



PUBLIC AGENDA

FOR THE MEETING OF

DISTRICT PLAN COMMITTEE

TO BE HELD AT THE

SELWYN DISTRICT COUNCIL OFFICES,
COUNCIL CHAMBERS

ON WEDNESDAY 12 DECEMBER 2018

COMMENCING AT 9:00AM

Committee Members

Chair

Environmental Services Manager Tim Harris

Selwyn District Council

Mayor Sam Broughton

Councillor Mark Alexander

Councillor Jeff Bland

Councillor Debra Hasson

Councillor Murray Lemon

Councillor Malcolm Lyall

Councillor Pat McEvedy

Councillor Grant Miller

Councillor John Morten

Councillor Bob Mugford

Councillor Nicole Reid

Councillor Craig Watson

Chief Executive David Ward

Te Taumutu Rūnanga

Hirini Matunga

Environment Canterbury

Councillor Peter Skelton

Te Ngāi Tūāhuriri Rūnanga

Tania Wati

Project Sponsor

Jesse Burgess
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Project Lead

Justine Ashley
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Agenda Items

Item	Page	Type of Briefing	Presenter(s)
Standing Items			
1. Apologies	4	Oral	The Chair
2. Declaration of Interest	4	Oral	
3. Deputations by Appointment	4	Oral	
4. Outstanding Issues Register	4	Written	
5. Confirmation of Minutes	5-17	Written	
Specific Reports			
6. Rolleston & Lincoln Key Activity Centre Transitional Precincts <ul style="list-style-type: none">Preferred Option reportCommunications and Engagement Summary Plan	18-48	Written	Jessica Tuilaepa
7. District Wide Urban Growth, Versatile Soils, Deferred Living <ul style="list-style-type: none">Preferred Option reportCommunications and Engagement Summary Plan	49-67	Written	Jocelyn Lewes
8. Rezoning Requests <ul style="list-style-type: none">Post engagement report	68-90	Written	Jocelyn Lewes & Jessica Tuilaepa

Standing Items

1. APOLOGIES

Councillors N Reid, J Bland

2. DECLARATION OF INTEREST

Nil.

3. DEPUTATIONS BY APPOINTMENT

Nil.

4. OUTSTANDING ISSUES REGISTER

Nil.

5. CONFIRMATION OF MINUTES

Minutes from the District Plan Committee meeting on 21 November 2018.



**District Plan Committee meeting
Held on Wednesday 21 November 2018 at 9.00am
at Selwyn District Council, Rolleston**

Present: Mayor S Broughton, Councillors M Alexander, M Lemon, D Hasson, N Reid, B Mugford, G Miller, M Lyall, J Bland, C Watson, J Morten, P Skelton (Environment Canterbury), Mr D Ward (CEO SDC), & Mr Hirini Matunga (Te Taumutu Rūnanga).

In attendance: T Harris (Chair), Messrs J Burgess (Planning Manager), B Rhodes (Strategy & Policy Team Leader), S Hill (Business Relationship Manager), R Love (Strategy and Policy Planner), A Mactier (Strategy and Policy Planner), B Baird (Strategy and Policy Planner), Mesdames J Ashley (District Plan Review Project Lead), J Lewes (Strategy and Policy Planner), J Tuilaepa (Senior Strategy and Policy Planner), V Barker (Planning Consultant), K Johnston (Communications Consultant), R Phillipson (Student Planner), G Wolfer (Senior Urban Designer), N Brown (District Plan Administrator).

Standing Items:

1. Apologies

Ms T Wati (Te Ngāi Tūāhuriri Rūnanga) and Councillor P McEvedy for absence and Councillor J Morten for lateness.

Moved – The Mayor / Seconded – Councillor Lyall

‘That the apologies received from the above Councillors be received for information.’

CARRIED

2. Declaration of Interest

Nil.

3. Deputations by Appointment

Nil.

4. Confirmation of Minutes

Taken as read and accepted.

Moved – Mr Ward / **Seconded** – Councillor Mugford

‘That the Committee accepts the minutes of the 10 October 2018 as being true and correct’.

CARRIED

5. Outstanding Issues Register

Issues raised during Meeting 21 November 2018

Subject	Comments	Report Date / Action	Item Resolved or Outstanding
Community & Recreation Facilities	Clarification of Preferred Option for non-custodial community corrections facilities	28 November 2018	Outstanding
Earthworks	Clarification of how bunds are managed in the rural area, including the permitted activity threshold	28 November 2018	Outstanding
Earthworks	Clarification of Preferred Option relating to provisions recognising the need to safeguard the mauri of soils	28 November 2018	Outstanding
Sites & Areas of Cultural Significance	Engagement with SDC Assets and all affected landowners	28 November 2018	Outstanding

6. Report on initial public consultation engagement

No discussion was held, report taken as read.

Moved – Councillor Watson / **Seconded** – Councillor Miller

“That the Committee notes the report.”

CARRIED

7. Update on DPR programme, post engagement reporting and Proposed District Plan chapters

Ms Ashley spoke to her presentation, and briefed the Committee on the DPR programme, post engagement reporting and proposed District Plan Chapters.

Post Engagement Reports

Workstreams are continuing to track well. Any changes proposed as a result of engagement with and feedback from individual landowners and stakeholders will support shaping the plan provisions during this next phase. This includes any recommendations to change the preferred option(s).

Communications and Engagement Summary

Each report is accompanied with a Communications and Engagement Plan which outlines the proposed communication and engagement activities from the time of initial public consultation through to the formal notification of the proposed District Plan. Additional stakeholders have been identified to include as part of this process. Council are endeavouring to share as much information with key stakeholders as possible.

Councillor Morten in 9.10am

Chapter Delivery Stages

Ms Ashley presented the 'Chapter Delivery Stages' and associated timelines, highlighting that not all topics will include an economic analysis. Mahaanui Kurataiao Ltd, Environment Canterbury and the District Plan Review Senior Advisory Panel are also involved in reviewing stages of the draft Plan. The Plan is on track to be drafted by June 2019, and will align with the National Planning Standards.

A question was asked how it was determined whether an economic analysis is considered for each of the topics. Ms Ashley responded that it will be targeted towards topics with key contentious issues, or where there is high commercial value ie: the industrial area relating to large format retail zone.

Councillor Skelton suggested the Committee consider conducting legal reviews at the earliest point in the review process. The Committee agreed, and Ms Ashley added that Adderley Head (law firm) and the Senior Advisory Panel are engaged for this.

Moved – The Mayor / Seconded – Councillor Lyall

"That the Committee notes the report."

CARRIED

8. Post Engagement Report and updated Communications and Engagement Summary Plans for: Community Recreation, Kainga Nohoanga Zone, Business in Small Settlements, Research Sites and Coastal Environment

Ms Ashley briefed the committee on the 'Little/No Feedback' post engagement report', which grouped together five topics that had a low level of feedback during the public consultation phase.

Councillor Miller raised a point about potential for duplication/potential overlap with Environment Canterbury work. Ms Ashley responded that staff are working closely with Environment Canterbury to provide a cohesive package, particularly for the following topics: Coastal environment, Water, Sites and Areas of Cultural Significance.

Clarification was sought of the preferred option for non-custodial community corrections facilities. The Committee discussed having a more lenient activity status and greater development flexibility in certain zones, especially for non-custodial community corrections facilities. Currently this type of facility is non-complying in a number of residential and business zones. It was suggested that the community would likely prefer a higher degree of input into this. Ms Ashley agreed and explained that this was considered and forms part of the preferred option. The Mayor added that Council should be looking at ways to help people reintegrate into our community.

There is opportunity for public opinion to be noted at various points in the process, including when the draft Plan is released (through formal submission and appeals).

Moved – Councillor Watson / Seconded – Mr Ward

"That the Committee notes the report."

"That the Committee confirms that the Preferred Option(s) for the following Topics progress to the 'Drafting and Section 32 Evaluation' Phase:

- *Community and Recreation*
- *Kainga Nohoanga Zone*
- *Business in Small Settlements*
- *Research Sites*
- *Coastal Environment*

"That the Committee notes the updated summary plans."

CARRIED

9. Post Engagement Report and updated Communications and Engagement Summary Plan for Hazardous Substances and Contaminated Land

Mr Baird spoke to his report and commented that feedback received was generally supportive of the preferred approach. This topic will progress to the drafting phase.

No discussion was held.

Moved – Councillor Lemon / **Seconded** – Councillor Lyall

“That the Committee notes the report.”

“That the preferred option previously endorsed by DPC progresses to the ‘Drafting and Section 32 Evaluation Phase’.”

“That the Committee notes the updated summary plan.”

CARRIED

10. Post Engagement Report and updated Communications and Engagement Summary Plan for Earthworks

Mr Baird commented that feedback was supportive of approach, which is exempting certain things from earthworks (such as farming activities), removing overlap with Environment Canterbury and National Environment Standards, and providing general clarity on how the rules work.

Feedback was mixed regarding thresholds based on a site or project basis. There are different benefits and costs of each approach, which will be worked through in the development of the provisions. Stakeholders are interested in ongoing engagement with the development of the approach.

Councillor Hasson sought clarification on how bunds are managed in the rural area, including the permitted activity threshold. Mr Baird commented that no feedback was received regarding bunds or stockpiling of earth, but would note this for further consideration. The Chair added that change of use will be taken care of through the resource consent process. Councillor Hasson is concerned about the monitoring of this.

A question was asked in regards to section 2.2. of the report which refers to electricity transmission activities, and whether other utilities such as irrigation infrastructure are included and exempt from earthworks. Mr Baird explained that it would be addressed and included in the section 32 evaluation report.

The Committee sought clarification on the introduction of provisions that directly refer to the mauri and life-supporting capacity of soils in the District which can be adversely effected by earthworks (pg. 71 on the Agenda). A question was asked what the implications of this are. The term ‘mauri’ was not problematic, it is the implications of *how* the provisions are applied. Mr Matunga gave an example of ‘ancestral land’, and the impact of using certain terms. Ms Ashley noted that clarification of the preferred option relating to provisions recognising the need to safeguard the mauri of soils was required.

Councillor Reid out 9.27am

The Committee requested that background information (baseline and preferred option reports) is made available to support understanding of the post engagement report

discussions during the Committee meetings. The Chair reiterated that there are a series of opportunities and mechanisms available to address any issues/concerns including using the outstanding register, submitting questions before Committee meetings, and providing supporting information for Councillors. Ms Brown will circulate links to background information (relating to the post engagement reports) to the Committee following the meeting. Changes proposed to the preferred position are presented to the Committee and identified in the executive summary of each report.

Ms Ashley added that a set of draft provisions, chapters, policies and objectives will be available at the workshops to review, discuss and seek further endorsement from the Committee.

Councillor Reid in 9.31am

The intention is to consult targeted groups in 2019 prior to the formal submission process. The process is constrained by the RMA framework, justifications (section 32 evaluation report) are used to deliver how/why certain decisions are made. Even when the Plan is publicly notified, there is still opportunity to make a submission to seek to change what Council has endorsed.

Moved – Councillor Alexander / Seconded – Councillor Watson

“That the Committee notes the report.”

“That the Preferred Option previously endorsed by DPC progresses to the ‘Drafting and Section 32 Evaluation Phase’, including an amended communication plan with an updated stakeholder engagement list.”

“That the Committee notes the updated summary plan.”

CARRIED

11. Post Engagement Report and updated Communications and Engagement Summary Plan for Sites and Areas of Cultural Significance

Mr Baird commented about the substantial amount of feedback received for this topic, and the high level of engagement and discussions held during the recent public drop in sessions. Feedback focused on five themes

- Identification and validity of specific sites
- The robustness of methodology
- The range of activities controlled
- Costs of complying and compensatory options
- Overlap with Environment Canterbury processes (ie: cultural landscapes management).

Several landowners responded by noting that they were unaware of a spring being on their site not seen any evidence of a spring in the location provided. Some questioned the appropriateness of the extent of area around Te Waihora. People sought more

information on this, and questioned whether there was enough data to support the draft provisions.

There is some uncertainty created by the maps/data used, the Committee agreed that the same source of data is required. Mr Baird added that Mahaanui Kurataiao Ltd used Environment Canterbury data for spring sites. Councillor Lemon confirmed that Mr Mananui Ramsden has ground-truthed a lot of this work, particularly in regards to Farm Environment Plans. The Committee highly commended Mr Ramsden's work.

Generally landowners supported the categorisation approach provided there are different controls for each category, though were concerned about possible overlap with other topics areas such as outstanding natural landscapes, indigenous vegetation and water.

The Committee discussed possible duplication with Environment Canterbury's Farm Environment Plans, which include a cultural element. The concern was that additional regulatory requirements can potentially undermine the 'good will' and partnerships Environment Canterbury have established with farmers. Councillor Skelton commented on Plan Change 1 and the cultural landscape provision. The farming community have a good understanding of what the provision is in regards to that. Council need to work with Environment Canterbury to ensure there is no duplication.

Councillor Lemon agreed that this topic received significant public interest and participation in providing feedback. Generally farmers were not opposed to protecting cultural sites, but the concern is around how they can continue to farm while complying with the district plan. Mr Matunga commented that he was pleasantly surprised that landowners did not strongly object to this, but commended the work completed.

Councillor Hasson queried whether the Council Assets team had been consulted. Suggested this be noted for further consideration.

The Chair concluded that the Committee is comfortable with the direction outlined in the post engagement report and that the Project Team will work closely with Environment Canterbury in regards to further consultation with landowners.

Moved – Councillor Lemon / Seconded – Mr Matunga

"That the Committee notes the report."

"That the preferred approach is refined through the drafting and Section 32 evaluation phase, including on-going engagement with Mahaanui Kurataiao Ltd (on behalf of Te Taumutu Rūnanga and Te Ngāi Tūāhuriri Rūnanga), Environment Canterbury and key stakeholders."

"That the Committee notes the updated summary plan."

CARRIED

12. Post Engagement Report and updated Communications and Engagement Summary Plan for Home based business activities in Living and Rural Zones and business activities (not home based) in Living Zones

Ms Lewes spoke to her report. Feedback received is supportive of the preferred option approach, which is to decrease the maximum floor area of a home-based business from 300sqm to 40sqm in Living Zones, and that specific permitted rules are developed for home-based businesses across the district.

The Committee discussed possible constraints of 40sqm ie if using a garage for a home-based business. Ms Lewes responded that 40sqm is consistent with neighbouring Councils and stems from predominance that it should be a 'home with a business' (in a living zone) rather than a dominating business function run from a residential home.

Application for a resource consent may be necessary if more space is required. The scale of activity would give rise to consideration of character and amenity on adjoining properties. The mismatch stems from not having business areas in some townships. The intent is to focus large-scale business activities in business zones, and protect residential zones.

A question was asked whether tourism farm stays falls into the home-based category. Ms Lewes responded no, and that the tourism topic addresses this.

Amendment to the report in paragraph 2.1 should read 'reverse sensitivity'.

Moved – Mr Ward / Seconded – Councillor Lyall

"That the Committee notes the report."

"That the preferred option previously endorsed by DPC be progressed to the Drafting and Section 32 Evaluation Phase."

"That the Committee notes the updated summary plan."

CARRIED

13. Post Engagement Report and updated Communications and Engagement Summary Plan for Minor Residential Units (previously Family Flats)

Ms Lewes spoke to her report. The preferred option endorsed by the Committee was to remove the occupancy restriction on family flats and minor residential units in residential and rural zones be managed by amended definitions, policies and standards. Feedback received was supportive of the endorsed preferred option.

Concerns were raised of proliferation of minor dwellings within the airport noise contours. However, the preferred option does not alter this, it is only the nature of occupation that is proposed to be altered. CIAL has advised they are currently in the process of remodelling the Air Noise contours and that this information will be provided to Council for inclusion in the proposed District Plan. Noise is being considered in a

separate workstream. Recommendation is that no changes are made to the preferred option.

Councillor Alexander queried the difference in space allowances for urban and rural areas and asked whether it would be simpler to administer if the size allowances are the same. Ms Lewes responded that the reason for 70sqm in living zone, is a reflection of smaller lot sizes and current status is appropriate to maintain character and amenity. Proposed rules around open space, site coverage and car parking would also need to be complied with for a larger building. 70sqm is also consistent with neighbouring Councils. Agreement from the Committee that 70sqm was appropriate.

Councillor Hasson asked for clarification about the conversion of existing buildings on rural lots to minor residential units. Ms Lewes commented it would be subject to a resource consent process if the building breached the maximum size limit.

Moved – Councillor Lyall / Seconded – Councillor Bland

“That the Committee notes the report.”

“That the preferred option previously endorsed by DPC be progressed to the Drafting and Section 32 Evaluation Phase.”

“That the Committee notes the updated summary plan.”

CARRIED

14. Post Engagement Report and updated Communications and Engagement Summary Plan for Housing Development in Residential Zones

Ms Lewes spoke to her report. Feedback was received from various infrastructure and industry bodies, Environment Canterbury, Canterbury District Health Board, Ministry of Social Development, and the Retirement Villages Association, as well as feedback submissions from the public via Engagement HQ and email.

The endorsed preferred option included the rationalisation of the large number of living zones down to four zones, as proposed by the draft National Planning Standards; that specific objective and policies be drafted for each zone; and to encourage medium density development and accommodate retirement villages, supported accommodation and boarding houses, including the incorporation of appropriate definitions, policies and rules.

A comment was made on the positioning of bus routes and encouragement for the facilitation of public transport, particularly to areas of higher density living.

A question was raised whether there is ability to enforce design standards in medium density zones. Ms Wolfer responded that the design guides are currently under review that will support this. Ms Lewes added that this will be addressed in the next phase including key criteria for assessment and application (bulk and location rules), and that discretion can be retained.

An issue was raised about the scale of boarding houses, with particular concern regarding reverse sensitivity effects and noise issues. However, feedback received was generally supportive of the preferred option direction. Recommendation that the preferred options previously endorsed by DPC be progressed to the drafting and section 32 evaluation phase.

Moved – Councillor Lyall / Seconded – Councillor Reid

“That the Committee notes the report.”

“That the preferred option previously endorsed by DPC be progressed to the Drafting and Section 32 Evaluation Phase.”

“That the Committee notes the updated summary plan.”

CARRIED

16. Post Engagement Report and updated Communications and Engagement Summary Plan for Business Zone Framework

Ms Tuilaepa spoke to her report. Feedback received was supportive of the proposed Zone Framework. The draft National Planning Standards recognises the township hierarchy, which Selwyn 2031 also supports.

A question was raised about the provision of industrial land in Darfield, this was addressed at the meeting on the 22 August 2018.

Moved – Mr Ward / Seconded – Councillor Lyall

“That the Committee notes the report.”

“That the preferred option previously endorsed by DPC be progressed to the drafting and Section 32 evaluation phase, including the development of a Special Purpose Port Zone.”

“That the Committee notes the updated summary plan.”

CARRIED

15. Post Engagement Report and updated Communications and Engagement Summary Plan for Business: Urban Design and Interfaces

Ms Tuilaepa spoke to her report. There is general public support of the preferred approach. Feedback was received from 7 parties via Engagement HQ and email.

Ms Wolfer added that the commercial design guide will be updated.

Moved – Councillor Lyall / Seconded – Councillor Bland

“That the Committee notes the report.”

“That the Preferred Option that has been previously endorsed by DPC progress to the ‘Drafting and Section 32 Evaluation Phase.’”

“That the Committee notes the updated summary plan.”

CARRIED

17. Post Engagement Report and updated Communications and Engagement Summary Plan for Airfields (including West Melton Airfield)

Mr Love spoke to his report. Feedback received from stakeholders, landowners and partners and the public were generally supportive of the approach. The main concerns received centred around private airfield movements.

The Committee queried how this will impact private operators. Mr Love responded that provisions will possibly put restrictions on commercial operations in built up areas, where landing and take-off sites will likely be controlled.

Moved – Councillor Mugford / **Seconded** – Councillor Reid

“That the Committee notes the report.”

“That the Preferred Option previously endorsed by DPC progresses to the ‘Drafting and Section 32 Evaluation Phase’, including the provision of height restrictions at the Springfield Aerodrome.”

“That the Committee notes the updated summary plans.”

CARRIED

18. Post Engagement Report and updated Communications and Engagement Summary Plan for Scheduled Sites

Mr Love stated that few submissions were received for this topic. A representative of Brink’s Chicken provided feedback which will be considered.

No discussion was held.

Moved – Councillor Lyall / **Seconded** – Councillor Bland

“That the Committee notes the report.”

“That the updated Preferred Option progresses to the ‘Drafting and Section 32 Evaluation Phase’.”

“That the Committee notes the updated summary plan.”

CARRIED

19. Post Engagement Report and updated Communications and Engagement Summary Plan for Signage

Ms Barker spoke to her report. The preferred option is to update existing signage provisions to improve clarity and effectiveness, and to be contained in a single consolidated chapter.

Feedback received is consistent with this approach, although Horticulture NZ conversely suggested to spread signage rules across each chapter, rather than in a single chapter. Feedback from the public was limited, however most agreed with temporary signage provisions.

A question was asked regarding signage for health and safety purposes and the legislation covering this. Ms Barker responded that there are New Zealand-wide legislative regulations that deal with this. In terms of events signage, this will be covered in the drafting and overlaps with the temporary activities topic.

Councillor Lyall wished to note that he has a conflict of interest on this topic so will not comment on this.

Moved – Councillor Alexander / **Seconded** – Councillor Watson

“That the Committee notes the report.”

“That the Preferred Option previously endorsed by DPC progresses to the ‘Drafting and Section 32 Evaluation Phase’.”

“That the Committee notes the updated summary plan.”

CARRIED

20. Post Engagement Report and updated Communications and Engagement Summary Plan for Lighting and Glare - Night Glow

Ms Barker spoke to her report. Night sky visibility is an important issue, and had a high level of engagement (31 surveys completed) and feedback received.

The endorsed preferred option was to engage with the public during consultation to establish whether there are particular areas of the District that should be protected and what level of control should be established through the proposed District Plan.

Feedback received on the protection of the night sky included targeting specific areas including Te Waihora/Lake Ellesmere (and all other lakes in the Taumutu takiwa), Arthurs Pass, and Castle Hill. Industry and Commercial stakeholders do not support district-wide night glow provisions that would constrain business.

Councillor Miller out 10.50am

General outdoor lighting and glare provisions will target reserves and outdoor recreation activities (along with any night glow provisions).

Councillor Miller in 10.53am

The Committee discussed whether the preference was District-wide or a targeted approach to applying night glow provisions.

The Mayor supports having rules across the entire district. It will not likely constrain operations, but it could necessitate the need to light differently. He supports 24-hour operators to continue, but is concerned that if we don't have rules on this then those places will lose the night sky. Councillors Lyall, Reid, Alexander Mugford, Bland, and Mr Matunga support the Mayor's view of applying District-wide provisions.

Councillors Miller, Morten, Lemon, Hasson and Mr Ward support a targeted approach to applying night glow provisions. The impact on the entire District would need to be considered. Councillor Watson was undecided.

Ms Barker suggested that two sets of provisions could be drafted, one for District-wide, and another set for a targeted approach. The Chair summarised that although there is merit in the suggestion there is a majority view from the Committee for District-wide night glow provisions to be drafted (rather than a targeted approach).

Moved – Councillor Lyall / **Seconded** – Councillor Bland

"That the Committee notes the report."

"That Option 2 (District-wide provisions to manage night glow effects) progresses to the 'Drafting and Section 32 Evaluation Phase'."

"That the Committee notes the updated summary plan."

CARRIED

Meeting closed 11.20am

Specific Reports

6. Preferred Option Report and Communications and Engagement Summary Plan for Rolleston & Lincoln Key Activity Centre Transitional Precincts

Author:	Jessica Tuilaepa (Senior Strategy and Policy Planner)
Contact:	347 2974

Purpose

To brief the Committee on the Preferred Options Report, which considers the zoning options for the Rolleston and Lincoln Key Activity Centre Transitional Precincts.

The attached Communications and Engagement Summary Plan is to inform the Committee of the engagement activities to be undertaken in relation to the 'Transitional Living Precincts' topic.

Recommendation

“That the Committee notes the report.”

“That the Committee endorses the Preferred Option for ‘Rolleston & Lincoln KAC Transitional Precincts’ for further development and engagement, Section 32 and drafting phases.”

“That the Committee notes the summary plan.”

Attachments

‘Preferred Option Report for: Rolleston & Lincoln KAC Transitional Precincts’

‘Transitional Living Precincts’ – communications and engagement summary plan’

PREFERRED OPTION REPORT TO DISTRICT PLAN COMMITTEE

DATE: 5 December 2018, Agenda DPC Meeting

TOPIC NAME: Business

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

TOPIC LEAD: Jessica Tuilaepa

PREPARED BY: Jessica Tuilaepa

EXECUTIVE SUMMARY

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



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1.0 Introduction to the Issue

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

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

ROLLESTON KEY ACTIVITY CENTRE (KAC) - Precinct Plan

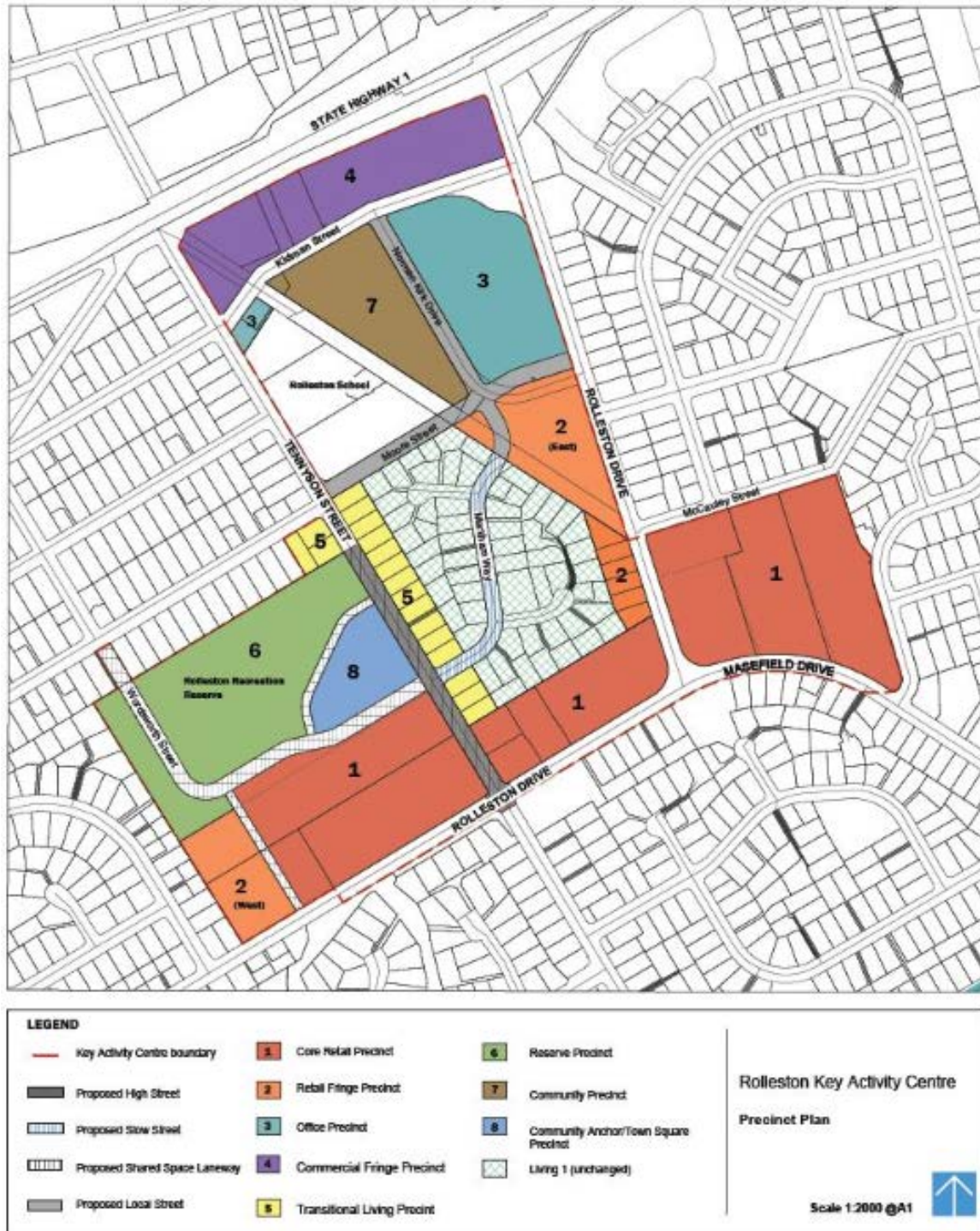


Figure 2: Precinct Plan for Lincoln located in Appendix 29 of the Operative Selwyn District Plan.

APPENDIX 29B

LINCOLN KEY ACTIVITY CENTRE (KAC) - Precinct Plan



LEGEND

- KAC boundary
- Proposed High Street
- 1 Core Retail Precinct
- 5 Transitional Living Precinct

Lincoln Town Centre
Precinct Plan

Scale 1:2000 @A1



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

2.0 Strategic Context

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

Selwyn 2031 District Development Strategy

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

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

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

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

Rolleston Structure Plan and Rolleston Town Centre Master Plan

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

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

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

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



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Lincoln Town Centre Plan

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

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

LURP Action 27

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

3.0 Current Approach of Operative District Plan

Permitted Baselines

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

services, small format retail and office activities to establish more easily. The scale and type of activities that are able to occur with the other KAC Precincts 1-4 and 8 are substantially different from the Living zone provisions.

- 3.2 It is worth noting that Precinct 5 Rule 4.18 automatically requires resource consent to be obtained for any development comprising of one or more new buildings; and/or building additions for commercial purposes; and/or conversion of all or part of an existing dwelling for commercial use (as a controlled activity). This rule provides for the consideration of urban design for the development.

Resource consents granted in the Transitional Living Precinct

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

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

4.0 Business Capacity and Demand

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

- 4.1 The National Policy Statement on Urban Development Capacity (NPS-UDC) came into effect in December 2016, providing direction to decision-makers under the RMA in respect of planning for urban environments. The NPS-UDC is made up of objectives and policies which seek outcomes for planning decisions that are evidence based. The NPS-UDC directs councils to set minimum targets for business development capacity for both the medium and long term periods.
- 4.2 The evidence base required by the NPS-UDC requires that Councils utilise a monitoring urban development indicator and prepare a Housing and Business Development Capacity Assessment. The Capacity Assessment estimates the demand for and supply of housing and business land to indicate whether there is sufficient, feasible development capacity to meet future growth needs. This assessment takes account of relevant regional and district plan provisions, actual and likely availability of development infrastructure, the current feasibility and rate of take up of capacity, and the market response in terms of what has been built, where this has occurred and at what price.
- 4.3 The NPS-UDC then requires Councils to produce a Future Development Strategy (FDS), which demonstrates that sufficient, feasible development capacity is available to support future housing and business growth and identifies the broad location, timing and sequencing of future development capacity in new urban environments and intensification opportunities within existing urban environments.
- 4.4 It is noted that while the NPS-UDC is subject to an independent workstream, it is important to note in this report as the outcomes of this work are likely to have an impact on the future urban growth of the District.

Growth projections and capacity

- 4.5 The Selwyn Capacity for Growth Model (SCGM), was commissioned by Council in 2016 and endorsed for use in December 2017. It provides a picture of the land supply issues for Selwyn for both Living and Business zones.
- 4.6 The SCGM is a spreadsheet based model made up of a number of different pages, each presenting different background information and results. From a demand perspective (population projections) the SCGM is not overly different from the Selwyn District Council

Projections used for the Long Term Plan 2018-2028. Nor are they far removed from Stats NZ projections. This is unsurprising as the base information is much the same. The main difference of the SCGM is that it incorporates age-cohort population changes.

- 4.7 Aside from this, the key differences in demand in the SCGM is that it takes into account the constraints on land supply, particularly the capacity or the amount of zoned land available for development. As available land capacity is developed the potential demand that can be located in the area reduces. The SCGM calculates in this reduced demand based on the land capacity available. Previous projections were mostly unconstrained and so demand was projected as if there were no constraints to supply. Supply issues can be rectified through rezoning process when required.
- 4.8 For Business 1 (Commercial) demand, which impacts the Rolleston and Lincoln KAC's, the population projections relate directly to the amount of floor space projected for each town centre. The SCGM compares this demand for floor space with the zoned land available.
- 4.9 The outputs shown below are based on the existing capacity and the demand required to meet the projected population increase. The demand amounts do not factor in the additional 'buffer' requirements (e.g. 20% for short term) being considered through the NPS-UDC workstream. These 'buffer' requirements do not alter the actual demand that is required to be provided for but would mean additional capacity will need to be considered to cater for capacity issues land banking. However the end location and distribution of this additional capacity requirement has yet to be considered. As noted earlier, the NPS-UDC is a separate workstream, which includes key business stakeholder engagement. Feedback from these parties may alter our understanding of the numbers around capacity and demand. The final business demand and capacity requirements for Selwyn and the Greater Christchurch will be better understood once the NPS-UDC process is complete. Any required response to that work can be considered through the DPR at a later date.
- 4.10 The table below outlines the available land supply in each KAC and the demand that is projected. It's important to note that the available capacity includes both vacant land areas and those areas that have land available for potential for develop, or rather ability to be used more efficiently in line with the Selwyn District Plan provisions.

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

Table: B1 land availability in Rolleston and Lincoln

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

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

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

5.0 The District Plan Review and Plan Framework

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

of adjoining zones. Other amenity features include verandas, street furniture and traffic calming and the zone should make provision for public spaces including parks or squares.

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

6.0 Requirements for rezoning

- 6.1 District Plans that are developed using sound evidence and rigorous policy analysis lead to more robust, enduring provisions, and can mean issues are resolved early on in plan-making, reducing opposition during hearings or at appeal. To determine the substantive merits of any changes or re-zonings, investigations will be required which will include the commissioning of detailed technical reports. The purpose and requirement to do this work is to help inform section 32² evaluation reports to demonstrate that the zoning has been well tested against the purpose of the Act and that the anticipated benefits outweigh costs and risks. In short, the evaluation must examine whether the objectives of the proposal (new zoning) are the most appropriate way to achieve the purpose of the Act.
- 6.2 To evaluate the efficiency and effectiveness of the proposal it is necessary to identify, quantify and assess the benefits and costs and to assess the risk of acting or not acting. To inform this evaluation key technical assessments are likely to be required to support any rezoning request, including:
- Geotech
 - Contamination
 - Transport
 - Infrastructure
 - Landscape
 - Economic
 - Planning
 - Urban design – ODP design
- 6.3 The approximate cost to undertake the above investigations for *one site* development is estimated to be between \$80,000 and \$120,000³. The level of information or the number of

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

³ Obtained through discussions with Planz Consultants and Baseline Group

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

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

7.0 Summary of Options

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

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

Option 1A – Maintain status quo

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

Effectiveness in Addressing the issue:

- 7.3 This option would entail the current plan provisions being rolled over and the sites in question continuing to be used for residential purposes. By maintaining the status quo, this protects the current level of amenity for the residents in the surrounding zone by restricting the potential use of the land for other uses. Different activities on the site would continue to require resource consent if they do not meet permitted standards as they have done in the past. Home based occupations would continue to be permitted in the residential zone (subject to standards).

- 7.4 The approach is consistent with the Selwyn Capacity for Growth Model which indicated that there is no shortfall of business zoned land in Rolleston in the next 10 years. It is also consistent with the Rolleston Town Centre Masterplan which identified this area as residential, with retail filtering into the space in 15+ years.

Risks:

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

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

Budget or Time Implications:

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

Recommendation:

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

Option 1B – Rezoning to Town Centre

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

Effectiveness in Addressing the Issue:

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

Budget and Time Implications:

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

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

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

Risk:

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

Recommendation:

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

Option 1C – Extend Transitional Living Policy Overlay

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

Effectiveness in Addressing the Issue:

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

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

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

Risk:

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

Budget and Time Implications:

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

Recommendation:

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

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

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

Option 2A – Maintain Status quo

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

Effectiveness in Addressing the Issue:

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

Risks:

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

Budget or Time Implications:

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

Recommendation:

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

Option 2B – Rezoning to Town Centre

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

Effectiveness in Addressing the Issue:

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

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

Risk:

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

Budget or Time Implications:

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

Recommendation:

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

8.0 Conclusion

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

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

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

9.0 Recommendations

- 9.1 Based on the preceding assessment, the Project Team recommends that:

1. Markham Way, Peel Close, Wilbur Close and Landon Common Properties (Rolleston KAC)

Option 1A: Maintain Status Quo

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

Option 2B: Maintain Status Quo

10.0 Next steps

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

Appendix 1

Permitted Baseline – What the current District Plan provisions allow to occur on site as of right.

Table 1: Living 1 Rules

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

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

	Local Roads: 20 per day plus 2 heavy vehicle movements per day. (PC42) Except that a public Parking Area is a permitted activity in Precinct 6 (Rolleston Reserve) of the Rolleston Key Activity Centre.	
10.9 Hours of operation	Any activity, which is not a residential activity, shall be a permitted activity if the following conditions are met: <i>10.9.1.1</i> The employment of staff who are not resident on the site; and <i>10.9.1.2</i> Visits by customers, patrons, clients or other people to the site, who are not resident on the site shall only occur between the hours of 7:00am and 10:00pm on any day.	

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

Rule	Permitted Standard		Notes
5.5 Vehicle parking and cycle parking	ACTIVITY	MINIMUM PARKING SPACES TO BE PROVIDED	In Lincoln, for Retail and Food and Beverage in Precinct 5, Table 13.1(a) applies.
	Retail	Nil spaces - no car parking required.	
	Commercial services		
	Offices	The number of car parks provided is to comply with the relevant requirements of Table 13.1(a) .	
Any other activities			
19.1 Outdoor Signs (Business sign rules apply in Precinct 5)	The sign is erected on the site to which it relates The sign does not exceed the height of the building or structure to which it is attached The sign does not exceed 3m ² in area where it is not attached to a building		
10.8 Scale of Activities – Precinct 5	Any Commercial Services, Small Format Retail or Office Activities in Rolleston Precinct 5 (Transitional Living) within the Key Activity Centre identified in Appendix 29A and any Commercial Services or Office Activities in Lincoln Precinct 5 (Transitional		Does not apply to temporary activities, existing schools or police stations.

	<p>Living) within the Key Activity Centre identified in Appendix 29B, if the following conditions are met:</p> <p>10.8.2.1</p> <p>(a) No more than six full time equivalent staff employed on the site live off the site; and</p> <p>(b) The gross floor area of any building(s) does not exceed 300m².</p>	
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Table 3: Business 1 (Rolleston KAC)

Rule	Permitted Standard	Notes
13.2 Status of Activities	<p>Small format retail</p> <p>Large format retail</p> <p>Supermarkets</p> <p>Department Stores</p> <p>Offices</p> <p>Food and Beverage</p> <p>Drive through facilities</p> <p>Commercial Services</p> <p>Furniture and Lighting Outlets</p> <p>Public Transport and Parking facilities</p> <p>Community Facilities</p>	<p>In Precincts 1 and 8</p> <p> *Residential Activities are Non-complying</p>
16.1.1 Buildings	Any principle building is permitted subject to the Rules conditions	<p>In Precincts 1 to 4, 7 and 8</p> <p>Defaults to a controlled activity under the Urban Design Rules 16.12</p>
16.5 - Buildings and Site Coverage	No maximum site coverage	
16.6 - Building height and reflectivity	Maximum height of a building is 15 metres, and 25 metres for a structure.	Precincts 1 and 8
16.7 - Building and Building Position	<p>In Precinct 2 (Retail Fringe) at Rolleston as identified in Appendix 29A:</p> <ul style="list-style-type: none"> • Rolleston Drive - 3 metres; • Boundaries where Precinct 2 adjoins any Living Zone - 12 metres (the 12 metre setback shall be measured from the Living Zone boundary, except where that boundary is a road boundary.) <p>16.7.2.2 In Precinct 3 (Office) at Rolleston as identified in Appendix 29A, a 10 metre setback from Rolleston Drive applies.</p>	<p>No setback in Precincts 1 and 8.</p> <p>Recession Plains Apply</p>

	16.7.2.3 In Precinct 4 (Commercial Fringe) at Rolleston as identified in Appendix 29A , a 3 metre setback from Rolleston Drive applies	
16.8 Relocated Buildings	Permitted subject to conditions	
16.9 Small Scale Commercial developments	<p>16.9.1 In the Business 1 zone, developments comprising:</p> <ul style="list-style-type: none"> (a) one or more new commercial buildings, and/or (b) commercial building additions, and/or (c) conversion of all or part of an existing dwelling for commercial use.... <p>16.9.1.2 Except for c) above, at least 50% (by length) of each building frontage which fronts or directly faces on-site public space, or a road or other area where the public have a legal right of access, shall be installed and maintained as active commercial frontage; and</p> <p>16.9.1.3 The maximum height of any fence between any building façade and the street or a private Right of Way or shared access over which the allotment has legal access, shall be 1m; and</p> <p>Except for c) above, every building adjoining or within 3m of a road boundary shall be provided with a verandah to the following standards:</p> <ul style="list-style-type: none"> (a) Verandahs shall be set at least 0.5m behind the kerb face; and (b) Verandahs shall have a minimum depth 3m except where this would entail a breach of rule a, above; and (c) Verandahs shall extend along the entire frontage of the building facing the road boundary, and shall adjoin verandahs on adjacent buildings 	
22.4 Noise	Any activity conducted on any day, except any residential activity, shall be a permitted activity, provided that the following noise limits are not exceeded with the time-frames stated.	

	<p>Business 1, 1A & 3 Zones (with the exception of the West Melton Business 1 Zone):</p> <p>22.4.1.1</p> <p>Noise assessed within the boundary of any other site NOT within a Living zone or within the notional boundary of any dwelling within any Rural zone:</p> <table><tr><td>7.30am – 8.00pm</td><td>60 dBA L10</td></tr><tr><td>8.00pm – 7.30am</td><td>45 dBA L10</td></tr><tr><td>7.30am – 8.00pm</td><td>85 dBA Lmax</td></tr><tr><td>8.00pm – 7.30am</td><td>70 dBA Lmax</td></tr></table> <p>22.4.1.2</p> <p>Noise assessed within a Living zone or within the notional boundary of any dwelling within any Rural zone:</p> <table><tr><td>7.30am – 8.00pm</td><td>55 dBA L10</td></tr><tr><td>8.00pm – 7.30am</td><td>40 dBA L10</td></tr><tr><td>7.30am – 8.00pm</td><td>85 dBA Lmax</td></tr><tr><td>8.00pm – 7.30am</td><td>70 dBA Lmax</td></tr></table>	7.30am – 8.00pm	60 dBA L10	8.00pm – 7.30am	45 dBA L10	7.30am – 8.00pm	85 dBA Lmax	8.00pm – 7.30am	70 dBA Lmax	7.30am – 8.00pm	55 dBA L10	8.00pm – 7.30am	40 dBA L10	7.30am – 8.00pm	85 dBA Lmax	8.00pm – 7.30am	70 dBA Lmax	
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7.30am – 8.00pm	85 dBA Lmax																	
8.00pm – 7.30am	70 dBA Lmax																	
22.5.1 Light spill	<p>The following activities shall be permitted activities:</p> <p>22.5.1.1</p> <p>Any fixed, exterior lighting if it is directed away from adjacent properties and roads.</p> <p>22.5.1.2</p> <p>Any other lighting if it does not exceed:</p> <p>(a) 3 lux spill (horizontal or vertical) on to any part of any adjoining property in a Living zone or within the notional boundary of any dwelling within any Rural zone; and</p> <p>(b) 10 lux spill (horizontal or vertical) on to any part of any adjoining property within the same Business zone.</p> <p>(c) 3 lux spill (horizontal or vertical) on to any part of any adjoining property in the Rural zone which has a common boundary with either the Business 2A Zone as depicted on the Outline Development Plan at Appendix 22, or the Business 2B Zone as depicted on the Outline</p>																	

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

BS202 Existing Residential areas in Rolleston and Lincoln’s key activity centres– communications and engagement summary plan

Key messages

(as of 4 December 2018)

Background

- As part of the Selwyn District Plan Review, the Council has been reviewing how the existing residential properties in the key activity centres (KACs) of Lincoln and Rolleston are managed. In addition to the ‘transitional living precincts’ consideration has also been given to the future of the existing residential enclave of properties within Rolleston KAC which is not presently subject to a transitional overlay.
- The review to date indicates that to align with the proposed National Planning Standards, Rolleston and Lincoln town centres will both become a ‘Town Centre Zone’ in the Proposed District Plan, replacing the current Business 1 zoning.
- Selwyn 2031 provides strategic direction for planning and management of these town centres’ growth and outlines opportunities and constraints for business development.
- Business development, to varying degrees, is anticipated in the following two residential zoned areas within the Rolleston town centre (otherwise zoned business):
 - Rolleston Living 1 properties along the eastern side of Tennyson Street between the Business 1 Zone and the Moore Street intersection. This area is currently part of a Transitional Living Precinct Overlay (precinct 5); and
 - Properties on Markham Way, Peel Close, Wilbur Close and Landor Common. These properties are surrounded by either commercial zoned land or precinct 5.
- In regards to Lincoln town centre, future business expansion is expected along Edward Street which is currently residential zoned with a Transitional Living Precinct Overlay.
- The Transitional Living Precinct contains 18 sites in Rolleston and 23 in Lincoln. To date, 7 out of 18 properties in Rolleston (including the commercial development currently under construction, a preschool and a dental clinic) and 6 out of 23 sites in Lincoln are already being used for commercial purposes.
- The Selwyn Capacity for Growth Model projects that there will be no shortfall of business land in Rolleston in the next 10 years, however, Lincoln may experience a potential shortfall in the medium to long term, which will continue to be monitored.

Current status

- The Transitional Living Precinct has a similar permitted baseline to the adjoining Living 1 zone. However the scale of activities rules have been slightly relaxed within precinct 5 to enable commercial services, small format retail and office activities to establish more easily.

About preferred option

- Key draft changes include:
 - No changes to zoning for precinct 5 in both Rolleston and Lincoln, ie the properties would remain residentially zoned. This approach best aligns with both Town Centre Master Plans, which anticipate gradual development of the sites into commercial use. It’s also consistent with the growth model which indicates no immediate shortfall of commercial land in either township and given the outcomes of the Future Development Strategy for Greater Christchurch are unknown at this stage of the review, maintaining status quo seems the best approach for the Council.
 - No changes to zoning for properties on Markham Way, Peel Close, Wilbur Close and Landor Common, ie they remain residentially zoned. This is consistent with the growth model which found that there is no shortfall of business zoned land in Rolleston in the next 10 years. It is also considered to be consistent with the Rolleston Town Centre Masterplan which identifies this area as residential, with retail filtering into the space in 15+ years.

Audiences¹

Internal	Partners	Key stakeholders ²	Landowners /occupiers ³	General public
DPC	ECan	Selwyn Business Group	Current precinct 5 landowners	Selwyn ratepayers
Council’s Assets Team	Te Ngāi Tuāhuriri Rūnanga (represented by Mahaanui Kurataiao)	Key property developers within key activity centres of Rolleston and Lincoln	Landowners of properties on Markham Way, Peel Close, Wilbur Close and Landor Common	News media
Council’s Property and commercial team	Te Taumutu Rūnanga (represented by Mahaanui Kurataiao)			Wider public

Legend	<i>High level of interest/ High level of influence (“Manage closely”)</i>	<i>High level of interest/ Low level of influence (“Keep informed”)</i>	<i>Low level of interest/ high level of influence (“Keep satisfied”)</i>	<i>Low level of interest/ Low level of influence (“Watch only”)</i>

¹ “...Differing levels and forms of engagement may be required during the varying phases of consideration and decision-making on an issue, and for different community groups or stakeholders. The Council will review the appropriateness and effectiveness of the engagement strategy and methods as the process proceeds.” [Significance and Engagement Policy: Adopted 26 November 2014; p.6]

² Key stakeholders are “the organisations requiring engagement and information as the preferred options for the Draft District Plan are being prepared.” (District Plan Review Community Engagement Implementation Plan; p.6) Key stakeholders “...will advocate for or against decisions that will need to be made...” and “For the District Plan Review, stakeholders include any party that can influence decisions or be influenced by decisions made on policies or rules.” (DPR Engagement Framework)

³ Landowners are “the individuals and businesses that could be affected by the proposed changes in the District Plan.” (District Plan Review Community Engagement Implementation Plan; p.6)

Engagement during review phases

Review phases	Internal	ECan	Rūnanga	Key stakeholders	Landowners/occupiers	General public
Baseline assessment/Preferred option development						
Preferred option consultation						

2018/2019 communications and engagement key tasks/milestones per month

(more detailed action plans to be developed for each major milestone or as required)

Audiences	Pre-December	December	December 2018 – January 2019
ECan	Consulted on preferred option report		Endorsed preferred option report is shared
Rūnanga	Consulted on preferred option report		Endorsed preferred option report is shared
Key stakeholders			Endorsed preferred option report is shared and feedback sought
Landowners/occupiers			Endorsed preferred option report is shared and feedback sought
General public			Endorsed preferred option report is published on Your Say Selwyn website
DPC		Preferred option report goes to DPC for endorsement	

7. Preferred Option Report and Communications and Engagement Summary Plan for District Wide Urban Growth, Versatile Soils, Deferred Living

Author:	Jocelyn Lewes (Strategy and Policy Planner)
Contact:	347 1809

Purpose

To brief the Committee on the Preferred Options Report, which provides a summary of three baseline reports (District Wide Urban Growth, Versatile Soils, Deferred Living) and identifies the issues and options for broadly addressing the management of urban growth within the District.

The attached Communications and Engagement Summary Plan is to inform the Committee of the engagement activities to be undertaken in relation to the 'District Wide Urban Growth, Versatile Soils, Deferred Living' topic.

Recommendation

“That the Committee notes the report.”

“That the Committee endorses the Preferred Options for ‘District Wide Urban Growth, Versatile Soils, Deferred Living’ for further development and engagement, Section 32 evaluation and drafting phases.”

“That the Committee notes the summary plan.”

Attachments

‘Preferred Option Report for: District Wide Urban Growth, Versatile Soils, Deferred Living’

‘District Wide Urban Growth, Versatile Soils, Deferred Living’ – communications and engagement summary plan’

PREFERRED OPTION REPORT TO DISTRICT PLAN COMMITTEE

DATE:	21 November 2018
TOPIC NAME:	Residential
SCOPE DESCRIPTION:	District Wide Urban Growth, Versatile Soils and Deferred Zones
TOPIC LEAD:	Jocelyn Lewes
PREPARED BY:	Jocelyn Lewes

EXECUTIVE SUMMARY

<i>Issue(s)</i>	<ol style="list-style-type: none"> 1. Whether the current urban growth objectives and policies respond to, and align with, national and regional policies or with the strategic direction of the Council. 2. The extent to which the management of versatile soils may need to be recognised in the Proposed District Plan 3. How existing deferred zones should be addressed in the Proposed District Plan.
<i>Preferred Options</i>	<ol style="list-style-type: none"> 1. That the existing overarching urban growth objectives and policies in B4.3 be carried through into the Proposed District Plan, and that the specific township policies be rationalised as there is significant duplication. 2. That objectives and policies which seek to encourage compact and consolidated urban growth be carried through in favour of specific provisions that explicitly seek to protect versatile soils. 3. That existing deferred zonings are removed through the DPR process such that no deferred zonings are carried through into the Proposed District Plan.
<i>Recommendation to DPC</i>	<i>That the preferred options for District Wide Urban Growth, Versatile Soils and Deferred Zones are endorsed for further development and engagement, Section 32 evaluation and drafting phases.</i>
<i>DPC Decision</i>	



1.0 Introduction

Three baseline reports support this preferred options report – District Wide Urban Growth (RE019), Versatile Soils (DW015) and Deferred Zones (RE015). These baseline reports all address similar matters – how should the Proposed District Plan respond to future urban growth within Selwyn – but have slightly different focuses. These baseline reports have all sought to better understand the issues associated with urban growth within a wider context, be that the direction required by higher order documents like the Canterbury Regional Policy Statement (CRPS) or by strategic documents prepared by Council such as the Selwyn 2031: District Development Strategy (Selwyn 2031), as well as considering the effectiveness of the Operative District Plan provisions. The baseline reports are attached as **Appendix 1, 2 and 3**.

This Preferred Options Report provides a summary of the baseline reports and identifies the issues and options for broadly addressing the management of urban growth within the District. Several preferred options have been identified and are outlined. If endorsed by Council, these preferred options will form the basis of further engagement as part of the District Plan Review.

2.0 Summary of Issues

2.1 Urban Growth

The Selwyn District Council has taken a strategic approach to planning for township growth for some time. When townships expand, whether it be for residential or business purposes, there can often be a number of constraints that impede development as well as implications for rural land uses and productivity. The Operative District Plan has a number of objectives and policies that seek to provide direction on the most efficient and effective township growth paths and where and how new residential and business growth should occur. There are also numerous policies for each town that seek to provide for growth in a way that achieves an integrated land use approach. This policy framework is reflective of the previous ‘market-led’ approach to development at the time the Operative District Plan was notified.

The issue is whether the current objectives and policies respond to, and align with, present national and regional policies or with the strategic direction of the Council. There is also significant duplication in the current specific policies for townships and could possibly be distilled down to recognise the general intent of these in relation to the direction of new residential or business development.

2.2 Versatile Soils

The productive capacity of any area of land depends largely on the physical qualities of that land, the soil and the environment. The Land Use Capability (LUC) system is used to rate the capacity of land to sustain long term production. This is based on an assessment of the physical factors of land and climate, the effects of past land use, and the potential for erosion. It is used in the sense of suitability of land for productive use or uses after taking into account the physical limitations of the land.¹ Land deemed Class 1 or 2 are considered the most versatile soils.

¹ Land Use Capability Survey Handbook 3rd Edition 2009, Landcare Research New Zealand Ltd.

When land is used to develop houses and associated infrastructure the land, and the soil it comprises, is no longer available for other uses. This is a potential issue as the amount of versatile soils in the district is finite. However, whether this is a resource management issue requires further evaluation. The issue is the extent to which matters relating to the management of versatile soils may need to be reflected within the Proposed District Plan.

At present, there is not one clear, national definition of versatile soils. There was a request to include a definition in the proposed National Planning Standards, but a policy decision was taken by the Ministry for the Environment not to include one at this time as it was considered that there was significant local variation that was important to take into account when defining versatile soils and it could not be based solely on the LUC system. However, currently, the LUC system provides a consistent and objective evaluation of the country's land resources and allows for decisions to be based on good science and a transparent and robust method of assessment.²

It is noted that the Minister for the Environment has instructed officials to develop a National Policy Statement for Versatile Land and High-Class Soils (NPS for Highly Productive Soils). While work has commenced on the problem statement and potential options for the NPS, as yet there is no indication as to when the NPS will be gazetted or directions the Council will have to give effect to.

2.3 Deferred Zones

There are 12 remaining areas with a deferred zoning across four townships within the District, being Darfield (7), Leeston (2), Dunsandel (2) and Rolleston (1). How they came to be deferred, the reasons for their deferral, their current status and the options going forward differ in respect of each town.

The issue is how these deferred areas should be addressed within the Proposed District Plan.

3.0 Statement of Operative District Plan approach

Provisions that address urban growth, versatile soils and deferred zones are intertwined within the Operative District Plan. Relevant provisions are largely contained within the Township Volume, with the complementary provisions being contained within the Rural Volume.

Objectives and policies under the broad headings of natural resources, physical resources and health, safety and values, encourage the promotion of efficient and consolidated land use around existing townships, which shall be pleasant places to live in and provide a variety of living environments and housing choices for residents.

Versatile soils are not defined in the District Plan, and the intent of objectives and policies in both volumes is to encourage residential development in and around existing townships, rather than to provide explicit protection to soil.

In the Township Volume, objectives and policies seek to ensure that new residential or business activities do not create shortages of land or soil resources for other activities in the future. The Rural Volume objectives in Chapter B1.1: *Land and Soil* do not address versatile soils specifically. Rather they seek to ensure that adverse effects on the District's land and soil resources be avoided and the sustainable management of soil resources is promoted. Rural density is used to manage the ratio of land to buildings

² Ministry for the Environment 2018 *Proposed National Planning Standards Evaluation Report 2018: Part 2C – Definitions*. p.145

and other infrastructure necessary to support residential uses in the Rural Zone such that these activities allow for the retention of soils for productive purposes.

Objectives and policies related to urban growth are contained in Chapter B4 *Growth of Townships*. Objectives seek to recognise that a range of living environments are to be provided for within the townships and that new residential areas should add to the character and amenity values of the townships.

Section B4.3: *Residential and Business Development* sets out specific objectives and policies to guide residential and business growth within townships, both at a town form level and then for specific townships. Objectives seek to encourage the expansion of townships in a manner that is consistent with the preferred growth direction, as set out in both statutory and non-statutory documents. The objectives also seek to ensure that land is provided to accommodate projected growth, while still achieving both a compact urban form and a diversity of living environments. Objectives also recognise the need to ensure that growth is supported by the timely, efficient and integrated provision of infrastructure, including transport networks.

General town form policies are set out in Policies B4.3.1 to B4.3.11. The general intent of the policies is to encourage consolidated growth and integration between the zoning of land and the provision of infrastructure and community facilities.

Specific policies in respect of each of the 22 townships within the District are expressed in Policies B4.3.12 – B4.3.104. There are over 90 policies that apply to the growth of the various townships, with their primary purpose to inform the assessment of private plan change applications for proposed urban development under the previous ‘market-led’ approach and in the absence of strategic growth planning by Council. There is significant duplication in these policies.

Within this section of the Township Volume, Policies B4.3.28, B4.36 and B4.3.54 specifically address the reason for deferred zoning in Darfield, Dunsandel and Leeston respectively. Rule 1.2.1 states that until such time as the deferred status is uplifted, the rules of the Rural zone shall apply within any deferred Living zone.

4.0 Summary of relevant statutory and/or policy context

4.1 Resource Management Act 1991

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

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

To achieve the purpose of the RMA, s.7 requires that those exercising functions and powers under the Act, have particular regard to the matters listed in the section, including s.7(b) *the efficient use and development of natural and physical resources* and s.7(g) *any finite characteristics of natural and physical resources*.

Natural and physical resources are defined as including *land, water, air, soil, minerals, and energy, all forms of plants and animals (whether native to New Zealand or introduced), and all structures.*

Section 5 of the Act does not place the focus of primary resources on 'soil' or 'land'. Nor, does it direct where urban growth occurs. Rather it is concerned with 'natural and physical resources' generally. It does not elevate one resource over another. This is left to 'people and communities' to determine through such processes as regional and district plans, taking in account the needs of both present and future generations.

It is relevant to note that a number of Court decisions have considered the weight that should be given to the protection of versatile soils, having regard to s.5 of the RMA. The Court has concluded that, in considering whether the land is of high versatility, it needs to be assessed in terms of its setting, and soil quality is but one factor in a list of factors that require consideration in determining if land is productive and these factors are much broader than Land Use Capability.

4.2 Canterbury Regional Policy Statement (RPS)

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

Versatile soils are defined in the CRPS as "*land classified as Land Use Capability 1 or 2 in the New Zealand Land Resource Inventory*". Chapter 15 acknowledges that soils have both extrinsic and intrinsic values and ensuring the good management of soils is of regional significance. The CRPS recognises that the protection of soil quality is not absolute and needs to be balanced with other uses of land, such as urban development.

The CRPS provides a very clear framework regarding urban development.

Chapter 5 acknowledges that development, and the associated provision of infrastructure, results in changes to environments and that this needs to be managed to promote the sustainable management of natural and physical resources in a manner which does not impact on the community's wellbeing or health and safety, or compromise or foreclose the ability to appropriately use land for primary production. Objectives seek to encourage a consolidated pattern of urban development that will maintain the quality of the natural environment, provide for the efficient use of infrastructure and resources and avoid conflicts between incompatible activities. Doing so will enable people and communities to provide for their wellbeing, health and safety.

Chapter 6 seeks to provide certainty to the community around how recovery and growth will be enabled within the Greater Christchurch area, to enable and support earthquake recovery and rebuilding through to 2028. Objectives seek to establish and manage a framework for recovery that identifies both the priority areas for urban development as well as the constraints to this in terms of natural and physical resources.

4.3 Canterbury Land and Water Regional Plan (CLWRP)

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

The primary purpose of the CLWRP is on the integrated management of land and water. Objectives 3.1 and 3.2 relate to the need to manage land and water in relation to urban growth, while Objectives 3.5 and 3.23 the use of land and soil.

The key policies that relate to urban growth have regard to stormwater and community wastewater systems, protection of sources of drinking-water and the efficient use of water. Soil specific policies address activities that may affect the stability of soil and sedimentation of water bodies.

4.4 Mahaanui Iwi Management Plan

The Mahaanui Iwi Management Plan provides a policy framework for the “protection and enhancement of Ngāi Tahu values, and for achieving outcomes that provide for the relationship of Ngāi Tahu with natural resources across Ngā Pākihi Whakatekateka o Waitaha and Te Pātaka o Rākaihautū³”.

The Plan seeks to ensure that the mauri of land and soil resources is protected, and that rural and urban land uses occur in a manner that is consistent with land capability as well as the capacity of catchments and the availability of water. Policies aim to address the maintenance or improvement of soil organic matter and soil nutrient balance, and the prevention of soil erosion and soil contamination, and not the protection or otherwise of versatile soils.

Policy in relation to urban and township planning recognises that it is critical that Ngāi Tahu are involved in the preparation and implementation of broader development plans and strategies as this will result in urban development that is better able to recognise and provide for tāngata whenua values. The plan also acknowledges that subdivision and development can have significant effects on tāngata whenua values but can also present opportunities to enhance those values. Policies encourage engagement with Papatipu Rūnanga by local authorities and developers and refer to subdivision and development guidelines which state (in part) that new developments should incorporate design guidelines to reduce the development footprint on existing infrastructure and the environment.

4.5 Selwyn 2031: District Development Strategy (2014)

Selwyn 2031 provides an overarching strategic framework for achieving sustainable growth across the district to 2031. The strategy identifies solutions to the key underlying issues of planning for population growth; spatial planning, and earthquake recovery. It is intended to be used to guide the future development of the district and inform Council’s investment decisions.

Strategic Direction 1: *A more sustainable urban growth pattern* seeks to provide sufficient zoned land to accommodate projected household and business growth, and to promote consolidation and intensification within the existing townships to maintain a clear urban/rural interface and minimise the loss of productive farmland. To achieve the intent of this strategic direction, four key objectives were identified that seek to reinforce taking a strategic approach to managing urban growth, concentrated within the metropolitan Greater Christchurch Area, integrating land use with the provision of infrastructure to ensure a compact urban form.

Strategic Direction 5: *Sustainably managing our rural and natural resources* seeks to explore opportunities for enhancing natural resources while managing the effects of urban growth. This strategy identifies the avoidance of urban development on high quality soils as an issue, to address which the Council will take

³ Mahaanui Iwi Management Plan p.17

into account the presence of high-quality soils, together with other development constraints, when considering the future growth of townships.

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

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

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

Both Area Plans reached the conclusion that there is sufficient available land to accommodate projected population growth within each township through to 2031 without the need to rezone any additional land for residential or business needs. The Area Plans did identify potential areas for further intensification beyond 2031 and, in regard to some townships, the direction of growth may encroach on land that it identified as comprising Class 1 or 2 soils.

4.7 Structure Planning

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

While all three structure plans generally encourage the development of a compact and consolidated urban form, consideration within each plan of the impact that the direction that urban growth may have on versatile soils is varied and is generally expressed as a desire to prevent continuous residential encroachment onto rural land.

5.0 Summary of Options to address Issues

The following options are put forward in relation to addressing the issues identified in relation to the management of urban growth, versatile soils and deferred zones in the Proposed District Plan.

5.1 Urban Growth

5.1.1 Context

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

Section **B4.3 Residential and Business Development** sets out specific objectives and policies to guide residential and business growth within townships, both at a town form level and then for specific townships. Overarching objectives and policies seek to encourage the expansion of townships in a manner that is consistent with either the preferred growth direction, as set out in both statutory and non-statutory documents, such as the CRPS, ODP in the District Plan, or growth management plans such as Area Plans. The objectives also seek to ensure that land is provided to accommodate projected growth, while still achieving both a compact urban form and a diversity of living environments.

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

Policies B4.3.12 – B4.3.104 set out additional, specific, policies for each of the 22 township within the District. Some of these policies have remained unchanged since the District Plan was originally notified, while others, such as for those townships located within the Greater Christchurch area, have been amended by plan changes over time. There is significant duplication in the over 90 specific town form policies.

5.1.2 Preferred Option UG1: Status quo with rationalisation of the Specific Policies for Townships

It is considered that the Operative Urban Growth Objectives and Policies generally align with the higher order documents. As such, the current objectives set out in B4.3 *Residential and Business Development* can be carried forward into the Proposed District Plan, as can the 11 general town form policies⁴. However consolidation of the 90+ town form policies would remove areas of overlap and duplication and ensure that policies more specifically relate to existing objectives.

The 90+ town form policies can be distilled down to the following:

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

⁴ It is noted that these may be subject to change depending on the outcomes of the NPS-UDC workstream.

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

Effectiveness in Addressing Issue: The recommended updates to the specific town form policies is the only appropriate response to addressing the issue of the significant duplication of the current policies, and reflects the more strategic, Plan led approach to growth across the District, in order to achieve a more efficient and integrated form of development.

There are not considered to be any other relevant or practical alternative options to consider.

Risks: Not addressing the identified issues with the current provisions would be a lost opportunity to improve the efficiency and effectiveness of managing the direction of new residential and business development within the district.

Budget or Time Implications: This option will be the most cost effective and require the least amount of time. Undertaking this work has been factored into the District Plan Review budget and timeframe.

Recommendation: This option is recommended as it will remove the duplication within the Operative District Plan.

5.2 Versatile Soils

5.2.1 Context

The Resource Management Act is concerned with ‘natural and physical resources’ generally and does not place a primary focus on ‘soil’ or ‘land’. As such, the versatility of soil is not a reason for protection in its own right, but must be balanced, taking into account the needs of people and communities to provide for their ‘social, economic, and cultural well-being, and for their health and safety’. This approach has been confirmed by decisions of the Courts.

The CRPS defines versatile soils but it also recognises that the protection of these soil is not absolute. The approach of the CRPS is not to protect soils that may be considered versatile specifically, but to identify important areas of soil, and manage their development through land use changes, including urbanisation, to preserve or enhance their primary production capacity.

The provisions of the Operative District Plan echo the direction of both the RMA and the CRPS.

The future growth direction of the various townships within the district are indicated by the strategic framework established by Council through Selwyn 2031 and the Area Plans for the Malvern and Ellesmere wards, alongside the structure plans for Lincoln, Rolleston and Prebbleton. These documents largely conclude that there is sufficient existing undeveloped residential land within the existing township boundaries to provide for the estimated future population growth. While there is some existing undeveloped residential land within the district’s townships that located on Class 1 or 2 soils, which means that when this land is developed for urban purposes the soil will be removed from productive land uses, the current provisions within the District Plan have allowed for this, through zoning this land Living and incorporating it within the boundary of a township.

The loss of versatile soils is not currently an issue within the district, nor is it likely to be an issue within the next 10 years, given the results of the Selwyn Capacity for Growth Model (SCGM). Further, the protection

of versatile soils is only one part of the mix when considering potential urban growth paths and there are some equally or more important factors which the Council must consider under the statutory frame work of the RMA.

5.2.2 Preferred Option VS1: Status quo

This option would see the existing policies in the District Plan that have regard to versatile soils being carried through into the Proposed Plan.

It is considered that the Selwyn district is not currently facing an issue with the loss of versatile soils or the loss of productive capacity of rural soils in relation to urban development. However, there may come a time where, should there be a need to rezone land, the loss of versatile soils may occur on the fringes of a number of townships in order to provide for urban growth. As established through case law, the protection of versatile soils is not absolute and must be balanced against a wide range of factors. It is considered that the current policies recognise the need to balance the continued viability and versatility of land for productive use and the sustainable management of resources when providing for urban expansion.

Effectiveness in Addressing Issue: The current provisions within the Operative District Plan in relation to versatile soils recognise the need to balance the protection of versatile soils against other activities, such as urban development.

There are not considered to be any other relevant or practical alternative options to consider, as the development of specific objectives and policies that elevate the protection of versatile soils over other natural and physical resources would be inconsistent with higher order documents.

Risks: There are few risks associated with this option, as this approach is consistent with the CRPS and the plans of adjoining councils and recognises that the RMA does not place any primacy of soils or land over other natural and physical resources which allow people and their communities to provide for the needs of current and future generations.

Budget or Time Implications: This option will be the most cost effective and require the least amount of time. Some refinement of the wording may be required in accordance with the DPR drafting protocol. Undertaking this work has been factored into the District Plan Review budget and timeframe.

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

5.3 Deferred Zones

5.3.1 Context

There are seven remaining areas in Darfield that still have a deferred zoning. While these areas are dispersed about the township, they are either currently zoned Living X (Deferred), which provides for a range of allotment sizes, but not less than 650m² or Living 2 (Deferred) or Living 2A (Deferred), with allotment sizes of 5,000m² or 1ha respectively. The deferral of land suitable for urban development in Darfield was considered necessary to ensure the security of a future water supply and that Outline Development Plans (ODP) could be incorporated into the Plan to coordinate development in relation to roading, reserve, pedestrian/cycle linkages, and to address any reverse sensitivity issues.

Land in Leeston was also considered to be suitable for urban development but deferred as it had a propensity to flood in times of heavy rain and, while an engineering solution could ameliorate this problem,

the ways in which this could be done were many and varied. Therefore, a deferred zoning was considered appropriate until a preferred option was identified.

The reasons for the deferred land in Dunsandel are more significant and require that, prior to the urban development of these areas, matters regarding the disposal of sewage, the provision of a potable water supply and adequate consideration of reverse sensitivity issues, as well the impact of traffic on the intersection of Browns Road with State Highway 1, be addressed. Unlike other deferred zones within the district, an appropriate density has not been identified for these areas as this is considered to be a function of how the land could be serviced for effluent disposal. If onsite sewage retention was required, then a larger lot size may be required than if the areas were to be provided with a reticulated sewerage system. It is assumed that this is the reasoning for these areas having a **Deferred Living** zoning as opposed to a **Living (Deferred)** zoning like the other areas considered in this report.

There is an area of land in Rolleston that has a Living Z Deferred zoning. This land is owned by Selwyn District Council and is designated (D417) as part of the Foster Recreation Park.

5.3.2 Option DZ1: Status quo

This option would entail the current plan provisions being carried forward into the Proposed District Plan for all deferred living zoned sites, without change. As such, the land would continue with a deferred living zoning, allowing for the possibility of residential development once the matters identified in the District Plan have been addressed, by way of private plan changes.

While the use of deferred zoning is a legitimate planning technique, the validity of deferred zoning provisions is dependent on the clarity and precision of provisions in a district plan. Important elements of deferred zonings that need to be clear and precise include:

- the identification of the zone, and those activities which are appropriate for the present circumstances;
- the particular changed circumstances that would make the original zone no longer the most appropriate;
- the viability of those changed circumstances occurring (so as to avoid raising unrealistic expectations); and
- the most appropriate zone should the changed circumstances eventuate.

Where deferred zonings have been used in other district plan, a procedure of the removal or uplifting of the deferral is clearly set out. Often these procedures indicate that a deferral can be removed by a formal resolution of Council, once it is satisfied that the circumstances that led to the deferral in the first instance have been resolved. However, where this is the case, the district plan includes clear and precise reasons for the deferral, the preconditions that need to be satisfied and any infrastructure works necessary, as well as the effective zone after the removal of the deferral. In order to determine if deferred zonings the most appropriate mechanism to use, the level of information required to determine this should be to the same level as that anticipated by s.32 in relation to a plan change. This provides certainty for landholders and the community.

A deferral could be considered void where an additional plan change is required to justify its appropriateness, includes uncertainty around permitted land uses, or where no direction has been provided in respect of the provision of infrastructure (such as through the inclusion of such in a LTP). That work must have already been completed and tested.

It is considered that the Operative District Plan does not provide sufficient clarity around how the existing deferred status are to be lifted and the future use of some deferred areas, particularly in Dunsandel, and rolling over the current provisions could be considered ultra vires.

Effectiveness in Addressing Issue: Continuation of the current provisions is unable to be justified as they do not provide sufficient clarity and would necessitate an additional plan change. As such, this option is not considered to be effective in addressing the issue.

Risks: As the provisions of the Operative District Plan are not clear and precise around how or when the deferred status may be lifted, or, in the case of Dunsandel, about the most appropriate zone once the changed circumstances eventuates, maintaining the status quo is likely to be ultra vires and subject to legal challenge.

Budget or Time Implications: This option would be the most cost and time effective option in the short term. Costs would be incurred by Council in considering private plan changes at the time that these are promoted by landowners. Consistent with our current approach, these costs are able to be recovered from the plan change applicant.

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

5.3.3 Option DZ2: Uplift the deferred status for Darfield and Leeston only

This option would involve Council removing the deferred status over the remaining areas in Darfield and Leeston through the DPR process.

Land in these two townships is deferred for infrastructure reasons – the provision of a reticulated, potable water supply in Darfield, and the resolution of flood issues in Leeston. The necessary infrastructure to resolve these issues is either already in place or will be by the time that the Proposed Plan is notified and is supported by the Long Term Plan 201-2028.

Effectiveness in Addressing Issue: These areas are identified as being suitable for urban development and with the planned removal of infrastructure constraints, the removal of the deferred status from these areas through the DPR process will alleviate the need for future private plan changes.

Risks: It is considered that there are few risks associated with this option, as the reasons why these areas were deferred have been satisfactorily addressed.

Budget or Time Implications: This option would incur some time and cost to Council in terms of updating and incorporating ODP into the Proposed District Plan for both the Leeston and Darfield deferred areas to ensure development occurs in an integrated manner. In developing ODP there will also be a need for some supporting technical reports to identify and mitigate any site specific development constraints that may not have been considered previously (e.g. any reverse sensitivity issues, geotech, site specific servicing issues). This work will have additional time and resource implications, but this should be able to occur within the existing DPR budget and timeframes.

Recommendation: This option is recommended in respect of the deferred land in Darfield and Leeston as, in the absence of uncertain infrastructure constraints, it is an effective solution that would provide for the coherent and strategic development of the remaining deferred areas around the townships. However, as discussed above, this option will have budget implications.

5.3.4 Option DZ3 –Remove the deferred zoning in Dunsandel and rezone to Living

This option would involve the Council undertaking the work to remove the deferral and rezone the land to Living and notify these areas as such through the DPR process.

While provisions in the Operative District Plan are clear on the issues that need to be addressed in order to the land to be rezoned, these matters arose through the hearing process on the district plan and no substantive technical assessments or robust s.32 analysis was undertaken to assess and quantify the costs and benefits of doing so. Further, in the absence of direction about how these issues may be resolved, the Operative District Plan does not establish a desired density for the deferred land in this township.

In order to determine a suitable density, it is considered that appropriate investigations need to be undertaken to satisfy s.32 of the RMA. However, even investigating and preparing appropriate levels of information to determine a suitable density for these areas would result in significant costs to Council. It could also be construed that Council is proactively rezoning this land ahead of any substantial land capacity requirement, as evidenced by the conclusions of the Area Plan and the SCGM.

As well as taking on the evaluation costs and the costs of progressing the lifting of the deferral through the DPR process, this option would also impose on Council the costs associated with the development/upgrade of servicing infrastructure. Although infrastructure provision is one of Councils core roles it is often provided in response to demand or a private plan change, where costs can be recouped with some confidence or met by a developer. If Council is to lift the deferral in Dunsandel, then it will need to be prudent in its assessment of the demand for development to ensure that the cost of improving or developing new infrastructure can be recouped. Currently, there is no indication in the LTP that Council is considering any significant upgrades to infrastructure in Dunsandel that would support the rezoning of this land.

The costs of providing the necessary infrastructure to support future growth in this town are unable to accurately quantified as the needs of a system to support greater densities (e.g. Living 1) is vastly different from that of lower densities (e.g. Living 2). However, advice from Council's Asset Manager has indicated that costs to provide sufficient, reticulated water could be in excess of \$1.5 million, with the cost of a reticulated sewerage system being upwards of \$2 million.

Effectiveness in Addressing Issue: The removal of the deferred status from these areas through the DPR process would alleviate the need for future private plan changes to do the same.

Risks: It is considered that there are significant risks in pursuing this option, particularly as the Area Plan and the SCGM indicate that there is sufficient land to meet growth projections.

Given the evaluative nature of the s.32 process that is required to determine the costs and benefits (and overall merit) of a rezoning proposal there is a risk that even after completing the site specific investigations, the s.32 evaluations may not support the rezoning of the land to Living (which would be the effect of removing the deferral) as the costs may outweigh the benefits. There could also be significant costs in defending the rezoning of this area through the submission, hearing and appeal stages of the DPR.

Further, going beyond what is needed, or feasible in terms of infrastructure capacity, puts Council at risk of not being able to fund the necessary infrastructure or of imposing significant costs on the wider community.

Budget or Time Implications: This option would incur significant costs to Council in terms of undertaking the preparing the necessary technical reports and s.32 evaluation to justify the removal of the deferred status in Dunsandel and would also impose infrastructure costs on Council that have not been accounted for within the LTP.

Recommendation: Given that this option is inconsistent with the Ellesmere Area Plan and the SCGM, which both indicate that there is sufficient capacity to accommodate the projected residential growth without the need to remove the deferral over this land, it is considered that this option should not be progressed further through the DPR process.

5.3.5 Option DZ4: Remove the deferred zoning in Dunsandel and revert to a rural zone

This option would see the deferred zonings in Dunsandel removed and the land reverting to the Rural (Outer Plains) Zone with all associated provisions applying.

Effectiveness in Addressing Issue: This option would have little effect on the underlying use of the land, given that existing rules in the Operative District Plan provide that the rules of the Rural Zone apply within any deferred zone until such time as the deferred status is lifted. Given the uncertainty that exists with the deferred status, allowing this land to revert to a rural zoning is not removing any benefit that the present land owners may presume that they enjoy.

Risks: This option would mean that an incongruous area of Rural (Outer Plains) zoned land would remain within the township boundary, particularly in respect that the Deferred Living (A) zone. While this does not give rise to good urban form, this is no different from how the land is currently utilised and what is experienced on the ground now.

Budget or Time Implications: This option would not incur any additional costs.

Recommendation: It is considered that this option, in respect of the deferred land in Dunsandel, is the option most consistent with the capacity analysis and provisions of the Ellesmere Area Plan, the outcomes of the SCGM and the direction of the CRPS and should be progressed through the DPR process.

5.3.6 Option DZ5: Uplift the deferred status for Rolleston

This option would involve Council removing the deferred status over the remaining area in Rolleston through the DPR process. This land is owned by Selwyn District Council and is designated (D417) as part of the Foster Recreation Park.

Effectiveness in Addressing Issue: Given that this land is subject to a designation which overrides any underlying zoning, there is no need to uplift the deferral. However, not doing so would leave an anomalous zone within the Proposed District Plan, hence the DPR process is an appropriate time to lift the deferred zoning on this land.

Risks: There are no risks in lifting the deferred status over this land as there is a designation covering the land which has the effect of overriding any underlying zoning.

Budget or Time Implications: This option would incur an insignificant amount of time and cost to Council when drafting the proposed district plan.

Recommendation: That the deferred status over the land in Rolleston be removed.

6.0 Preferred Options for further engagement

The Project Team recommends that the following options be adopted for targeted landowner and stakeholder engagement, s32 analysis and drafting:

1. In relation to urban growth, Option UG1, being minor amendments to existing provisions to rationalise the Specific Town Form Policies.
2. In relation to versatile soils, Option VS1, being a continuation of the status quo.
3. In relation to deferred zones -
 - Option DZ2: Uplift the deferred status for Darfield and Leeston only;
 - Option DZ4: Remove the deferred zoning in Dunsandel and revert to a rural zone; **and**
 - Option DZ5: Uplift the deferred status for Rolleston.

Appendix 1:

District Wide Urban Growth Baseline Assessment (RE019)

[Urban Growth \[PDF, 777 KB\]](#) 12 December 2018

Appendix 2:

Versatile Soils Baseline Assessment (DW015)

[Versatile Soils \[PDF, 1115 KB\]](#) 12 December 2018

Appendix 3:

Deferred Zones Baseline Assessment (RE015)

[Deferred Zones \[PDF, 2405 KB\]](#) 12 December 2018

District-wide urban growth, versatile soils and deferred zones – communications and engagement summary plan

Key messages

(as of 4 December 2018)

Background

- As part of the Selwyn District Plan Review, the Council has been reviewing how the Proposed District Plan should respond to future urban growth within Selwyn. This includes how the Proposed Plan can continue to enable viability and versatility of land for productive use and the sustainable management of resources when providing for urban expansion.

Current status

District-wide urban growth

- The current District Plan has a number of objectives and policies that provide direction on the most efficient and effective township growth, and where and how new residential and business growth should occur. There are numerous policies for each town that seek to provide for growth in a way that achieves an integrated land use approach.

Versatile soils

- At present, there is not one clear, national definition of versatile soils. Versatile soils are also not defined in the current District Plan.
- Current District Plan's objectives and policies encourage residential development in and around existing townships, rather than provide explicit protection to soil.
- The loss of versatile soils isn't currently an issue within the district, nor is it likely to be an issue within the next 10 years, given the current growth modelling.

Deferred zones

- There are 12 remaining areas within the district that have a deferred zoning across four townships: Darfield (7), Leeston (2), Dunsandel (2) and Rolleston (1). Deferred zoning is used for land that is considered suitable for residential development, however Council identified certain infrastructure issues that need to be resolved before the land can be developed. Until these have been resolved, the provisions of the Rural Zone apply.
- The identified infrastructure issues for Darfield include the provision of a reticulated, potable water supply while flood issues in Leeston needed to be resolved.
- In Dunsandel the identified infrastructure issues include disposal of sewage and the provision of a potable water supply.

About preferred option

District-wide urban growth

- Consolidate existing township growth-related policies to remove areas of overlap and duplication, and to tighten and focus them so that they relate more specifically to the existing objectives which direct new residential and business development.

Versatile soils

- Retain versatile soils provisions as they are. It is considered that the versatile soils provisions within the current District Plan recognise the need to balance the protection of versatile soils against other activities, such as urban development.

Deferred zones

- Key draft changes include:
 - removing the deferred status for Darfield and Leeston, ie current residential deferred zones become residential, as the necessary work to resolve identified infrastructure in Darfield and Leeston is already in place or will be by the time the Proposed Plan is notified.
 - removing the deferred zoning in Dunsandel and revert the deferred areas to a Rural Zone, considering that there is sufficient existing land supply for projected demand and the costs of providing the necessary infrastructure to support additional zoned areas in this town are likely to be significant and have not been foreshadowed in the Long Term Plan.
 - removing the deferred status over the remaining area in Rolleston which is owned by the Selwyn District Council and is designated as part of the Foster Recreation Park. This designation overrides any underlying zoning.

Audiences¹

Internal	Partners	Key stakeholders ²	Landowners /occupiers ³	General public
DPC	ECan	N/A	Landowners of 12 areas that currently have a deferred zoning (includes SDC)	Selwyn ratepayers
	Te Ngāi Tuāhuriri Rūnanga (represented by Mahaanui Kurataiao)			News media
	Te Taumutu Rūnanga (represented by Mahaanui Kurataiao)			Wider public

Legend	<i>High level of interest/ High level of influence ("Manage closely")</i>	<i>High level of interest/ Low level of influence ("Keep informed")</i>	<i>Low level of interest/ high level of influence ("Keep satisfied")</i>	<i>Low level of interest/ Low level of influence ("Watch only")</i>

¹ "...Differing levels and forms of engagement may be required during the varying phases of consideration and decision-making on an issue, and for different community groups or stakeholders. The Council will review the appropriateness and effectiveness of the engagement strategy and methods as the process proceeds." [Significance and Engagement Policy: Adopted 26 November 2014; p.6]

² Key stakeholders are "the organisations requiring engagement and information as the preferred options for the Draft District Plan are being prepared." (District Plan Review Community Engagement Implementation Plan; p.6) Key stakeholders "...will advocate for or against decisions that will need to be made..." and "For the District Plan Review, stakeholders include any party that can influence decisions or be influenced by decisions made on policies or rules." (DPR Engagement Framework)

³ Landowners are "the individuals and businesses that could be affected by the proposed changes in the District Plan." (District Plan Review Community Engagement Implementation Plan; p.6)

Engagement during review phases

Review phases	Internal	ECan	Rūnanga	Landowners/occupiers	General public
Baseline assessments					
Preferred option development					
Preferred option consultation					

2018/2019 communications and engagement key tasks/milestones per month

(more detailed action plans to be developed for each major milestone or as required)

Audiences	Pre-December	December 2018
ECan		Endorsed preferred option report is shared
Rūnanga		Endorsed option report is shared
Key stakeholders		
Landowners/occupiers	<i>[Dunsandel landowners only]</i>	Endorsed preferred option report is shared and feedback sought
General public		Preferred option report is published on Your Say Selwyn website
DPC		Preferred option report goes to DPC for endorsement

8. Post Engagement Report addressing Requests for Rezoning of Land for Urban Development

Authors:	Jocelyn Lewes, Strategy & Policy Planner & Jessica Tuilaepa (Senior Strategy and Policy Planner)
Contact:	(03) 347 1809 (Jocelyn)

Purpose

To brief the Committee on the post engagement report addressing requests for the rezoning of land for urban development, which were received during the initial public consultation phase.

The proposed engagement activities are contained in the recommendations of the post engagement report, hence no Communications and Engagement Summary Plan has been prepared for this item.

Recommendation

“That the Committee notes the report.”

“That the preferred approach to rezoning land for urban development, both within the Greater Christchurch area and the Ellesmere and Malvern Wards, previously endorsed by the Committee remain unchanged.”

Attachments

‘Post Engagement Report for: Requests for Rezoning of Land for Urban Development’

POST ENGAGEMENT PREFERRED OPTION UPDATE REPORT TO DISTRICT PLAN COMMITTEE

DATE:	5 December 2018
TOPIC NAME:	Business and Residential
SCOPE DESCRIPTION:	Requests for Rezoning of Land for Urban Development
TOPIC LEAD:	Jocelyn Lewes
PREPARED BY:	Jocelyn Lewes (Strategy and Policy Planner) and Jessica Tuilaepa (Senior Strategy and Policy Planner)

EXECUTIVE SUMMARY

<i>Summary of Preferred Options Endorsed by DPC for Further Engagement:</i>	<ul style="list-style-type: none"> • That any additional capacity for residential and business land within the Greater Christchurch Area be considered in response to the requirements of the National Policy Statement on Urban Development Capacity; • That Council will not proactively rezone any 'greenfield' areas within the Ellesmere and Malvern Wards. This will be left to land owners by way of submissions on the Proposed District Plan.
<i>Summary of Feedback Received:</i>	Numerous requests were received to rezone land, in order to increase the urban development potential of such land, both within the Greater Christchurch Area and the Ellesmere and Malvern Wards.
<i>Recommended Option Post Engagement:</i>	That the preferred approach to rezoning land for urban development, both within the Greater Christchurch Area and the Ellesmere and Malvern Wards, previously endorsed by the Committee remain unchanged.
<i>DPC Decision:</i>	



1.0 Introduction

During the course of the District Plan Review process, DPC has endorsed a number of preferred option reports dealing with the topic of rezoning land, particularly in relating to the Malvern and Ellesmere Areas. Concurrently, Council is working with its Greater Christchurch partners to respond to the requirements of the National Policy Statement for Urban Development Capacity which include the preparation of a Future Development Strategy (FDS) for the geographic area.

During the initial public consultation on the District Plan Review process, feedback was sought on a variety of issues and preferred options. In response to this consultation, 22 responses were received from landowners seeking that their land be rezoned. Rezoning of land was not a topic specifically promoted for discussion during the consultation period.

The purpose of this report is to consider the responses received in relation to rezoning and make recommendations as to how to proceed.

2.0 Strategic Context

Greater Christchurch Area

For the Springs and Selwyn Central Wards, which form part of the Greater Christchurch Area, addressing growth is an issue that needs to be initially covered by other national and regional processes before any additional township growth and 'greenfield' zoning can be considered.

At the national level, the National Policy Statement on Urban Development Capacity (NPS-UDC) directs local councils to provide enough land which can be developed for business and housing to meet community needs. At a regional level, the Canterbury Regional Policy Statement (CRPS) has to give effect to the national policy statement and in doing so, determine the extent of urban land required. The current settlement pattern in the CRPS was established after the Canterbury earthquakes of 2010-2011 and was not scheduled to be comprehensively reviewed until 2022, as part of the wider review of the CRPS.

However, in response to the requirements of the NPS-UDC, the Greater Christchurch partnership, which Selwyn District Council is part of, together with other local councils, government agencies and iwi, has recently released for public consultation a draft FDS *Our Space 2018-2048, Greater Christchurch Settlement Pattern Update*, which sets actions to address the residential and business capacity needs of the Greater Christchurch portion of the Selwyn district for the next 30 years. Public consultation on this document closed on 30 November 2018.

While Council's response to the NPS-UDC is the subject of a separate workstream, the outcomes of this work will have an impact on the future urban growth of the Greater Christchurch part of the District.

Malvern and Ellesmere Wards

Urban growth within the balance of the district, in the Ellesmere and Malvern Wards, has been considered through the Selwyn 2031: District Development Strategy and the Malvern and Ellesmere Area Plans. These

planning documents established that there is sufficient land to support business and residential growth through to the year 2031 without Council zoning additional land through the District Plan Review. This direction was confirmed by the District Plan Committee, with the exception of investigating the provision of additional industrial land in Leeston.

However, the Area Plans do signal implementation steps and processes where the location of additional land supply should be considered as well as indicating where future growth should most appropriately locate.

3.0 Overview of Preferred Options Endorsed by DPC

To date, DPC have endorsed several preferred options which, to some degree, relate to the zoning of land. These are summarised below.

Business

BS202 – Business Zone Framework ([Business Zone Framework \[PDF, 503 KB\]](#))

Council has opted to proceed with a business zone framework that aligns both with the Township Network developed in Selwyn 2031 and the proposed National Planning Standards, which provide a suite of zones for Councils to choose from when developing their District Plan. The zones are likely to include:

- Town Centre Zone (applying to Rolleston, Lincoln, Darfield and Leeston B1/KAC zones)
- Local Commercial Zone (applying to all other towns with an existing B1/B1A/B1B zone)
- Neighbourhood Commercial Zone (applying to existing neighbourhood centres e.g. South Point Faringdon)
- Industrial Zone(s) (*Option available to have Light Industrial, Industrial and Heavy Industrial Zones*) (replacing the current B2, B2A and B2B zones across the District)
- Special Purpose Port Zone (applying to Midland and Metroport in the current B2A zone Rolleston)
- Special Purpose Research, Education and Technology Zone (replacing Lincoln's B3 zone)
- Special Purpose Large Format Retail Zone (*to be used in the event the National Planning Standards do not provide a Large Format Retail Zone*).

BS201 – Business in Small Settlements ([Business in Small Settlements \[PDF, 368 KB\]](#))

Instead of rezoning sites in townships that do not currently have a business zone, but are being utilised for business purposes, DPC endorsed the preferred approach to develop a small business overlay which would protect the commercial use of sites, reducing the reliance on existing use rights and providing for certainty for the business owners and adjoining land owners.

BS005 – Business land capacity in Malvern and Ellesmere ([Capacity of existing business zones in Malvern and Ellesmere \[PDF, 2053 KB\]](#))

Given there being no shortfall in commercial and industrial land available in the Malvern and Ellesmere townships with business zones, with the exception of Leeston, the decision was made not to actively rezone any additional business land in these townships. Further investigation is underway in relation to determining the most appropriate place in Leeston for additional industrial land to be located and to

confirm actual land requirements. In Darfield, Castle Hill, Dunsandel and Southbridge no additional land will be actively rezoned for business purposes by Council.

Preferred Option Report relating to Transitional Living Zones in KACs

(<https://www.selwyn.govt.nz/property-And-building/planning/strategies-and-plans/selwyn-district-plan/selwyn-district-plan-review/supporting-information>)

Whilst this preferred option has not yet been endorsed by DPC (it is on the same agenda as this report), the approach recommended is not to actively rezone land in the KACs of Rolleston and Lincoln. Instead, it is recommended that a commitment be made to undertake further strategic planning work to determine what the requirements are and the best locations to service demand following the adoption of the FDS.

Residential

RE207 – Residential Character, Amenity, Density and Housing Typologies ([Residential Character, Amenity, Density and Housing Typologies \[PDF, 408 KB\]](#))

This preferred option endorsed a range of approaches for managing residential development in the Proposed District Plan that will result in the rationalisation of the large number of existing residential zones in line with the proposed National Planning Standards. In place of the 72 Living Zones, the four zones endorsed were:

- General Residential Zone (applying to the Living 1 zones)
- Medium Density Residential Zone (applying to the Living Z zones)
- Large Lot Residential Zone (replacing the current L2 and L3 zones)
- Settlement Zone (applying to smaller townships without a business zone)

Specific objectives and policies will be drafted for each zone that will clearly describe the outcomes sought for each zone and will also enable a range of appropriate housing typologies. Zones will generally be distributed spatially to locate more intensive residential development around key activity centres, flowing out to lower densities on the boundaries of townships. Development standards for each zone will be developed and within these, rules will also be developed for different housing typologies, to manage character and amenity.

4.0 Summary of Feedback Received

During the public consultation period, 22 responses were received seeking the rezoning of land for urban purposes within the district. These submissions are summarised below.

Requests for rezoning of land within the Greater Christchurch Area

Business

Township	Landowner	Inside or outside of town boundary	Current Zone	Requested Zone
Rolleston	Lilley Family Trust	Inside	Living 1	Business 1/Neighbourhood Centre
Rolleston	Gulf Central Properties Ltd	Outside	Rural (Inner Plains)	Rural Business

Residential

Township	Landowner	Inside or outside of town boundary	Current Zone	Requested Zone	Requested Density
Lincoln	Lincoln Developments Ltd	Outside	Rural (Inner Plains)	Living Z	600m ²
Prebbleton	D. Shanks	Inside	Living 1	Living Z	500m ²
Prebbleton	N. Terpstra	Inside	Living 2A (Blakes Road)	Living 2	5000m ² – variation to ODP
Prebbleton	J Stafford	Outside	Rural (Inner Plains)	Living 2	5000m ²
Prebbleton	M Springer	Outside	Rural (Inner Plains)	Living X	800m ²
Prebbleton	K & B Williams	Outside	Rural (Inner Plains)	Living or Industrial	Not identified
Prebbleton	GR Rhodes Estate	Outside	Rural (Inner Plains)	Living Z	700m ²
Rolleston	A. Holton	Outside	Rural (Inner Plains)	Living	5000m ²
Rolleston	Ellis Darussette Ltd	Outside	Rural (Inner Plains)	Living Z	650m ²

Requests for rezoning of land within the Ellesmere Ward

Business

Township	Landowner	Preferred Development Area as identified in Area Plan	Current Zone	Requested Zone
Leeston	Peter Bayliss	LEE3	Rural (Outer Plains)	Business

Residential

Township	Landowner	Preferred Development Area as identified in Area Plan	Current Zone	Requested Zone	Requested Density
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Leeston	L Render	LEE 2	Rural (Outer Plains)	Living	Not less than 1500m ² , otherwise avg 5000m ²
Southbridge	L & B Doubleday	N/A – land already inside township boundary	Business 2	Living	N/A

Requests for rezoning of land within the Malvern Ward

Business

Township	Landowner	Preferred Development Area as identified in Area Plan	Current Zone	Requested Zone	Comment
Hororata	Prime Smoke Salmon Factory	N/A	Rural (Outer Plains)	Business or Small Business Overlay	

Residential

Township	Landowner	Preferred Development Area as identified in Area Plan	Current Zone	Requested Zone	Requested Density
Darfield	C Buttle	N/A – land already inside township boundary	Living 2A (Def). (1 ha avg)	Living 2	Average 5000m ²
Darfield	M Todd & M Reed	DAR 7	Rural (Outer Plains)	Living X	650m ² , with opportunity for small lot medium density (400m ²) and opportunity for retirement village
Hororata	A Rhodes	HOR 3	Rural (Outer Plains)	Living X	800m ²
Hororata	H Studholme	HOR 2	Rural (Outer Plains)	Living 2	3000m ²
Kirwee	P Thomas	KIR 2	Living 1 Living 2A Rural (Outer Plains)	Retain Living 1 Living X	650m ² 650m ² 650m ²
Sheffield / Waddington	K Jenkins	WAD 1	Rural (Outer Plains)	Living 2	1-2 hectares

5.0 Analysis of Feedback Received

There are significant information and costs involved in rezoning a site, as outlined in **Appendix 1**. Substantial programming is also required ahead of time to determine if infrastructure is available as and when required and has been suitably budgeted for, as detailed in **Appendix 2**. These matters must be taken into consideration when analysing requests for the rezoning of land.

Rezoning Requests within Greater Christchurch Area

Business

Rolleston (Neighbourhood Centre)

The SCGM demonstrates that there is no shortfall of commercial land in Rolleston in the next 10 years. For this reason, and that Council is waiting on the outcomes of the FDS, DPC has not yet made any decisions relating to actively rezoning commercial or industrial land in the Greater Christchurch Area. Whilst the Rolleston Structure Plan does indicate that a 'Neighbourhood Centre' was potentially anticipated north of the Rolleston Key Activity Centre (KAC), this work is almost 10 years old and requires updating to determine on going suitability. It should be noted that this land is presently being used for commercial purposes, operating under resource consents/existing use rights, therefore there is some recognition of this area as a 'neighbourhood centre'.

Once the outcomes of the FDS are known, Council will undertake appropriate strategic planning work to update structure plans and town centre master plans. One of the priorities of Council is to ensure that developments outside of the KAC do not create negative retail distribution effects and for this reason additional economic analysis would also be required before the development of future neighbourhood centres.

Prebbleton (Industrial)

Prebbleton does not currently have an industrial zone and research indicates there is not presently a shortage of industrial land in the area. Following the adoption of the FDS, additional strategic planning work will be undertaken by Council that will consider what types of land townships need and where the best location for this is. This work will likely involve the updating of the existing Prebbleton Structure Plan and is a process that will involve the wider community.

Residential

All bar two requests received in relation to the Greater Christchurch Area were for the rezoning of land currently zoned Rural (Inner Plains) to Living, at varying densities. The areas to which these requests relate are all located outside of existing urban areas, or greenfield priority area, as identified in Map A of Chapter 6 of the CRPS.

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

through to 2028. Objectives establish a framework for recovery that identifies the priority areas for urban development and seek to manage the urban form and settlement pattern to provide sufficient land for urban uses that achieves consolidation and intensification, alongside the development of greenfield areas, in a way that enables the efficient provision and use of infrastructure. Map A identifies the location and extent of urban development, be that intensification or existing area or new urban activities within identified greenfield priority areas.

Given the strong direction of growth set out in the CRPS through the objectives and policies of Chapter 6, it is considered that there is little ability at this time for land outside of the areas shown on Map A to be rezoned for urban development, be that through private plan changes or the DPR process.

However, as outlined in Section 2.1 above, the Greater Christchurch partnership has prepared a draft FDS, which outlines the Greater Christchurch Partnership's proposed settlement pattern and strategic planning framework to meet the land use and infrastructure needs over the medium (next 10 years) and long term (10 to 30 years) periods. It focuses on the critical role of how urban areas will accommodate growth and how efficient infrastructure planning can support and guide development decisions and seeks to balance the projected future demands of housing and business markets with an urban form that will best enable sustainable growth.

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

Two requests related to land in Prebbleton, within the existing urban area, and are not considered to be constrained in the same way by the direction of Chapter 6. The sites to which the requests relate are small, discrete allotments, one of 2000m² and the other of 1ha, rather than large greenfield areas. The overall spatial allocation of residential growth within the Greater Christchurch Area is still to be determined through the NPS-UDC workstream, which may result in subsequent updates to the Prebbleton Structure Plan that would consider strategically, with community engagement, the need and location of varying residential densities. At this time, the mechanisms of the resource consent process are better suited to determine the appropriateness of further development or subdivision opportunities of individual land parcels.

Rezoning Requests within the Ellesmere and Malvern Wards

Business

Leeston

¹ Greater Christchurch Settlement Pattern Update. November 2018 p. 21

The Ellesmere Area Plan identified Area 'LEE3' as having potential for industrial development. The request to rezone this site for business purposes will be considered as part of the 'Leeston Industrial Zoning' workstream.

Hororata

In addition to deciding against proactively rezoning additional business land in the Malvern Area, the District Plan Committee has also already decided against spot business zoning across the District. The preferred approach for Business in small settlements without existing business zones is for an overlay to be developed to recognise the existing and continued uses of certain sites. Hororata Township, which does not currently have a business zone, will be subject to the business in small settlement overlay. A survey was undertaken of the existing sites being used for commercial purposes within the existing Living 1 zone of the township. To date, the small business overlay has not been expected to manage activities on Rural land which are instead intended to be managed by the rules relating to business activities in the Rural Zone.

The site is presently operating under previously granted resource consents from the early 2000s. As such, it is considered more appropriate for the activity to continue to be authorised via resource consent than attempting to provide an exemption to the 'small business overlay' intended for urban areas or any other type of spot zone that could potentially undermine the underlying zone provisions.

Residential

With the exception of two requests, the majority of rezoning requests received within the Malvern and Ellesmere Wards related to sites identified within the Area Plans as Preferred Development Areas.

The Area Plans were adopted in September 2016. Their primary purpose is to provide high-level planning direction to guide growth and sustainable management of Malvern and Ellesmere townships through to 2031. The Area Plans identified 'preferred development areas', being the location and direction of future urban growth for a number of townships. However, the Area Plans also recognised that the substantive merits of rezoning land need to be considered through a statutory process, including that set out in s32 of the RMA. This could be done through the DPR (including via the submission process), a Council plan change or a privately-initiated request. The Area Plans outline that there are constraints to growth (e.g. infrastructure, reverse sensitivity, landscape or cultural matters) that will require investigation and funding to overcome. The cost and benefits of development may not stack up for some smaller towns.

Both Area Plans concluded that all towns have capacity to meet residential growth projections through existing zoned land (i.e. developable land or 'plan-enabled' land). This existing capacity included zoned but undeveloped land and developed land with further development potential (i.e. infill). As such, they conclude that there was no need to rezone any additional land for residential needs. This conclusion is supported by the results of the Selwyn Capacity for Growth Model (SCGM) (see Appendix 3), which has concluded that all townships, other than Rakaia Huts (at capacity at 2028), are projected to have capacity to meet residential demand out to 2033 and beyond. As such, there is over 10 years of residential capacity in the Ellesmere and Malvern townships.

The District Plan Committee has previously resolved not to investigate rezoning of any of the residential preferred development areas through the DPR process and this decision has been communicated to landowners, along with information on the processes they could avail themselves of should they wish to promote the rezoning of their land. This information is attached in **Appendix 4**.

Two rezoning requests received related to land within township boundaries – one in Darfield and the other in Southbridge.

The request in Darfield relates to land that is currently identified as deferred. An approach for responding to all remaining deferred land within the district is the subject of a separate workstream and, as such, this feedback will be taken into account as part of this topic area.

The request for rezoning a parcel of land in Southbridge is more complex. This land is currently zoned Business 2, but is, and has historically always been, a residential property. However, it is largely surrounded by Business 2 zoned land which support a range of commercial and industrial activities. The rezoning of this land to Living would result in spot zoning and has the potential to lead to an increase in reverse sensitivity issues.

6.0 Conclusion

Numerous requests for rezoning of land within the district were received during the initial public consultation period and the level of information attached to each request varied considerably, however none could be considered to be sufficient detail to meet the requirements of the RMA, as set out in Section 32.

Given the existing direction of Chapter 6 of the CRPS in relation to urban development, as well as work currently being done within the NPS-UDC workstream, it is considered that there is little ability for Council to promote the rezoning of land within the Greater Christchurch Area at this time.

The District Plan Committee has also previously made a number of decisions not to actively rezone additional land for living or business within the townships within Ellesmere and Malvern Wards through the District Plan Review process, other than for Leeston industrial areas.

These decisions do not prevent landowners within these areas from requesting a rezoning either by a private plan change now (prior to the notification of the Proposed District Plan) or via a submission on the notified Proposed District Plan in 2020.

7.0 Recommendation

The Project Team recommends that:

1. The requests for the rezoning of land received during the initial public consultation process, discussed above, be noted and incorporated into other related workstreams, as appropriate.
2. These requests not be progressed by Council through the DPR process (except where relevant to other workstreams) on the basis that:
 - a. There is little mandate to rezone land within the Greater Christchurch Area given the strong direction of Chapter 6 of the Regional Policy Statement and that any rezoning of land in this area needs to be considered through the National Policy Statement for Urban Development Capacity workstream.
 - b. Within the Malvern and Ellesmere wards, the District Plan Committee has previously resolved that Council will not actively rezone land through the DPR process, with the exception of

industrial land in Leeston, as it is considered that there is sufficient capacity to accommodate growth to beyond 2033.

3. Following the outcomes of the NPSUDC work stream the Council considers reviewing its growth management strategies where required, to provide direction, with input from the community, on the location and nature of residential and business land in the future.

These decisions be conveyed to all parties who provided feedback on possible rezonings and that they be provided with clear advice regarding the level of information required to support a submission on the Proposed District Plan, at the time it is notified.

Appendix 1:

Overview of Section 32 information requirements for rezoning

District Plans that are developed using sound evidence and rigorous policy analysis lead to more robust, enduring provisions, and can mean issues are resolved early on in plan-making, reducing opposition during hearings or at appeal. As outlined in the Area Plans and mentioned above the substantive merit of zoning any site, including any 'preferred development area' ('PFD Area') must be determined through the statutory process set out in the Act. To determine the substantive merits of these areas investigations will be required which will include the commissioning of detailed technical reports. The purpose and requirement to do this work is to help inform section 322 evaluation reports to demonstrate that the zoning has been well tested against the purpose of the Act and that the anticipated benefits outweigh costs and risks. In short, the evaluation must examine whether the objectives of the proposal (new zoning) are the most appropriate way to achieve the purpose of the Act.

To evaluate the efficiency and effectiveness of the proposal it is necessary to identify, quantify and assess the benefits and costs and to assess the risk of acting or not acting. To inform this evaluation key technical assessments are likely to be required to support any rezoning request, including:

- Geotech
- Contamination
- Transport
- Infrastructure
- Landscape
- Economic
- Planning
- Urban design – ODP design

The approximate cost to undertake the above investigations for one site development is estimated to be between \$80,000 and \$120,000³. The level of information or the number of technical reports required would have some impact on this cost but this provides an 'average' indication of cost. All things being equal there is also little in the way of economies of scale in the cost of a plan change⁴.

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

³ Obtained through discussions with Planz Consultants and Baseline Group

⁴ John Ferguson, Planning Director, Baseline Group.

Appendix 2:

Infrastructure provision, cost and programming

Aside from the initial s32 information and investigation costs any rezoning proposal will also need to consider the costs on, and supply of, infrastructure (e.g. from the 5 waters and roading, community services etc). If Council proactively zones then the cost of meeting the infrastructure needs has to be planned and financed for by Council. The infrastructure needs could be a transparent trigger for a deferred zoning but there will need to be commitment from Council (i.e. Long Term Plan) to provide it at a nominated time in the future.

A significant aspect to the s32 evaluation will be the quantification of benefits and costs. The financial cost of having to provide and service finance on infrastructure will be significant in many cases. The financial benefit to the wider community of any Council-led rezoning may be quite limited in low growth areas (i.e. to the individual landowner, jobs through construction phase, employment in subsequent businesses etc.). There may be social benefits to providing more opportunities for growth but it is important to ensure this is not overridden by a financial burden for a community in servicing infrastructure that is not taken up. In short, the financial costs may outweigh the quantification of benefits.

In financing any new infrastructure or upgrades Council takes on debt and obligations of servicing a loan and/or recouping its own investment. This is normally recouped through Development Contributions (DC). In areas of low growth there is a risk to Council that the amount of DC's recouped each year is not sufficient to service a loan. Alternatively, to reduce this risk, the DC may have to be so high that developments in low growth areas are not commercially feasible. In a scenario where a private developer promotes a zone change (through a submission on the new District Plan or through a private plan change) the infrastructure provision (including any upgrades) and cost of this falls on the developer, not Council.

As well as servicing any financing Council will also need to ensure that infrastructure requirements are programed into the Long Term Plan (LTP) to provide services to zoned land or to uplift any deferrals. This provides some certainty to the community and the developers that the land is developable and when and how it will be available for serviced development as with the finance servicing issue there is a risk that Council's forward programming of infrastructure and community facilities, based on zoned land, and is not required due to continued low growth. This may impinge on budget and planning for other infrastructure that may become more pressing.

Overall there is a cost risk to Council in proactively zoning areas of land and addressing infrastructure constraints. This is particularly the case in towns where there is already land available to meet growth projections and business needs. Going beyond what is needed or feasible in infrastructure capacity puts Council at risk of not being able service funding and/or increases community expectations around the provision of other facilities that is (potentially) inconsistent with the Township Network set out in Selwyn 2031.

Appendix 3:

Selwyn Capacity for Growth Model

As part of the DPR process, a more robust and detailed growth model has been developed to assist in determining the zoned land capacity of each of the District's townships and also the demand on land supply from a population projection perspective. These projections include the demographic information recently provided by Dr Natalie Jackson to build in age considerations to understand not just how many households may be required but to inform what type of housing (and other services) may be needed.

The Selwyn Capacity for Growth Model (SCGM) will assist in reviewing the existing zone framework and assessing whether this meets demand, taking into account the future demographic profile of the district. This may result in changes to zoning patterns and housing types provided for within these zones. This model will also enable more accurate consideration of land supply (e.g. is more greenfield land needed or is effective and efficient use of existing zoned land required?).

At the DPC meeting on 6 December 2017 the development, structure and function of the SCGM was presented. The SCGM received endorsement for use in the DPR with particular control settings being applied. This has enabled staff to progress analysis of township capacity and forecasted demand with some certainty.

To ascertain whether a town has sufficient land capacity to support growth, the SCGM projections were compared to the potential yield of the existing zoned land in each town. It is important to note that the potential yield is 'theoretical' in that it is an amount that is 'plan-enabled', through District Plan provisions and zoning. The yield has not factored in any site specific constraints to development within this existing zoned land.

Appendix 4:

Letter sent to landowners within Preferred Development
Areas within Ellesmere and Malvern Area Plans



Date

Name

Address

Address

Address

Address

Dear Sir / Madam

DISTRICT PLAN REVIEW: UPDATE ON RESIDENTIAL AND BUSINESS GROWTH DIRECTION FOR THE ELLESMERE AND MALVERN AREAS

As you may be aware Council is undertaking a full review of the current Selwyn District Plan, which includes whether any provision needs to be made for the future growth of townships.

You have received this letter as you have been identified as an owner of land that is promoted in the 2016 Ellesmere and Malvern Area Plans (Area Plans) as a 'Preferred Future Development Area' for either Residential or Business zoned land. The specific 'Preferred Future Development Area' in questions is located on the edge of <TOWNSHIP> and is referred to as <PFDA> in the Area Plans. You can view the Area Plans, including maps of this site on the Council web site at

www.selwyn.govt.nz/areaplans

The Area Plans generally concluded that further rezoning of new residential and business land was not required before 2031, but they did indicate for most townships 'Preferred Future Development Areas' for growth beyond 2031. Although there was considered no need to rezone more land given the supply and demand data available at that time, the Area Plans did point to the District Plan Review as an opportunity to consider the issue further.

Rezoning through District Plan Review

As part of the review of the current District Plan, the Council has made a decision not to investigate rezoning new 'greenfield' residential or business areas in the Ellesmere and Malvern parts of the district, except in Leeston for industrial activities (as discussed further below). For remaining areas this means that the Council will not be promoting new zonings that expand these existing township boundaries in the notified version of the Proposed District Plan.

This decision was based around balancing projected demand for residential and business land and the existing capacity of townships to cater for this demand. Council considers that, at this point in time, there is sufficient land to cater for the projected population demand. This direction is consistent with the Ellesmere and Malvern Area Plans.

However, Council has determined that the continued investigation for more industrial land in Leeston is appropriate, as land supply is considered low for a service town the size of Leeston.

Submission or private plan change to have land rezoned

While Council will not be developing any new zonings (or expanding any townships, except in Leeston), through the District Plan review process, as there is not a justifiable need at this time, it does not preclude third parties from requesting private plan changes or making submissions seeking new zonings once the Proposed District Plan is notified.

This letter is to inform you of the District Plan Review process and what you can do through this process, should you wish to promote the rezoning of your land in line with the Area Plans.

Once the Proposed District Plan is notified for formal submissions (scheduled for early 2020), and before any final decisions are made, you or any other person with an interest will have the opportunity to lodge formal submissions for or against any proposal, including the rezoning of land. After this, submitters will have an opportunity to speak to their submission at a formal hearing. Following the hearing, the Hearing Panel will make recommendations on proposed amendments and the Council will then make final decisions. We expect the new District Plan to become largely operative by March 2022, subject to any Environment Court appeals.

If you want your land to be considered for rezoning through the District Plan Review then this needs to be considered through the process outlined above. Each submission is considered on its merits and depending on the nature and scale of the requested change, there will be certain level of evidence and information required. For a rezoning request the level of supporting information required is relatively high and this is why Council have contacted you early to allow time for you to consider and pull together this information ahead of the notification date in early 2020. Attached to this letter is a description and list of information that would be expected for a robust submission on land rezoning.

Aside from the District Plan Review process any party can develop and lodge with Council a private plan change Request. The same level of information outlined in the attachment is required for this process. The advantage of a private plan change request is that it could proceed ahead of the Proposed District Plan.

How to contact us

If you require any further information or have any questions regarding the above please contact Ben Rhodes, Team Leader - Strategy and Policy Planner. Ben can be contacted by phone on 03 347 2824 or email benjamin.rhodes@selwyn.govt.nz.

District Plan Review initial public consultation

Currently, Council is undertaking initial public consultation on a number of District Plan Review topics to see if the current direction being considered is on the right track. If you are interested in providing feedback and finding out what other draft changes we're considering for the future District Plan visit our engagement hub Your Say Selwyn at www.selwyn.govt.nz/districtplanreview between now and **Monday 8 October 2018**.

You can submit feedback via topic specific online surveys or come to one of a number of **public drop-in sessions** where you can discuss the draft changes to the current District Plan. Details of these sessions are set out in the table below.

When	Where
Thursday 13 September 2018, 3-6pm	Prebbleton Rugby Club
Monday 17 September 2018, 3-6pm	Rolleston Community Centre (Lounge Room)
Sunday 30 September 2018, 11am-4pm	CultureFest at Lincoln Events Centre

Yours sincerely



Jesse Burgess
Planning Manager
SELWYN DISTRICT COUNCIL

INFORMATION TO BE SUBMITTED WHEN REQUESTING LAND TO BE REZONED THROUGH A PRIVATE PLAN CHANGE OR SUBMISSION ON THE DISTRICT PLAN REVIEW

In making a full and robust submission to rezone land for a new residential or business area certain information is required. Not providing this information, or in insufficient detail, may undermine the submission. Clause 22 of the First Schedule to the Resource Management Act 1991 (the Act) outlines the requirements for a plan change which, outside of a District Plan Review, is the primary process for altering a district plan. The Selwyn District Council expects that a robust submission for rezoning will have similar information requirements and also meet the requirements of s32 of the Act. The information requirements are outlined below:

- (i) A submission shall explain the purpose of, and reasons for, the rezoning.
- (ii) Where environmental results are anticipated, the request shall describe those effects, taking into account the provisions of the Fourth Schedule of the Act, in such detail as corresponds with the scale and significance of the actual or potential environmental effects anticipated from the implementation of the submission.

The paragraphs below list the information which is expected to be submitted for a zoning change to enable the Council to fully assess the submission. **The information should be treated as a guide**, and in no way is it a further interpretation of Clause 22 of the First Schedule to the Act. In some cases, not all the information will be required. In other cases, additional information may also be needed. The requirements of s32 of the Act also need to be met.

1 LEGAL DETAILS

- The location of the land, legal description and owner(s).
- Copies of Certificates of Title so they can be checked for easements, consent notices, designations and other relevant conditions or notations.
- Assessment against the objective and policies of relevant documents, standards, plans or policy statements.

2 PHYSICAL CHARACTERISTICS OF THE SITE

- Any water race, drain, roads or utilities running through the site.
- Any other waterbody or wetland on the site.
- Any areas of indigenous vegetation, or other stands of trees or bush on the site.
- Any areas or sites of cultural significance to mana whenua
- Any buildings or structures on the site and their location, including any stopbanks or other natural hazard protection works.
- If the land contains any heritage site or structure listed in the operative or proposed District Plan.
- The soil types on the site.

- The depth to groundwater on the site.
- The location of any public or community water supply bores and their protection zones, in proximity to the site.
- If there are any known mineral deposits on the site.
- The geotechnical aspects of the site including areas subject to inundation, erosion, land slippage, fault lines, liquefaction or any other form of land instability.
- If there are any known fault lines running through or in proximity to the site.

3 SURROUNDINGS

- The zoning of land surrounding the site.
- The land uses on land in proximity to the site, including any land uses likely to conflict with residential amenity values.

4 PAST USES

- Any known past land uses on the site.
- Whether the site is contaminated or potentially contaminated (consideration should be had to the National Environmental Standard for Assessing and Managing Contaminates in Soils).
- Whether the site has been tested for contamination of the soil.

5 THE PROPOSED ACTIVITY

Outline Development Plan

- An Outline Development Plan uses urban design principles to set the pattern of development over a development area to guide future development, and provide a degree of certainty for all parties in the establishment of land uses across the site. It provides a design rationale for the key structuring elements, including the road network, cycle and pedestrian network, open space network, development pattern (densities and landuse) and utilities to service the area.

Residential Density

- For any new residential zone, the proposed allotment sizes, number of houses per allotment.

Water and Waste

- How, and to what, standard the area shall be supplied with: water, effluent treatment and disposal, stormwater disposal, and solid waste disposal.
- Where any upgrade is required to the public reticulated water, sewerage or stormwater disposal system, the work which is required and a suggested method(s) to carry out the work.

- If a new public or community water supply bore is installed, the protection zone required around the bore and the method to be used to control land uses which may contaminate the water supply, within that protection zone.
- If on-site effluent treatment and disposal is being used, whether a specialist designed system is likely to be required to comply with regional plans and the New Zealand Building Code, and if so whether the proposed allotments are large enough to accommodate these systems.

Note: Irrespective of whether resource consents are required from the Regional Council for taking water, treating and disposing of effluent or disposing of stormwater; a submission for rezoning needs to outline how these services will be supplied and the effects of any such method. The reason is so the Council is satisfied that the land rezoned can be appropriately serviced.

Hazardous Substances

- Any risks to the environment that are likely to arise from the use of storage of Hazardous Substances.

Roads

- The roads from which allotments will get access.
- Any effects, which the proposed rezoning and associated vehicle movements will have on roads both within and around the township, including the network between Selwyn District and Christchurch City.

Note: This assessment should be quantitative, not a qualitative statement. It should consider: physical effects on the road network; effects on the safety of pedestrians, cyclists, motorists and stock; and effects on the amenity values of residents when the traffic movements on local roads increase.

- Any upgrading of the road network required as a result of the rezoning and a suggested method(s) for how this upgrading may be carried out.
- Whether it is intended to provide cycle ways or walk ways, which are separate from the road. If so, the streets or facilities that these walk ways or cycle ways will link. (The layout of the walk way or cycle way may be finalised, along with roads and reserves, when the subdivision plan is approved).

Community Services and Facilities

- The effect of the new residential or business area on community services and facilities in the township: (e.g. schools, reserves and recreational facilities).
- For any residential development, whether there is likely to be a corresponding growth in associated businesses in the township. If so, where such businesses may be able to locate (should they wish to).

Natural Hazards

- Any measures proposed to avoid or mitigate potential natural hazards, and the effects of any such measures on other people, property or the environment.

Special Sites

- The impact of any proposed residential or business activity on any site identified on the land as a 'significant site' (e.g. historical, cultural or significant natural areas) in the operative and Proposed District Plan and how that site shall be protected.

Waterbodies

- Any building line restrictions or esplanade strips recommended to protect the natural character of any waterbody.
- Whether an esplanade reserve is required under the Plan or Section 230 of the Act.

Landscapes

- The impacts and measures proposed to avoid or mitigate any impacts on Outstanding Natural Landscapes and Features as identified in the operative and Proposed District Plans.

Economic Analysis

- The opportunities for economic growth that are anticipated to be provided or reduced; and the employment that are anticipated to be provided or reduced.

Stakeholder and Affected Party Consultation

- Consultation undertaken with iwi authorities and other relevant stakeholders.
- Affected parties identification and consultation undertaken with these parties.

Other

- Any other special rules required.
- Any amendments to the Plan provisions required as part of the plan change application.

Note: *If the developer wishes to include special conditions relating to the size of buildings, design of buildings, prohibition of relocated buildings or other rules which are different from the general rules in the District Plan, the Council prefers this to be done by another mechanism than District Plan rules, e.g. a covenant on the Certificates of Title. The reason is that these sorts of conditions relate more to personal taste in building design or neighbourhood aesthetic or amenity values.*