
- 4. Minimising the need to reverse onto Collector and Local Roads through the provision of appropriate on-site manoeuvring areas.*

203. As discussed, Springston Rolleston Road is an arterial classification road and there were concerns raised about future residential activities reversing onto the road and across the shared path. It is acknowledged that dwellings can be designed to either avoid or discourage this practice, however there is also no design certainty or commitment. All proposed dwellings and future lots would have access to a road and this would be constructed in accordance with an appropriate urban standard.

#### **RESZ-O5**

*Built form is of a high design standard and appearance that responds to and reinforces positive aspects of the local environment.*



### *RESZ-P1*

*Enable a range of housing types and densities that achieve the residential character anticipated for each zone.*

### *RESZ-P13*

*Provide for comprehensive development, small site development, and second residential units on suitably sized and located sites within existing residential zones, which provide:*

- 1. access to local services and facilities;*
- 2. a range of housing types;*
- 3. high quality urban design outcomes and on-site amenity; and*
- 4. development that is integrated with, and sympathetic to, the amenity of the locality and adjoining sites.*

### *MRZ – O1*

*The Medium Density Residential Zone provides for a variety of housing types and sizes that respond to:*

- 1. housing needs and demands; and*
- 2. the neighbourhood's planned urban built character, including 3-storey buildings.*

### *MRZ – P1*

*Enable a variety of housing types with a mix of densities within the zone, including 3-storey attached and detached residential units, and low-rise apartments.*

### *MRZ – P2*

*Provide for developments not meeting permitted activity status, while encouraging high-quality developments.*

204. The urban design assessment has expressed concern with the absence of a building design commitment, as the exemplar designs and impressions provided by the applicant are conceptual only, covering a small proportion of overall number of dwellings proposed and may not actually be developed. Without commitment to building designs, the future design standard and appearance remains uncertain, although the urban design lead is supportive of those design concepts provided to Council.
205. The applicant has indicated that future dwellings will be standalone buildings, and predominantly single storey. The MRZ specific objective and policies seek that the zone provides for a variety of housing types and sizes that response to both the housing needs and demands, and the neighbourhoods planned urban character. The applicant states that standalone single storey typologies appear to be the market preference, in particular for Rolleston. However, the restriction to standalone buildings of no more than two storeys is inconsistent with the described zone outcomes.
206. These outcomes seek to enable a variety of housing types with a mix of densities and different building forms and typologies are specifically sought to be enabled. MRZ-P2 provides for developments not meeting permitted activity status, while encouraging high-quality developments. However, with no building design certainty for every allotment, we cannot conclude that the overall development will be high-quality. Therefore, it may be contrary to MRZ-P2.

## **Summary – Proposed District Plan Objectives and Policies**

207. Overall, I consider the proposal to be contrary overall to the objectives and policies of the Proposed District Plan.

## **Weighting Between District Plans**

208. Section 104(1)(b) requires decision makers to take account of any relevant plan or proposed plan. Where there is conflict between an operative and proposed plan, a weighting assessment is required to determine which plan should be afforded dominant weight.

## Summary – Operative District Plan

209. I conclude that the effects of the proposal are not acceptable, and the proposal is contrary to the objectives and policies of the Operative District Plan. The application must therefore be declined under the Operative District Plan.

## Summary – Proposed District Plan

210. I conclude that the effects of the proposal are not acceptable, and the proposal is contrary to the objectives and policies of the Proposed District Plan. The application must therefore be granted under the Proposed District Plan.

## Weighting Assessment

211. In this case, as the conclusions reached in the above assessment led to the same conclusion under both the Operative District Plan and Proposed District Plan, no weighting assessment is required.

## Canterbury Regional Policy Statement

212. The Canterbury Regional Policy Statement ('CRPS') sets out the resource management issues for the Canterbury region and the objectives, policies and methods to achieve integrated management of natural and physical resources. The CRPS became operative on 15 January 2013.

213. The relevant provisions of the CRPS are:

### *Objective 5.2.1 – Location, design and function of development (Entire Region)*

*Development is located and designed so that it functions in a way that:*

- 1. Achieves consolidated, well designed and sustainable growth in and around existing urban area as the primary focus for accommodating the region's growth; and*
- 2. Enables people and communities, including future generations, to provide for their social, economic and cultural well-being and health and safety; and which*
  - b. provides sufficient housing choice to meet the region's housing needs;*
  - e. enables rural activities that support the rural environment including primary production;*
  - f. is compatible with, and will result in the continued safe, efficient and effective use of regionally significant infrastructure;*
  - i. avoids conflicts between incompatible activities.*

### *Policy 5.3.1 – Regional Growth (Wider Region)*

*To provide, as the primary focus for meeting the wider region's growth needs, sustainable development patterns that:*

- 1. Ensure that any:*
  - a. Urban growth; and*
  - b. Limited rural residential development*

*Occur in a form that concentrates, or is attached to, existing urban areas and promotes a coordinated pattern of development;*
- 2. Encourage within urban areas, housing choice, recreation and community facilities, and business opportunities of a character and form that supports urban consolidation;*
- 3. Promote energy efficiency in urban forms, transport patterns, site location and subdivision layout;*
- 4. Maintain and enhance the sense of identity and character of the region's urban areas; and*
- 5. Encourage high quality urban design, including the maintenance and enhancement of amenity values*

### *Policy 5.3.2 – Development conditions (Wider Region)*

*To enable development including regionally significant infrastructure which:*

1. *Ensure that adverse effects are avoided, remedied or mitigated, including where these would compromise or foreclose:*
  - a. *existing or consented regionally significant infrastructure;*
  - b. *Options for accommodating the consolidated growth and development of existing urban areas*
214. Chapter 5 seeks that new development is located and designed so that it achieves consolidated, well designed, and sustainable growth in and around existing urban areas, provides sufficient housing choice to meet the region's housing needs and avoids conflicts between incompatible activities.
215. The proposed subdivision and future dwellings will not result in any significant displacement or conflict with rural activities, noting that the application site and adjoining rural properties are effectively surrounded by land that is either currently zoned or is subject to resource consents that enable residential development. The site has been anticipated by the CRPS to be developed for urban use in the future. There are no activities nearby with which the proposal might be incompatible with.
216. Regionally significant infrastructure includes the strategic land transport network and arterial roads. The transport evidence has identified that the traffic generated by the proposal in the short to medium term may have potentially significant safety effects on an arterial classification road corridor prior to the completion of programmed upgrades at two key intersections. Therefore, I cannot conclude that the proposal would provide for the continued safe, efficient and effective use of regionally significant infrastructure, until the identified upgrades are completed.

#### *Objective 6.2.1 Recovery Framework*

*Recovery, rebuilding and development are enabled within Greater Christchurch through a land use and infrastructure framework that:*

1. *Identifies priority areas for urban development within Greater Christchurch;*
2. *Identifies Key Activity Centres which provide a focus for high quality, and, where appropriate, mixed-use development that incorporate the principles of good urban design:*
3. *Avoids urban development outside of existing urban areas or greenfield priority areas for development, unless expressly provided for in the CRPS*

#### *Objective 6.2.2 Urban form and settlement pattern*

*The urban form and settlement pattern in Greater Christchurch is managed to provide sufficient land for rebuilding and recovery needs and set a foundation for future growth, with an urban form that achieves consolidation and intensification of urban areas, and avoids unplanned expansion of urban areas, by:*

1. (...)
4. *providing for the development of greenfield priority areas, and of land within Future Development Areas where the circumstances set out in Policy 6.3.12 are met, on the periphery of Christchurch's urban area, and surrounding towns at a rate and in locations that meet anticipated demand and enables the efficient provision and use of network infrastructure;*
5. *encouraging sustainable and self-sufficient growth of the towns of Rangiora, Kaiapoi, Woodend, Lincoln, Rolleston and Prebbleton and consolidation of the existing settlement of West Melton*

#### *Objective 6.2.5 Key Activity and Other Centres*

*Support and maintain the existing networks of centres below as focal points for commercial, community and service activities during the recovery period.*

1. *The Central City*
2. *Key Activity Centres*
3. *Neighbourhood Centres*

#### *Policy 6.3.1 Development within the Greater Christchurch Area*

*In relation to recovery and rebuilding for Greater Christchurch:*

1. *Ensure new urban activities only occur within existing urban areas or identified greenfield priority areas as shown on Map A, unless they are otherwise expressly provided for in the CRPS.*

*Policy 6.3.2 Development form and urban design*

*Business development, residential development (including rural residential development) and the establishment of public space is to give effect to the principles of good urban design, and those of the NZ Urban Design Protocol 2005, to the extent appropriate to the context (...)*

1. *Turangawaewae – the sense of place and belonging – recognition and incorporation of the identity of the place, the context and the core elements that comprise the Through context and site analysis, the following elements should be used to reflect the appropriateness of the development to its location; landmarks and features, historic heritage, the character and quality of the existing built and natural environment, historic and cultural markers and local stories.*

*Policy 6.3.3 Development in accordance with outline development plans*

*Development in greenfield priority areas and rural residential development is to occur in accordance with the provisions set out in an outline development plan or other rules for the area (...)*

*Policy 6.3.7 Residential location, yield and intensification*

*In relation to residential development opportunities in Greater Christchurch:*

1. *Subject to Policy 5.3.4, Policy 6.3.5, and Policy 6.3.12, residential greenfield development shall occur in accordance with Map A.*
3. *Intensification developments and development in greenfield priority areas shall achieve at least the following residential net densities averaged over the whole of an ODP area (except where subject to an existing operative ODP with specific density provisions):*
  - a. *10 household units per hectare in greenfield areas in Selwyn and Waimakariri District;*

217. Chapter 6 identifies priority areas for urban development within Greater Christchurch and applies urban consolidation principles to manage urban growth and development across the sub-region. Objective 6.2.2 establishes that any expansion to the township of Rolleston is to be within greenfield priority areas or FDA, as shown on Map A. Development within these areas is required to support a range of housing types, encourage sustainable and promote the self-sufficient growth of Rolleston. Given the limited dwelling typologies proposed by the applicant, I consider that the development would not support a range of housing types in a broader spatial context.
218. Policies 6.3.1 and 6.3.7 'give effect' to the desired urban form illustrated in Map A, and requires a minimum net density of 10hh/ha in greenfield areas in Selwyn and promotes housing affordability through the provision of greenfield land that provides a range of lot sizes and densities to meet the housing development capacity targets identified in Objective 6.2.1a and Policy 6.3.12. The site is identified within an FDA in CRPS Map A. The proposal therefore aligns with the preferred urban form and is consistent with the desired consolidated settlement pattern. The application of the MRZ building standards would support the more efficient use of the space on the subject site, to produce a density that substantially exceeds the minimum 10hha/ha density requirement.

*Policy 6.3.12 Future Development Areas*

*Enable urban development in the Future Development Areas identified on Map A, in the following circumstances:*

1. *It is demonstrated, through monitoring of housing and business development capacity and sufficiency carried out collaboratively by the Greater Christchurch Partnership or relevant local authorities, that there is a need to provide further feasible development capacity through the zoning of additional land in a district plan to address a shortfall in the sufficiency of feasible residential development capacity to meet the medium term housing bottom lines set out in Table 6.1, Objective 6.2.1a; and*
2. *The development would promote the efficient use of urban land and support the pattern of settlement and principles for future urban growth set out in Objectives 6.2.1 and 6.2.2 and related policies including by:*



- a. *Providing opportunities for higher density living environments, including appropriate mixed use development, and housing choices that meet the needs of people and communities for a range of dwelling types; and*
  - b. *Enabling the efficient provision and use of network infrastructure; and*
  - 3. *The timing and sequencing of development is appropriately aligned with the provision and protection of infrastructure, in accordance with Objective 6.2.4 and Policies 6.3.4 and 6.3.5; and*
  - 4. *The development would occur in accordance with an outline development plan and the requirements of Policy 6.3.3; and*
  - 5. *The circumstances set out in Policy 6.3.11(5) are met; and*
  - 6. *The effects of natural hazards are avoided or appropriately mitigated in accordance with the objectives and policies set out in Chapter 11.*
219. Policy 6.3.12 establishes the circumstances that need to be satisfied to enable the FDA identified on Map A to be zoned and developed. The proposal will contribute to the medium-term plan-enabled capacity that has been identified as being required for Rolleston, and the Greater Christchurch 'Tier 1 urban environment' and the housing targets in Table 6.1, Objective 6.2.1a. The proposal will also promote the efficient use of urban land and support the desired settlement pattern and principles for future urban growth set out in both the CRPS and the RSP. The proposal will provide opportunities for higher density living environment and supports an extension of the existing urban form.
220. Policy 6.3.12 also describes that it would provide opportunities for higher density living environments, including appropriate mixed use development, and housing choices. With the predominantly single storey and stand alone typologies described by the applicant, the small allotment areas and the lack of building design commitment, the proposal may not provide for different housing choices. Unless however, the difference of the allotment and dwelling sizes was viewed in the wider Rolleston context.

### Summary

221. In summary, the development would maintain a compact urban form, and is within an area identified for greenfield development within Map A of the CRPS, also achieving the minimum density yield for greenfield areas. However, the potentially significant transport effects on regionally significant infrastructure indicate that at least in the short term, the proposal conflicts with the objective seeking integrated, continued safe, efficient and effective use of regionally significant infrastructure. There is also tension with the policies that seek to promote a range of housing choices/typologies and incorporate good urban design.

## National Policy Statement for Urban Development

222. The National Policy Statement – Urban Development (NPS-UD) came into effect on the 20<sup>th</sup> of August 2020, and seeks to implement a range of urban development objectives and policies. The Selwyn District is a 'Tier 1' urban environment, included as part of the greater Christchurch urban environment and accordingly the provisions of the NPS-UD must be considered. The applicant has provided an assessment against the following objectives and policies that they consider are relevant to the proposal.

*Objective 1: New Zealand has well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future.*

223. I agree with the applicant's assessment that the proposal would continue a pattern of planned (within the context of the Rolleston Structure Plan, CRPS Map A), and outward expansion of Rolleston. The Rolleston Township has good connectivity to Christchurch City, and also contains many desired facilities, services, and amenities. However, there is also conflict identified in respect of the potentially significant transport effects, which I consider would detract from well-functioning urban environment and the health & safety of the Rolleston community, until the identified upgrades are completed.

*Objective 2: Planning decisions improve housing affordability by supporting competitive land and development markets.*

224. In regard to land affordability and supporting a competitive development market, the applicant has supplied an assessment of land availability in Rolleston from Mike Blackburn of Blackburn Management Limited, which is included as **Appendix G**. This assessment identifies that:
- "I am concerned that if the Selwyn District Council does not approve a number of currently proposed plan change requests for new subdivision developments and grant consent for other proposed subdivision proposals within the Rolleston Future Development Area before the Council approves the new District Plan late in 2023, that the District will effectively run out of land to build on".*
225. The applicant in their assessment of Objective 2 identified that additional development opportunities provide more competition in the land and development markets, which I recognise and accept.
- Objective 6: Local authority decisions on urban development that affect urban environments are:*
- a) integrated with infrastructure planning and funding decisions; and*
  - b) strategic over the medium term and long term; and*
  - c) responsive, particularly in relation to proposals that would supply significant development capacity.*
226. In regard to Objective 6, the applicant states that engagement and agreement with the Council over services will happen and that the Council has a duty to be responsive to new proposals to provide additional capacity. As discussed, the Council's transport evidence has identified potentially significant effects on strategic transport infrastructure, based on the development proceeding ahead of key intersection upgrades that are identified in the Council's LTP programme. Whilst these upgrades are considered a priority to Council, they also appear to be reliant in-part from funding from other partners (i.e. Waka Kotahi) and cannot be accelerated, unless an alternative arrangement was established.
227. The proposal does not appear to be integrated with the Council's infrastructure planning and funding decisions within the LTP. Whilst the directive from this objective is that local authority decisions are responsive, the decisions in this context should also consider the potentially significant effects on strategic transport infrastructure, absent the identified intersection upgrades.
- Policy 1: Planning decisions contribute to well-functioning urban environments, which are urban environments that, as a minimum:*
- a) have or enable a variety of homes that:*
    - i) meet the needs, in terms of type, price, and location, of different households; and*
    - ii) enable Māori to express their cultural traditions and norms; and*
  - c) have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and*
  - d) support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and*
  - f) are resilient to the likely current and future effects of climate change.*
- Policy 2: Tier 1, 2, and 3 local authorities, at all times, provide at least sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term, and long term.*
- Policy 8: 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:*
- a) unanticipated by RMA planning documents; or*
  - b) out-of-sequence with planned land release*
228. The Council's urban design evidence has identified that the small allotments proposed and absence of building design certainty may not deliver a well-functioning urban environment, whilst the intended typologies stated by the applicant may not deliver or enable a variety of housing typologies described by Policy 1. In the wider Rolleston context, the increase in urban land supply would likely support competition in house pricing. The development itself will be well-connected to the rest of Rolleston,

including by way of active modes of transport. Natural hazard risks have been considered in the context of s106 and were concluded to be acceptable. The proposal is not a plan change request, and therefore Policy 8 is of little relevance.

## National Policy Statement for Highly Productive Land

229. The National Policy Statement for Highly Productive Land (NPS-HPL) came into effect on the 17<sup>th</sup> of October 2022, and seeks the highly productive land is protected for use in land-based primary production, both now and for future generations.
230. The application site does not contain highly productive land<sup>9</sup>, being that identified as Land Use Capability Class 1, 2, or 3, as mapped by the New Zealand Land Resource Inventory or by any more detailed mapping that uses the Land Use Capability classification. Therefore, the NPS-HPL does not apply to the proposal.

## Other Matters (s 104(1)(c))

### *Precedent and Integrity of the District Plan*

231. Given the non-complying status of this application it is appropriate to have regard to the issue of precedent, as well as the effect of granting consent upon the integrity of the District Plan. These are not mandatory considerations but are matters that decision makers may have regard to, depending on the facts of a particular case. In terms of precedent the matters to consider include:
- Whether a proposal is contrary to the objectives and policies of the plan; and if so
  - Whether it can be seen as having some distinct or unusual qualities that would set it aside from the generality of cases.
232. The proposal is both contrary to the objectives and policies of the Operative District Plan and the Proposed District Plan. Therefore, the issues of precedent and plan integrity should be considered.
233. Whilst urban development is being proposed on land that is zoned rural under the Operative District Plan, the site itself is located within the Future Development Area (FDA) as identified in the CRPS and is anticipated to be used for this purpose in the future. The application site along with one other property is located within a pocket that is effectively surrounded by residential development, whether provided for by the Operative zoning, or via approved and implemented resource consents.
234. For these reasons, I consider the application has unusual or distinguishing qualities, which take it outside of the generality of cases that could otherwise rely on the proposal to set a potential precedent with the only other site that I am aware of with similar features being the adjoining site.
235. I am aware of another site within the FDA identified in the CRPS, that has obtained resource consents to undertake residential subdivision and development in alignment with the Living Z small-lot medium density provisions contained in the Operative Plan. As the future development authorised on this site is of a different nature to the proposal, and is of a density contemplated by the Operative Plan, I do not consider that RC225470 has set a precedent for this proposal.
236. Given the above, I do not consider that there is any existing precedent which in terms of consistent administration of the District Plan would support the granting of this consent and as stated previously I consider that any precedent established by the granting of this application will be limited to the adjoining site.
237. Acknowledging the characteristics described above, I do not consider that were this consent to be granted that this would set a precedent in terms of undertaking residential subdivision on rural land. I therefore I do not consider that the granting of this application would lead to an undermining of the integrity of the Operative District Plan.

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<sup>9</sup> Per the NZLRI Land Use Capability 2021 GIS maps.

## Section 104D Threshold Test

238. Given my assessment in this report, the adverse effects of the proposal on the environment would be more than minor and it is contrary to the objectives and policies of the District Plan (Rural) Volume.
239. The proposal therefore passes neither limb of the Section 104D Threshold Test and may not be considered for approval.

## Part 2 Resource Management Act 1991

240. The purpose of the Resource Management Act 1991 is to promote the sustainable management of natural and physical resources. This is defined to mean:
- “managing the use, development and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic and cultural wellbeing and for their health and safety while –*
- (a) Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
  - (b) Safeguarding the life-supporting capacity of air, water, soil and ecosystems; and*
  - (c) Avoiding, remedying or mitigating any adverse effects of activities on the environment*
241. Section 6 sets out matters of national importance. No matters of national importance are affected by this proposal.
242. Section 7 requires particular regard to “other matters”. Those matters considered of relevance to this application are:
- (b) the efficient use and development of natural and physical resources;
  - (c) the maintenance and enhancement of amenity values;
  - (f) maintenance and enhancement of the quality of the environment.
243. It is considered that the proposed subdivision and development of dwellings can be considered to be an efficient use and development of natural and physical resources, given that the proposal seeks to develop land that has been identified as appropriate for urban development.
244. However, I do not consider that the proposal will adequately maintain and enhance the existing amenity values in the area, as the scale of the activities will have an adverse effect on the amenity values for the surrounding residential environment. I also consider that the proposal will fail to maintain the quality of the environment in a manner that is not contemplated by the Operative District Plan, and thus may not promote the purpose of the Act.
245. Section 8 requires the principles of the Treaty of Waitangi to be taken into account. No cultural matters arise in the consideration of this proposal.
246. For the above reasons, particularly those pertaining to Section 7, I consider that the proposal is inconsistent with Part II of the Resource Management Act.

## Development Contributions

247. If the consent is granted, the relevant development contributions will be required in accordance with the Local Government Act 2002. These contributions will be obtained through the Development Contributions Policy under the Council’s Long Term Community Plan (LTP) and charged in accordance with the table attached to the decision. Development contributions are not able to be challenged through this RMA hearings process but are mentioned here as the Council’s policy is to include the Development Contributions Notice on resource consent decisions.



## Summary

248. The application is to undertake a residential subdivision creating 266 fee-simple allotments, roads and reserves in Rolleston; and to establish residential dwellings (in respect of built-form non-compliances), new roading, vehicle access, and to undertake earthworks that will not comply with the relevant provisions of the Operative Plan (Rural Volume).
249. Overall, I consider that the environmental effects of this proposal would be more than minor.
250. I consider that the proposal is contrary to objectives and policies of the Operative Selwyn District Plan, and overall, contrary to the Proposed District Plan.
251. I do not consider that the establishment of urban development within the zoned rural environment adversely weakens the recovery or rebuilding outcomes sought by the CRPS. However, the specific effects in the context of this proposal are at least inconsistent with key outcomes relating to infrastructure and urban design/housing sought in the CRPS.
252. I do not consider that were this consent to be granted that this would set a precedent in terms of undertaking a residential subdivision with urban development on rural land.
253. I conclude that the proposal passes neither limb of the Section 104D Threshold Test and may not be considered for approval.
254. With respect to Part 2, I consider that the proposal will be inconsistent with the purpose and principles of the Act.

## Recommendation


Resource consent 225715

A. be refused pursuant to sections 104, 104B and 104D of the Resource Management Act 1991

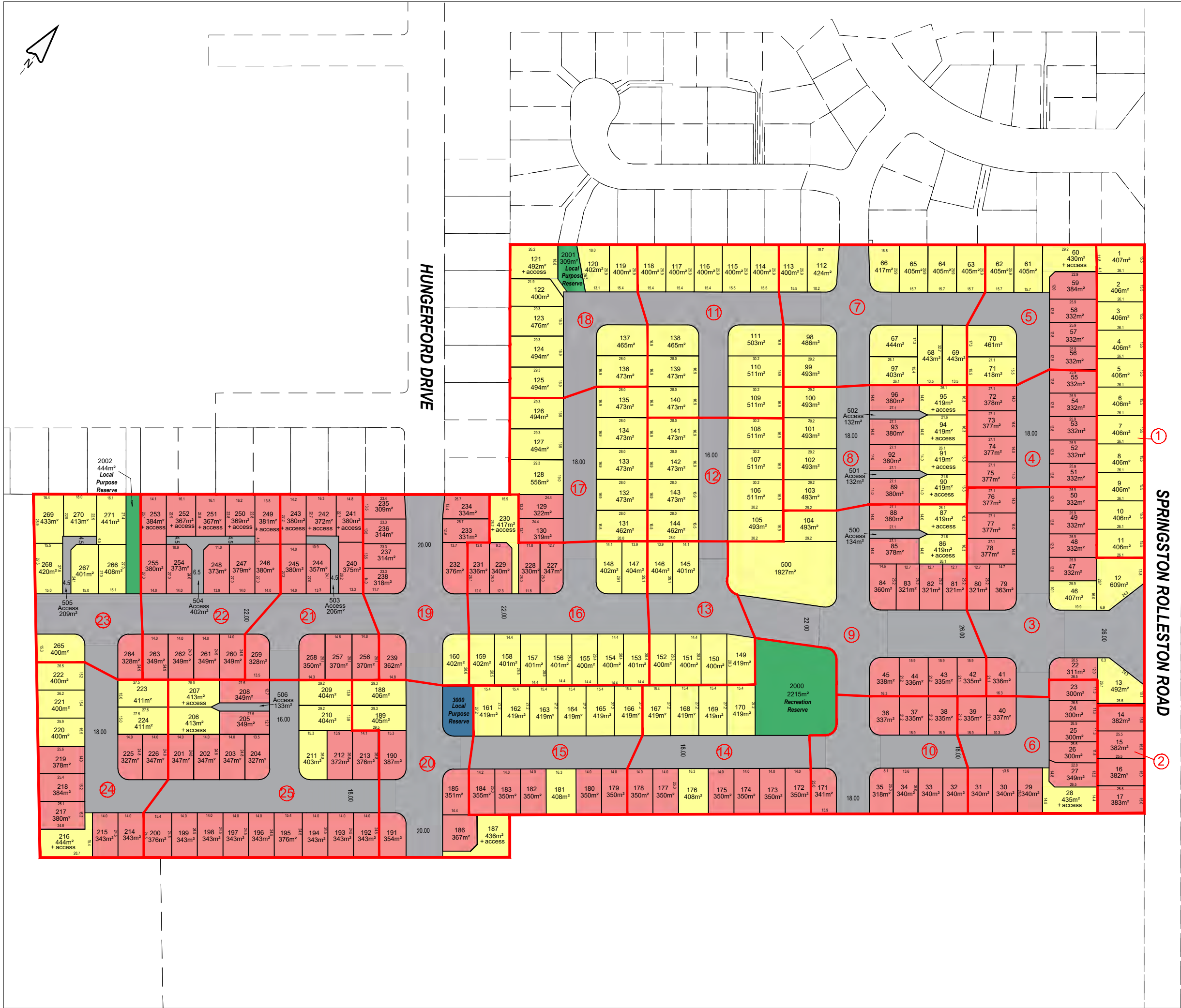
Resource consent 225716

B. be refused pursuant to sections 104, 104B and 104D of the Resource Management Act 1991

255. Should the Commissioner decide to grant the consents, draft conditions of consent for consideration can be prepared on request.

<b>Reported and recommended by</b>  <b>Richard Bigsby, Resource Management Planner</b>	<b>Date: 30 June 2023</b>
---	---------------------------

# Appendix A



**NOTES :**

1. SCHEME PLAN ONLY, AREAS & DIMENSIONS ARE APPROXIMATE & SUBJECT TO FINAL SURVEY.

**AMALGAMATION CONDITIONS:**

That Lot 500 hereon (Legal Access) be held as to two undivided one-half shares by the owners of Lots 86 and 87 hereon as tenants in common in the said shares and that individual records of title issue.

That Lot 501 hereon (Legal Access) be held as to two undivided one-half shares by the owners of Lots 90 and 91 hereon as tenants in common in the said shares and that individual records of title issue.

That Lot 502 hereon (Legal Access) be held as to two undivided one-half shares by the owners of Lots 94 and 95 hereon as tenants in common in the said shares and that individual records of title issue.

That Lot 503 hereon (Legal Access) be held as to three undivided one-third shares by the owners of Lots 241-243 hereon as tenants in common in the said shares and that individual records of title issue.

That Lot 504 hereon (Legal Access) be held as to five undivided one-fifth shares by the owners of Lots 249-253 hereon as tenants in common in the said shares and that individual records of title issue.

That Lot 505 hereon (Legal Access) be held as to three undivided one-third shares by the owners of Lots 269-271 hereon as tenants in common in the said shares and that individual records of title issue.

That Lot 506 hereon (Legal Access) be held as to two undivided one-half shares by the owners of Lots 206 and 207 hereon as tenants in common in the said shares and that individual records of title issue.

REV	DATE	REVISION DETAILS	ISSUED
L	09/03/23	FOR CONSENT	CWH
M	10/03/23	FOR CONSENT	CWH
N	24/04/23	FOR CONSENT	CWH
O	01/05/23	FOR CONSENT	CWH



**PROJECT**

HARROW GREEN

**DRAWING TITLE**

PROPOSED SUBDIVISION  
OF LOT 2 DP 61162

STATUS	SCALE	SIZE
FOR INFORMATION	1:2000	A3
PROJECT	DRAWING NO	REVISION
1066	SC-02	0

# Appendix B



## Attachment 6

### Assessment of proposal against Schedule 3A Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021 (2021 No 59) density standards: Kevler Developments

Schedule 3A Density Standard				
Matter	Standard	Lot 131: 473m <sup>2</sup> Assessment	Lot 150: 401m <sup>2</sup> Assessment	Lot 10: 300m <sup>2</sup> Assessment
Number of residential units per site Rule 4.19.1	3	Complies 1 residential unit	Complies 1 residential unit	Complies 1 residential unit
Building height Rule 4.19.2	11 m + 1 m for pitched roof	Complies Single storey	Complies Single storey	Complies Single storey
Height in relation to boundary Rule 4.19.4	4 m + 60° recession plane	Complies Attachment 6	Complies Attachment 6	Complies Attachment 6
Setbacks Rule 4.19.5	Front yard: 1.5 m Side yard: 1 m Rear yard: 1 m (excluding on corner sites)	Front: 2.870m Side: 3.740m/ 1.500m Rear: 5.470m Complies	Front: 9.550m Side: 1.830m/1.500m Rear: 2.000m Complies	Front: 4.540m Side: 1.450m/ 1.500m Rear: 2.440m Complies
Building coverage Rule 4.19.7	50% of the net site area	42.7% Complies	42.1% Complies	48.7% Complies
Outdoor living space (one per unit) Rule 4.19.8	Ground floor: 20 m <sup>2</sup> , 3 m dimension	106m <sup>2</sup> area 14.230 x 7.450m Complies	71.72m <sup>2</sup> 9.550m x 7.510m Complies	48.31m <sup>2</sup> 5.870m x 8.230m Complies
Outlook space (per unit) Rule 4.19.9	Principal living room: 4 m depth, 4 m width All other habitable rooms: 1 m depth, 1 m width	<b>Principal living room</b> (lounge) Depth: 4.0 and 4.0m Complies <b>Other habitable rooms</b> Complies	<b>Principal living room</b> (lounge) Width: 9.550m Depth: 7.510m <b>Other habitable rooms</b> Complies	<b>Principal living room</b> (Kitchen/living/dining) Width: 5.870m Depth: 8.230m Complies <b>Other habitable rooms</b>

	Measured from centre point of the largest window on the building face to which it applies May be over drives and footpaths			Complies
Windows to street Rule 4.19.10	20% glazing of the street-facing façade in windows or doors	21.6% 29.80m <sup>2</sup> façade area Glazing 6.44m <sup>2</sup> Complies	21.4% 28.24m <sup>2</sup> façade area Glazing 6.04m <sup>2</sup> Complies	20.1%% 21.47m <sup>2</sup> façade area Glazing 4.44m <sup>2</sup> Complies
Landscaped area 4.19.11	20% of the developed site with grass or plants incl under the canopy of trees	94.6m <sup>2</sup> to comply. 235.85m <sup>2</sup> is available for landscaping Complies	80m <sup>2</sup> to comply. 172.47m <sup>2</sup> is available for landscaping Complies	60m <sup>2</sup> to comply. 116,82m <sup>2</sup> is available for landscaping Complies

#### Lot 10 Plans

<https://www.dropbox.com/s/ypkpvnpv1lw8jw/Lot%2010%20Harrow%20Green%20-%20128sqm%20%281%29%20Compliant.pdf?dl=0>

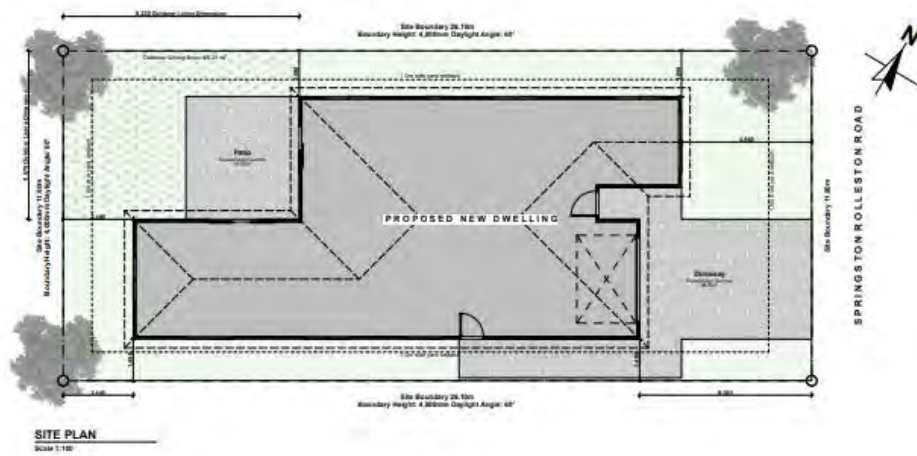
#### Lot 131 Plans

<https://www.dropbox.com/s/sal31no74q05lry/Lot%20131%20Harrow%20Green%20-%20172sqm%20compliant.pdf?dl=0>

#### Lot 150 Plans

<https://www.dropbox.com/s/tom3o2l3kt63izv/Lot%20150%20Harrow%20Green%20-%20143sqm%20Compliant.pdf?dl=0>

## House Plans



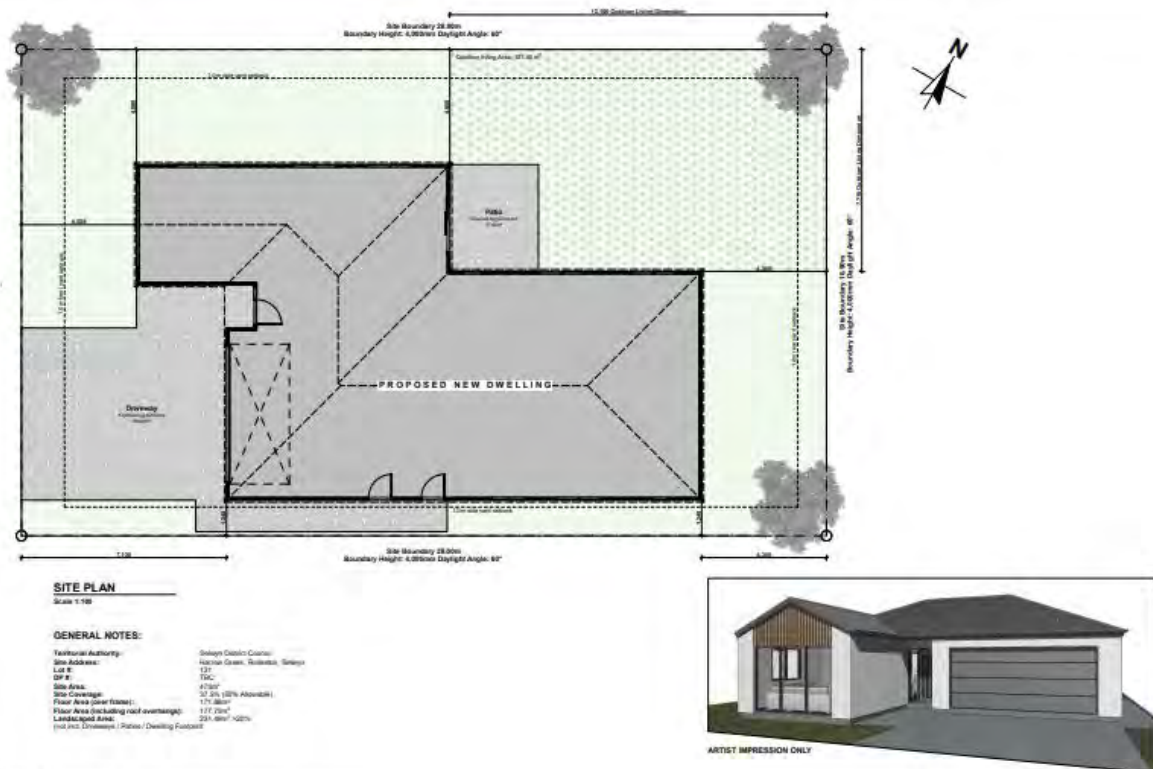
**KEVLER ARCHITECTURE**

**LOT 10 HARROW GREEN**



**KEVLER ARCHITECTURE**

**LOT 10 HARROW GREEN**



**KEVLER ARCHITECTURE**

**LOT 131 HARROW GREEN**

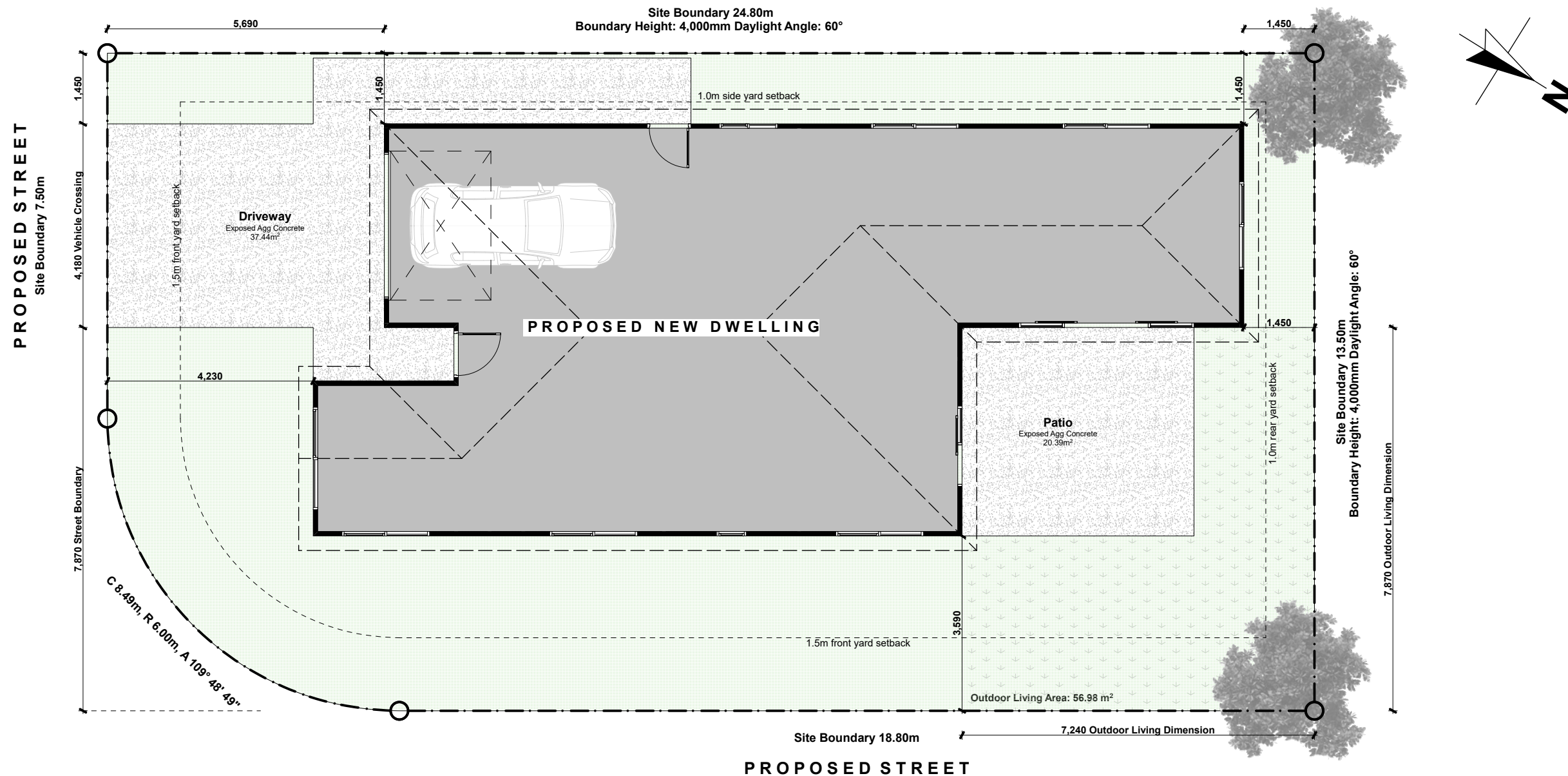


**KEVLER ARCHITECTURE**

**LOT 131 HARROW GREEN**







## SITE PLAN

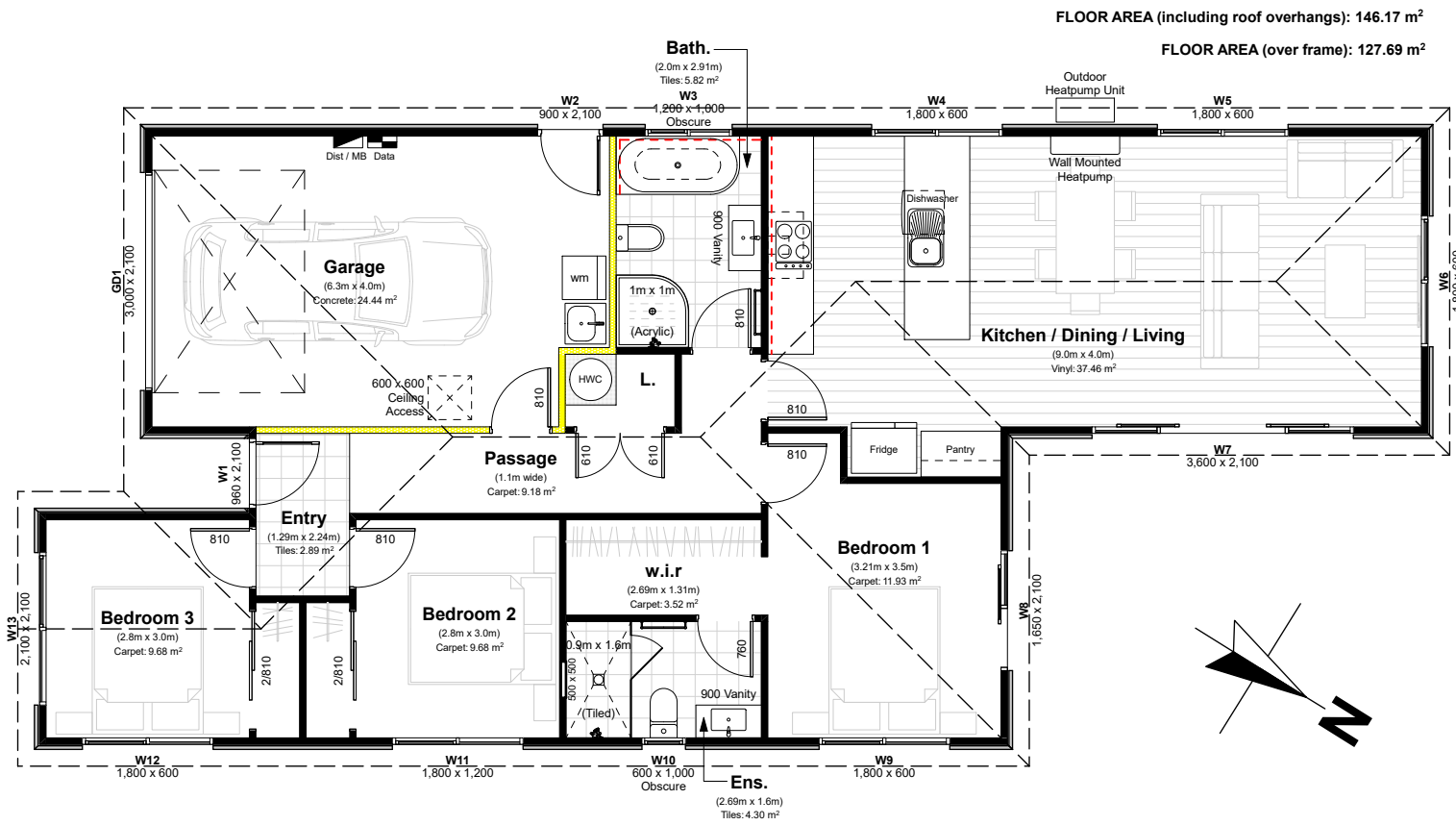
Scale 1:100

## GENERAL NOTES:

<b>Territorial Authority:</b>	Selwyn District Council
<b>Site Address:</b>	Harrow Green, Rolleston, Selwyn
<b>Lot #:</b>	204
<b>DP #:</b>	TBC
<b>Site Area:</b>	327m²
<b>Site Coverage:</b>	44.7% (50% Allowable)
<b>Floor Area (over frame):</b>	127.69m²
<b>Floor Area (including roof overhangs):</b>	146.17m²
<b>Landscaped Area:</b>	141.55m² >20%
(not incl. Driveways / Patios / Dwelling Footprint)	

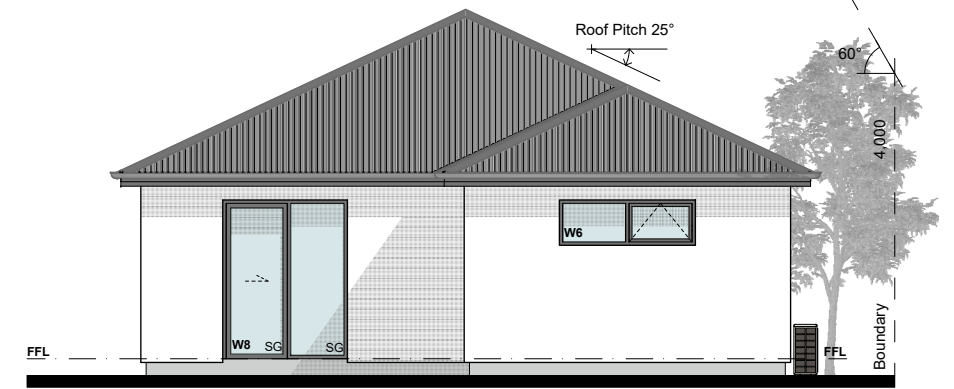


ARTIST IMPRESSION ONLY



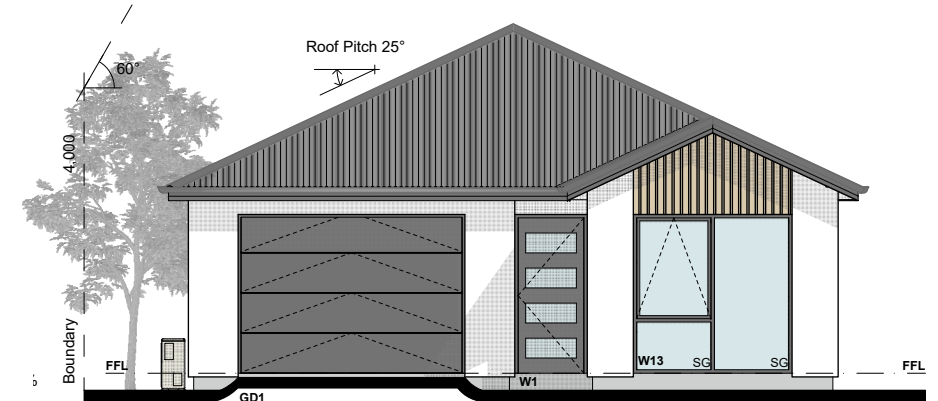
## FLOOR PLAN

Scale 1:100



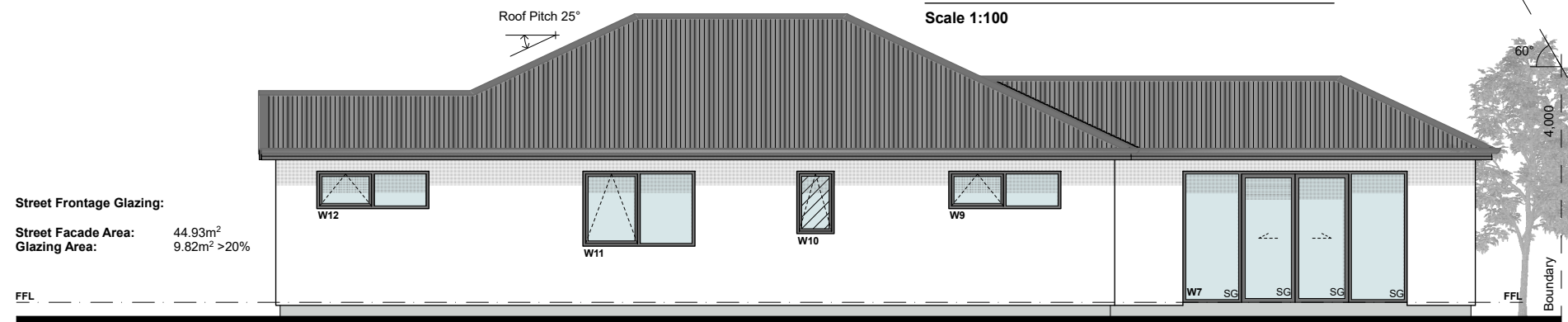
## NORTH ELEVATION

Scale 1:100



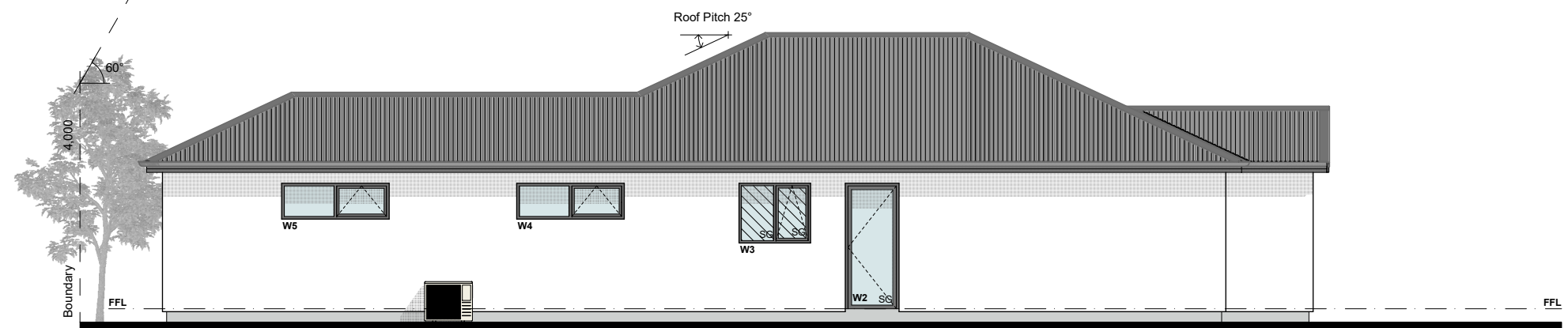
## SOUTH ELEVATION

Scale 1:100



## EAST ELEVATION

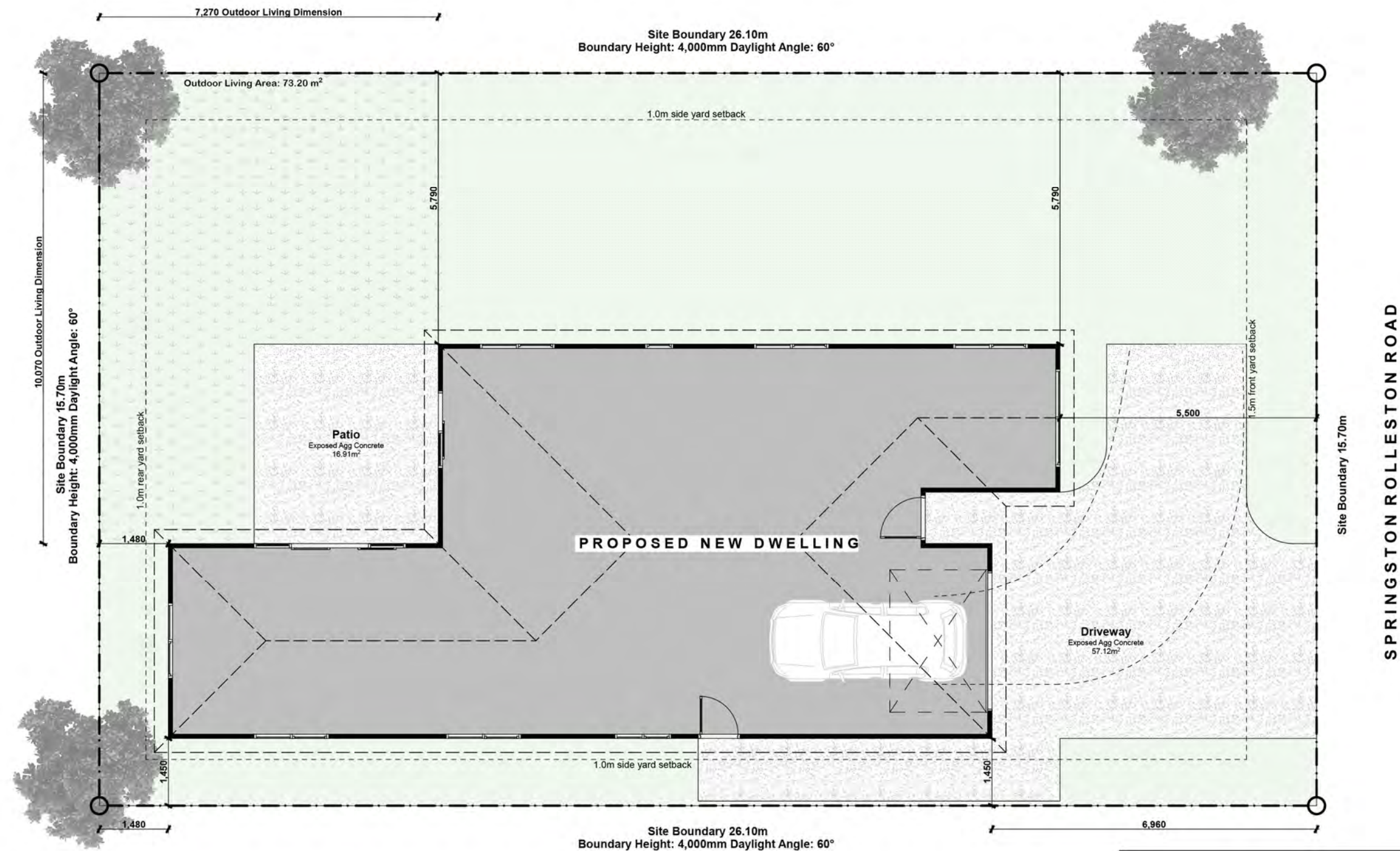
Scale 1:100



## WEST ELEVATION

Scale 1:100





## SITE PLAN

Scale 1:100

## GENERAL NOTES:

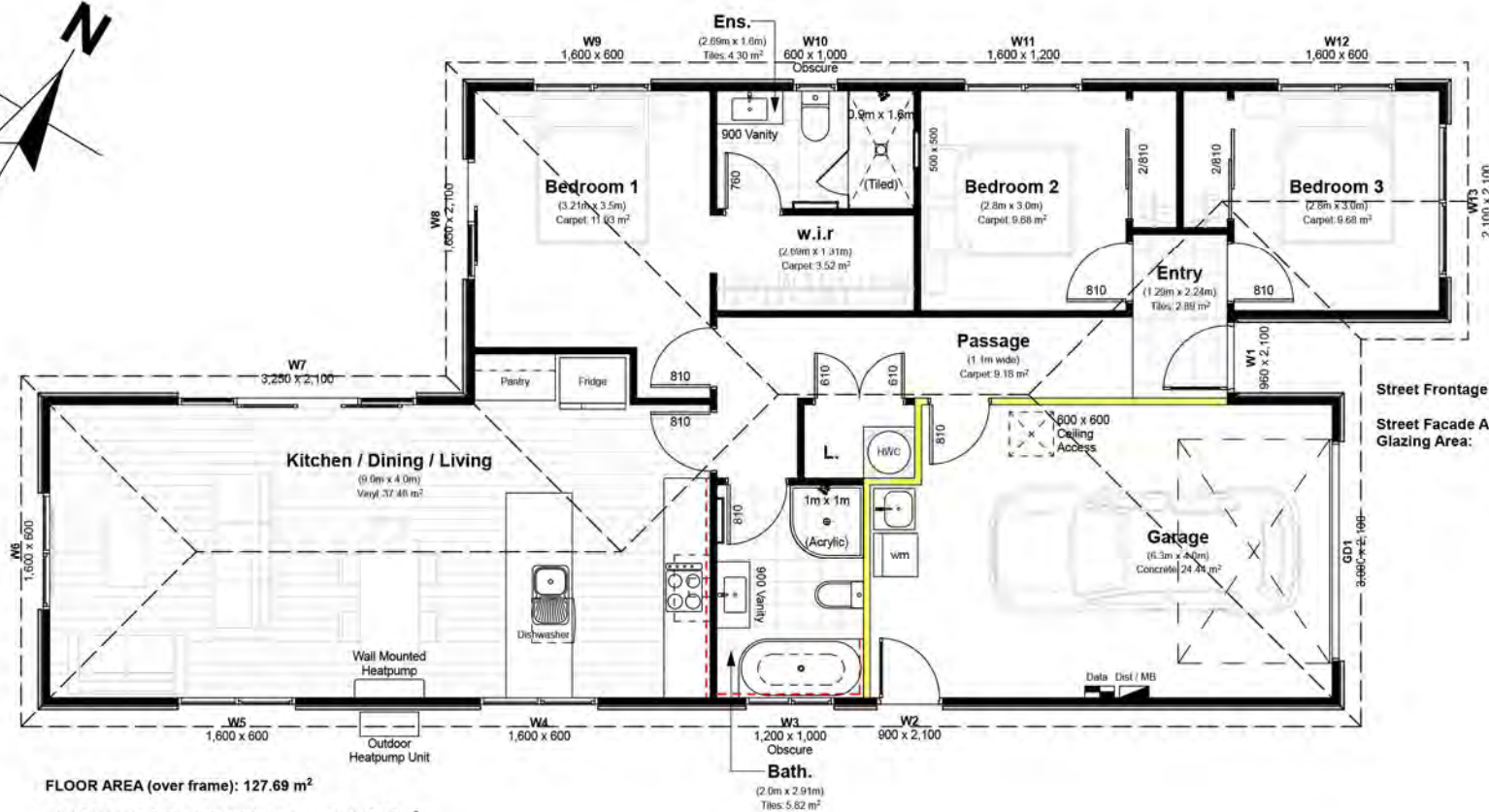
Territorial Authority:	Selwyn District Council
Site Address:	Harrow Green, Rolleston, Selwyn
Lot #:	10
DP #:	TBC
Site Area:	409m <sup>2</sup>
Site Coverage:	35.8% (50% Allowable)
Floor Area (over frame):	127.69m <sup>2</sup>
Floor Area (including roof overhangs):	146.17m <sup>2</sup>
Landscaped Area:	208.05m <sup>2</sup> >20%

(not incl. Driveways / Patios / Dwelling Footprint)



ARTIST IMPRESSION ONLY





FLOOR AREA (including roof overhangs): 146.17 m<sup>2</sup>

**Scale 1:100**



**Scale 1:100**



Scale 1:100



Scale 1:100



Scale 1:100





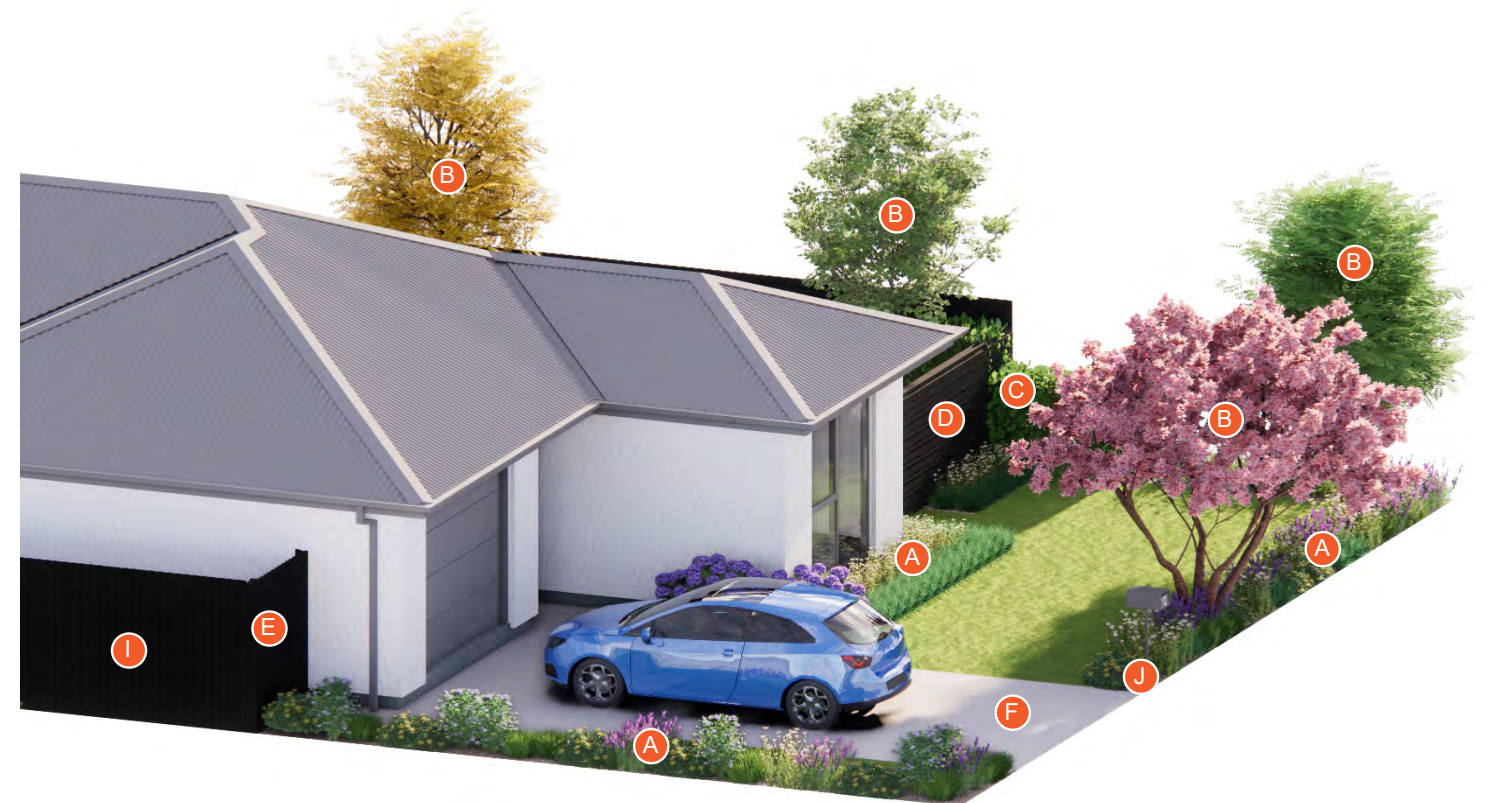
A. TYPICAL PLAN VIEW (1:100 @A3)

#### LEGEND

- |  |                                   |                       |
|--|-----------------------------------|-----------------------|
| A Low Landscape Planting (~0.5-1m)     | E Screening Fence and Gate (1.8m) | I 1.8m Boundary Fence |
| B Specimen Tree                        | F Driveway                        | J Letterbox           |
| C Hedge (~1.2 - 1.8m)                  | G Pedestrian Entrance             |                       |
| D Semi-permeable Fence and Gate (1.5m) | H Patio/ Outdoor Living           |                       |



B. TYPICAL ELEVATION



C. TYPICAL PERSPECTIVE

# Appendix C

**From:** [REDACTED]  
**To:** [Online Resource Consent Applications](#)  
**Subject:** FW: Resource Consent Submission Form 13  
**Date:** Wednesday, 31 May 2023 9:23:31 am

---

-----Original Message-----

**From:** Submissions <submissions@selwyn.govt.nz>  
**Sent:** Wednesday, May 31, 2023 9:09 AM  
**To:** [REDACTED]  
**Subject:** FW: Resource Consent Submission Form 13

-----Original Message-----

**From:** submissions@selwyn.govt.nz <submissions@selwyn.govt.nz>  
**Sent:** Tuesday, May 30, 2023 8:06 PM  
**To:** Submissions <submissions@selwyn.govt.nz>  
**Subject:** Resource Consent Submission Form 13

**\*\* Your Details \*\***

\*Resource Consent Number : RC225716  
\*First Name : Tim  
\*Surname : Rumble  
\*Box/Road/Street Number and Name : [REDACTED] Drive Suburb or RD : Rolleston \*Town/City : Rolleston Area  
Code :  
Email Address : [REDACTED]  
Organisation Name :  
Contact Name : Tim Rumble  
Phone Number : [REDACTED]

**\*\* Submission \*\***

\*The type of consent is: : Subdivision Consent The location of the consent is: : Springston Rolleston Road, Rolleston The proposed activity/change is: : staged subdivision \*The specific part(s) of the application that my submission relates to are: : proposes to undertake a staged subdivision to create 266 fee-simple lots \*My submission is in: : Opposition \*My Submission is: : We are not happy with the section size of the lots 300sm, they are very small and is showing a downwards trend in moving to Rolleston where larger sections were available and now only small sections are being created, this also ruin's the character of Rolleston, Rolleston does not need housing intensification where there is a good supply of land around.

The surrounding streets like Ledbury will have increased traffic as there is no other way to get to the other side of Farringdon i.e schools.

There will also be increases to the school roll even though the school is increasing in count and no plans for further primary schools to accommodate growing subdivisions.

Overall the street width's are small as most people in Rolleston are now tending to parking on the street which haults traffic flow and causes problems.

\*I seek the following decision from the Selwyn District Council: : Further investigation into the resource



consent as there is some long term issues with increases to school roll without further schools zoned for the area, increases in traffic until all routes into the area are completed as most traffic to route through Hungerford and Ledbury.

Housing intensification with small sections are not ideal even though there is plenty of new subdivisions being created.

Rolleston appears to be growing too fast and doesn't appear to be planned as well as was when we first moved here.

Supporting Information: : No file uploaded

**\*\* Hearing \*\***

\*Do you wish to be heard in support of your submission? : I don't wish to be heard \*If others make a similar submission, I would consider presenting a joint case with them at the hearing. : No

Submissions

---

Submissions

---

Richard Bigsby

Resource Management Planner

+643 3472761

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**Subject:**  
**Date:**



FW: Resource Consent Submission Form 13  
Thursday, 18 May 2023 8:37:24 am

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-----Original Message-----

From: submissions@selwyn.govt.nz <submissions@selwyn.govt.nz>  
Sent: Wednesday, May 17, 2023 6:02 PM  
To: Submissions <submissions@selwyn.govt.nz>  
Subject: Resource Consent Submission Form 13

**\*\* Your Details \*\***

\*Resource Consent Number : RC225715  
\*First Name : Michelle  
\*Surname : Kidson  
\*Box/Road/Street Number and Name : [REDACTED] Drive Suburb or RD :  
\*Town/City : Rolleston  
Area Code : 7615  
Email Address : [REDACTED]  
Organisation Name :  
Contact Name :  
Phone Number : [REDACTED]

**\*\* Submission \*\***

\*The type of consent is: : Land Use Consent, Subdivision Consent The location of the consent is: : Springston Rolleston Road, Rolleston The proposed activity/change is: : To undertake a staged subdivision (RC225715) creating 266 fee-simple allotments and a land use consent (RC225716) is required to establish residential dwellings, new roading, vehicle access and to undertake earthworks that will not comply with the relevant provision of the Operative District Plan (Rural Volume).

\*The specific part(s) of the application that my submission relates to are: : Staged Subdivision & land use \*My submission is in: : Opposition \*My Submission is: : Rolleston does not have the appropriate resources and infrastructure to carry an additional 266 households.

We are experiencing increased congestion currently without the addition of these homes. The increased traffic is causing concerns for family and children's safety to be biking scooting or walking from and to school or parks etc.

We do not have enough retail access to groceries specifically. The shelves of our grocery stores are constantly empty, and staff are not able to keep up with stocking, this is testament to the high population volume we are experiencing without these additional 266 homes / families.

We will obviously be directly affected as well with the sub-division going up directly behind our property. There's a large shelter belt in this area not only providing us with shelter but supplying accommodation to a large number of species of birds. Taking down this shelter belt will destroy the flourishing wildlife here which is not a good outcome for anybody.

\*I seek the following decision from the Selwyn District Council: : I would like to see further subdivision development only being allowed once the infrastructure is better developed, especially with pedestrian safety in mind.

Another grocery store should be built before further addition of 266 households.

The wildlife and trees / shelterbelts should be preserved through these processes.

I would like to see the Commissioner turning down this specific consent.

Supporting Information: : No file uploaded

**\*\* Hearing \*\***

\*Do you wish to be heard in support of your submission? : I wish to be heard \*If others make a similar submission, I would consider presenting a joint case with them at the hearing. : Yes

Submissions

---

Submissions

---

## Form 5

### Submission on publicly notified application concerning resource consent under Section 96, Resource Management Act 1991

To: Selwyn District Council

Name of submitter: Ministry of Education ('the Ministry')

Address for service: C/- Beca Ltd  
[REDACTED]  
[REDACTED]

Attention: [REDACTED]

Phone: [REDACTED]

Email: [REDACTED]

#### Description of activity

This is a submission on the proposed Subdivision Application and Residential Land Use Application Springston Rolleston Road Rolleston, Lot 2 DP 61162.

Kevler Development Limited lodged a resource consent application with the Selwyn District Council for a site to be subdivided into 270 single residential allotments with associated roading, landscaping and earthworks in 27 stages with non-complying lot sizes for the Inner Plains zone.

In addition to the aforementioned subdivision consent, land use consent is sought for the proposed dwellings on the allotments, and to address the volume of earthworks to be undertaken on site.

The general details of the proposal are outlined below:

- Subdivision creating 270 residential lots in the Inner Plains zone, with non-compliances relating to density standards, access, earthworks, allotment size, site coverage, building position, road engineering, accessway and crossings standards for the Inner Plains Zone with an average lot size well under 4ha being 391m<sup>2</sup>.
- The subdivision will be undertaken in 27 stages, which will be completed incrementally.
- The application site is currently 2 empty paddocks and is situated on the southern verge of Rolleston township as illustrated in Figure 1.
- The proposed subdivision will require significant earthworks including 10,000m<sup>3</sup> of cut to fill and 30,000m<sup>3</sup> of cut.

#### Background:

The Ministry of Education is the Government's lead advisor on the New Zealand education system, shaping direction for education agencies and providers and contributing to the Government's goals for education. The Ministry assesses population changes, school roll fluctuations and other trends and challenges impacting on education provision at all levels of the education network to identify changing needs within the network so the Ministry can respond effectively.

The Ministry has responsibility not only for all State schools owned by the Crown, but also those State schools that are not owned by the Crown, such as designated character schools and State integrated schools. For the Crown owned State school this involves managing the existing property portfolio, upgrading and improving the portfolio, purchasing and constructing new property to meet increased demand, identifying and disposing of surplus State school sector property and managing teacher and caretaker housing.

The Ministry is a considerable stakeholder in terms of activities that may impact on existing and future educational facilities and assets in the Selwyn District Plan. The proposed subdivision is within the enrolment scheme zones of Lemonwood Grove School and Rolleston College and is located within the existing urban limit as well as within the Projected Infrastructure Boundary (Map A) within the Canterbury Regional Policy Statement (CPRS) shown in Figure 1 below:

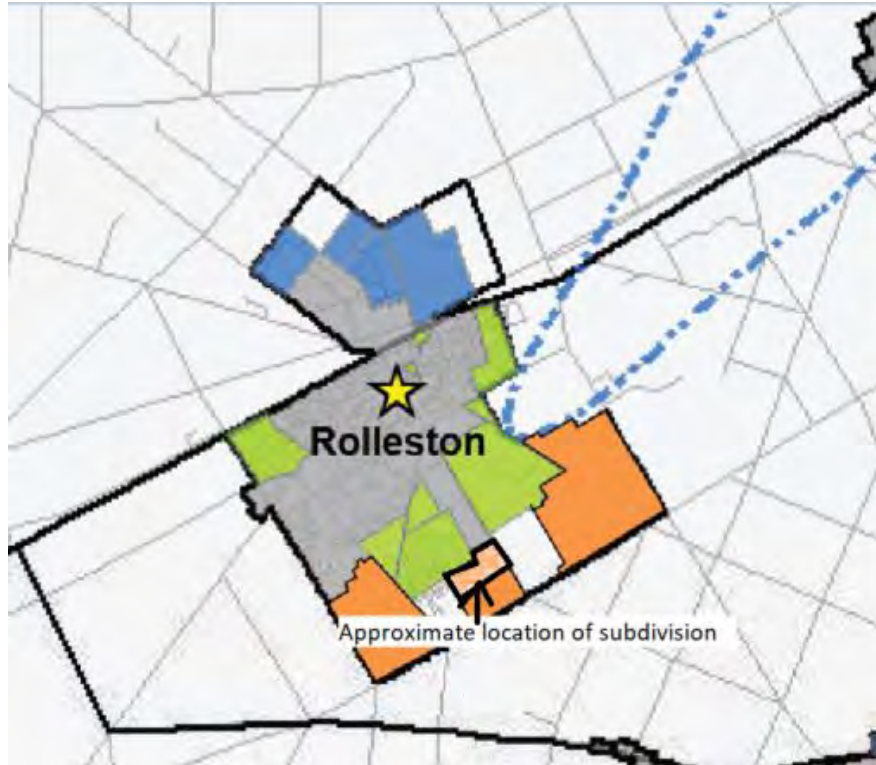


Figure 1: Projected Infrastructure Boundary (Map A) within the Canterbury Regional Policy Statement (CPRS) and proposed subdivision location

As such, the development of this area has been factored into medium-long-term plans for education facilities in this area meaning capacity concerns have been factored into the Ministry's medium and long-term projections.

For the reasons outlined above, the Ministry has no concerns regarding the impacts of the proposal on school capacity within the relevant school enrolment zones.

**The specific parts of the application that the Ministry of Education's submission relates to are:**

#### *Trip generation*

The applicant's Transport Impact Assessment anticipates low impact from operational phase traffic, due to the roading layout and multiple access ways proposed. Stantec's traffic assessment assumes most of the traffic will be absorbed by the surrounding roads putting only minor pressures on surrounding intersections.

It is considered that the applicant's Transport Impact Assessment has not given full consideration to construction phase traffic associated with the proposed subdivision, particularly heavy vehicle movements,



and the effect this may have on the nearby schools.



Figure 2: Proposed subdivision's proximity to Schools

#### Construction effects

Due to the scale of the proposed subdivision, volume of proposed earthworks, and the subject sites proximity to the surrounding schools, construction phase effects such as noise, dust vibrations and movement of heavy vehicles may result in adverse effects,

#### The Ministry of Education's submission is:

The proximity of the proposed subdivision to Lemonwood Grove and Rolleston College has the potential to result in adverse effects on Lemonwood Grove and Rolleston College arising from the establishment of 270 residential lots. The Ministry has noted the potential effects on the Lemonwood Grove and Rolleston College as follows:

#### Additional Staging Information

Additional information regarding staging plans (including housing typology in each stage) and anticipated timing of stages should be provided to the Ministry and other agencies to inform plans for services that will be required by residents.

#### Traffic Effects

The Ministry has concerns that the application does not contain an adequate assessment of the effects associated with increase in total and peak time traffic movements post-construction of the subdivision.

Whilst the application and accompanying Transport Impact Assessment outlines the anticipated vehicle movements as a result of the increased density, no specific regard has been given to the effect of this on Lemonwood Grove and Rolleston College.

Additional information relating to the potential and actual effects of construction and operational phase traffic should be provided to Lemonwood Grove School and Rolleston College to adequately inform students and their families of the increased traffic movements.

#### *Construction Phase Effects*

The Ministry has concern that the application does not contain an adequate assessment of construction phase effects. Due to the scale and location of the proposed subdivision it is not fanciful to consider that high heavy vehicle movements will likely be required over the duration of the construction period resulting in traffic safety and traffic noise effects.

In addition to this, the construction of the subdivision and associated roading, landscaping and earthworks may result in dust, noise, and vibration effects that have the potential to adversely affect the rangatahi and kaiako at Rolleston College and Lemonwood Grove School.

Due to the proximity of the application site to Rolleston College and Lemonwood Grove School, the Ministry also seeks further information regarding the proposed timing and duration of construction to allow for adequate consideration of the effects on Rolleston College and Lemonwood Grove School.

#### **The Ministry of Education seeks the following decision from the consent authority:**

- That further information is provided regarding potential and actual construction effects including, but not limited to:
  - Dust
  - Vibration
  - Noise
  - Heavy Vehicle Movements
- Prior to consent being granted, a Construction Management Plan and Erosion and Sediment Control Plan should be provided to Council.
- To ensure any potential and actual adverse effects relating to traffic safety are appropriately mitigated, the Ministry seeks the inclusion of a condition requiring submittal of a traffic management plan which details effect and mitigation of heavy vehicle movements impact through the following condition:
  - a. Trucks will not use Springston Rolleston Road, Broadlands Drive or Lemonwood Drive route to or from the Application site between 8.15 am -9.15 am and 2.45 pm - 3.25 pm. During those times trucks would use an alternative route.
- Applicant provides an amended traffic assessment which gives specific regard to the effect of the increased total and peak hour traffic movements on Lemonwood Grove and Rolleston College.
- The applicant provides a staging plan demonstrating indicative timing of each stage.

**The Ministry wishes to be heard in support of their submission.**

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]



---

**Jono Gemmell**  
**Planner – Beca Ltd**  
**(Consultant to the Ministry of Education)**

**Date: 03/03/2023**

## Form 13

### Submission on application concerning resource consent that is subject to public notification by consent authority

#### Section 95C, Resource Management Act 1991

**To:** Selwyn District Council

**Submission on:** Publicly Notified Resource Consent – Subdivision – Kevler Developments Limited

**Name of Submitter:** Fire and Emergency New Zealand

This is a submission on an application from Kevler Developments Limited for resource consent to subdivide and establish residential dwellings on land at Springston Rolleston Road, north of Kate Shepard Drive. The proposed activity is to create 271 lots for residential purposes, seven access lots, two recreation reserves and two local purpose reserves. The following resource consents have been sought from Selwyn District Council (SDC):

- **RC225715** – Subdivision consent to create 271 fee-simple allotments, roads and reserves in Rolleston
- **RC225716** – Land use consent to establish residential dwellings, new roading, vehicle access and earthworks.

Fire and Emergency New Zealand's (Fire and Emergency) interests and subsequent relief sought below relates to **RC225716** and **RC225715**.

Fire and Emergency is not a trade competitor for the purposes of section 308B of the Resource Management Act 1991 (RMA).

Fire and Emergency **support** the resource consent application, subject to the relief sought in its submission.

The specific parts of the application that Fire and Emergency's submission relates to are:

- The provision for firefighting water supply; and
- Emergency service access

#### Fire and Emergency's submission is:

In achieving the sustainable management of natural and physical resources under the RMA, decision makers must have regard to the health and safety of people and communities. Furthermore, there is a duty to avoid, remedy or mitigate actual and potential adverse effects on the environment.

The risk of fire represents a potential adverse effect of low probability but high potential impact. Fire and Emergency has a responsibility under the Fire and Emergency New Zealand Act 2017 to provide for firefighting activities to prevent or limit damage to people, property and the environment. As such, Fire and Emergency monitors development occurring under the RMA to ensure that, where necessary, appropriate consideration is given to fire safety and operational firefighting requirements.

In order for Fire and Emergency to achieve their principle objective which includes reducing the incidence of unwanted fire and the associated risk to life and property, protecting and preserving life, and preventing or limiting injury, damage to property land, and the environment, Fire and Emergency requires adequate water

supply be available for firefighting activities; and adequate access for new developments and subdivisions to ensure that Fire and Emergency can respond to emergencies.

The provision for adequate water supply is therefore critical. It is important to Fire and Emergency that any new subdivision or land use has access to adequate water supply (whether reticulated or non-reticulated). This essential emergency supply will provide for the health, safety and wellbeing of people and the wider community, and therefore contributes to achieving the purpose of the RMA.

#### Firefighting water supply

A servicing report has been prepared by Survus Consultants to support the application. The servicing report has advised that firefighting water supply would be reticulated, unrestricted and subject to the provisions of FW2 from the New Zealand Fire Service Firefighting Water Supplies Code of Practice SNZ PAS 4509:2008 (SNZ PAS 4509:2008) with a minimum of 12.5l/s and a residual pressure of 100kPa. Furthermore, the report indicates that all new mains will have hydrants spaced to satisfy SNZ PAS 4509:2008. However, there has not been any modelling completed to determine whether the reticulated water supply would provide sufficient capacity or pressure to meet SNZ PAS 4509:2008.

Given there has not been any modelling undertaken to confirm the reticulated water supply, there is a risk that there may not be sufficient capacity and pressures in the networks at the time of development to comply with SNZ PAS 4509:2008.

#### Access

The applicant is proposing a local road connection to Hungerford Drive and further connections to the land to the north, south, east and west. Ten new internal roads will also be established and these will be in accordance with Selwyn District Plan. Based on the schematic plan provided it is considered that these internal roads will be suitable for Fire and Emergency appliances.

The application indicates that there are nine right of ways to service two lots each with a legal width of 4.5m and a carriageway width of 3m in accordance with the Selwyn District Plan. The carriageway widths of the right of ways is not considered to be sufficient as fire appliances require a minimum carriageway width of 4m. It is noted that that fire appliances may be able to access these properties from the internal roads rather than needing to use the right of ways. However, the preference for Fire and Emergency, is for the right of ways to be trafficable by fire appliances as where safe to do. Therefore, requiring a minimum carriageway width to locate an appliance as close as practicable to the incident.

In addition, there are six rear lots that have access legs from the internal roads, with legal widths ranging from 3.5m to 3.8m. Although the legal widths are less than 4m these are considered to be suitable for fire appliances as the distance to the rear of the site from the road is within a 75m hose run.

#### **Fire and Emergency seek the following decision from the consent authority:**

Fire and Emergency seeks that the right of ways are developed to provide a carriageway width of 4m to enable easy access for fire and emergency appliances.

Fire and Emergency request that further information is provided that includes the following:

- Evidence that the that the proposed water supply will have sufficient water capacity and pressure in accordance with SNZ PAS 4509:2008.

If Council do not consider the above request is necessary prior to the granting of consent, Fire and Emergency request that the following condition of consent be imposed on **RC225715 and RC225716** as follows:



- (1) *Prior to commencing construction, the consent holder shall undertake modelling of the reticulated water supply. The consent holder shall provide evidence to Selwyn District Council that the water supply will have sufficient water capacity and pressure in accordance with SNZ PAS 4509:2008.*

*Note: If the reticulated water supply does not comply with SNZ PAS 4509:2008, consultation shall occur with Fire and Emergency to establish as suitable alternative water supply that complies with SNZ PAS 4509:2008.*

Fire and Emergency **may wish to be heard** in support of its submission. If others make a similar submission, Fire and Emergency will consider presenting a joint case with them at the hearing.

Fire and Emergency **does not request**, pursuant to section 100A of the Act, that you delegate your functions, powers, and duties to hear and decide the application to 1 or more hearings commissioners who are not members of the local authority.



Signature of person authorised to sign on behalf of  
**Fire and Emergency**

<b>Date:</b>	26/05/2023
<b>Electronic address for service of person making submission:</b>	[REDACTED]
<b>Telephone:</b>	[REDACTED]
<b>Postal address:</b>	[REDACTED] [REDACTED] [REDACTED]
<b>Contact person:</b>	Lydia Shirley

# Notice of Submission on an Application for Resource Consent – Selwyn District Council

*Submission made by electronic means.*

## 1. SUBMITTER DETAILS

**Name of Submitter:** Canterbury Regional Council

**Physical Address:** 200 Tuam Street

**Postal Address:** PO Box 345

**Email Address:** regional.planning@ecan.govt.nz

**My Address for service for receiving documents and communication about this application is:** regional.planning@ecan.govt.nz

## 2. APPLICATION DETAILS

**Application Reference Number:** RC225715 and RC225716

**Name of Applicant:** Kevler Development Limited

**Application Site Address:** Springston Rolleston Road, Rolleston

**Description of the Proposed Activity:** To undertake a staged subdivision (RC225715) creating 266 fee-simple allotments and a land use consent (RC225716) to establish residential dwellings, new roading, vehicle access and to undertake earthworks that will not comply with the relevant provision of the Operative District Plan (Rural Volume).

## 3. SUBMISSION DETAILS

This is a submission on the proposed staged subdivision and land use consent application to the Operative Selwyn District Plan.

We submit neither in support, nor opposition of this application.

Environment Canterbury could not gain an advantage in trade competition through this submission.

I am not directly affected by an effect of the subject matter of the submission that—

(a) adversely affects the environment; and

(b) does not relate to trade competition or the effects of trade competition.

**The reasons for our submission are:**

- (1) The Canterbury Regional Policy Statement (CRPS) provides a clear and directive urban growth framework for the Greater Christchurch Area.
- (2) Map A identifies the location and extent of urban development that will support recovery, rebuilding and planning for future growth and infrastructure delivery in Greater Christchurch. The policy framework in Chapter 6 seeks to accommodate expected growth and enable urban development within identified spatial areas in a way that achieves consolidated and coordinated urban growth which is integrated with the provision of infrastructure. This framework provides for the development of land within existing urban areas, greenfield priority areas (GPAs), and future development areas (FDAs), at a rate and in locations that meet anticipated demand and enables the efficient provision and use of network infrastructure.
- (3) The proposed application seeks to subdivide and use land that has been identified as a Future Development Area on Map A of Chapter 6 of the CRPS.
- (4) CRPS Policy 6.3.12 for Future Development Areas requires conditions to be met to enable urban development in the identified FDAs. Clause 6.3.12(1) requires that the zoning of additional land must be demonstrated as needed to address a shortfall in the medium term to achieve housing bottom lines. Table 1 of the Housing and Business Development Capacity Assessment (HBA) 2021, prepared by the Greater Christchurch Partnership, indicates a shortfall of households in Selwyn in the medium term excluding the Future Urban Development Areas, however with their inclusion at 15hh/ha this shortfall becomes a surplus.
- (5) The existing lot and proposed lots while located within a rural zone in Selwyn's operative and proposed district plans (PDP), are generally in accordance with the Outline Development Plan in Variation 1 of the PDP at DEV-RO14 with some minor adjustments to the location of roads from a traffic safety perspective.
- (6) Under Variation 1, the site is located in a Medium Density Residential Zone with decisions due in August, the variation has no appeal rights except on points of law. This site would then be subject to the medium density residential standards under the RMA – Enabling Housing Supply and Other Matters Amendment Act 2021. Under this Amendment Act there is no minimum lot size or shape size requirements.
- (7) The proposal gives effect to the NPS-UD Objectives including:
  - Objective 1 that New Zealand has well-functioning urban environments,
  - Objective 2 that decisions improve housing affordability,
  - Objective 3 to enable more people to live in areas where there is high demand for housing, and
  - Objective 6 for decisions on urban development to be integrated with infrastructure planning and funding decisions, strategic over the medium and long term and responsive.
- (8) The provisions in the NPS-HPL are not applicable because of the site's classification as a future urban development as per clause 3.5(7).

- (9) The site is not located in a soil erosion risk area as shown in the Land and Water Regional Plan (LWRP), nor in a community drinking water protection area, nor is adjacent to a Statutory Acknowledgement Area or within a drains and watercourses area as per the Flood Protection and Drainage Bylaw 2019<sup>1</sup>.
- (10) As the site is located over semi-unconfined or unconfined aquifers then Rule 5.175 from the LWRP applies if there is any excavation. Rule 5.177 applies if any deposition activity is likely to occur. If excavation occurs and the conditions of these rules cannot be met, then a resource consent will be required from Canterbury Regional Council.
- (11) Section 3.2 of the Applicants' Earthworks Management Plan indicates that construction phase stormwater generated will be retained on site and soak pits will be installed. If any stormwater discharge occurs through construction or ongoing use, LWRP rules 5.94A to 5.97 will need to be assessed. Rule 5.95 applies if the stormwater from the site is to be discharged to land through soak holes.
- (12) The Listed Land Use Register (LLUR) indicates the property has been used or is currently used for activities likely to cause contamination. The detailed environmental site investigation provided, considers it highly unlikely that there will be a risk to human health from chemical contamination of the new residential development through subdividing, developing, and occupying the land. The site investigation implements Policy 17.3.2 of the CRPS to achieve Objective 17.2.1 for the protection of people and the environment from the adverse effects of contaminated land.
- (13) For the reasons set out above, the proposed resource consent application is not inconsistent with the CRPS, and the NPS-UD. It is not subject to the NPS-HPL. If the conditions of the relevant rules in the LWRP cannot be met, a resource consent from Canterbury Regional Council will be required.

**We would not be in opposition of the Council if the decision made is to approve the resource consent application.**

#### **4. SUBMISSION AT THE HEARING**

We do not wish to be heard in support of our submission.

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<sup>1</sup> Available at <https://www.ecan.govt.nz/your-region/your-environment/river-and-drain-management/flood-protection-and-drainage-bylaw/#:~:text=The%20Flood%20Protection%20and%20Drainage%20Bylaw%20prevents%20landowners%20from%20putting,written%20permission%20from%20Environment%20Canterbury.>

## 5. SIGNATURE



Jeff Smith

**Team Leader Planning & Strategy**

31/05/2023

(Authorised under delegation from the Canterbury Regional Council).



# Appendix D

**BEFORE HEARING COMMISSIONER  
FOR SELWYN DISTRICT COUNCIL**

**UNDER**

The Resource Management Act 1991

**AND**

**IN THE MATTER OF  
AND**

The Selwyn District Plan

**IN THE MATTER OF**

**Kevler Development Limited**, RC 225715/RC225716

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**STATEMENT OF EVIDENCE OF GABI WOLFER  
ON BEHALF OF SELWYN DISTRICT COUNCIL**

**URBAN DESIGN**

**JUNE 2023**

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## **EVIDENCE IN THE MATTER OF RC 225715 and 225716**

### **Evidence of Gabi Wolfer, Urban Design Lead, Selwyn District Council**

#### **1. INTRODUCTION**

- a. My full name is Gabriele Tanja Wolfer. I have been working for Selwyn District Council as their Urban Designer/Town Planner for the past 12 years. I am a senior member of the Strategy team and have recently been appointed as Urban Design Lead. I hold a master's degree in urban and spatial planning from the Technical University Kaiserslautern, Germany. I am an Associate member of the New Zealand Planning Institute (NZPI) and a member of the Architectural Institute Rhineland-Palatinate, Germany.
- b. In my role I have been developing strategic framework documents to assist in the implementation of best practise urban design in Selwyn's urban environments, including the Selwyn Commercial Design Guide (2012), the Lincoln Town Centre Plan (2016) and more recently the Rolleston Town Centre guide (2020).
- c. Prior to my current role I have worked as the Town Planner for a private consultancy designing and developing masterplans for residential and commercial developments nationwide.
- d. I confirm that I have read the Code of Conduct for Expert Witnesses contained in the Environment Court Practice Note and that I agree to comply with it. My qualifications as an expert are set out above. I confirm that I have considered all the material facts that I am aware of that might alter or detract from the opinions that I express, and that this evidence is within my area of expertise, except where I state that I am relying on the evidence of another person.

#### **2. SCOPE**

- a. In my role as Council's Urban Design Lead, I have carried out an assessment of the urban design matters for RC225715/RC225716 including the responses to the Requests for Further Information. Where necessary I have provided additional information in relation to Selwyn's character and commented on matters raised in submissions that relate to my area of expertise.
- b. My assessment is focused on the urban design effects in the context of a) the Small-Lot Living Z environment, as per operative Selwyn District Plan (District Plan) and b) an anticipated Medium Density Zone (MRZ) living environment as per RMA- EHS Amendment Act Schedule 3A (EHS Act), enabled through Variation 1 to the Plan.
- c. The specific areas I was asked by the Council's processing officer to provide evidence on: Proposed density and lot distribution and in this context the character and amenity values of the receiving environment and future residents, site layout, section design and potential outcomes, proposed built form and visual variety and in this context the 'no built design'

commitment, comparison to comprehensive development, the suitability of conditions of consent and proposed fencing conditions.

- d. The review of urban design matters and their appropriateness against the relevant strategic directions is to assist the council's officer in preparing his s42A report.
- e. To this effect I have reviewed the applicant's revised RFI dated 29 March 2023<sup>1</sup>, Attachments G- Fencing Conditions, Attachment 6- House compliance assessment, the submitted AEE Assessment<sup>2</sup> and the Traffic Evidence Assessment<sup>3</sup> on matters in my field of expertise. Where appropriate, I have identified information gaps or areas where further clarification is needed.

### **3. STRATEGIC DIRECTIONS**

- a. The following statutory documents provide strategic direction for this non-complying resource consent proposal and are relevant for my assessment.
- b. Canterbury Policy Statement (CRPS 2013) Chapter 6 (Recovery and Rebuilding of Greater Christchurch), including Policy 6.3.1-6.3.3 and Policy 6.3.6 and 6.3.7.
- c. CPRS 2013 Policy 6.3.2 refers to 'good urban design'.
- d. The operative District Plan. The following objectives and policies relating to the requests have been used as a) a framework and b) to establish if the proposal enables development that achieves these outcomes.
- e. Township Volume/ Health Safety and Values/ Quality of the Environment/ Objectives B3.4.2, B3.4.4 and B3.4.5 and Policies B3.4.1, B3.4.2 and B3.4.3 Township Volume/Growth of townships/ Objectives B4.3.1, B4.3.3- B4.3.8/Policies B4.3.3-B4.3.8, B4.3.10, B4.3.11; Residential density/ Objectives B4.1.1 and B4.1.2, Policies B4.1.10- B4.1.13; Rolleston specific - Policy B4.3.75.
- f. The proposed District Plan (Proposed Plan), which states objectives and policies that apply for all Residential zones in addition to the zone-specific objective and policies within the Medium Density Zone (MRZ). The following objectives and policies relating to the proposal: RESZ- Objectives and Policies, RESZ-01, 03-05; Policies RESZ-P1, P1-P7, RESZ- PC and MRZ-01 and MRZ-P1 and P2.
- g. The rule framework under the Operative Plan distinguishes between small-lot and comprehensive Medium Density housing. The difference between the two is determined by section size, housing typology and approach. Based on the 'environment', Living Z small-lot medium density is the closest comparable framework to the proposal, which I have chosen for my assessment below.

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<sup>1</sup> RFI Request #3- Kevler Development Ltd: RC225715/225716, Aston Consultants

<sup>2</sup> AEE-15124 Subdivision and Landuse Application, Survus Consultants

<sup>3</sup> Attachment 6\_Traffic Evidence, Stantec

#### **4. PROPOSAL**

- a. The applicant seeks consent for the staged residential development of Lot 2 DP 61162 as a non-complying activity under the Operative Plan.
- b. The site is zoned Inner Plains (Rural) and is situated on Springston Rolleston Road, Rolleston.
- c. The proposal seeks consent for subdividing the 15.92ha site into 266 lots and subsequent construction of dwellings on each of the created allotments. Lot 500 may be subject to further development that does not form part of this proposal, Lot 1000 is allocated for a Local Purpose Reserve and Lot 2000 has been identified as a 2200m<sup>2</sup> centrally located Recreation reserve.
- d. The applicant states that the development will be in accordance with the requirements of the proposed Medium Density zone (MRZ). However, the proposal seeks to establish only one unit per allotment proposed and the applicant has volunteered conditions to confirm this, as well as a limitation to a maximum of two-storey heights per unit.
- e. The applicant does not seek to create any vacant residential lots and volunteered that buildings are to be completed prior to subdivision (s224). The applicant is 'intending to build on a large majority of the lots...'<sup>4</sup>.
- f. The applicant has provided an assessment<sup>5</sup> of five exemplar housing designs to demonstrate compliance with MA-EHS Schedule 3a and supporting artist impressions for Lots 131, 150 and 10.
- g. The applicant has provided a subdivision plan which shows the proposed residential medium density landuse, individual sites, access and connectivity and interface with adjoining sites.

#### **5. SUBMISSIONS**

- a. Council received submissions of which 1 relates to Urban Design<sup>6</sup>. The matters relevant consider the existing character of Selwyn and density and minimum lot size, which I have addressed as part of paragraph 8.

#### **6. CONTEXT**

- a. I am a local resident and have a good understanding of the site in the context of the overall township.

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<sup>4</sup> AEE-15124 Subdivision and Landuse Application, Survus Consultants

<sup>5</sup> Attachment 6- Assessment of proposal against Schedule 3A Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021

<sup>6</sup>Tim Rumble- submission in opposition



- b. To be able to comment on the proposal and its implications on the individual and the wider community it is imperative to address them in context. This is where the principle of Tūrangawaewae<sup>7</sup> – the sense of place and belonging needs to be referenced.
- c. Context is required to establish: (a) if the request integrates with the surrounding development and (b) whether there are any amenity, or potentially adverse effects and if so if they have been adequately addressed by the applicant.
- d. The existing residential environment to the immediate North and North-West (Faringdon and Silverstone) is characterised by low-density sites of over 700m<sup>2</sup> and section widths of 20 meters along the interface with the proposed site.
- e. Immediate sites to the West and South zoned Inner Plains (Rural) are used for pastoral grazing and contain one existing dwelling within an established garden setting.
- f. The expectation is that the existing low- density residential environment at the interface with the proposed site to the North will not change in the foreseeable future, due to the recentness of the development and the central placement of built form; visual effects along this boundary could occur if the proposed development is not of a similar scale and density to the existing environment.
- g. The development of Acland Park is situated East of the proposed site, on the opposite site of Springston Rolleston Road, which acts as a physical barrier between landuses.
- h. Acland Park is a Special Housing Area developed under the Housing Accord with its own set of development conditions and consists of a mixed density residential neighbourhood with supporting community and commercial infrastructure (such as pre-schools, schools and neighbourhood shops and services). This development shows a higher density when compared to Faringdon and Silverstone (which both adjoin to the north).
- i. Sites 250metres to the West and 200metres to the South are part of the Faringdon Neighbourhoods and of a residential nature with a mixture of low and medium density housing.
- j. Rolleston's larger residential neighbourhoods, such as Faringdon and Acland Park, have historically gone through a master planning process, where all design elements are addressed as part of a consolidated integrated development approach, which is particularly beneficial between landuse and transport matters. It has been common practise that builders would then buy comprehensive development lots or lots off the plan and build accordingly their own designs, naturally achieving a variation in building designs.
- k. Springston Rolleston Road along the site's eastern boundary connects the site with the Rolleston Town Centre and associated services while being a main arterial link in and out of the township.

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<sup>7</sup> Appendix 1- The NZ Design Protocol- Urban Design principles

- l. To reiterate above, the proposed site is influenced by the wider mixed-density residential neighbourhoods and existing adjacent residential activities to the North, North-West and to a lesser degree to the East. Should adjoining rural sites to the South and West be developed to a residential landuse, the proposed site would effectively be enclosed on all sides with residential development.
- m. *I consider that a residential landuse in principle is coherent with the receiving residential environment.*
- n. *A mixed-density residential land use of similar scale, variation, and density to adjoining neighbourhoods would visually be perceived as an extension to the existing residential subdivisions of adjoining Faringdon and Silverstone. Given however the proposal's increase in density, the distribution and delivery of this density, the development and design approach of the site, I consider that there may be amenity and character conflicts with surrounding residential sites.*

## **ASSESSMENT OF THE PROPOSAL UNDER THE OPERATIVE DISTRICT PLAN/ LIVING Z RULE FRAMEWORK**

### **7. URBAN DESIGN MATTERS/ URBAN FORM**

- a. The site is within the urban limit of Selwyn Road<sup>8</sup> and is within the areas identified for future development in the framework documentation of the Canterbury Regional Policy Statement (CRPS) (see policy 6.2.2) and Our SPACE future development strategy. Both documents identify the site as a future development area (FDA).
- b. Policy B4.3.3 states that zoning patterns should avoid leaving a patch of land zoned rural surrounded by Living zones. This could be the case if sites surrounding the site to the South and West will be developed.
- c. The site is physically contained to the north by existing residential development and to the east by Springston Rolleston Road.
- d. Situated within the southern end of Rolleston, if undeveloped this portion of land would end up being the 'middle of the doughnut'. This outcome would not only go against achieving the compact and consolidated urban form identified in the Structure Plan, Our SPACE, the CRPS and Policy B4.3.3, but may also create reverse-sensitivity conflicts should rural based activities continue on the site and adjacent sites to the south and west get developed.

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<sup>8</sup> Rolleston Structure Plan, 2009

- e. I consider that developing the proposed site to a residential density will be in keeping with the Greater Christchurch's settlement pattern and achieve a consolidated expansion of the existing urban areas within Rolleston Township.***

## **8. URBAN DESIGN MATTERS/ ACCESSIBILITY AND CONNECTIVITY**

- a. Accessibility relates to providing and enhancing access to public services and facilities, particularly for when using non-motorised transport modes. The New Zealand Urban Design Protocol (NZ UD Protocol) states that “quality urban design to have social, environmental and cultural benefits by creating well connected, inclusive and accessible places...”.
- b. Connectivity relates to how to create roading networks that provide transport choices and support resilience and safer places. Well-connected street networks support cycling and walking, as well as other alternative transport modes.
- c. The proposed site plan outlines the roading pattern to access the site and connect with the wider roading network. Two shared pedestrian/cycle links are proposed connecting the development with the walking and cycling network within neighbourhoods to the North.
- d. A shared pedestrian/cycle path along Springston Rolleston Road will provide access to the services within the town centre (approximately 2.6km to the North) and community facilities, such as the Rolleston High School and Foster Park (approximately 1.5km).
- e. In my opinion the proposal provides an adequate level of accessibility to public services on Springston Rolleston Road and beyond. I believe an adequate level of connectivity with community services and adjacent neighbourhoods is provided.***

## **9. URBAN DESIGN MATTERS/ RECEIVING ENVIRONMENT/ CHARACTERISTICS**

- a. I consider the status quo of the site, as well as proposed and consented development in the immediate vicinity of the receiving environment. Existing residential development to the North and to a lesser degree to the East, possible future residential development to the West and South are cumulatively having an impact on the amenity, character and outlook of the site.
- b. Springston Rolleston Road forms a physical barrier between proposed and existing landuses to the East.
- c. Part of the existing natural characteristics of the site, (and adjoining sites to the West and South) include a flat topography, large open grass fields with clusters of vegetation framed by tall shelterbelt plantings, which allows for intermittent views to the Alps and the Port Hills.

- d. The physical site characteristics to the North can be summarised as being sub-urban, with predominantly single-storey standalone housing on residential sized sections interspersed with smaller sites and medium-density housing.
- e. The site itself does not contain any built form and has a rural-residential character with large open fields that are delineated with shelter belts. Built form on an adjacent site to the South is larger in scale than on residential sites and accompanied by additional structures resulting in a cluster of built development situated in an established garden setting.
- f. ***I consider that the proposal will alter the site to be of a more urbanised character than the sub-urban residential one immediate to the North, due to overall higher density reflected in smaller lot sizes and relative increase in built form overall.***

## 10. URBAN DESIGN MATTERS/ RECEIVING ENVIRONMENT/ AMENITY FEATURES

- a. Amenity value is defined in the Act (section 2) as including: “Those natural or physical qualities and characteristics of an area that contribute to people’s appreciation of its pleasantness, aesthetic coherence, and cultural and recreational attributes.”
- b. Due to being an isolated pocket of rural-residential land, the proposal has limited effects on visual amenity changing from open to densely populated and existing views, in particular when viewed from public space (Springston Rolleston Road); the adjacent lifestyle property to the South is somewhat affected, albeit as being also identified as a future development area this effect is time limited.
- c. Policy B4.1.1.11 encourages new residential areas to be designed to maintain or enhance the aesthetic values of the township, by retaining existing features on site.
- d. Policies B3.4.1 and B3.4.2 refer to providing for zones and activities that maintain the existing quality of the environment and the character and amenity values in existing areas, excluding areas identified within Outline Development plans where provisions are made for high quality medium density housing.
- e. The Rolleston Structure Plan identifies the potential to create a range of neighbourhoods in Rolleston based on existing character features and urban form to assist to diversify and allow residents to identify with a particular part of the township.
- f. The identity of a place connected with the receiving environment is an important quality that contributes to the amenity of the place.
- g. Part of the on-site environment of the proposal and contributing to its overall amenity is the existing vegetation, sense of open space and views to the Southern Alps and Port Hills.



- h. Rolleston's distinct 'rural town' feel has over the years changed and had to accommodate unprecedented growth with the expansion of urban areas within the township.
- i. I consider that the features as identified are still relevant as part of the landscape character, but that their retention and application in an urban environment is challenging and needs to be balanced against the positive effects of increased housing supply and choice<sup>9</sup> as identified in Policy 6 of the NPS-UD.
- j. *I consider in that the proposal's linear roading grid is able to retain some views to the Southern Alps, which would also be available from first-floor level of buildings. The proposed reserve could include vertical elements in the way of incorporating established trees to contrast the flat topography of the site. The use of vernacular/local materials within the architecture and public space could assist to reinforce a sense of place.***
- k. *I consider that there is a low level of effects from the proposal in terms of existing features.***

## **11. URBAN DESIGN MATTERS/ RECEIVING ENVIRONMENT/ RESIDENTIAL INTERFACE**

- a. Placement of built form and the alignment of property boundaries are two methods to retain outlook and views in an urban context. One way to achieve the latter is to match lot widths and site size across internal boundaries.
- b. The approach of placing low density sites along site boundaries follows best practise to limit cross- boundary issues between different landuses and activities and retain outlook and amenity.
- c. Within existing residential development areas in Rolleston, this design principle has been applied as a common mitigation measure and translates to locating higher density housing placed internal to a site. In this context lower density sites or linear reserves have been used as a buffer.
- d. The proposed site plan shows medium density development across the entire site, with narrow site boundaries that are not aligning with existing sites. As a result, existing sites will share a boundary with at least two and in at least one instance with three new neighbours.
- e. Placing Medium Density sites along the interface without a lower density transition buffer to mitigate some of the effects of the proposal on the receiving environment can create adverse effects on the receiving environment.
- f. *I consider that there will be possible adverse visual and amenity cross-boundary effects; the degree to which this will affect the outlook and privacy for existing sites depending on the final built form, which at this point is unknown.***

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<sup>9</sup> Policy 6 – NPS-UD

## 12. URBAN DESIGN MATTERS/ RECEIVING ENVIRONMENT/ SPACIOUSNESS

- a. The Plan discusses in B4.1 that 'how a new residential area is designed, the layout and size of sections, and access to open space and outlooks affect how pleasant the place is to live in.'
- b. The plan continues to explain that 'For example, if a residential area does not include enough open space or reserve areas and has small section sizes, it will create more of an impression of being a 'built up' or 'metropolitan' area, than one that has more open space and larger section sizes.' This argument is further supported by Policy B3.4.3.
- c. The Selwyn District, albeit growing rapidly, is distinct from the metropolitan area of Christchurch in the way that amenity values associated with rural and larger sections and the impression of spaciousness<sup>10</sup> remains an expectation of existing and future residents.
- d. Policy B3.4.3 specifies that Living zones in Selwyn are 'less busy and more spacious than residential areas in metropolitan centres.'
- e. Spaciousness is managed through site coverage, section sizes and open space. The site coverage stipulates the built form to open space ratio on a site, with the intention of smaller houses to be built on smaller sites to keep it relative. This principle achieves good outcomes if the built form is of a size and standard that is comparable to other development in the area and retains a permanent character. For standalone typologies in the Living Z zone the plan provisions see 400m<sup>2</sup> as a size that can confidently meet these criteria.
- f. Reviewing the proposal, I consider that there haven't been development specific provisions made to counterbalance the number of smaller sections or to create the impression of 'spaciousness'.
- g. One submission<sup>11</sup> in this matter has been received and I agree with the submitter that Rolleston has a particular character that is to be upheld with the provision of open and spacious neighbourhoods. I concur with the submitter that providing solely small sized sections developed in the absence of mitigating open space provisions does not meet this intent.
- h. *I conclude that the site assessed within this context does not meet the intent of Policy B3.4.3 and that the proposal lacks in spaciousness which will have moderate to high effects on the amenity and character of the receiving environment.***

## 13. URBAN DESIGN MATTERS/ DENSITY & LOT DISTRIBUTION

- a. Objective B3.4.4 states that Medium Density development is to be developed in accordance with an Outline Development Plan (ODP) to ensure that such areas are appropriately located

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<sup>10</sup> Selwyn District Plan/Township Volume/Objectives and Policies/B4 Growth of Townships

<sup>11</sup> Tim Rumble- Submission on RC225716

within a wider development and are in close proximity to public amenity areas, such as open space reserves and/or shops and services.

- b. Following from this guidance best practise design has been placing higher density development in locations that provide relief to residents in the form of e.g., outlook opposite a reserve to benefit visually (e.g., expand private outdoor living space), or have smaller sections with limited or no garaging in proximity to public transport or services.
- c. The resulting distribution of smaller Medium Density sites as part of a development has been either in 'clusters' (e.g., around a reserve area or in proximity to shops) or along or overlooking a linear reserve), depending on site layout and typology.
- d. The distribution of higher density sites amongst lower density sites is in keeping with the district's amenity values including the retention of a sense of spaciousness as addressed in paragraph 8.
- e. The district has examples where higher site density has been off set with larger berms and wider streetscapes creating visually pleasant spaces that feel open and activated (Faringdon). From the information provided I am unable to confirm if there will be sufficient provisions within the public space to offset the higher density environment.
- f. There are no subdivisions of this scale in the District that consist entirely of medium density housing.
- g. Creating a living environment that caters for different socio-economic and demographic groups avoids segregation and enables ageing in place.
- h. Reviewing the proposal, I consider that the blanket approach of applying Medium Density over the entire site as per proposed development is not in accordance with objective B3.4.4 of the plan.***

#### **14. URBAN DESIGN MATTERS/ SITE LAYOUT**

- a. Policy B3.4.3 requires any medium density development to be designed in accordance with identified design principles.
- b. These principles relate to: accessibility and connectivity, block design, subdivision layout, outlook, privacy, safety, public/private interface, housing typologies and choice, open space/built form balance, amenity of surrounding environment and existing features.
- c. I have assessed the proposal against above principles and consider that the proposal has been designed in accordance with some, but not all the design principles.

- d. The proposal provides a site layout that is well-integrated in terms of transport provisions with adjoining sites and has a walkable block layout. Main North-South connections will be able to retain some views to the Alps. Back-tracking within the site is avoided by limiting the number of rear sections. The sites are in most cases able to address public space (roads). Lots 85, 88, 89, 92 however will have a double frontage and are accessed off the west, which limits the ability to create private Outdoor Living Space with good solar access without the need for front yard fencing.
- e. The development has a high number of sections that are developed in rows, with up to 12 sites of the same site configuration<sup>12</sup>.
- f. Sites with the same configuration don't necessarily have to translate to the same house design, however as there is no certainty as to the built form there could be a high likelihood of the same development along a row of sites, for example due to wanting to provide a cost-effective outcome.
- g. Perverse outcomes could be rows of the same stand-alone small-lot medium density unit, which according to the outcomes sought by the Operative Plan should have individual characteristics. Outcomes could include a lack of legibility within the area, a lack of house ownership if rows of rentals are proposed, a general lack of sense of place where people are houseproud.
- h. This outcome is emphasised by the lack of variation in site configuration and the alignment of long rows of same sized sections that share the same width along the road boundary. Rows of development in a rigid manner is a less desirable outcome when compared to developing sites in a more organic way that creates interest and legibility.
- i. The development pattern of 'rows' instead of 'clusters' of development negatively contributes to an environment that lacks visual interest and could result in elongated road corridors with rows of built form alongside it without any noticeable visual 'break'.
- j. In terms of section sizes, I consider that the allotments are of suitable size to accommodate built form and stand-alone housing; however, the quality of the future buildings would need be assessed against the detailed Living Z small lot medium density rule package to meet the design principles listed under B3.4.3, and quality outcomes depend on the detailed building designs, which do not form part of the application.
- k. In my opinion the stand-alone typology does not encourage a 'high level of interface with reserves and other dwellings', due to each unit on each site being separated through fencing.
- l. I consider that the proposal's single typology provision does not meet the principle of 'providing for a diversity of living environments and housing types to reflect different lifestyle choices and needs of the community by providing a single typology and consider that this does not meet the intent of Policy B3.4.3.***

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<sup>12</sup> Proposed lots 1-11, 47-58, 150-160

- m. I conclude that there are moderate cumulative amenity effects from the development approach of same site configuration in combination with a single housing typology. I acknowledge that these effects could be partially mitigated by developing different housing designs, however the level of variation that can be achieved cannot be assessed without a commitment to building plans that form part of the application.***

## **15. URBAN DESIGN MATTERS/ TYPOLOGY, VARIATION AND SCALE**

- a. Objective B3.4.3 states that growth should be provided for through a diversity of housing options and living environments, including medium density housing types. Policy B3.4.3 states that Living Zones are to provided that provide for a variety of living environments and housing choices for residents. The policy states the provision, design and location of Medium Density areas as part of living zones.
- b. The applicant proposes that development will consist of Medium Density and stand-alone units across the entire site. The provision of Medium Density is not delivered as a part of other densities.
- c. Most living zones in Rolleston have historically been developed with stand-alone housing as part of a low-density subdivisions.
- d. In the context of more recent development, residential subdivisions have a mixture of low and medium density components, reflected in mainly stand-alone, but also semi-attached units with some neighbourhoods, such as Acland Park, also including higher density sites and attached building typologies (multi-storey terraces) strategically placed in proximity to amenity reserves and/or public transport.
- e. Built and consented typologies include stand-alone units on low and medium density sites, as well as attached housing typologies, such as multi-storey terraces that vary in height and scale.
- f. The definition for small-lot density<sup>13</sup> clarifies that small-lot refers to smaller, individually designed houses built on small sections that are a minimum of 400m<sup>2</sup>.
- g. The operative plan determines 400m<sup>2</sup> as an appropriate site size for a vacant lot where the built form at time of creation of a lot is unknown.
- h. I consider that neighbourhoods in the vicinity have set a benchmark for the type and placement of different building typologies in a predominantly residential environment.
- i. I have reviewed and illustrated the design elements of Faringdon and Acland Park below and have assessed these against the proposal.

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<sup>13</sup> SDP/Township Volume/Rules and Definitions/ Medium Density



FARINGDON	ACLAND PARK	PROPOSAL
<p>Faringdon is characterised by wide boulevards with landscaped multi-use medians,</p> <p>The Streetscape is open and wide allowing for viewshafts between housing and at the end of road corridors, which contributes to the character of Rolleston.</p> <p>The outlook from public space into individual sites is retained by internal setbacks and a mixture of section sizes.</p> <p>The dominating house site includes a stand-alone unit with a double garage.</p> <p>Higher density housing, with smaller units on narrower sites and single garaging are placed along crescents overlooking or in immediate vicinity to reserves.</p>	<p>Housing in Acland Park sits above the road thereby visually widening the road corridor.</p> <p>The development includes a large number of crescents, creating individual areas within the development.</p> <p>Acland Park has been developed under HASHA with conditions that allowed for a reduction in internal setbacks depending on orientation; this reduces outlook when compared to Living Z rules;</p> <p>The dominating house site includes a stand-alone unit with a single or double garage.</p> <p>Section sizes are overall smaller than in Faringdon and the built form has less architectural detailing.</p> <p>Smaller sites are exclusively accessed from crescents and a large number is accessed via back lanes.</p> <p>There are a number of consented proposals for higher density housing, which are yet to be built, but which fall into the category of terraced, two-storey attached housing.</p> <p>Overall Acland Park provides the greatest</p>	<p>The proposal uses standard road width.</p> <p>The proposal provides limited variation between section sizes with most sections between 330-400m<sup>2</sup>.</p> <p>Section sizes overall are smaller than what is provided in Faringdon.</p> <p>The proposal only has two low-density sites (Lot 12 and lot 128); a centrally located block has the lowest density across the site; larger sites have not been placed along the interface with surrounding sites.</p> <p>The proposal uses one typology across the 266 units;</p>

	variation in typology in Rolleston.	
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- j. I consider that both Faringdon and Acland Park have provided Medium Density in context of integrating the development and strategic placement as per design principles in B3.4.3. Both development areas include a variation of housing, including detached, semi-detached and attached typologies, thus creating a neighbourhood with housing choice.
- k. ***I consider that having only one typology across a large site fails to create a 'neighbourhood' with housing choice. The lack of which will negatively affect the character and amenity of this area by not enabling a natural mix of different demographic and socio-economic groups.***
- l. ***I conclude that the proposal does not provide sufficient residential housing types to provide adequate choice resulting in attracting different demographics and socio-economic groups, as provided in surrounding neighbourhoods.***

#### Scale

- m. The applicant has volunteered to limit building heights to two-storey only.
- n. While Typologies affect the scale (bulk& height) of a building, for example within a row of houses the individual terrace dwelling is of a low scale, but in combination with adjoining built form reaches a scale that is comparable to that of a large stand-alone house on a large section.
- o. How the height of a building gets perceived depends on the viewpoint and if there are other comparable heights in the vicinity.
- p. Having lower heights can have positive impacts at the interface with existing low-density sites, where 8meters is the maximum permitted height.
- q. However overall limiting the height of dwellings subsequently limits the number of different building typologies that can be built, which is contrary to the objectives and policies of the plan which seeks to provide for a diversity of housing types. The Living Z rules allow for up to two-storey buildings, which makes better use of vacant land than single storey development.
- r. ***Overall, I consider that double-storey building heights will be complementary to the receiving environment. However, scale is not solely defined by height and the effects from a double storey vs. a three-storey unit would have to consider all design aspects; both heights***

***can achieve good outcomes on the proposed site if the placement and design considerations are adhered to.***

## **16. URBAN DESIGN MATTERS/ BUILDING DESIGN**

- a. The applicant states that the development will be in accordance with the MDR Zone rules and has provided architectural drawings and artist impressions for Lot 10, architectural drawings for Lots 131, and 150 and an assessment of these lots in terms of their compliance against Schedule 3A of the RMA EHS Act.
- b. Reviewing the applicants three exemplar lots<sup>14</sup> against Schedule 3A RMA EHS Amendment Act. I concur with the applicant that development on identified lots and lots with the same configuration and orientation as those submitted, comply with the MRZ standards.
- c. Reviewing those exemplar lots against the Living Z small-lot framework consent would be required for non-complying site coverage, setbacks and possibly fencing.
- d. However as this is a hypothetical exercise Council has no certainty on the actual built environment, with the site plan and section sizes only proposed.
- e. Design details and a sound site layout become increasingly important within higher density environments where space is limited. Small sites should not be addressed in isolation, which is a subsequent result of the proposal's 'no-building commitment'.
- f. On a site level for example a stand-alone unit with single garage can be successfully accommodated on site, but in the Selwyn context there is demand for double garaging particularly for 3-bedroom units and double garaging has not been explored in the 11-meter scenario provided by the applicant.
- g. For narrow site a double garage would not achieve best practise outcomes in terms of establishing an activated frontage and create private outdoor living space behind the front façade.
- h. I consider that the assessment of the amenity of a site is co-dependent on the built form and landscaping provisions within each site and within public space.***
- i. I consider that the proposed building typology and unknown degree of variation is inconsistent with the outcomes that could be achieved under the Living Z small-lot framework as developed in the surrounding neighbourhoods.***
- j. In assessing the proposal, I consider there could be moderate adverse effects on the site itself as well at the public/private interface negatively affecting the use of the site for future residents. Some of these effects relate to the placement of garaging and or accessory***

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<sup>14</sup> Attachment 6- Assessment of proposal against Schedule 3A Resource management (Enabling Housing Supply and Other Matters) Amendment Act 2021 density standards: Kevler Developments

***buildings in front of building facades or the creation of allotments with garages dominating the front facade.***

## **17. URBAN DESIGN MATTERS/ SMALL-LOT VS. COMPREHENSIVE**

- a. The Living Z framework distinguishes between Medium Density (Small lot) and Comprehensive Medium Density.
- b. The Plans definition for Small-lot MD means smaller, individually designed houses built on small sections that are a minimum of 400m<sup>2</sup>. Typologies are listed as stand-alone and semi-detached (duplexes). Comprehensive MD means four or more semi-attached or attached dwellings that are built in an integrated manner.
- c. Assessing the proposal against the small-lot MD rules, each site requires to be 400m<sup>2</sup> minimum and each site to be developed with an 'individually designed house'. The applicant has demonstrated in their RFI responses that there may be 5 designs across the 266 units.
- d. The operative plan determines 400m<sup>2</sup> as an appropriate site size for a vacant lot where the built form at time of creation of a lot is unknown.
- e. Reviewing the proposal under the Living Z framework about 50% of sites would fall into the category of small-lot and the remainder, which is under 400m<sup>2</sup> would be typically addressed as part of a comprehensive Medium Density framework.
- f. Any comprehensive development requires to demonstrate the sites to be created in combination with the intended built form on it. Best practise is where built form follows the site configuration considering location, and orientation, as well as access and the surrounding environment.
- g. Having a full set of plans, including architectural drawings and elevations enables assessment of the proposal not only in context of the site, but more importantly in context of the street and the wider neighbourhood.
- h. Creating small sites that don't fit the built form have been an issue in the past, for example where site width was too narrow to accommodate double garaging, or where sites were not deep enough to accommodate sufficient private outdoor living space. Subsequent adverse effects occurred at the public or private interface including reduced internal setbacks, affecting visual amenity and useability of side yard space or required the erecting of fencing to create privacy.
- i. ***I consider that the cumulative effects from this proposal, in particular effects from small site sizes, the regularity of how these sites are aligned and the lack of variation in typology warrant a comprehensive approach for assessment.***

## **18. URBAN DESIGN MATTERS/ NO BUILT DESIGN COMMITMENT**

- a. The proposal seeks consent for a 'no building design commitment' with development being built prior to the issue of the Section 224 Completion Certificate for individual lots. The applicant seeks to establish between 5-20 units on larger balance lots prior to subdivision of individual residential lots.
- b. The artist impressions and architectural building designs provided are conceptual only and may be subject to change. While the applicant demonstrates within Attachment 6 that compliance with MRZ can be achieved, there is a high level of uncertainty for Council in terms of the actual outcome on a site, street and block scale in the context of the Living Z framework.
- c. Design details and a sound site layout become increasingly important within higher density environments where space is limited. Small sites should not be addressed in isolation, which is a subsequent result of the proposal's 'no-building commitment'.
- d. 400m<sup>2</sup> has been considered as a site size that can accommodate a stand-alone typology that is complementary to the existing environment and existing typologies, while retaining the amenity values and spacious character of the Living Z zone.
- e. Reducing lot and house size, as well as reducing architectural detailing and design affects the permanent character of the built form. A possible outcome could be that simple forms can be visually more aligned with semi-permanent or secondary housing, which would be inconsistent with the receiving environment and the character and amenity values of the zone.
- f. Existing and recent applications for small-lot Medium Density provide for visual variation by providing several designs including different floor plans, roof lines as well as material and colour variation -(e.g., a 22-unit development has 11 different designs).
- g. HASHA area conditions stipulate variation depending on the type of development provided. Stand-alone sites require to have no more than 4 stand-alone dwellings of any single building design. Changes in material and colour do not constitute a change in building design.
- h. The approach of delivering the built form by one builder only is different to existing neighbourhoods, which apart from retirement homes, are developed by multiple builders, who specialise in particular building styles and typologies, naturally achieving variation within the architecture and supporting landscape design. Potential outcomes could result in monotonous streetscapes that lack variety and interest along public space and legibility and identity on a site level.
- i. If Council could confirm the compliance of individual dwellings (e.g. via condition), I consider this being favourable, however in the context of the application and the number of units, this would in my opinion not be reaching far enough, as in possible effects require to be addressed in context of a higher urban scale- e.g. visual variety in context of a street environment, as opposed to site level only.



- j. *I consider that overall, the proposal is not in keeping with the design variety provided within existing medium density housing and what is anticipated as part of the policy and objective framework<sup>15</sup>.*
- k. *I consider that in the context of sites that are below 400m<sup>2</sup> building commitment and comprehensive building/architectural plans are required to adequately assess the effects of the proposal.*

## 19. URBAN DESIGN MATTERS/ FENCING

### Fencing best practice

- a. Best practice site design is where site configuration determines the location of private outdoor living space from the onset and where a clear front and back of house is established. This approach avoids having to retrospectively trying to create privacy (with structures) in the front yard.
- b. The District Plan's matters for discretion to this effect include rules in regard to fencing along front facades (4.13.1) and at the interface with road boundaries (12.1.4.47) within urban subdivisions in the surrounding environment.
- c. Front yards are at the public private interface and positively contribute to the streetscene (e.g. visually widen the road corridor). Built form that is facing public space can provide passive surveillance, via adequate openings within the front façade, which is an identified safety principle<sup>16</sup>; structures along buildings along public space would affect the ability to do so.
- d. Having no fencing or fencing that is no higher than 1meter fencing stems from the aspect that drivers in their cars need to be able to see when accessing or exiting the site. Low fencing provides for demarcation, while allowing for passive surveillance between house and public space (footpath or reserve link).
- e. *I consider that no fencing or a low fencing style of up to 1m in accordance with the District Plan provisions could compliment the character of the site including providing visual relief along this boundary, while allowing for an active and safe public/private interface and.*

### Fencing design

- f. The applicant does not provide any provisions for fencing along the interface with Springston Rolleston Road.
- g. A supporting landscape plan could assist in achieving some variety while retaining views and outlook to and from public space.

<sup>15</sup> SDP-Objective 3.4.4 and Policy B3.4.3

<sup>16</sup> CPTED- [www.justice.govt.nz/assets/cpted-part-1.pdf](http://www.justice.govt.nz/assets/cpted-part-1.pdf)

- h. On narrow sections and where garaging is provided, 50% of the site boundary facing public space could be occupied by the driveway, leaving only limited ability where passive surveillance is possible.
- i. I acknowledge that the applicant has amended some of the north-facing allotments along the southern boundary to be 14 metres width to allow for single garaging units with private outdoor living space to the side, which omits the need for fencing in front of the front façade to create privacy.
- j. This site configuration could technically also accommodate a double garage, but this would result in outdoor living space with poor orientation and a substandard design outcome or would result in fencing requirements along the public/private interface to private outdoor living space, which negatively affects the use of the site as described in *fencing best practise* above.
- k. The proposal does not provide information as to what level of garaging will be provided, hence effects are unable to be confirmed. Double garaging on a narrow site can have significant effects on the ability of units addressing the street, by way of dominating the front façade and limiting ability of passive surveillance.
- l. Proposed lots 29-34 are below 14 metres minimum and depending on building design subsequent site design can result in outcomes that negatively affect privacy, outlook and the amenity of the streetscene.
- m. The proposal states that only stand-alone units are proposed with a maximum of two storey housing directing the ability for providing passive surveillance in most cases to ground level only reiterating the need for appropriate site width and site configuration.
- n. I consider that in the context of a greenfield subdivision the proposal can achieve appropriate outcomes by applying the Living Z framework, but outcomes ultimately are dependent on the built form responding to the relevant site.***

#### **Fencing conditions**

- o.*** The applicant proposes fencing conditions that allow for taller fencing across building facades, like what has been used for Te Whariki subdivision (Stage 4) in Lincoln within the Living Z Zone.
- a.*** To this date, the Council's monitoring records indicate that no property has established a fence under the applicable conditions of consent, noting that the property owners are required to submit designs for certification prior to any works commencing.
- p. I consider that either landowners are not obtaining consent or that they are unable to comply with the certification conditions, hence consider them as an unproven tool to achieve good outcomes. I consider conditions could be ineffective in the context of the no-built commitment proposal and achieving the desired outcomes.***

## **ASSESSMENT OF THE PROPOSAL UNDER THE PROPOSED DISTRICT PLAN/ MRZ RULE FRAMEWORK**

- a. I have reviewed the proposal under the Living Z small lot framework and the proposed MRZ framework.
- b. The proposed site has been identified as Future Development Area (FDA 14) in the proposed District Plan. Adjacent sites to the immediate South and West are also part of FDA 14.
- c. The proposed site has been identified as a Future Development Area (FDA 14) and Council has developed an Outline Development Plan<sup>17</sup> as part of Variation 1 to the proposed plan. The plan shows the landuse and main transport link across the site and where connections to adjacent sites can be achieved.
- d. The site is identified for MRZ zoning as part of Variation 1 to the Plan, but as the decision from the panel on what this zoning is going to entail is still outstanding, there is limited ability to assess.
- e. The applicant has confirmed that the proposal will be in compliance with the proposed MRZ provisions, however at this point in time there is no certainty as to how this compliance is achieved for each of the 266 lots, as provided plans were exemplar only and do not form part of the dwelling designs sought in this application.
- f. I consider that the objective and policies of residential zones of the proposed plan and which apply to all Residential zones in addition to zone specific objectives and policies reiterate the expectation of Living Zones providing for a 'wide range of housing typologies and densities', they direct placement of increased density and comment on built form to be of a high design standard while considering compatibility and appropriate scale with the amenity and character of the local area.'
- g. The objectives and policies specific to the proposed MDRZ zone enable a variety of housing types with a mix of densities within the zone, including 3-storey housing types and high-quality outcomes.
- h. I consider that the issues identified in my assessment in terms of lack of density distribution, lack of variety in density and housing typologies and the lack of strategic placement and offset of increase form with open space remain under the proposed MRZ framework.
- i. I consider that the single typology across the site is not in accordance with the objectives and policies of the MRZ zone and consider these to be significant effects on the receiving environment.

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<sup>17</sup> DEV-RO14-Rolleston 14 Development Area

## 20. CONCLUSION AND RECOMMENDATION/ SITE PLAN LIVING Z FRAMEWORK

- a. Based on the lack of variation in density, the amount of uncertainty in the proposed dwelling designs and the constraints posed by the allotments less than 400m<sup>2</sup> and their placement and design on site, I consider that the proposal has significant effects on the amenity and character of the receiving environment and therefore I am unable to support the application.
- b. From an Urban Design perspective, I am unable to support:
  - *The lack of variation in density within the development and the effects on creating a distinct neighbourhood and visual variety within a high amenity residential environment.*
  - *The lack of measures to balance built form against open space to contribute to the character of the receiving environment.*
  - *The single typology approach across the site and the lack of housing choice provided.*
  - *The placement of medium density sites of less than 400m<sup>2</sup> along internal boundaries with residential sites and the cross-boundary affects from this approach.*
  - *The uncertainty in terms of built form and subsequent effects on the quality of life for future residents on sites less than 400m<sup>2</sup>.*
  - *The 'no-building design' commitment instead of a 'comprehensive' approach for sites below 400m<sup>2</sup> which allows to address development in context at a block, street and site scale.*
- c. I consider that the issues identified in my assessment remain in a Medium Density Residential Zone context in that the proposal does not meet the intent of the MRZ zoning, which seeks intensification both 'up and out', providing for a variety of housing types and sizes and enabling a mix of densities within the zone, including 3-storey housing.

# Appendix E



<b>PROJECT</b>	<b>RC225715 - LOT 2 DP 61162 SPRINGSTON ROLLESTON ROAD</b>
<b>SUBJECT</b>	<b>REVIEW AND S92 INFORMATION REQUESTS</b>
<b>TO</b>	<b>COUNCIL: RICHARD BIGSBY</b>
<b>FROM</b>	VANESSA WONG (SENIOR TRANSPORT PLANNER)
<b>REVIEWED BY</b>	MAT COLLINS (ASSOCIATE)
<b>DATE</b>	26 OCTOBER 2022

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## 1 OVERVIEW AND SUMMARY

Selwyn District Council (Council) has requested that Flow Transportation Specialists Limited (Flow) review transportation matters for the resource consent application by Kevler Developments Ltd (Applicant) for LOT 2 DP 61162 Springston Rolleston Road, Rolleston (Site). The proposed development consists of a subdivision and land use consent application for 274 dwellings, and the vesting of multiple public roads (Proposal). The Proposal is a Non-Complying Activity in relation to the Rural Zone Subdivision requirements.

Flow has reviewed the following documents:

- ♦ Resource Consent application documents including
  - ♦ Assessment of Environmental Effects (AEE), prepared by Survus, dated 11 October 2022
  - ♦ Statement of Evidence (Transport Assessment), Andrew Metherell, dated 3 August 2022
  - ♦ Subdivision Plan and Roding Layout Plans, prepared by Survus Consultants, dated 27 September 2022.

In summary

- ♦ We are satisfied that the traffic modelling supporting the Proposal is adequate, and that it demonstrates that the effects on the surrounding transport network can be managed with key intersection upgrades
- ♦ The proposed subdivision layout is inconsistent with several aspects of the ODP proposed by Council's FUDA Plan Change. We address these matters in other sections of our report
- ♦ In our view, the Primary Road intersection should be formed as a roundabout with the intersection of Kate Sheppard Drive. This allows for greater connectivity of the collector road network, enabling safer and more efficient east/west movements for all transport modes
- ♦ We recommend that Council's Development Engineer consider whether Hungerford Drive should be extended with a 22m cross section
- ♦ We recommend that a shared use path is provided on

- ♦ Road 3 south of Road 1, as this link is identified as a cycling route in the FUDA PC ODP
- ♦ Springston Rolleston Road, which is consistent with frontage upgrades delivered by other recent residential developments fronting arterial roads in Rolleston
- ♦ Some vehicle crossings may not be able to provide the required setback distance from intersections, typically at T-intersections (for example Lots 153, 154, 197, 198, 247, 250, 269, 271). However, this is consistent with other nearby subdivisions that have vehicle crossings within intersections. We recommend that the Applicant provide an assessment against Standards E13.1.8 and E13.3.2
- ♦ Link Strips may negatively affect the future connectivity of the publicly accessible transport network. We recommend that Council consider whether Link Strips should be removed from the Proposal
- ♦ We recommend that the following intersections are upgraded to roundabouts prior to any development within the Site, to mitigate potential safety and efficiency effects
  - ♦ Selwyn Road/Springston-Rolleston Road
  - ♦ Selwyn Road/Lincoln Rolleston Road
  - ♦ Selwyn Road/Weedons Road.

## 2 OUR ASSESSMENT

Having reviewed the application material, we consider that the following matters are of key importance to transport matters

- ♦ Council's Future Urban Development Area Plan Change (FUDA PC)
- ♦ Traffic modelling results
- ♦ Proposed subdivision layout
- ♦ Springston Rolleston Road / Kate Sheppard Drive / Primary Road intersection
- ♦ Hungerford Drive extension
- ♦ Pedestrian / cycle network
- ♦ District Plan – Appendix 13 Roads and Transport
- ♦ Link strips
- ♦ Transport improvements needed to support the Proposal.

We discuss these matters further in the following subsections.

### 2.1 Council's Future Urban Development Area Plan Change

Flow has undertaken a separate Integrated Transport Assessment (Flow ITA) for the Site as part of a Council lead Plan Change to rezone several large parcels of land to enable urban development (Rolleston FUDA Plan Change ITA, prepared by Flow Transportation Specialists, dated 10 August 2022). We have attached the Flow ITA for reference.

## 2.2 Traffic modelling results

The Transport Assessment includes traffic modelling outputs from the Rolleston Paramics model, showing that traffic generated by the Proposal can generally be accommodated by the surrounding road network. We note that the model assumes that

- ♦ Springston Rolleston Road / Selwyn Road has been upgraded to a roundabout
- ♦ Springston Rolleston Road / Ed Hillary Drive / Shillingford Boulevard has been upgraded to a roundabout
- ♦ Selwyn Road / Lincoln Rolleston Road has been upgraded to seagull priority controlled<sup>1</sup>.

The Flow ITA assumed a yield of 192 dwellings, which is similar to the 200 dwellings assumed in the Transport Assessment supporting the Proposal.

We note that the Proposal anticipates 274 dwellings, whereas only 200 dwellings have been assessed in the traffic modelling. In our view the modelling results reported in the Transport Assessment and the Flow ITA are suitably conservative (being assessments of a 10+ year horizon, and including urban growth proposed under multiple nearby Plan Changes), and further modelling is not required to understand the potential effects of the Proposal.

***Outcome: we are satisfied that the traffic modelling supporting the Proposal is adequate, and that it demonstrates that the effects on the surrounding transport network can be managed with key intersection upgrades.***

## 2.3 Proposed subdivision layout

The applicant has proposed the roading layout shown in Figure 1. As part of the FUDA PC, an Outline Development Plan (ODP) is proposed, which is shown in Figure 2 (with the Site shown as “Site 4”). Key differences include (shown in Figure 1):

- ♦ The ODP anticipates that a roundabout will be formed at Springston Rolleston Road / Kate Sheppard Drive with a Primary Road into the Site, whereas the Proposal has offset this intersection
- ♦ The future connection to Hughes Developments Ltd South East development is located further east, however this does not preclude the future extension to the Hughes Development
- ♦ The proposed extension of Hungerford Drive is 2m narrower than the existing Hungerford Drive.

***Outcome: the proposed subdivision layout is inconsistent with several aspects of the ODP proposed by Council’s FUDA Plan Change. We address these matters in other sections of our report.***

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<sup>1</sup> We note that Council intends to upgrade this to a roundabout rather than seagull controlled, which will improve performance and safety

Figure 1: Proposed subdivision layout, with key differences to the proposed ODP shown

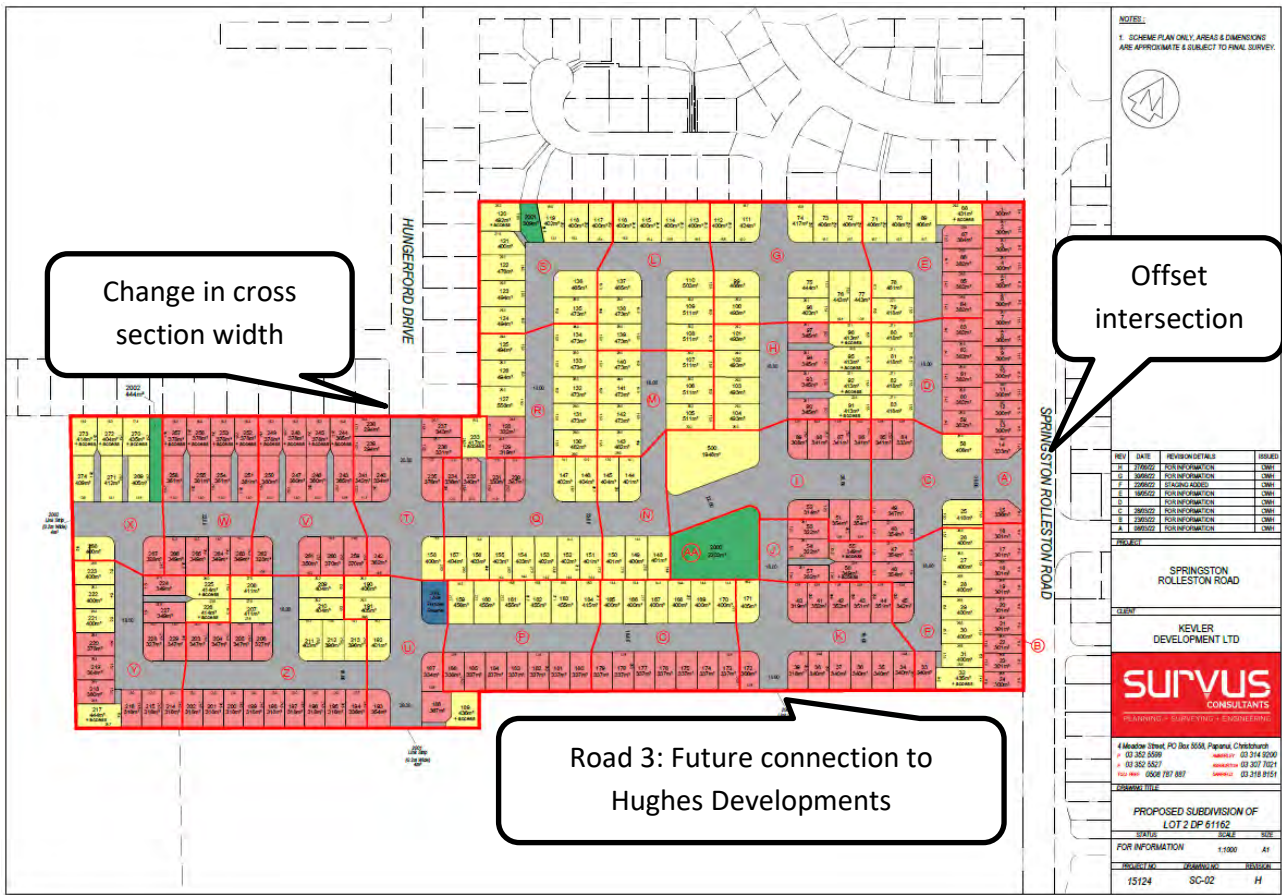
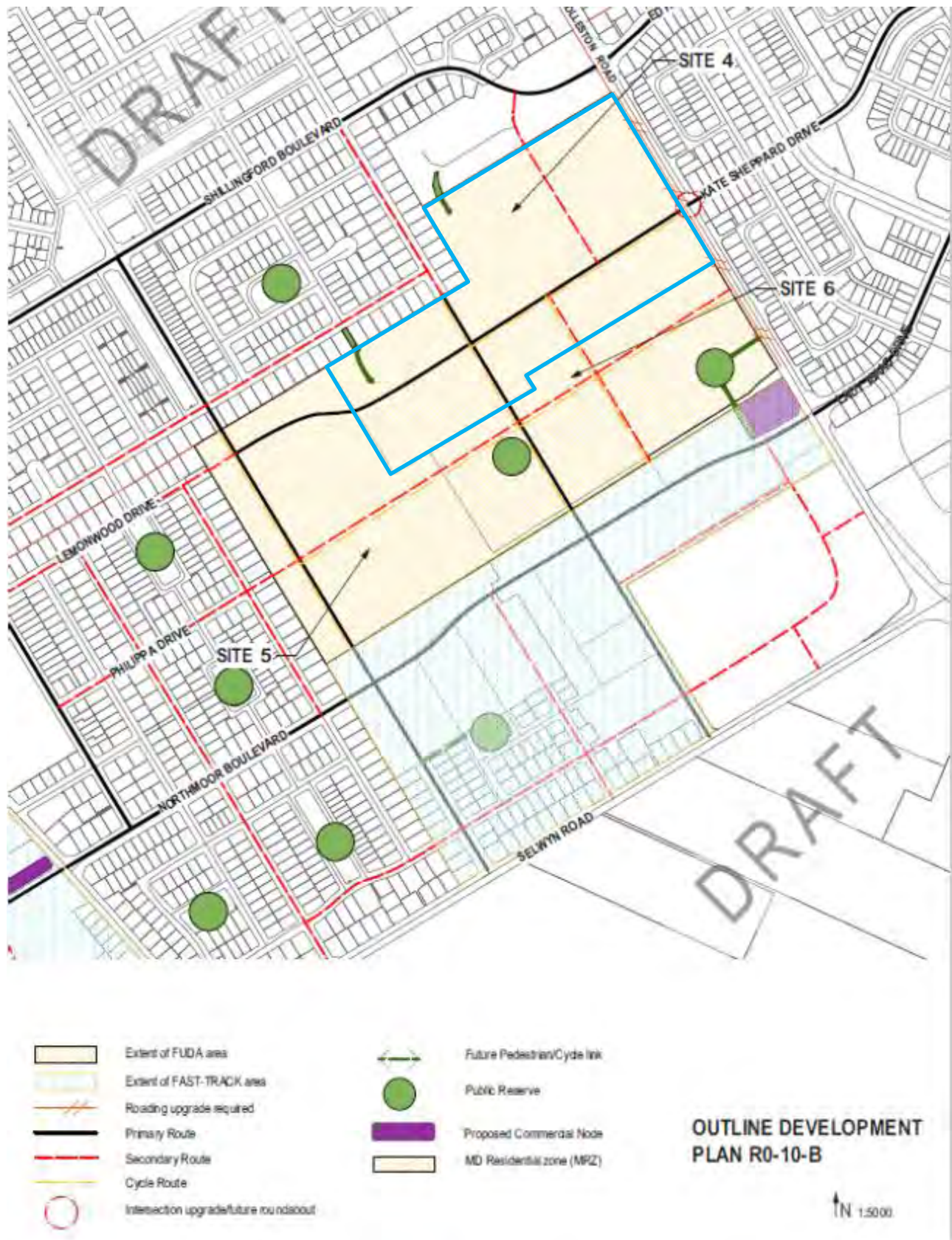




Figure 2: FUDA Outline Development Plan



## 2.4 Springston Rolleston Road / Kate Sheppard Drive / Primary Road intersection

The Transport Assessment notes that the Primary Road intersection with Springston Rolleston Road has been offset from the existing Kate Sheppard Drive intersection, due to safety concerns with cross road intersections. We support these concerns.

However, in our view, the Primary Road intersection should be formed as a roundabout with the intersection of Kate Sheppard Drive. This allows for greater connectivity of the collector road network, enabling safer and more efficient east/west movements for all transport modes.

***Outcome: In our view, the Primary Road intersection should align with Kate Sheppard Drive, and be formed as a roundabout. This allows for greater connectivity of the collector road network, enabling safer and more efficient east/west movements for all transport modes.***

## 2.5 Hungerford Drive extension

The Subdivision Plan proposes to extend Hungerford Drive, providing a cross section of 20m. We note that the existing cross section for Hungerford Drive, north of the Site, is 22m. However, a 20m cross section may be sufficient and we note that 20m is the permitted width for collector roads (refer to Table E13).

***Outcome: We recommend that Council's Development Engineer consider whether Hungerford Drive should be extended with a 22m cross section.***

## 2.6 Cycle network

The Roding Plans propose a 2.5m shared use path on the southern side of Road 1 and the eastern side of Road 2. We consider that this is consistent with shared use paths that have been constructed within adjacent subdivisions. We recommend that

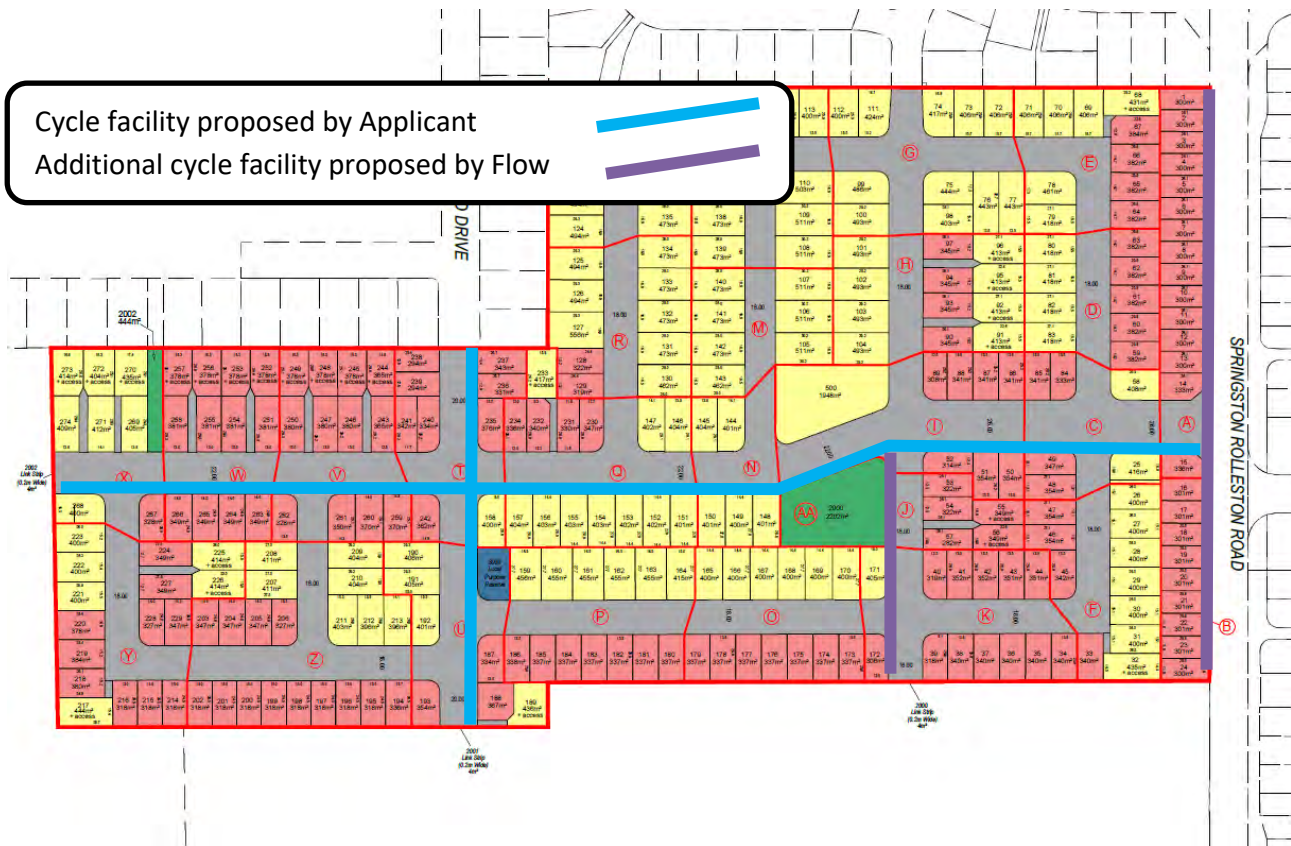
- ♦ a shared use path is provided on Road 3, south of Road 1, as this link is identified as a cycling route in the FUDA PC ODP
- ♦ a shared use path is provided along the site frontage with Springston Rolleston Road, which is consistent with frontage upgrades delivered by other recent residential developments fronting arterial roads in Rolleston.

***Outcome: We recommend that a shared use path is provided on***

- ♦ ***Road 3, south of Road 1, as this link is identified as a cycling route in the FUDA PC ODP***
- ♦ ***Springston Rolleston Road, which is consistent with frontage upgrades delivered by other recent residential developments fronting arterial roads in Rolleston.***



Figure 3: Additional cycle facilities recommended by Flow



## 2.7 District Plan – Appendix 13 Roads and Transport

The AEE provides a commentary against Appendix 13 – Roads and Transport matters. In our view, the Proposal may not comply with E13.2.2.1. Some vehicle crossings may not be able to provide the required setback distance from intersections, typically at T-intersections (for example Lots 153, 154, 197, 198, 247, 250, 269, 271). However, this is consistent with other nearby subdivisions that have vehicle crossings within intersections (for example Lemonwood Drive).

The AEE does not assess all E13 Standards, we recommend that an assessment is provided against E13.1.8 and E13.3.2.

**Outcome: Some vehicle crossings may not be able to provide the required setback distance from intersections, typically at T-intersections (for example Lots 153, 154, 197, 198, 247, 250, 269, 271). However, this is consistent with other nearby subdivisions that have vehicle crossings within intersections. We recommend that the Applicant provide an assessment against Standards E13.1.8 and E13.3.2.**

## 2.8 Link strips

The Subdivision Plan proposes Link Strips on Road 1, Road 2, and Road 3. These may negatively affect the future connectivity of the publicly accessible transport network. We recommend that Council consider whether Link Strips should be removed from the Proposal.

***Outcome: Link Strips may negatively affect the future connectivity of the publicly accessible transport network. We recommend that Council consider whether Link Strips should be removed from the Proposal.***

## 2.9 Transport improvements needed to support the Proposal

Our ITA supporting the FUDA PC identified that the following improvements should be provided prior to any development within the FUDA area, including the application Site

- ♦ the Selwyn Road/Springston-Rolleston Road intersection should be upgraded to a roundabout, with a separate short left turn lane on the Springston-Rolleston Road south approach, before any development occurs
- However, we note that site constraints may preclude a left turn lane. We recommend that Council further investigate effects at this intersection, as part of a wider reassessment of network performance as a result of land use changes within Rolleston that may eventuate as a result of the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act (2021).
- ♦ the Selwyn Road/Lincoln Rolleston Road and Selwyn Road/Weedons Road intersections are upgraded to roundabouts before any development occurs, to mitigate potential safety effects

We do not repeat our analysis that supports these conclusions, however this is available in Section 3 and Section 5 of the ITA (attached to this technical note). We consider that these improvements are not the direct responsibility of the Applicant and note that Council is developing plans to implement these improvements, however development of the Site should be deferred until these improvements are in place.

***Outcome: We recommend that the following intersections are upgraded to roundabouts prior to any development within the Site, to mitigate potential safety and efficiency effects.***

- ♦ ***Selwyn Road/Springston-Rolleston Road***
- ♦ ***Selwyn Road/Lincoln Rolleston Road***
- ♦ ***Selwyn Road/Weedons Road.***

Reference: P:\SDCX\019 Kevler Developments Consent Review (RC22715)\4.0 Reporting\T1B221026\_s92 memo.docx



# Appendix F

BEFORE THE SELWYN DISTRICT COUNCIL

UNDER the Resource Management Act 1991

IN THE MATTER OF Resource Consent application  
RC22715

AND Kevler Developments Ltd (The  
Applicant)

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STATEMENT OF EVIDENCE MATHEW (MAT) ROSS COLLINS  
ON BEHALF OF SELWYN DISTRICT COUNCIL

Transport

28 June 2023

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## 1 INTRODUCTION

- 1.1 My full name is Mathew (Mat) Ross Collins. I have been engaged by Selwyn District Council (Council) as its transport expert for RC225715 since October 2022.
- 1.2 I hold a Bachelor of Engineering (Hons) from the University of Auckland and have a post-graduate certificate in transportation and land use planning from Simon Fraser University in Vancouver, Canada.
- 1.3 At the time of my engagement, I was employed by Flow Transportation Specialists where I held the position of Associate and Regional Manager at Flow Canterbury. I am currently employed by AECOM as an Associate Director and Team Lead for the Transport Advisory team (South Island).
- 1.4 I have over 8 years of experience as a transportation planner and engineer in public and private sector land development projects, which includes experience with strategic land use and transport planning, plan changes, Integrated Transport Assessments, development consenting, and notices of requirement.
- 1.5 My experience includes advising Waka Kotahi, Auckland Transport and Auckland Council, Kāinga Ora, Selwyn District Council, Whangarei District Council, Kaipara District Council, and various private developers throughout New Zealand. This work has included:
  - (a) Plan Changes including Private Plan Changes 69, 70 – 73, 75, 76, 78 - 82 and the Proposed District Plan in Selwyn District, Private Plan Changes 25, 30, 32, 46, 48, 49, 50, 51, 52, 63, 64 and Plan Change 79 in Auckland, Whangarei District Plan Changes for Urban and Services and Mangawhai Central Plan Change in Northland.
  - (b) Resource consent applications including large precincts: Drury South Industrial, Drury Residential, Redhills, Silverdale 3, Drury 1, Waiata Shores, and Crown Lynn Yards.
  - (c) Designation, Outline Plan of Works, and resource consent applications for major infrastructure including Healthy Waters St Marys Bay Stormwater Water Quality Programme, Watercare Huia Water Treatment Plant replacement, Watercare Huia 1. Watermain replacement, and several Ministry of Education Schools.



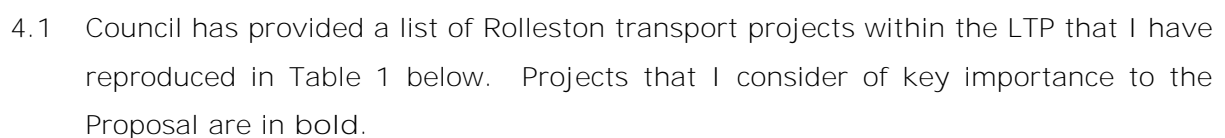
## 2 CODE OF CONDUCT

- 2.1 I have **read and am familiar with the Environment Court's Code of Conduct for Expert Witnesses**, contained in the Environment Court Practice Notes 2014 and 2023, and agree to comply with it. My qualifications as an expert are set out above.
- 2.2 Other than where I state that I am relying on the advice of another person, I confirm that the issues addressed in this summary statement are within my area of expertise. I have not omitted to consider material facts known to me that might alter or detract from the opinions that I express.

## 3 BACKGROUND

- 3.1 In October 2022 Selwyn District Council (Council) requested Flow Transportation Specialists (Flow) review the transport matters associated with the resource consent application (RC225715) by Kevler Developments Ltd (Applicant) for LOT 2 DP 61162 Springston Rolleston Road, Rolleston (Site).
- 3.2 The proposed development consists of a subdivision and land use consent application for 266 dwellings and the vesting of multiple public roads (Proposal) as shown in Figure 1. The Proposal is a Non-Complying Activity in relation to the Rural Zone Subdivision requirements.
- 3.3 Parallel to my review of the Proposal, **I have also acted as Council's Transport Expert** for multiple Private Plan Changes, the District Plan Review, and Variation 1 to the Proposed District Plan. I note that while I have been mindful of these parallel processes, my assessment of the Proposal has been based on the receiving environment permitted by the Operative District Plan, which I understand:
- (a) includes rezoning/urban development enabled through HASHAA and COVID Fast Track consent processes (e.g. Acland Park and Faringdon South West and South East) and Private Plan Changes that have been adopted by Council and are not under appeal (e.g. PPC75, PPC76, PPC78).
  - (b) does not include rezoning (including submissions) relating to the District Plan Review or Variation 1, or Private Plan Changes that have not been adopted by Council (e.g. PC71, PC73, PC81, PC82).
- 3.4 The scope of this evidence is to assist Council in determining the transport outcomes of the Proposal and includes the following:
- (a) A summary of the Proposal focusing on transport matters

- Figure 1: Proposed subdivision plan<sup>1</sup>



<sup>1</sup> BASECO Consultants drawing SC-02 REV O, dated 01/05/23

Table 1: LTP transport projects relevant to the Proposal

Project	Scheduled year	Description
Traffic Signals at Rolleston Drive/Tennyson Street	2021/22	Safety upgrade, including safer pedestrian crossing
Foster Park - Park N Ride	2023/24	improved parking to access express bus services
Brookside Road/Rolleston Drive Roundabout	2024/25	Safety upgrade
Springston Rolleston Road/Selwyn Road intersection	2024/27	Safety upgrade under National Land Transport Programme (Waka Kotahi)
Lowes Road/Levi Drive/Masefield Drive Intersection Upgrade	2025/26	Upgrade to traffic signals
Tennyson/Moore Street Roundabout	2026/27	Safety upgrade as part of Moore Street extension
Selwyn/Weedons Road Roundabout	2027/28	Safety upgrade - Rolleston southern arterial link
Jones Road Cycleway	2027/28	Between Jones Road and Weedons Road - links to Rolleston to Templeton Cycleway
Selwyn Road/ Lincoln Rolleston Road Intersection Upgrade	2028/29	Safety upgrade - Rolleston southern arterial link
Walkers Road/Two Chain Road Roundabout	2028/29	Safety upgrade - Rolleston Industrial Zone southern link
Goulds/East Maddisons Road Roundabout	2029/30	Connects Farrington and new subdivisions to Goulds Road
Rolleston to Burnham Cycleway	2029/30	From Elizabeth St to Aylesbury Road along the northside of SH1 and along Runners Road
Rolleston 'Park N Ride'	2030/31	New facilities for parking to provide access to express bus services

5.1 I have reviewed the following documents:

- a) Resource Consent application documents including
  - a. Assessment of Environmental Effects (AEE), prepared by Survus, dated 11 October 2022
  - b. Statement of Evidence (Transport Assessment), Andrew Metherell, dated 3 August 2022
  - c. Subdivision Plan and Roding Layout Plans, prepared by Survus Consultants, dated 27 September 2022
- b) S92 response letter from Stantec, dated 16 November 2022, regarding the alignment of the Primary Road with Kate Sheppard Drive
- c) S92 response letters from Survus, dated 10 February 2023.
- d) S92 response letter from Aston Consultants, date 29th March 2023.

5.2 Key transport matters that I have considered are:

- (a) Potential safety effects on the Selwyn Road corridor
- (b) Springston Rolleston Road / Kate Sheppard Drive / Primary Road intersection
- (c) The cycle network
- (d) Non compliance with vehicle crossing setbacks from intersections.

5.3 I discuss these matters further in the following Sections of my evidence.

## 6 POTENTIAL SAFETY EFFECTS ON THE SELWYN ROAD CORRIDOR

6.1 The Transport Assessment considered the potential future traffic effects (in 2033) on the surrounding transport network based on an estimated yield of 200 dwellings. I note that the Proposal anticipates 266 dwellings, whereas only 200 dwellings have been assessed in the traffic modelling. In my view the modelling results reported in the Transport Assessment are suitably conservative (being assessments of a 10+ year horizon, and including urban growth proposed under multiple nearby Plan Changes), and further modelling is not required to understand the potential long term effects of the Proposal.

6.2 The Rolleston Paramics traffic model, used in the Transport Assessment, indicates that future development within the Site will rely on Selwyn Road as a key route between Rolleston and Christchurch, including two key intersections:

- (a) Selwyn Road / Springston Rolleston Road

(b) Selwyn Road / Lincoln Rolleston Road.

6.3 Council has previously identified safety concerns with the safe operation of the Selwyn Road corridor, particularly the Selwyn Road/Springston Rolleston Road intersection.

6.4 I have undertaken a review of Waka Kotahi NZTA's Crash Analysis System (CAS) to determine the number and types of crashes that occurred in the vicinity of the Site from 2017 to 2022 (inclusive). I found that:

(a) one serious injury crash and one fatal injury crash have been reported at the Selwyn Road/Springston Rolleston Road intersection, along with multiple minor injury and non-injury crashes

(b) several minor injury and non-injury crashes have been reported at the Selwyn Road/Lincoln Rolleston Road intersection.

6.5 As discussed in Section 4, Council has programmed improvements to these intersections:

(a) Selwyn Road / Springston Rolleston Road upgraded to a roundabout in 2024/2027

(b) Selwyn Road / Lincoln Rolleston Road upgraded to a roundabout in 2028/2029

6.6 The Transport Assessment does not assess the potential effects of the Proposal on the existing arrangement of these intersections, but instead assumes **Council's** programmed improvements have been undertaken. However, the Applicant does not propose to stage the development of the Site with these upgrades.

6.7 I am concerned that the Applicant is proposing to develop the site without consideration of the potential safety effects that could be generated on the Selwyn Road corridor. In my view, based on my understanding of existing safety issues on the Selwyn Road corridor, traffic generated by the Proposal may have

(a) Potentially significant safety effects at Selwyn Road/Springston Rolleston Road intersection prior to Council's programmed upgrade in 2024/2027, and

(b) Potentially minor safety effects at the Selwyn Road/Lincoln Rolleston Road intersection prior to Council's programmed upgrade in 2028/2029.

6.8 I therefore recommend that no development occurs within the Site until Council completes its programmed upgrades for both intersections.

6.9 To avoid confusion, I emphasise that I consider that the upgrades to Selwyn Road/Springston Rolleston Road and Selwyn Road/Lincoln Rolleston Road are not the whole responsibility of the Applicant. It may be the case that the Applicant enters into an Infrastructure Funding Agreement with Council if the Applicant wished to accelerate these projects, alternatively the Applicant might wish to delay development until Council has delivered the upgrades. However, I consider that funding arrangements are beyond the scope of matters that I can and should consider.

## 7 SPRINGSTON ROLLESTON ROAD / KATE SHEPPARD DRIVE / PRIMARY ROAD INTERSECTION

7.1 When lodged, the subdivision plan proposed the Primary Road intersection with Springston Rolleston Road be offset from the existing Kate Sheppard Drive intersection. I expressed the view that the Primary Road intersection should align with the intersection of Kate Sheppard Drive. This alignment would enhance safety, improve connectivity to the transport network, reduce travel distances, and facilitate the Lemonwood Drive/Kate Sheppard corridor's role as a walking, cycling, and future public transport route.

7.2 My recommendation was adopted by the Applicant, and the revised subdivision plan provides sufficient vested land to enable a roundabout to be formed. The Applicant is proposing to form the intersection as a priority controlled cross road, and they anticipate that Council will upgrade the intersection to a roundabout at a later date. I understand this approach is consistent with other developments in the area, such as Plan Change 75.

7.3 I support the proposed alignment of the Primary Road with the existing Springston Rolleston Road / Kate Sheppard Drive intersection. I consider it appropriate for the Applicant to vest sufficient land to Council to allow the formation of a roundabout, although I consider that the Applicant is only required to form a priority controlled cross road to support the Proposal.

## 8 THE CYCLE NETWORK

8.1 During my review I recommended that the roading plan for the Proposal include a shared use path on Springston Rolleston Road along the site frontage. This



recommendation was adopted by the Applicant in Engineering Drawing EN-300 and EN-303.

- 8.2 I consider that the Proposal provides a suitable cycle network within and adjacent to the Site.

## 9 NONCOMPLIANCE WITH INTERSECTION SETBACKS

- 9.1 The Proposal does not comply with E13.2.2.1, as some vehicle crossings do not provide the required setback distance from intersections, typically at T-intersections. However, this is consistent with other nearby subdivisions that have vehicle crossings within intersections (for example Lemonwood Drive) and can be managed through the vehicle crossing approval process.

## 10 MY REVIEW OF SUBMISSIONS

- 10.1 Four submissions related to transport matters were received. Transport matters contained in submissions can be grouped into the following broad topics

- (a) Traffic congestion and safety effects
- (b) Effects from heavy vehicle movement
- (c) Right of way widths.

- 10.2 Details of the submissions, and my comments, are provided in Table A.

- 10.3 If the Commissioner decided to grant the resource consents, I recommend that a Construction Traffic Management Plan (CTMP) condition is applied to address the submitters concerns. I consider a standard CTMP condition is adequate, with two site specific sub conditions

- (a) requiring the Applicant to inform, but not consult with, the Lemonwood School Board during the construction phase of each stage
- (b) requiring the Applicant to avoid heavy vehicle movements on Lemonwood Drive 0815 – 0915hrs and 1445 – 1530hrs during school days.

Table 2: Submission summary and commentary

Submitter	Summary of submission	My commentary
Fire and Emergency New Zealand (20230526)	The applicant is proposing a local road connection to Hungerford Drive and further connections to the land to the north, south, east and west. Ten new internal roads will also be established, and these will be in accordance with Selwyn District Plan. Based on the schematic plan provided it is considered that these internal roads will be suitable for Fire and Emergency appliances.	Noted.
	The application indicates that there are nine right of ways to service two lots each with a legal width of 4.5m and a carriageway width of 3m in accordance with the Selwyn District Plan. The carriageway widths of the right of ways is not considered to be sufficient as fire appliances require a minimum carriageway width of 4m. It is noted that that fire appliances may be able to access these properties from the internal roads rather than needing to use the right of ways. However, the preference for Fire and Emergency, is for the right of ways to be trafficable by fire appliances as where safe to do. Therefore, requiring a minimum carriageway width to locate an appliance as close as practicable to the incident.	Appendix 13 Transport of the Operative District Plan Table 13.4 identifies that shared private vehicular accessways serving 2 – 3 sites require a minimum legal width of 4.5m and a carriageway width of 3.0m. The Proposal complies this is requirement. I note that firefighting access is a Building Code matter not a District Plan matter.
	Fire and Emergency seeks that the right of ways are developed to provide a carriageway width of 4m to enable easy access for fire and emergency appliances.	I therefore recommend that the Applicant consider the submission point, however I consider that the Proposal complies with the District Plan on this matter.
	In addition, there are six rear lots that have access legs from the internal roads, with legal widths ranging from 3.5m to 3.8m. Although the legal widths are less than 4m these are considered to be suitable for fire appliances as the distance to the rear of the site from the road is within a 75m hose run.	Noted.
Ministry of Education (20230531)	<b>The applicant’s Transport Impact Assessment anticipates low impact from operational phase traffic, due to the roading layout</b> and multiple access ways proposed. <b>Stantec’s traffic assessment assumes most of the traffic will be absorbed by the surrounding roads putting only minor pressures on surrounding intersections. It is considered that the applicant’s Transport Impact Assessment has not given</b> full consideration to construction phase traffic associated with the proposed subdivision, particularly heavy vehicle movements, and the effect this may have on the nearby schools.	In my view the Applicant does not need to give specific consideration transport effects on Rolleston College and Lemonwood Grove School after the construction phase. I don't support prohibition of Springston Rolleston or Broadlands as these are arterial routes and therefore can be expected to carry higher numbers of heavy vehicles. I do support the prohibition of Lemonwood Drive during school start/finish times. Construction traffic effects can be dealt with through a Construction Traffic Management Plan condition. I recommend that a CTMP condition be applied, requiring <ul style="list-style-type: none"><li>the Applicant to inform the Lemonwood Grove School and Rolleston College during the construction phase</li><li>the Applicant to avoid using Lemonwood Grove Drive for heavy vehicles during 0815-0915 and 1445-1530 during school days.</li></ul>
	The proximity of the proposed subdivision to Lemonwood Grove and Rolleston College has the potential to result in adverse effects on Lemonwood Grove and Rolleston College arising from the establishment of 270 residential lots. The Ministry has noted the potential effects on the Lemonwood Grove and Rolleston College as follows:  The Ministry has concerns that the application does not contain an adequate assessment of the effects associated with increase in total and peak time traffic movements post-construction of the subdivision.  Whilst the application and accompanying Transport Impact Assessment outlines the anticipated vehicle movements as a result of the increased density, no specific regard has been given to the effect of this on Lemonwood Grove and Rolleston College.  Additional information relating to the potential and actual effects of construction and operational phase traffic should be provided to Lemonwood Grove School and Rolleston College to adequately inform students and their families of the increased traffic movements.	
	That further information is provided regarding potential and actual construction effects including, but not limited to heavy vehicle movements	
	To ensure any potential and actual adverse effects relating to traffic safety are appropriately mitigated, the Ministry seeks the inclusion of a condition requiring submittal of a traffic management plan which details effect and mitigation of heavy vehicle movements impact through the following condition:  a. Trucks will not use Springston Rolleston Road, Broadlands Drive or Lemonwood Drive route to or from the Application site between 8.15 am -9.15 am and 2.45 pm - 3.25 pm. During those times trucks would use an alternative route.	
Michelle Kidson – resident (20230517)	Considers that the increase in traffic will be a concern for the safety of children taking active modes to and from school. Requests for infrastructure to be better developed, with pedestrian safety in mind, before further subdivision development.	Generally addressed in the Transport Assessment, however refer to Section 6 for my discussion about safety effects on the Selwyn Road corridor.
Tim Rumble – resident (20230530)	Considers that the surrounding streets such as Ledbury will have congested traffic and will block the school routes to get to the other side of Farringdon.  Considers width of streets are too narrow due to parking on the side of road which impacts traffic flow.	
		The road cross sections are generally consistent with Council's Engineering CoP and meet the minimum width requirements.

## 11 SUMMARY AND CONCLUSION

11.1 I have assessed the Proposal application documents, responses to Council information requests, and submissions.

11.2 In terms of transport matters relevant to the Proposal

- (a) Council has previously identified safety concerns with the operation of the Selwyn Road corridor, particularly the Selwyn Road/Springston Rolleston Road intersection. Council has identified funding in the Long Term Plan to upgrade the Selwyn Road/Springston Rolleston Road and Selwyn Road/Lincoln Rolleston Road to roundabouts in 2024/2027 and 2028/2029 respectively. I am **concerned that the Applicant is proposing to develop the site, prior to Council's** programmed upgrades, without consideration of the potential safety effects that could be generated on these intersections. I consider that the Proposal may have significant safety effects at Selwyn Road/Springston Rolleston Road and minor safety effects at the Selwyn Road/Lincoln Rolleston Road **intersections, should development occur prior to Council's programmed** upgrades. I therefore recommend that no development occurs within the Site until Council completes its programmed upgrades of these intersections. Refer to my discussion in Section 6
- (b) I support the proposed alignment of the Primary Road with the existing Springston Rolleston Road / Kate Sheppard Drive intersection. I consider it appropriate for the Applicant to vest sufficient land to Council to allow the formation of a roundabout, although I consider that the Applicant is only required to form a priority controlled cross road to support the Proposal. Refer to my discussion in Section 7
- (c) I consider that the Proposal provides a suitable cycle network within and adjacent to the Site. Refer to my discussion in Section 8
- (d) Some vehicle crossings do not to provide the required setback distance from intersections, typically at T-intersections. However, this is consistent with other nearby subdivisions that have vehicle crossings within intersections, and in my view can be managed through the vehicle crossing approval process. Refer to my discussion in Section 9
- (e) If the Commissioner decided to grant the resource consents, I recommend that a Construction Traffic Management Plan (CTMP) condition is applied to address

the submitters concerns, as discussed in Section 5. I consider a standard CTMP condition is adequate, with two site specific sub conditions

- a. requiring the Applicant to inform, but not consult with, the Lemonwood School Board during the construction phase of each stage
- b. requiring the Applicant to avoid heavy vehicle movements on Lemonwood Drive 0815 – 0915hrs and 1445 – 1530hrs during school days.

11.3 Should my recommendations be accepted I consider that the safety and efficiency effects on the transport network will be appropriately managed.

A handwritten signature in black ink, appearing to read 'Mat Collins', with a stylized, cursive script.

Mat Collins  
28 June 2023

# Appendix G

20212207

## Attachment 5: Assessment of Land availability



Rob Preston  
Kevler Homes  
[rob.preston@kevier.co.nz](mailto:rob.preston@kevier.co.nz)

Monday 12 August 2022

Dear Rob,

### With regard to land availability across Selwyn District

1. My name is Mike Blackburn, I am Managing Director for Blackburn Management Limited.
2. Blackburn Management are Management Consultants and specialist advisors to the Construction Industry.
3. I am a Co-Founder of Combined Building Supplies Cooperative Limited and a Director of CBS Management Limited.
4. I have a Master of Business Administration degree from the University of Canterbury and have been consulting to the construction industry since 2013.
5. Blackburn Management produces the Canterbury Construction Report<sup>™</sup> monthly, which is an independent analysis of Residential Construction activity across Christchurch City, Selwyn District and Waimakariri District based on building consent data provided by each respective Council.
6. In addition, Blackburn Management tracks Subdivision development across all three Councils and has an extensive database of past and current subdivisions as well as Plan Change requests for proposed future subdivision developments.
7. Blackburn Management provides specialist consulting and analysis services to developers, property professionals and similar companies with respect to construction activity, projected population growth and residential development across the greater Christchurch area.
8. Blackburn Management is currently writing a specialist report, which looks in detail at current residential land availability in Selwyn District.
9. This report will analyse, in detail, all current residential subdivision developments in the Selwyn District, including the estimated number of sections that will be titled in 2022, 2023, 2024 and 2025.
10. As part of the research for this report, I have personally interviewed more than 90% of the Developers or Agents responsible for current subdivision development across the District and the number of estimated titled sections (as provided in Appendix A) has been provided to me directly by these Developers or Agents.
11. In addition, this Report will consider proposed Plan Change Requests to the Selwyn District Council for future residential subdivision development.
12. The purpose of this report is to consider whether there is sufficient land available across the District to meet the demand for new residential construction and population growth in the District over the next three to four years.
13. In 2018, there were 1,172 Residential Dwellings Consented by the Selwyn District Council.
14. In 2019, there were 1,252 Residential Dwellings Consented by the Selwyn District Council.



15. In 2020, there were 1,572 Residential Dwellings Consented by the Selwyn District Council.
16. In 2021, there were 1,810 Residential Dwellings Consented by the Selwyn District Council.
17. To 30 April 2022 there have been 539 Residential Dwellings Consented by the Selwyn District Council. This is a 2% decline on the 550 Dwellings Consented by the Selwyn District Council for the same four month period in 2021.
18. I predict that the residential construction sector in Canterbury is set to see a decline in the number of new dwellings consented by between 10% and 15% in 2022 as a result of a shortage of building materials, ongoing supply chain issues, increasing costs and a declining economy.
19. I predict that there will be approximately 1,600 new residential dwellings consented across the Selwyn district in 2022.
20. I predict that this decline will continue into 2023 and that there will be approximately 1,450 new residential dwellings consented for that calendar year.
21. This would be an estimated total of 3,050 new residential dwellings consented through to the end of 2023.
22. My analysis of the estimated number of titled sections across the Selwyn District (as per Appendix A) in 2022 is 2,109.
23. My analysis of the estimated number of titled sections in 2023 is 1,046 (this is subject to Hughes Developments Limited receiving Fast Track Approval for their proposed Farrington Far West subdivision of approx. 65.3 Ha, previously known as PC 70).
24. This would be an estimated total of 3,155 sections titled through to the end of 2023.
25. This would only provide for an estimated additional 105 sections more than the number of new dwellings being consented.
26. In January 2021 the median sale price of a residential section across all three Councils was approximately \$450 per m2.
27. By December 2021 the median price of a residential section across all three Councils had increased to approximately \$1,000 per m2.
28. The principal reason for this increase in price was driven by a shortage in the number of sections available relative to the demand for new residential construction.
29. I am concerned that if the Selwyn District Council does not approve a number of the currently proposed Plan Change requests for new subdivision developments and grant consent for other proposed subdivision proposals within the Rolleston Future Development Area before the Council approves the new District Plan late in 2023, that the District will effectively run out of land to build on.
30. This will have a devastating impact on the construction sector.
31. This will see the cost of land increase significantly.
32. This will have a significant negative impact on the short and medium term population growth of the District.

Yours sincerely,



Mike Blackburn  
Managing Director  
Blackburn Management  
021 370 018  
[mike@blackburnmanagement.co.nz](mailto:mike@blackburnmanagement.co.nz)



# Sections Available SDC (Titles to be issued)

Sections Available SDC (Titles to be issued)

BLACKBURN  
management

Sections Available SDC (Titles to be issued)

BLACKBURN  
management

Sections Available SDC (Titles to be issued)

BLACKBURN  
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