6.25 Significant and other Trees Section 32 evaluation

6.25.1 **Identification and where the qualifying matter applies (s77L (c) (i) and s77R (c) (i)) –** Significant and other trees are identified within an existing schedule under Chapter 9 of the Operative District Plan and located within the proposed Qualifying Matters Map series D.

6.25.2 **Issue:** The District Plan currently identifies significant trees and groups of trees that contribute to community amenity values, environmental services, and social and cultural health and wellbeing. The safeguarding of scheduled trees ensures the positive environmental, social and cultural services they provide are retained for current and future generations. The environmental, social and cultural benefits that scheduled trees provide for Christchurch currently, and are anticipated to provide in the future, are important to retain by suitably protecting scheduled trees on private land from the likely effects arising from enabled permitted intensification of development. The Significant and other Trees in Appendices 9.4.7.1 - other than those that meet s6(f) in terms of the heritage criteria - are to be assessed under s77J, s77L, s77P, and s77R. The table below summarises the assessment of costs and benefits for each option based on their anticipated environmental, economic, social, and cultural effects. It also addresses the efficiency and effectiveness of the option and the risk of acting or not acting. Following the table for each issue is an assessment of the proposed change in respect of the additional relevant assessments required in the Act for qualifying matters in residential zones and/or in non-residential zones (Part 5, sub-part 3) and in the NPS-UD (Clause 3.33). The assessment is supported by the information obtained through technical reports, and consultation.

6.25.3 **Additional assessment under the Act (Sections 77I – 77R) and the NPS-UD (Clause 3.33)** - The Significant and other Trees in Appendices 9.4.7.1 - other than those that meet s6(f) in terms of the heritage criteria - are to be assessed under s77J, s77L, s77P, and s77R.

6.25.4 **Reason the area is subject to a qualifying matter (s77J 3 (a)(i) and s77P 3 (a)(i)) -** The relevant areas where qualifying matter scheduled trees have been identified can be found in the plan change maps in Appendix 1, and in the supporting technical report of schedule tree assessments in Appendix 24 – 28. The technical report also details why that area is subject to a qualifying matter, due to the tree meeting the CTEM threshold based on the technical assessment.

6.25.5 **Reason the qualifying matter is incompatible with the level of development permitted (s77J 3 (a)(ii) and s77P 3 (a)(ii)) -** Trees are susceptible to damage and loss as result of conflicting development being enabled in close proximity to them. The significant level of development which is enabled as permitted through the MDRS is likely to result in a contest of space between scheduled trees and built form. This could include overshadowing, crowding, and loss of the schedule trees. Retention of scheduled trees is important due to the environmental, social, and cultural services and values that trees provide to Christchurch. Therefore, development around qualifying matter scheduled trees needs to be of a suitable scale and density to not lead to the loss and damage of those trees. The MDRS level of development is not considered compatible to address this.

6.25.6 **Impact of lesser enablement under the proposed qualifying matter (s77J 3 (b) and s77P 3 (b)) -** There are two separate changes proposed to the schedule of trees through this plan change. The first change is to the schedule of trees on private land, which will change the schedule by identifying which trees are classified as qualifying matters under section 77I. The second change is the introduction of the appropriate approach to establishing a protective buffer zone around scheduled trees on private land which have been identified as a qualifying matter, within which development and activities will be managed to prevent any loss or damage to the relevant individual tree or group of trees. The impact that limiting development capacity, building height, or density (as relevant) will have on the provision of development capacity is set out in Table 6 and 7 of this report. The impacted development capacity has been calculated for each site where a qualifying matter tree has been identified using GIS modelling. Overall, there are 117 sites where qualifying matter tree(s) are present which have been identified under section 77I(j). In total, 71 of those sites are anticipated to result in a impacted development capacity of 162 dwellings across the 71 sites, where 62 of the 71 sites will have impacted development capacity of three or fewer dwellings. Sites where other qualifying matter trees are present are estimated to be able to deliver 1166 dwellings. This figure has been calculated using the permitted buildable area of each site after the tree protection zone radius has been applied and anticipating that one dwelling would require approximately 80sqm. The following table contains a summary of the capacity figures in relation to sites with qualifying matter trees have been identified.

	S77I (Heritage Trees)	**S77L (Other matter trees**	**S77I and S77L trees**	**Total**
Sites with qualifying matter trees identified	310	117	28	427
Sites where impacted development capacity is identified	196	71	23	267
Impacted development capacity	525	162	107	687
Remaining development capacity	2,549	1,166	872	5,753

6.25.7 **The costs and broader impacts of imposing lesser enablement (s77J 3 (c) and s77P 3 (c)) -** The costs and broader impacts of the proposed qualifying matter are assessed in the below s32 evaluation table. The identification of these trees as qualifying matters will result in some impacted development capacity at a site-specific level, as detailed above. This will lead to a loss of housing supply and choice, although due to the overall low number of sites that area affected by qualifying matters scheduled trees in the wider context of the development capacity of Christchurch, this cost is considered to be minimal. As these trees are already recognised in the District Plan and afforded sufficient protection through the existing provisions framework, the broader impact of imposing the proposed limits is limited, as there is already an established approach to protecting trees. However, there are broader positive impacts by the safeguarding of those benefits which scheduled trees provide to Christchurch communities, which will be safeguarded through ensuring trees are not lost and damaged due to enabled development.

6.25.8 **The specific characteristic that makes the permitted level of development inappropriate (s77L (a) and s77R (a)) -** Significant trees are considered to provide a range of positive benefits for Christchurch. Trees contribute to the environmental health of the city through providing a range of ecosystem

services that include wildlife habitat, carbon sequestration, stormwater retention, soil health, shading and oxygen. They also provide social and cultural benefits, with trees contributing to the mental and physical health and wellbeing of residents. Trees are part of the cultural and historical fabric of neighborhoods, and over the long-term integrate into the history of communities. Urban trees on private land will help mitigate against the anticipated effects of climate change and increase the resilience of Christchurch to the effects of more extreme weather events and higher temperature. This is a relevant consideration of achieving well-functioning urban environments under Policy 1 of the NPS-UD. The scheduled trees which have been proposed as other qualifying matters have been assessed by qualified arborists and landscape architects, using a CTEM assessment to recognize the substantial benefits which these trees provide.

6.25.9 **Reason the characteristic makes the permitted level of development inappropriate makes that level of development (s77L (b) and s77R (b)) -** The social, cultural and ecological services that other matter scheduled trees provide for Christchurch contribute to well-functioning urban environments, which the NPS-UD seeks to achieve through Objective 1 and Policy 1. The retention of trees also supports the resilience of neighbourhoods to the future effects of climate change, and the supported reduction in greenhouse gas emission through carbon sequestration, in line with NPS-UD objective 8. The enabled development through the MDRS is considered to result in the potential loss and damage of currently protected trees, as the MDRS provisions override the Operative Plan provisions which protect scheduled trees from the adverse effects arising from the competition of space between development and trees. In the long-term greater density development results in more conflict between protected trees and development. This will therefore lead to the loss and damage to trees, removing an established potential for the mitigation of climate change effects. The identification of scheduled trees as qualifying matters still allows for medium and high-density urban development to be undertaken outside of the protective radius of the trees, and is considered to be a fairly small scale restriction on the enabled density of urban development. However, the benefits of protecting scheduled trees will ensure the urban environments created through enabling intensification are still well-functioning, and more resilient to the effects of climate change. Therefore, this approach is assessed to still be giving effect to the relevant objective and policy direction of the NPS-UD.

6.25.10 **Site-specific analysis evaluating the specific characteristic on a site-specific basis to determine the geographic area where intensification needs to be compatible with the specific matter (s77L (c) (ii) and s77R (c) (ii)) -** In support of identifying trees as other qualifying matters, each scheduled tree has been assessed by a qualified arborist using CTEM criteria. The specific characteristics of each tree, on a site-specific basis, is included within the supporting technical report contained in Appendix 24. The geographical area where intensification needs to be compatible with the qualifying matter is determined by the protection radius for each tree, which is established using the calculation of 15 times the trunk diameter at 1.4m. This will vary from tree to tree based on their established size.

6.25.11 **Site-specific analysis that evaluates an appropriate range of options to achieve the greatest heights and densities permitted while managing the specific characteristics (s77L (c) (iii) and s77R (c) (ii)) -** Overall, it is not considered that there is a significant range of options for enabling a range of height and densities within the protection radius of scheduled trees. This is because the radius is justified, as detailed in the technical report in Appendix 24, as an area where development is not suitable due to the potential damaging effects that this will have on the scheduled tree. Any development enabled within this protection zone is likely to have negative effects on the qualifying matter tree, as well as leading to potential risk to people and

property, as development and trees will be competing for space. As the tree grows, this matter will be more prominent, and is likely to lead to the eventual loss of the tree. Therefore, the option of enabling development of any height or density for residential purposes is not considered appropriate. The proposed approach of identifying a protective radius and restricting development in that specific area is the most appropriate option for achieving the greatest heights and densities for the sites where qualifying matter trees are present. This is because outside of that radius, development will still be able to be undertaken to a level as permitted by the relevant zone standards. As a result the proposed approach only restricts development within the relevant site to a specific area, allowing a suitable level of development to occur without compromising the identified qualifying matter present.

6.25.12 **Requirements if qualifying matter applies (NPS-UD, clause 3.33) -** For similar reasons the proposed changes relating to this issue are considered to also satisfy the assessment requirements of clause 3.33 of the NPS-UD.

Table 31 – Options evaluation for significant and other trees			
Option 1 – Apply MDRS and Policy 3 of the NPS-UD with no qualifying matter (QM)	**Option 2 – Proposed Change**	**Option 3**	**Option 4**
Option description This option is to apply MDRS in residential zones, and Policy 3 of the NPS-UD in commercial zones, without a qualifying matter for Significant and other Trees. This approach retains the current schedule of trees within the District Plan but does not identify any trees as qualifying matters.	**Option description** This option is to apply MDRS in residential zones, and Policy 3 of the NPS-UD in commercial zones, with a qualifying matter for Significant and other Trees. This option retains the current number of trees in the schedule, and classifies trees as qualifying matters from this schedule based on their heritage status (meeting qualifying matter requirements under s77I(a)), or classifying trees as other matters (under 77I(j)). Trees that do not meet the criteria are retained in the schedule but not afforded qualifying matter status. Therefore this approach does not add or remove any trees from the schedule.	**Option description** This option is to apply MDRS in residential zones, and Policy 3 of the NPS-UD in commercial zones, with a qualifying matter for Significant and other Trees. In addition, this option provides blanket protection of all trees currently within the schedule, identifying all trees as qualifying matters and restricting development under MDRS and Policy 3 of the NPS-UD accordingly.	**Option description** This option is to apply MDRS in residential zones, and Policy 3 of the NPS-UD in commercial zones, with a qualifying matter for Significant and other Trees. In addition, this approach would classify trees currently identified as heritage trees in the existing tree schedule as qualifying matters. Any other tree currently in the schedule would not be considered as a qualifying matter.

Appropriateness in achieving the objectives and higher order documents			
Efficiency: Benefits - This approach still provides a degree of protection to the currently scheduled trees as any works to or around trees that are not in relation to a MDRS development would still be required to meet the existing consent requirements, including in relation to any pruning, maintenance or removal of trees, but this protection is likely to be ineffective at addressing the identified issue. This approach also allows for urban land in Christchurch to be utilised for medium and high density development which supports efficient use of physical resources. This approach would result in increased development opportunity for sites which previously would have been restricted by the presence of a scheduled tree or tree group, but would now be able to develop as per the enablement of the MDRS. This approach will result in fewer requirements for developers to undertake assessments on trees, including hiring certified arborists, and less compliance costs for developers in this option. This approach will be more enabling of development by not identifying trees	**Efficiency –** This approach is efficient in achieving the sought outcomes in higher order documents and in addressing the identified issue of protecting scheduled trees within Christchurch whilst suitably enabling medium density development. **Benefits -** This approach will result in positive environmental effects through the identification of trees which meet the relevant criteria threshold as qualifying matters. In turn this will ensure that trees are protected from the effects of medium density development which could see the loss and degradation of trees identified in the schedule. This will maintain urban tree cover in Christchurch, which in turn has positive effects for wildlife habitat, carbon sequestration, stormwater management, climate change mitigation, and visual amenity. This approach ensures that the ecosystem services provided by scheduled trees are retained alongside the enablement of increased density. This approach also ensures that trees that are not meeting the relevant assessment criteria are not granted qualifying matter status and unnecessarily	**Efficiency –** The proposed approach provides significant environmental benefits through the reduced risk of any loss or damage of scheduled trees, as well as the associated social benefits of protecting trees. **Benefits -** This approach provides significant environmental benefits. All current trees in the schedule will be afforded qualifying matters status, and therefore MDRS development will be restricted accordingly, to ensure the trees are protected from adverse effects of development. This will result in positive effects as the established urban tree canopy will be retained and the associated environmental benefits associated with it, including, soil retention, stormwater retention, and carbon sequestration. This approach also has positive ecological effects through retention of habitat and natural resources which support local wildlife populations. The local contributions that urban trees make to neighbourhoods, including providing shading and visual amenity, would also be safeguarded in this approach. This approach will ensure urban tree cover can continue to contribute to mitigate	**Efficiency –** This approach does have positive environmental, social and cultural effects through the identification and associated protection of heritage trees as qualifying matters, and therefore is partially efficient at addressing the issue of maintaining the established urban tree cover in Christchurch. However, the limited scope of this approach restricts the overall benefits that can be achieved, and in the long-term the positive effects are less likely to be realised. **Benefits -** This approach would result in environmental benefits for some of the established trees in Christchurch, namely those identified as heritage trees, as identifying these trees as qualifying matters will reduce the potential adverse effects of higher density development. Trees listed as heritage trees are generally the older trees in Christchurch, and as such protecting these older trees will have greater environmental benefits due to their ability to have positive effects on wildlife habitat, carbon sequestration, and stormwater retention. Given the number of years

as qualifying matters, which would be a restriction on density and height standards for sites with scheduled trees present. This in turn can lead to positive social effects for greater housing choice and typologies within Christchurch. This approach would also allow for necessary maintenance works to trees to ensure they are not endangering life and property. This approach still retains a degree of protection as works not in relation to an MDRS enabled development will still be assessed through the existing provisions framework. This will result in positive effects through the safeguarding of the cultural value and contribution that trees provide for Christchurch, albeit reduced protection based on the status of the MDRS. **Costs** - This approach has identified significant environmental costs through the overall lack of protection that the status quo approach will provide for urban tree cover within Christchurch. With approximately 1200 listed trees on private land, a large number of these trees could be affected where MDRS levels of development takes place.	hindering development. This approach will ensure urban tree cover can continue to contribute to mitigating against the anticipated effects of climate change, with economic benefits as this will reduce the burden which would be placed on infrastructure to provide the same benefits if urban trees were removed. Social effects are considered in this approach as whilst increased density will still be enabled, the value that identified trees contribute to the visual amenity, vertical relief, and mental and physical wellbeing for Christchurch will be safeguarded through the protection of suitable trees as qualifying matters. This is considered to be a long-term effect that will have increased positive effects as the effects of climate change increase, and subsequent generations will be able to connect and value the urban tree provision within Christchurch. Cultural wellbeing benefits are anticipated through this approach as this approach will provide protection for historic and culturally important trees, which will be retained in the future for future generations to enjoy and connect with.	against the anticipated effects of climate change, with economic benefits as this will reduce the burden which would be placed on infrastructure to provide the same benefits if urban trees were removed. This approach will result in positive social effects, as it is expected that the existing trees within the schedule are afforded sufficient protection from the effects of enabled development that they will be retained. This will include positive health and wellbeing effects, and positive visual and streetscape amenity effects for neighbourhoods across Christchurch. Cultural wellbeing benefits are anticipated through this approach as this approach will provide protection for historic and culturally important trees, which will be retained in the future. **Costs**- This approach will have limited environmental costs as it focuses on ensuring all existing trees in the schedule are identified as qualifying matters, which will result in their protection and retention of environmental services they provide. As this approach provides widespread protection for all	that it can take for trees to mature, this approach is more effective than planting news trees which would take years to provide the same benefits as established mature trees. Identifying these trees as qualifying matters will provide long-term benefits in their protection. Whilst heritage trees will be protected, other scheduled trees will not be afforded the same level of protection as a qualifying matter, which will in turn result in enabled development in many urban areas which will include MDRS development. This can reduce development and resource consenting costs for developers, with positive economic effects. This option results in overall less cost through the plan change process, as trees which are classified as heritage currently can be considered a qualifying matter under s77I(a), as a relevant section 6 matter. This therefore reduces the overall assessment detail required for recognising these trees as a qualifying matter and is a more cost-effective process. The protection of heritage trees as qualifying matters will result in positive social effects through the

This in turn will result in environmental effects including: - Loss of wildlife habitat and natural resources, with resulting ecological effects for local wildlife populations. - Removal of carbon sequestration and stormwater retention services - Lack of shading and heat mitigation, which is forecast to be a significant issue due to the forecast effects of climate change. - Loss of landscape and urban amenity values within Christchurch neighbourhoods. These environmental costs are likely to be considered relevant in the short-medium and long term, and will apply at both a local neighbourhood level and a city wide level. This approach could lead to economic costs, as the loss of urban trees could shift the burden of climate change mitigation to local infrastructure, requiring infrastructure investment to support local communities in mitigating effects which urban trees currently provide for. This approach could lead to the loss or damage of numerous trees on the schedule as the status quo affords them with reduced protection in light of the	**Costs -** As the approach does not protect all of the trees on the schedule, rather only those which meet the set heritage or other matters criteria, there will be less protection for certain trees which could result in their loss or damage. This subsequently has environmental costs, including the potential loss of environmental benefits that trees provide to Christchurch, such as wildlife habitat, removal of carbon sequestration and stormwater retention services, and loss of shading and heat mitigation. However, this approach has undertaken the necessary assessment of the trees on the schedule, such that if they do not meet the relevant score, including the associated supporting landscape, assessment, and their protection is not justified and therefore limits the environmental costs through the potential loss of these trees. This approach will have economic costs for landowners and developers based on the additional restriction placed on identified trees as qualifying matters, and how this will impact on the subsequent ability	scheduled trees, this will result in impacted development capacity for private landowners through limiting the application of the relevant MDRS. This in turn will increase developer costs through the resource consenting process, and additional compliance costs, including through requirements to get associated technical reporting from qualified arborists to support any applications. Without subsequent detailed assessment of the trees within the schedule, this could result in the protection of trees which are potentially not of a suitable standard to be considered a relevant qualifying matter, and therefore restricting development without suitable justification. This approach will have limited social costs, but the restrictive nature of the approach will result in a reduced enablement of development, and subsequent effects through reduced housing delivery. No significant cultural costs have been identified for this approach. **Effectiveness –** Option 3 safeguards historic heritage as directed by s6(f) of the RMA. It also aligns with section 7(c) and (f) through the	retention of trees which contribute to the local character of Christchurch streets and visual amenity values, as well as health and wellbeing effects. This approach would also allow for necessary maintenance works to trees to ensure they are not endangering life and property. Heritage trees do make a positive contribution to the cultural values of Christchurch, and these trees may have particular cultural relevance for certain neighbourhoods, with their identification as qualifying matters leading to their protection resulting in positive effects for local and Christchurch-wide cultural values. **Costs** - Identified environmental costs include the loss or damage of a trees which do not meet the heritage criteria. This includes the loss of younger trees which will continue to grow over time and contribute environmental benefits in the long-term, but do not meet the relevant heritage criteria now. Protecting heritage trees can be beneficial, but these trees being older may be more susceptible to loss through disease and old age, and this limits the number of trees that are afforded protection. In the long-term this

incorporation of the MDRS. In turn, this is likely to have negative effects on the overall visual amenity of urban areas in Christchurch, including the loss of colour and vertical relief which the urban tree canopy provides. Trees also provide for significant health and wellbeing benefits for the community, which is likely to be lost as a result of retaining the status quo approach where loss of trees is expected. Trees provide an important contribution to the cultural fabric of Christchurch. Without sufficient protection then trees of significant age could be lost, and the cultural and historical value these provide to local neighbourhoods also lost. **Effectiveness –** Option 1 does not align with the historic heritage direction in section 6 of the RMA and the directions in section 7 in relation to maintaining amenity values and quality of the environment, and the effects of climate change, as it does not safeguard heritage or other matter trees as qualifying matters. This approach does not align with the sought outcome in the NPS-UD of creating well-functioning urban environments, as the potential loss	to develop land to enable medium density. The anticipated impacted (permitted activity) development capacity through this approach is 795 dwellings across 461 sites. This could result in increased resource consent and compliance costs. This approach will have some social costs through the protection of trees reducing development capacity on private land, and subsequent effects through reduced housing delivery. This approach does not include the protection of all trees on the schedule as qualifying matters, which reduces the anticipated social costs. No significant cultural costs have been identified for this approach. **Effectiveness –** This approach is highly effective in addressing the identified issue. The identification of heritage and other matter trees as qualifying matters will result in protection for urban trees in Christchurch, whilst still ensuring medium density development can be enabled where scheduled trees are not justified to be identified as a qualifying matter. This approach therefore meets the requirements of the NPS-UD and the RMA, and will	maintenance of amenity values and quality of the environment, and 7(i) by retaining trees that will mitigate the effects of climate change. This approach does align with the sought outcome in the NPS-UD of creating well-functioning urban environments, as the prevented loss of scheduled trees will make Christchurch resilient to the likely current and future effects of climate change. This approach is effective at addressing the issue, as it will protect a substantive amount of the urban tree canopy in Christchurch from the effects of intensified urban development as enabled through the MDRS. **Risk of acting/not acting** - There is sufficient evidence to understand the issue and its effects, with the likely result of no action being taken being the loss of urban trees on private land within Christchurch.	approach could result in significantly fewer protected trees over time. There will be some loss of development capacity for the sites, with the potential for a total of 632 651 dwellings across sites where heritage trees have been identified, including impacted capacity where both heritage and other matter trees are present. This will have associated economic costs for landowners and developers, and additional costs through any resource application process involving a heritage tree. This approach is considered to result in loss of development capacity for individual property owners, which may have resulting social effects on less housing developed in Christchurch. An identified loss of capacity of 632 dwellings is anticipated on sites where heritage trees are identified, including sites where heritage trees and other qualifying matter trees are present. The potential loss or damage to trees which are not heritage and therefore not included as qualifying matters will have negative social effects for local communities, including through loss of visual amenity. Whilst those trees on the schedule not identified as heritage trees will

of scheduled trees will make Christchurch less resilient to the likely current and future effects of climate change. Furthermore, the proposed approach is not aligned with the sought outcomes in the Canterbury regional Policy Statement (CRPS) for indigenous biodiversity protection, historic heritage protection or quality urban environments. This option is not an effective approach to addressing the identified issue. Without recognising trees as qualifying matters, then the MDRS provisions will override any status-quo tree protection, and therefore there is the potential that greater density development will result in the loss and degradation of established scheduled trees in Christchurch. **Risk of acting/not acting –** There is sufficient evidence to understand the issue and its effects, with the likely result of no action being taken being the loss of urban trees on private land within Christchurch.	ensure the creation of well-functioning urban environments will be achieved. This approach also aligns with the Regional Policy Statement outcomes, and therefore is considered an effective approach. **Risk of acting/not acting –** There is sufficient evidence to understand the issue and its effects, with the likely result of no action being taken being the loss of urban trees on private land within Christchurch.		arguably contribute less to the cultural identity of certain areas, the loss of trees as a result of development is anticipated to have associated negative effects on local cultural values. **Effectiveness –** This option aligns with section 6(f) of the RMA as it provides for the protection of historic heritage. This approach also aligns with the sought outcome in the NPS-UD of creating well-functioning urban environments, specifically Policy 1(e) and (f) by protecting some scheduled trees and safeguarding their ability to reduce greenhouse gas emissions and provide resilience to climate change effects. The approach is aligned with the sought outcomes in the Canterbury regional Policy Statement (CRPS) for indigenous biodiversity protection, historic heritage protection or quality urban environments, through protecting some scheduled trees. The approach is aligned with the sought outcomes in the Canterbury regional Policy Statement (CRPS) for indigenous biodiversity protection, historic heritage protection or quality urban environments, through protecting

			some scheduled trees. The approach is not an effective method of addressing the identified issue. Whilst this approach does result in protection from some trees, this approach is limited in scope, and it is expected that loss and damage to a large number of scheduled trees would result. **Risk of acting/not acting –** There is sufficient evidence to understand the issue and its effects, with the likely result of no action being taken being the loss of urban trees on private land within Christchurch.
Recommendation: Option 2 is recommended as it is the most appropriate way to achieve the objectives of the District Plan and higher order direction.			

6.26 Lyttelton Building Height Section 32 evaluation

6.26.1 **Identification and spatial extent of the Lyttleton building height limit** – This proposed qualifying matter applies to the Lyttelton Commercial Banks Peninsula Zone under the Operative District Plan.

6.26.2 **Issue**: Lyttelton has a character quite distinct from other urban areas within Ōtautahi Christchurch due to its steep, sloping topography, colonial and Ngāi Tahu cultural heritage, portside location, street and lot layout and eclectic mix of buildings, many of which are denoted as historic heritage. The Heritage New Zealand Pouhere Taonga listed Lyttelton as a Historic Area. The Lyttelton Township Historic Area includes almost all of the township of Lyttelton, including the commercial zone. Consideration needs to be given to the appropriate building height limit in the Lyttelton commercial zone, given: the topography resulting from the scale and proximity of the Port Hills; the fact that sunlight access is already limited for topographical reasons, and the resultant significant impacts in respect to the enjoyment and comfort of public space; and the heritage and character values of the commercial zone, and residential areas adjacent. The current District Plan restricts building height in the Lyttelton commercial zone to 12m. The Lyttelton building height is not specifically identified as a qualifying matter by the Act and requires assessment as an 'other matter' under s77O (j) and will be assessed under s77P, and s77R. The table below summarises the assessment of costs and benefits for each option based on their anticipated environmental, economic, social, and cultural effects. It also addresses the efficiency and effectiveness of the option and the risk of acting or not acting. Preceding the table is an assessment of the proposed change in respect of the additional relevant assessments required in the Act for qualifying matters in residential zones and/or in non-residential zones (Part 5, sub-part 3) and in the NPS-UD (Clause 3.33). The assessment is supported by the information obtained through technical reports, and consultation.

6.26.3 **Additional assessment under the Act (Sections 77I – 77R) and the NPS-UD (Clause 3.33) -** As noted above, the Lyttelton building height is not specifically identified as a qualifying matter by the Act and requires assessment as an 'other matter' under s77O (j) and will be assessed under s77P, and s77R.

6.26.4 **Reason the area is subject to a qualifying matter (s77P 3 (a)(i)) -** In Lyttelton it is recommended that the current height limit of 12m is retained rather than the 14m proposed in other Local Centre (Medium) Zones. The commercial zone is recognised as having a distinct character and strong sense of place as a result of the built form (with noted associated heritage values), including scale. In addition, Lyttelton's location on the steep, southern slopes of the Port Hills, access to sunlight is a matter that has been identified as a matter of importance to (and by) the community. In respect to Plan Change 14, Lyttelton is proposed as a Local Centre (Medium) within the city's hierarchy of centres. The Lyttelton commercial centre serves not just Lyttelton but the entire Lyttelton Harbour basin area. As such it offers a range of services and retail activity to the local area, as well as accommodating a significant place of employment to the city via the Lyttelton Port Company. For these reasons amongst others, Lyttelton has been included within the Ōtautahi Christchurch urban area. As such Medium Density Residential Standards (MDRS) will apply to most of the residential area of the township. However, most of this area is also proposed as Qualifying Matters for the reasons of heritage and character values. This includes areas surrounding the commercial centre, where height limits are proposed to be restricted to 7m, as existing.

6.26.5 Lyttelton has a character quite distinct from other urban areas within Ōtautahi Christchurch due to its steep, sloping topography, colonial and Ngāi Tahu cultural heritage, portside location, street and lot layout and eclectic mix of buildings, many of which are denoted as historic heritage. Lyttelton is located on the southern slopes of the Port Hills. The sunny aspect is to the north, compromising the extent of access to sun, in particular during the winter months. Public space within the commercial zone, and township more widely, is limited with the focus of much of the community activity in public space on London Street and Albion Square (located on the corner of London Street and Canterbury Street). As such ensuring a good level of comfort for the users of these spaces has and is considered to be of high importance to the community.

6.26.6 Lyttelton is an excellent surviving example of a planned colonial settlement dating from 1849, with aesthetic, architectural, historical, social and archaeological significance. Heritage New Zealand Pouhere Taonga listed Lyttelton as a Historic Area (List Number 7784) on 13 August 2009, effective from that date. The Lyttelton Township Historic Area includes almost all of the township of Lyttelton, including the commercial zone. This listing remains post-earthquakes. Much of the Historic Area is also proposed as a Residential Heritage Area through Plan Change 13, and to a lesser extent is covered by an existing Character Area Overlay, which is proposed to be retained and extended through Plan Change 14. The Residential Heritage Area includes the properties immediately to the north of the Lyttelton commercial zone. These properties are in an elevated position above the commercial and mixed use buildings of the commercial centre framing London Street.

6.26.7 In addition to a range of heritage values, the significance of the area also lies in the contextual values. "The contextual value of the Heritage Area arises from the development pattern created by the relationship between the colonial grid pattern of the principal streets and the topography of the locale on the southern flank of the Port Hills. The steeply sloping terrain of the town creates a high level of visual connectivity between the properties within the town and to their port and harbour setting." Pre-earthquakes, Lyttelton had a wide variety of buildings of different ages and styles which collectively created an eclectic, vibrant townscape much valued by the community. The Harbourlight Theatre, built in 1917 in a Moorish style, was the largest scale building on London Street at an approximate equivalent of 3 storeys (approximately 12 metres), excluding the two decorative tower features. However, most of the buildings along London Street were 1 to 2 storeys at street level. Post-earthquake eight scheduled buildings remain along London Street, with four of these located within the commercial area.

6.26.8 **Reason the qualifying matter is incompatible with the level of development permitted (s77P 3 (a)(ii)) -** The existing provisions including the 12m height limit and restricted discretionary activity assessment remains appropriate. This provides the option to assess any increase in height on its merits to provide for a scale of building that does not unduly result in visual dominance effects, and sightlines, in regard to the character and heritage, and manage levels of shading such that its role as an important community gathering and socialising space, and commercial heart, is not overly compromised. The restricted discretionary activity status, as is proposed to be retained, provides for the opportunity to evaluate any proposed increase in height in association with the management of character values. Given the special characteristics of Lyttelton and its commercial zone summarised above, the outcome of this process is that a 12m building height limit is to be proposed within Lyttelton's Local Centre (medium) Zone. It is noted that in itself 2m of apparent additional height does not appear of significance and may an increase in flexibility in respect to the floor to ceiling heights of a 4 storey

building. However, all of the existing buildings, both pre and post earthquake (including those consented at the time of writing), are no greater than 12m (equivalent to 4 storey) with the majority of buildings being two storey or less.

6.26.9 Specific consideration has been given to the appropriate building height limit in the Lyttelton commercial zone, for the following reasons: the topography resulting from the scale and proximity of the Port Hills, sunlight access is already limited for topographical reasons, and resultant significant impacts in respect to the enjoyment and comfort of public space. The Lyttelton commercial zone is the focal point of the town and London Street the focal point of the commercial zone. London Street, which runs 20^{o} from north south, has an enclosed, intimate scale and includes eight listed heritage settings and/or items in in the two main blocks between Dublin and Oxford Streets. It is an important civic space, being the location of Albion Square (on which the Lyttelton War Memorial Cenotaph and numerous community events are located) and the weekly Lyttelton Farmers' Market (which supports local producers of food, drinks, plants, craft and entertainment and attracts hundreds of people to the centre). Elsewhere within Lyttelton there are limited spaces to sit, or to congregate, and the comfort of people utilising these spaces is an important element of this. Further, businesses provide outdoor dining and seating at both sides on London Street, and onto Albion Square, adding to the community activity and interest within these public spaces.

6.26.10 Human scale, a unique character and access to sunlight are important components of successful public space. The value (environmentally, socially and economically) of London Street will be compromised by a higher height of adjacent buildings, restricting sunlight access and compromising the character of the commercial zone. In addition to the 12m height limit, a recession plane angle applies to a street block bounded by London Street, Norwich Quay, Canterbury and Oxford Streets. As an NZTA-controlled state highway, Norwich Quay is a wider street accommodating a significant and growing volume of port-generated heavy traffic, single-sided for the majority of its length, with an open outlook to the port and beyond. While the lower ground level than that of London Street suggests taller buildings would be more appropriate within this block, the resulting loss of sunlight to both London Street and Norwich Street result in further compromised public space and less vibrant commercial activity as a result. It is for these reasons – protecting heritage, character and access to sunlight - that building height was and is currently limited to 12m in the Lyttelton commercial zone. Buildings within the commercial centre are predominantly 1 and 2 storey, with recently consented developments proposed up to 3 storeys in height (at the time of writing), with one development proposal consented at 4 storeys plus roof top terrace, adjacent to London Street. Proposals to date, both pre–application (provided to Council in confidence) and those that have been lodged for resource consent, over two storeys have provided for mixed use, with the upper floor(s) for residential, rather than commercial, activity. Where of a higher height, the upper floor levels have been designed to limit visual dominance and overshadowing effects on public space, including by providing light weight or setback upper floors, or visual breaks in the streetscene to the north of London Street. This variety has allowed sunlight to penetrate from the north, and sightlines to the harbour to be retained from the residential (heritage) dwellings located above London Street.

6.26.11 **Impact of lesser enablement under the proposed qualifying matter (s77P 3 (b)) -** The impact that limiting development capacity, building height, or density (as relevant) will have on the provision of development capacity is set out in Table 7 of this report.

6.26.12 **The costs and broader impacts of imposing lesser enablement (s77P 3 (c)) -** The costs and broader impacts of the proposed qualifying matter are assessed in the below s32 evaluation table.

6.26.13 **The specific characteristic that makes the permitted level of development inappropriate (s77R (a)) -** The answers to this assessment are the same as s77P 3 (a)(i) above.

6.26.14 **Reason the characteristic makes the permitted level of development inappropriate makes that level of development (s77R (b)) -** The answers to this assessment are the same as s77P 3 (a)(ii) above.

6.26.15 **Site-specific analysis identifying the sites where the qualifying matter applies (s77R (c) (i)) -** The answers to this assessment are the same as s77R (a) above.

6.26.16 **Site-specific analysis evaluating the specific characteristic on a site-specific basis to determine the geographic area where intensification needs to be compatible with the specific matter (s77R (c) (ii)) -** The answers to this assessment are the same as s77R (a) above.

6.26.17 **Site-specific analysis that evaluates an appropriate range of options to achieve the greatest heights and densities permitted while managing the specific characteristics (s77R (c) (iii)) -** An evaluation of an appropriate range of options are set out in the above s32 evaluation table.

6.26.18 **Requirements if qualifying matter applies (NPS-UD, clause 3.33) -** For similar reasons the proposed changes relating to this issue are considered to also satisfy the assessment requirements of clause 3.33 of the NPS-UD.

Table 32 - Options evaluation for Lyttelton building height restriction			
Option 1 – Apply Policy 3 of the NPS-UD without a qualifying matter	**Option 2 – Preferred change**	**Option 3**	**Option 4**
Option description This option is to implement Policy 3 of the NPS-UD without applying a qualifying matter for Lyttelton building heights.	**Option description** This option is to implement Policy 3 of the NPS-UD with a qualifying matter for Lyttelton building heights. Under this option it is proposed to retain the current maximum building height of 12m and associated provisions.	**Option description** This option is to implement Policy 3 of the NPS-UD with a qualifying matter for Lyttelton building heights. Under this option it is proposed to increase the maximum building height to 14m to align with the Local Centre (Medium) Zone, while retaining (with some alteration) the Lyttelton Town	**Option description** This option is to implement Policy 3 of the NPS-UD with a qualifying matter for Lyttelton building heights. Under this option it is proposed to increase the building height to 14m in line with the Local Centre (Medium) Zone in association with a recession plane to limit the

		Centre statutory design guidelines to manage character.	impact of height on London Street and Albion Square, while retaining (with some alteration) the Lyttelton commercial zone statutory design guidelines to manage character.
Appropriateness in achieving the objectives and higher order documents			
Efficiency – Applying Policy 3 of the NPS-UD to the commercial zone in Lyttelton would allow for the greatest development capacity. However, it would not protect sunlight access, character and heritage values in this area. **Benefits -** The development capacity of the Lyttelton commercial zone is increased given the greater height limit. The increased opportunity for the development of additional floor space may assist development feasibility issues unique to Lyttelton, such as the incidence of long, narrow sites and requirement for archaeological surveys where necessary. **Costs -** Given the generally low built form of predominantly single and double storey buildings in the Lyttelton commercial zone, new development of 14m in height enabled in this location would have greater potential for overshadowing and be visually significant and incongruous with the	**Efficiency –** The proposed approach is efficient in that the benefits in terms of Lyttelton values generally outweigh the development costs, noting that there is a potential consent pathway for buildings that exceed the height limits. **Benefits** - The lower height limit better reflects the community's expectations for the area as expressed through the Lyttelton Master Plan and the District Plan Review of 2017, including: - Location on the steep, southern slopes of the Port Hills and will better provide access to sunlight to mitigate its effect on overshadowing; and - Unique and nationally recognised (by Heritage New Zealand Heritage Pouhere Taonga) character arising from its colonial and Ngāi Tahu cultural heritage, portside location, street and lot layout and eclectic mix of buildings.	**Efficiency –** This option is not an efficient as Option 2 as the costs outweigh the benefits. It would not protect sunlight access, character and heritage values in the Lyttelton commercial zone to the same extent as Option 2. **Benefits -** The development capacity of the Lyttelton commercial zone is increased given the greater height limit. The increased opportunity for the development of additional floor space may assist overcome development feasibility issues unique to Lyttelton, such as the incidence of long, narrow sites and requirement for archaeological surveys where necessary. Greater height (beyond the predominantly 1 and 2 storeys possible now via Resource Consent) is not mutually exclusive of, and need not negate, the form of development within the Lyttelton commercial zone.	**Efficiency –** This option is not an efficient as Option 2 as the costs outweigh the benefits. It would not protect sunlight access, character and heritage values in the Lyttelton commercial zone to the same extent as Option 2. **Benefits -** Controlling height via the recession plane better reflects and is more appropriate to Lyttelton's: - Location on the steep, southern slopes of the Port Hills and will better provide access to sunlight to mitigate its effect on overshadowing. - Core design principle within the commercial zone regarding designing for the microclimate by using setbacks (i.e. on the third level to minimise shadows at street level while providing for outlook to the harbour from residential sites above and to the north of London Street).

existing scale of development. The physical, economic and social impacts of taller developments, more so on public open spaces within the commercial zone than on adjoining residential zones given their location and topography relative to the commercial zone, could be significant on the use and vitality of the commercial activities and community facilities located there. **Effectiveness –** Implements the NPS UD in terms of providing for a building height and density of urban form commensurate with the level of commercial activities and community services within a Local Centre (medium). This approach fails to recognise the unique heritage status, character values and amenity needs of Lyttelton. **Risk of acting/not acting –** The risk of applying Policy 3 of the NPS-UD, without being subject to a qualifying matter, is that there is no certainty that the special values of the Lyttelton commercial zone will be protected. This approach fails to build on the documented understanding (historical planning provisions) that the Lyttelton commercial zone has special characteristics which warrant a different urban form than that in Local Centre	The lower height limit allows for better management of building height and scale via the restricted discretionary activity pathway. The lower height limit will have the additional benefit of providing for outlook to the harbour from sites proposed for Residential Heritage Areas above and to the north of London Street, for which one of the heritage attributes is connection with the harbour, and prominence of dwellings in respect to views from elsewhere. The restricted discretionary activity status is enabling and allows for consideration of higher heights than those permitted in association with the retention of character and/or heritage values. **Costs -** The development capacity of buildings in the Lyttelton town centre would be lower than Local (medium) Centre Zones elsewhere in the city (by 2m, or potentially 1 storey). The economic benefits of an additional storey in height providing for a greater development capacity within the Lyttelton commercial zone are compromised, to a limited extent, and may have a limited effect on the	**Costs -** Given the generally low built form of predominantly single and double storey buildings in the Lyttelton commercial zone, new development of 14m in height enabled in this location would have greater potential for overshadowing and be visually significant and incongruous with the existing scale of development. The physical, economic and social impacts of taller developments, more so on public open spaces within the commercial zone than on adjoining residential zones given their location and topography relative to the commercial zone, could be significant on the use and vitality of the commercial activities and community facilities located there. **Effectiveness –** Implements the NPS UD in terms of providing for a building height and density of urban form commensurate with the level of commercial activities and community services within a neighbourhood centre/the Commercial Banks Peninsula Zone, however, falls short in terms of meeting the objective about providing a well-functioning urban environment.	**Costs -** The development capacity of buildings in the Lyttelton commercial zone is lower than that for the Local (medium) Centres than elsewhere. The economic benefits of providing for a greater development capacity within the Lyttelton commercial zone is compromised and may affect the wider economic growth of the city as a whole. The current height limit is lower than that which will be enabled in adjacent high-density residential areas that will lead to an incongruous and illegible urban form. Controlling height via the recession plane: - Is a less transparent and potentially more complex (and expensive) means (for both developers and Council's Resource Consents staff) of doing so. - Does not provide a height limit per se, other than the intersection of the upper ends of the recession planes, which could potentially be higher than both 12m or 14m depending on the size of the site (larger sites, including any resulting from the amalgamation of yet to be redeveloped sites on Norwich

Zones elsewhere. This may result in the irreversible compromise of those special characteristics.	wider economic growth of the city as a whole. **Effectiveness –** This option is effective in respect to s6 matters and the retention of character values, but less so in meeting the NPS UD in terms of providing for a building height and density commensurate with a Local (medium) Centre Zone, found elsewhere in Christchurch city. However, the restricted discretionary activity status is enabling in recognising the opportunity for additional height (as illustrated in Appendix 3). As such it meets aspects of Policy 3 of the NPS UD, but not all, and does meet the direction of Policy 4. **Risk of acting/not acting –** The risk of applying Policy 3 of the NPS-UD, without being subject to a qualifying matter, is that there is no certainty that the special values of the Lyttelton commercial zone will be protected. Potential loss of social, heritage and character values.	**Risk of acting/not acting –** The risk of applying Policy 3 of the NPS-UD, without being subject to a qualifying matter, is that there is no certainty that the special values of the Lyttelton commercial zone will be protected. This approach fails to build on the documented understanding (historical planning provisions) that the Lyttelton commercial zone has special characteristics which warrant a different urban form than that in neighbourhood centres/Commercial Banks Peninsula Zones elsewhere. This may result in the irreversible compromise of those special characteristics.	Quay, could potentially build higher than 12m or 14m). - Could result in development contrary to the core design principles identified with respect to the Lyttelton commercial zone on page 99 of the Lyttelton Master Plan and with an adverse effect on building form relative to that of existing development. **Effectiveness –** This option may be effective in meeting the NPS UD in terms of providing for a building height and density of urban form commensurate with the level of commercial activities and community services within a neighbourhood centre/the Commercial Banks Peninsula Zone. However, it may fall short in terms of meeting the objective about providing a well-functioning urban environment, given its potentially adverse effect on the scale and built form of the Lyttelton commercial zone. **Risk of acting/not acting –** The risk of applying Policy 3 of the NPS-UD, without being subject to a qualifying matter, is that there is no certainty that the special values of

			the Lyttelton commercial zone will be protected. This approach fails to build on the documented understanding (historical planning provisions) that the Lyttelton commercial zone has special characteristics which warrant a different urban form than that in neighbourhood centres/Commercial Banks Peninsula Zones elsewhere. This may result in the irreversible compromise of those special characteristics.
Recommendation: Option 2 is recommended as it is the most appropriate way to achieve the applicable statutory requirements, including giving effect to the objectives of the District Plan and higher order direction.			

6.27 Victoria Street Building Height Section 32 evaluation

6.27.1 **Identification and spatial extent of the Victoria Street height limit** – This qualifying matter relates to buildings adjoining Victoria Street.

6.27.2 **Issue:** The Victoria Street precinct (from Kilmore/Durham Street corner) is distinct from the rest of the commercial core. The characteristics of the street (a single linear projection from the consolidated commercial core) and its surrounding residential zoning (rather than broader commercial uses) signal that a lower height limit would be more appropriate in this location, providing better outcomes in terms of visual impact, shading and built form. Both the current District Plan (post-earthquake) and earlier City Plan provided for lower heights in this area. The intensification of development may result in less consolidated, weakened cluster/mass of form around the core central city. The Victoria Street building height is not specifically identified as a qualifying matter by the Act and requires assessment as an 'other matter' under s77O (j) and will be assessed under s77P, and s77R. The table below summarises the assessment of costs and benefits for each option based on their anticipated environmental, economic, social, and cultural effects. It also addresses the efficiency and effectiveness of the option and the risk of acting or not acting. Following the table for each issue is an assessment of the proposed change in respect of the additional relevant assessments required in the Act for qualifying matters in residential zones and/or in non-residential zones (Part 5, sub-part 3) and in the NPS-UD (Clause 3.33). The assessment is supported by the information obtained through technical reports, and consultation.

6.27.3 **Additional assessment under the Act (Sections 77I – 77R) and the NPS-UD (Clause 3.33) -** As noted above, the Victoria Street building height is not specifically identified as a qualifying matter by the Act and requires assessment as an 'other matter' under s77O (j) and will be assessed under s77P, and s77R.

6.27.4 **Reason the area is subject to a qualifying matter (s77P 3 (a)(i)) -** A lower height limit than the 90m height limit that will be applied to be rest of the city centre zone – specifically, 45m – is appropriate to reflect the longstanding fact that the Victoria Street precinct is a distinct and separate area from the rest of the Commercial City Central Business zone. The characteristics of the street (a single linear projection from the consolidated commercial core) and its surrounding residential zoning (rather than broader commercial uses) signal that a lower height limit would be more appropriate in this location, providing better outcomes in terms of visual impact, shading and built form.

6.27.5 The height limit in the Victoria Street precinct (from Kilmore/Durham Street corner) is currently 17m, contrasting with the 28m height limit in the wider Central City core. In the earlier City Plan, the height limit in Victoria Street was part of the 'Fringe' area and had a 30m height limit as opposed

to the 40/45/80m limits in the core. It is also notable that the District Plan's Central City core overlay excludes the Victoria Street precinct but includes the core Central City Business zone. The Core Overlay requires high quality urban design and active frontages.

6.27.6 **Reason the qualifying matter is incompatible with the level of development permitted (s77P 3 (a)(ii)) -** The Victoria Street precinct is distinct from the rest of the Commercial Core. It is a relatively narrow strip of Commercial Core zoning which projects to the north west of the core and is surrounded by residential uses. It has an established history of lower height limit provisions than the rest of the Commercial Core area and can be considered significantly separate from the main concentration of development in the City Core. Given the Victoria Street precinct's ribbon form it will continue to have lower scale buildings on either side (even with higher density enablement) and therefore the visual impact of any tower developments within it needs to be considered, given their potential not to be absorbed into the City Centre cluster. In addition the shading and visual impact of any towers in this location must be considered, in terms of their effects on the adjacent residential zones.

6.25.7 **Impact of lesser enablement under the proposed qualifying matter (s77P 3 (b)) -** The impact that limiting development capacity, building height, or density (as relevant) will have on the provision of development capacity is set out in Table 7 of this report. The impact of the qualifying matter on development capacity resulting from taking a 45m height limit approach in Victoria Street is 257,059sqm.

6.25.8 The addresses of the sites proposed to be subject to the lower height limits are:

Rationale: Victoria Street - City centre built form and legibility	
1/132,1/55,101,104,106,113,118, 122, 123, 126, 131, 133, 134, 137,138,143,145,148,149,155,159,167,169,171,177,179,183,2H-91,30,31,50,51,53,60,62,63,65,66,67,73,74,76,77,83,94,98,N/91	Victoria Street
1-388,366,376,384	Montreal Street
25,39,51,52	Peterborough Street
28	Bealey Ave
17	Dorset Street

6.25.9 **The costs and broader impacts of imposing lesser enablement (s77P 3 (c)) -** The costs and broader impacts of the proposed qualifying matter are assessed in the below s32 evaluation table.

6.25.10 **The specific characteristic that makes the permitted level of development inappropriate (s77R (a)) -** The answers to this assessment are the same as s77P 3 (a)(i) above.

6.25.11 **Reason the characteristic makes the permitted level of development inappropriate makes that level of development (s77R (b)) -** The answers to this assessment are the same as s77P 3 (a)(ii) above.

6.25.12 **Site-specific analysis identifying the sites where the qualifying matter applies (s77R (c) (i)) -** The answers to this assessment are the same as s77R (a) above.

6.25.13 **Site-specific analysis evaluating the specific characteristic on a site-specific basis to determine the geographic area where intensification needs to be compatible with the specific matter (s77R (c) (ii)) -** The answers to this assessment are the same as s77R (a) above.

6.25.14 **Site-specific analysis that evaluates an appropriate range of options to achieve the greatest heights and densities permitted while managing the specific characteristics (s77R (c) (iii)) -** An evaluation of an appropriate range of options are set out in the table in the below s32 evaluation table. Modelling assessments have been undertaken for Victoria Street. When building heights in the Victoria Street precinct are enabled at 90m, it presents as an extension in built form from the remainder of the more consolidated core city centre. There is a significant contrast between the Victoria Street precinct and its immediate residential setting. There is less of an impact on the consolidated city centre at 60m but it is still visually significant and impacts negatively upon the legibility of the city centre in terms of urban form. It is considered 45m is a proportionate height response both in relation to the surrounding residential context and in terms of a transitional response between 90m in the consolidated central city and the surrounding lower height zones. It is considered the most suitable approach in order to support the legibility of the city centre and provides an appropriate transition in terms of urban form between the rest of the city centre and the surrounding uses and their respective built form provisions.

6.25.15 **Requirements if qualifying matter applies (NPS-UD, clause 3.33) -** For similar reasons the proposed changes relating to this issue are considered to also satisfy the assessment requirements of clause 3.33 of the NPS-UD.

Table 33 – Options evaluation for Victoria Street building height restriction		
Option 1 – Apply Policy 3 of the NPS-UD without a qualifying matter	**Option 2 – Preferred change**	**Option 3 - Proposed change with alternative lower height limit (60m)**
Option description This option is to implement Policy 3 of the NPS-UD without applying a qualifying matter for building height in Victoria Street.	**Option description** This option is to implement Policy 3 of the NPS-UD with a qualifying matter for building height in Victoria Street. Reflects a 45m height limit along Victoria Street.	**Option description** This option is to implement Policy 3 of the NPS-UD with a qualifying matter for building height in Victoria Street. Reflect the option to enable development up to 60m along the Victoria Street precinct. This is a lower height limit than that anticipated in the wider

		City Centre zone but higher than the preferred 45m limit.
Appropriateness in achieving the objectives and higher order documents		
Efficiency – Applying Policy 3 of the NPS-UD to the commercial zone in Victoria Street would allow for the greatest development capacity. However, it would not protect sunlight access and character in this area. The development capacity of the City Centre zone – including the Victoria St precinct – is increased given the greater height limits and therefore increased opportunity for the development of additional floor space. The Victoria Street precinct area has a slightly different appeal to that of the core city centre and therefore provides an additional offer to the development market for higher density developments within the central city. The shape of the Victoria Street precinct (a ribbon like projection from the rest of the city centre zone) means that very tall towers would be enabled in this location. These would be visually significant and incongruous with the rest of the consolidated City Centre zone (a more compact, block-like area). The urban form resultant from this Option would not align with the strategic objective on Urban Growth, Form and Design as well as other options. The resultant built form would have a less consolidated, weakened cluster/mass of form around the core central city. The impact of tall tower developments on adjacent residential uses (which would themselves be limited to 10 storeys) would be significant. Applying the very high height limits	**Efficiency –** The proposed approach is efficient in that the benefits in terms of Victoria Street values generally outweigh the development costs, noting that there is a potential consent pathway for buildings that exceed the height limits. Better reflects that fact that the Victoria Street precinct is a fringe area of the core city centre. This has long been established and documented through planning documents and earlier planning provisions (reduced height enablement in this area). The lower height limit will have an improved relationship with adjacent residential development in terms of height/scale and legibility of urban form. The urban form outcomes better reflect the concept of a consolidated city centre core where massing of height is centralised rather than spilling out into finger like projections (as would be the case for the Victoria Street precinct). Property values may be higher as they would be less likely to be devalued by overshadowing. There could be an improved living environment resulting from greater access to sunlight with respective impacts on warming homes. Restricts development capacity within the city centre zone from the proposed maximum (as Victoria Street could theoretically assume 90m). Could compromise the development rights of owners along Victoria Street land with potential for reductions in land/property values (although this	**Efficiency –** This option is not an efficient as Option 2 as the costs outweigh the benefits. It would not protect sunlight access, and character values in Victoria Street to the same extent as Option 2. Better reflects that fact that the Victoria Street precinct is a fringe area of the core city centre although to a lesser degree than achievable in Option 3. This has long been established and documented through planning documents and earlier planning provisions (reduced height enablement in this area). The slightly lower height limit will have an improved relationship with adjacent residential development in terms of height/scale and legibility of urban form. The urban form outcomes better reflect the concept of a consolidated city centre core where massing of height is centralised rather than spilling out into finger like projections (as would be the case for the Victoria Street precinct). Property values may be higher as they would be less likely to be devalued by overshadowing. This would be to a lesser degree then for Option 2. There could be an improved living environment resulting from greater access to sunlight with respective impacts on warming homes. This would be to a lesser degree then for Option 2. Reduces the development capacity within the city centre zone (though not as much as in Option 2). Could compromise the development rights of owners

within the Victoria Street precinct would not fit well with the concept of a consolidated, legible city centre in terms of urban form. Demand for taller buildings within the core City Centre (defined in various planning documents) may be compromised by the ability to attain equivalent development forms in the Victoria Street precinct. **Effectiveness –** Implements the NPS UD in terms of providing significant development capacity in the city centre however, falls short in terms of meeting the objective about providing a well-functioning urban environment. **Risk of acting/not acting –** The risk of applying Policy 3 of the NPS-UD, without being subject to a qualifying matter, is that there is no certainty that the special values of Victoria Street will be protected. This approach fails to build on the documented understanding (historical planning provisions) that the Victoria Street precinct is suitable for a different urban form than that in the rest of the city centre. This would fail to respect the acknowledged understanding of a well-functioning urban environment and urban form in this location.	could be countered by the realisation of additional values in areas of the Square where sunlight will be retained and thereon activities in those buildings are more economically viable e.g. cafes with outdoor seating). Reduces the scope for economic growth in the Victoria Street precinct that may affect the economic growth of the city centre as a whole. **Effectiveness –** This is the most effective option in terms of meeting the NPS UD directive to provide as much development capacity as possible in the city centre but also provides for a well-functioning urban environment, while appropriately reflecting the qualifying matter. This reflects the fact that the geography of Victoria Street is inconsistent with the concept of a consolidated city centre where building heights are maximised and there is a compact but significant (in terms of heights) urban form. Lower height limits in this area more effectively address the context of other uses in this area (adjacent residential zoning) and the legibility of a core city centre area where the highest heights are enabled and there is a transition of heights as the distance from the core increases. The impact of reduced development capacity is approximately only 4.3% and, on balance, this reduction is not considered an issue given the significant provision across the rest of the City Centre zone. It is considered that, on balance, the merits of enabling a consolidated urban form for the City Centre and supporting a well-	of city centre zoned land (though to a lesser degree than in Option 3). Reduces the scope for economic growth in Victoria Street that may affect the economic growth of the city centre as a whole. **Effectiveness –** This option is somewhat effective at balancing the need to provide as much development capacity as possible in the city centre but also to meet the objective of a well-functioning urban environment. The lower height limit assists in enabling identification of the city centre as the core where built form is maximised and the urban form pattern is legible in terms of the transition to the outer city centre areas. 60m is still a very high height limit and the difference between 60m and the central city height limit (90m) is not particularly significant in terms of making a clear distinction in urban form terms. The impact of reduced development capacity (60m rather than 90m) is approximately 2.6%. This reduction is considered minimal given the significant development capacity provision across the rest of the City Centre zone. Overall however, the merits of a reduced 'loss of development capacity' (as compared to the 4.3% at 45m) does not compensate for the extra negative impacts on the urban form (prominence of 60m and impact on consolidation) and the surrounding residential area (60m tower will have a higher negative impact than 45m).

	functioning urban environment in relation to the relationship of Victoria Street with the adjacent residential area, outweighs the small loss of development capacity in this area. **Risk of acting/not acting –** The risk of applying Policy 3 of the NPS-UD, without being subject to a qualifying matter, is that there is no certainty that the special values of Victoria Street will be protected. This is the most suitable approach as concluded by the technical work undertaken. There may be other options (potentially a more bespoke mix of heights along the Victoria Street precinct) which could provide a better balance in terms of increased the development capacity in this area whilst also retaining a well-functioning urban environment.	**Risk of acting/not acting –** The risk of applying Policy 3 of the NPS-UD, without being subject to a qualifying matter, is that there is no certainty that the special values of Victoria Street will be protected. This is one alternative option (as concluded by the brief technical work undertaken) however there may be other heights which should be considered. These other options (potentially a more bespoke mix of heights along the Victoria Street precinct) could provide a better balance in terms of increased development capacity and the retention of a well-functioning urban environment.
Recommendation: Option 2 is recommended as it is the most appropriate way to achieve the applicable statutory requirements, including giving effect to the objectives of the District Plan and higher order direction.		

6.28 Waste Water Constraint Area Section 32 evaluation

6.28.1 **Identification and spatial extent of the Waste Water Constraint Area** – This qualifying matter relates to residential areas in Aranui, Shirley and Prestons serviced by a vacuum sewer system and spatially identified on the proposed Planning Maps Qualifying Maps Series D.

6.28.2 **Issue:** Areas in Aranui, Shirley and Prestons are serviced by vacuum sewer systems that are at or near capacity. The intensification of development that would be required to be enabled by the Act and the NPS-UD could not be accommodated by those systems. The current District Plan has controls in place for subdivision undertaken in areas where the wastewater system is constrained (8.4.1.3 and 8.6.8). However, these controls do not extend to intensification of development on existing sites where subdivision is not proposed. The required MDRS rules do not limit either subdivision or development where there is little or no capacity in the wastewater system. The wastewater gravity networks in Shirley and Aranui were significantly damaged in the 2010/2011 Canterbury earthquakes. Following the earthquakes, the Stronger Christchurch Infrastructure Rebuild Team (SCIRT) was funded to restore the infrastructure networks to meet levels of service like-for-like prior to the earthquakes. Options considered were gravity system replacement, enhanced gravity system, vacuum sewer system and pressure sewer system and multi-criteria analysis was undertaken to determine the preferred option. In both Aranui and Shirley, the vacuum sewer option achieved the highest score and was approved and implemented. At the same time, it was concluded that the greenfield development being undertaking at Prestons should be developed as a vacuum sewer catchment.

6.28.3 The vacuum sewer systems in Aranui and Shirley were designed post-earthquake to accommodate wastewater flows from existing dwellings and from future development based on the land zoning and density standards of the operative Christchurch City Plan at the time. Since then, adoption of the replacement Christchurch District Plan has increased permissible densities. The density of dwellings granted resource consent in recent years has been higher than the density the vacuum sewer systems were originally designed for, causing issues for system performance. A comparison by Council's Asset Management: Water and Wastewater team (Asset Management Team), between the dwellings considered under the original design and the currently existing dwellings, shows that in Shirley two arms exceed the design capacity and one arm is close to design capacity, ranging between 99% and 127% of the original design. In Aranui, the six arms are between 78% and 104% of design capacity. There are currently 2,807 dwellings in Aranui connected to the vacuum sewer system, and 862 dwellings in Shirley. As of July 2022, there are 1,685 properties (so far) in Prestons connected to the vacuum sewer network.

6.28.4 The significant operational issues experienced in the Shirley and Aranui systems during wet weather are an indicator that inflow and infiltration (I&I) of stormwater/groundwater from private property laterals into the vacuum sewer network is an issue. I&I increases the operational burden on the vacuum sewer system. Where flows exceed the design allowance for I&I, the air to liquid ratio in the vacuum main decreases and eventually the mains become waterlogged. This results in sluggish system performance and leads to reduced or total loss of service in parts of the catchment. It can take many days and sometimes weeks for the systems to recover back to normal operating parameters after a wet weather event, and a high onsite operational staff presence to resolve.

6.28.5 This loss of service is resulting in an increased risk to public health, and increased maintenance and operational costs for Council. In wet weather events public health effects are associated with the potential increases of wastewater overflowing onto the street and footpaths in the Shirley system (since these vacuum chambers are designed to overflow) and wastewater backing up into private homes in the Aranui system (since these vacuum chambers are fully sealed). This is currently occurring on average twice per year. The Prestons system still has limited capacity as the subdivision is still being completed, therefore no overflows are being experienced in this system yet. The Prestons system has been designed to accommodate the level of low density development associated with the existing Masterplans for each arm of the vacuum sewer system in this area.

6.28.6 As the existing vacuum sewer wastewater infrastructure in Shirley and Aranui is near or at capacity, it cannot support the density of development required to be provided for under the MDRS and Policy 3 of the NPS-UD without upgrading the system. If intensification were to occur in these areas, the issues currently experienced in wet weather are expected to occur more frequently and/or during normal operations. This has implications for the integration of infrastructure to provide for increased development. In the case of the Prestons system, this was designed for greenfield development densities (i.e. relatively low density development), and so can accommodate low-density housing on the remaining vacant lots, but cannot accommodate any intensification on existing sites. The technical report *Draft Plan Change 14: Technical Report on Vacuum Sewer Systems as Qualifying Matter* accompanying this S32 report includes a description of how the loss of service in the vacuum sewer system results in increased maintenance and operational costs.

6.28.7 The planning framework of the operative Christchurch District Plan has controls in place for subdivision in areas where the wastewater system is constrained (8.4.1.3 and 8.6.8). However, these controls do not extend to intensification of development on existing sites where subdivision is not proposed. These intensification applications have been receiving resource consent but are then prevented from proceeding to construction at the building consent stage, resulting in frustration and financial losses for applicants due to expectations of development that cannot be realised.

6.28.8 **Background to option selection** - The technical report accompanying this s32 assessment includes the identification and an assessment of alternative options to manage the constraints outlined above in the short and medium terms. This assessment confirmed that neither on-site wastewater systems, nor conventional local pressure sewer systems (with tanks either located on private property or on Council land) or wastewater gravity networks are feasible options. As discussed in the technical report, on-site wastewater systems in an urban area would not meet the requirements of the Canterbury Land and Water Regional Plan. Local pressure systems are unsuitable for a large-scale roll-out or as a full system replacement including because of costs, private property requirements and design constraints. Wastewater gravity networks have been previously assessed as providing insufficient resilience for future earthquakes. There is no feasible short- or medium-term option to alleviate the existing vacuum sewer constraint. There may be options in the long-term to address the constraint on development of the vacuum sewer system. Such an option is considered in this assessment. However, these would require substantial upgrades of the vacuum sewer system and these are not currently identified or funded in the Long Term Plan. Accordingly there are no immediately feasible alternatives to providing wastewater infrastructure in Shirley, Prestons and Aranui.

Theoretical development potential enabled by MDRS and NPSUD Policy 3

6.28.9 MDRS: Prestons and Aranui - The Medium Density Residential Standards included in the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021 allow for three residential units up to three storeys to be constructed on a site as a permitted activity. In addition, subdivision provisions must be consistent with the level of development permitted under MDRS and provide for subdivision as a controlled activity. Based on these MDRS provisions, CCC estimates that the theoretical achievable density if MDRS were fully implemented is approximately one dwelling per 100 m^2. CCC proposes to zone Prestons and Aranui as Medium Density Residential (MRZ). Based on the estimated achievable density, theoretical development potential in Prestons could increase by approximately 5,200 dwellings, from approximately 1,400 dwellings under the current District Plan provisions, to approximately 6,600 dwellings under MDRS provisions. Similarly, theoretical development potential in Aranui could increase by approximately 10,300 dwellings, from approximately 2,600 dwellings under the current District Plan provisions, to approximately 12,900 dwellings under MDRS provisions. This represents approximately 100 dwellings per hectare.

6.28.10 NPSUD Policy 3: Shirley - The National Policy Statement on Urban Development 2020 (NPSUD) introduced a requirement under Policy 3(d) for district plans to enable increased densities in areas within and adjacent to neighbourhood centres, local centres and town centres. Shirley is serviced by The Palms Shopping Centre, which is considered to be a town centre and therefore Policy 3(d) of the NPSUD applies. As such high density development would otherwise be appropriate for Shirley in the form of up to six storey apartment development, which could yield up to one dwelling per 50 m^2. On this basis theoretical development potential in Shirley could increase by approximately 5,000 dwellings, from approximately 1,000 dwellings under the current District Plan provisions, to approximately 6,000 dwellings under NPSUD Policy 3 provisions. This represents approximately 200 dwellings per hectare.

6.28.11 Theoretical development potential summary - Overall, it is estimated that the total level of theoretical development potential enabled by the MDRS in Prestons and Aranui and NPSUD Policy 3 in Shirley is approximately 20,500 dwellings. This is the difference between development potential of approximately 5,000 dwellings under current District Plan provisions and approximately 25,500 dwellings under MDRS and NPSUD Policy 3.

6.28.12 **Vacuum Sewer upgrade costs** - The current Aranui vacuum sewer system is designed for 11 to 29 dwellings per hectare, while the Shirley system is designed for 10 to 16 dwellings per hectare. CCC's Asset Management: Water and Wastewater team prepared non-engineered rough cost estimates for upgrading the Shirley and Aranui sewer systems (included in the technical report supporting this s32 assessment) to support the theoretical development potential in Aranui and Shirley. These are summarised in the figures below, which are extracts from the technical report.

I&I Strategy	50% private I&I reduction		No private I&I reduction	
Development Density	70 HH/ha	100 HH/ha	70 HH/ha	100 HH/ha
Required Capacity	Capacity x3	Capacity x4	Capacity x5	Capacity x8
Rough Cost	≈ $35 million	≈ $50 million	≈ $60 million	≈ $100 million

Figure 18: Shirley: Non-engineered Cost Estimates

I&I Strategy	50% private I&I reduction		No private I&I reduction	
Development Density	70 HH/ha	100 HH/ha	70 HH/ha	100 HH/ha
Required Capacity	Capacity x2	Capacity x3	Capacity x5	Capacity x7
Rough Cost	≈ $75 million	≈ $115 million	≈ $200 million	≈ $280 million

Figure 19: Aranui: Non-engineered Cost Estimates

6.28.13 **Feasible development potential -** Whilst the theoretical development potential for Shirley, Prestons and Aranui is a combined 20,500 dwellings, Council has also undertaken a feasibility and demand assessment of development potential in these suburbs (described in Table 6 and 7 of this s32 report). The feasibility and demand assessment considered four growth scenarios and concluded that, across all scenarios, the maximum feasible development potential is approximately 4,100 dwellings. However, the predicted demand is less than 10%, as described in the table below. Both figures are considerably lower that the theoretical development capacity in these suburbs.

Table 6.28. 13 Feasibility and demand assessment – Prestons, Shirley and Aranui suburbs

OVERALL – across scenarios	Average feasible units	***Minimum demand***	***Maximum demand***
Prestons	36	0	72
Shirley	1,281	2	103
Aranui	2,816	-6	184
TOTAL:	**4,133**	**-4**	**359**

6.28.14 The estimated costs of an upgrade to provide additional capacity to meet demand are outlined at **Error! Reference source not found.**8.14 below, based on the following:

- Existing estimated density in Shirley and Aranui of 15 hh/ha.
- Future average estimated additional density of 7hh/ha in Shirley and 13 hh/ha in Aranui. This is based on Council's growth scenarios for the number of feasible units.
- Proportion of rough-order costs from the Asset Planning Team to create capacity, from the table above above. In this case the costs for 70hh/ha have been divided by the increase in density.

Table 6.28.14 Theoretical cost assignment expected for various scenarios

	Aranui - Additional ~13 dwellings/hectare	**Shirley –** Additional ~7 dwellings/hectare
	Maximum realisable demand – 184 hh	Maximum realisable demand - **103 hh**
50% private I&I reduction	$14 million/184 dwellings = ~$77,000 per dwelling	$3.5 million/103 dwellings = ~$34,000 per dwelling
No I&I reduction	$37 million/184 dwellings = **~$205,000 per dwelling**	$6 million/103 dwellings = ~**$58,000 per dwelling**

6.28.15 Achievement of I&I reductions relies on private property owners upgrading laterals on their properties. There is no timeframe for achieving this reduction or confidence in the potential percentage reduction. Accordingly, the higher costs per dwelling have been used in the s32 assessment. Whilst Council has identified the potential rough-order costs to upgrade the vacuum sewer system to accommodate intensified development in Aranui and Shirley, there is no provision in the Council's Long Term Plan 2021-2031 to resolve this capacity issue. Advice from Council's Asset Planning Team is that the cost of upgrading the vacuum sewer system is more than CCC's current 10-year LTP funding for wastewater upgrades for the entire city.

6.28.16 **Evaluation of objectives -** Section 32 requires an evaluation of the extent to which the objectives of the proposal are the most appropriate way to achieve the purpose of the Act (s32(1)(a)). The plan change proposes to amend 8.2.3 Objective - Infrastructure and transport of the Plan. This section of the report, therefore, examines whether the proposed amendments to the objective are the most appropriate way to achieve the purpose of the Act. The objective also give effect to higher order direction. In this case that includes the direction on intensification in the Act itself, the NPS-UD, the CRPS, and the relevant objectives set out in Chapter 3 Strategic Directions. The directions in the Act and the NPS-UD to provide for intensification, except where lesser development is justified by a qualifying matter has been discussed earlier. The CPRS seeks the following;

Objective 6.2.1;
Recovery, rebuilding and development are enabled within Greater Christchurch through a land use and infrastructure framework that: …
9. integrates strategic and other infrastructure and services with land use development; …

Policy 6.3.5
Recovery of Greater Christchurch is to be assisted by the integration of land use development with infrastructure by: …
2. Ensuring that the nature, timing and sequencing of new development are co-ordinated with the development, funding, implementation and operation of transport and other infrastructure in order to:
a. optimise the efficient and affordable provision of both the development and the infrastructure;
b. maintain or enhance the operational effectiveness, viability and safety of existing and planned infrastructure; …
e. ensure new development does not occur until provision for appropriate infrastructure is in place;
3. Providing that the efficient and effective functioning of infrastructure, including transport corridors, is maintained, …
5. Managing the effects of land use activities on infrastructure, … .

6.28.17 For the purposes of changing the District Plan, Rule 3.3.a (Interpretation) of the District Plan imposes an internal hierarchy for the District Plan objectives. Strategic Directions objectives 3.3.1 and 3.3.2 have relative primacy whereby all other Strategic Directions objectives are to be expressed and achieved in a manner consistent with those objectives. Of relevance to this change, Objective 3.3.2 ii. seeks objectives and policies that clearly state the outcome intended.

6.28.18 Furthermore, objectives and policies in all other chapters of the District Plan are to be expressed and achieved in a manner consistent with the Strategic Directions objectives. In this case Objective 3.3.7 - Urban growth, form and design seeks;

A well-integrated pattern of development and infrastructure, a consolidated urban form, and a high quality urban environment that:
a. …
ix. Promotes the safe, efficient and effective provision and use of infrastructure, including the optimisation of the use of existing infrastructure; and
x. Co-ordinates the nature, timing and sequencing of new development with the funding, implementation and operation of necessary transport and other infrastructure.

Objective	Summary of Evaluation
Option 1 – Objective 8.2.3 with addition limiting intensification to the capacity of vacuum sewer infrastructure	a. This option, with the addition proposed, recognises the very limited capacity for areas serviced with vacuum sewer systems to accommodate the level of intensification otherwise anticipated by the Act and NPS-UD. In Shirley and Aranui the systems are effectively at or beyond capacity. In Prestons the system only has capacity for the considerably lower development currently provided for in the District Plan.

8.2.3 Objective - Infrastructure and transport a) Subdivision design and development promotes efficient provision and use of infrastructure and transport networks. b) A legible, well connected, highly walkable, and comprehensive movement network for all transport modes is provided. c) Outside the Central City, land is set aside for services which can also be used for other activities, such as pedestrian or cycle ways. d) **Development and intensification in the areas with vacuum sewer system constraints does not increase wastewater volumes in the existing system, unless it can be accommodated within the existing system capacity.**	b. Upgrading the vacuum sewer is the only option that could provide increased capacity to service increased development potential. Although some limited capacity may be achieved through the reduction of on-site I&I, this may also be needed to reduce sewer overflows and the adverse environmental effects that result. c. There is no current provision for upgrading the vacuum sewer systems in the Council's Long Term Plan. Initial indications are that such an upgrade, with the significant up-front costs involved, is likely to raise questions about the viability of intensification and the fiscally responsibility of the Council in undertaking such an upgrade, particularly on the basis of the expected demand. d. The addition the objective seeks to ensure the nature and timing of development is integrated and co-ordinated with the constraints of the sewer infrastructure capacity in these areas, by only providing for development that does no increase wastewater volumes in the existing systems, or where it can be confirmed that the systems have the necessary capacity. It ensures new development does not occur until provision for appropriate infrastructure is in place. e. It helps avoid adverse economic effects that might arise if people purchase land, or plan developments, on the basis that the land is available for MDRS intensification, or more in the case of Shirley, only to find they cannot obtain building consent because of lack of infrastructure. f. It also helps to avoid the Christchurch community, through the Council, having to make significant investments in infrastructure with limited recovery of costs. g. It may appear to reduce housing availability and choice, or increase costs for such development, that housing may never have been a reality considering the ability of the Council to refuse connections to sewer systems that are at capacity, and that building consents could not be granted if development is unable to be adequately serviced. h. It clearly expresses the outcome intended in terms of development in areas which are serviced by vacuum sewers.
Option 2 - No recognition that intensification will be limited in areas with vacuum sewer infrastructure	a. It may appear to increase housing availability and choice, but that housing may never have been a reality considering the ability of the Council to refuse connections to sewer systems that are at capacity, and that building consents could not be granted if development is unable to be adequately serviced. b. No recognition of the very limited capacity for areas serviced with vacuum sewer systems to accommodate the level of intensification otherwise anticipated by the Act and NPS-UD. In Shirley and Aranui the systems are

Objective 8.2.3 - Infrastructure and transport, without an additional outcome in respect of vacuum sewer system areas	effectively at or beyond capacity. In Prestons the system only has capacity for the considerably lower development currently provided for in the District Plan. c. No recognition that the areas serviced by vacuum sewers have no other option that could provide increased capacity to service increased development potential, except through very expensive upgrades of such systems and possibly to a limited extent through the reduction of on-site I&I. d. Does not ensure the nature and timing of development is integrated and co-ordinated with the constraints of the sewer infrastructure capacity in these areas. Nor does it ensure new development does not occur until provision for appropriate infrastructure is in place. e. Potentially will result in adverse economic effects where people purchase land, or plan developments, on the basis that the land is available for MDRS intensification, or more in the case of Shirley, only to find they cannot obtain building consent because of lack of infrastructure. f. It does not clearly expresses the outcome intended in terms of development in areas which are serviced by vacuum sewers.
Recommendation: Option 1 (Objective 8.2.3 with addition limiting intensification to the capacity of vacuum sewer infrastructure) better ensures the integration and co-ordination of the nature and timing of development with infrastructure, ensuring new development does not occur until provision for appropriate infrastructure is in place. It optimises the efficient and affordable provision of development and infrastructure and better assists in maintaining and enhancing the operational effectiveness of infrastructure. It clearly expresses the outcome intended in terms of development in areas which are serviced by vacuum sewers. As such it is considered to be the most appropriate to achieve the purpose of the Act.	

6.28.19 **Reasonably practicable options for provisions** - In considering reasonably practicable options for achieving the objectives of the Plan and the relevant higher order directions, the following options for policies and rules have been identified. Taking into account the environmental, economic, social and cultural effects, the options identified were assessed in terms of their benefits, and costs. Based on that, the overall efficiency and effectiveness of the alternative options was assessed.

6.28.20 Option 1 – Status quo - Implement MDRS and NPSUD Policy 3 without a qualifying matter limiting subdivision and permitted activity development of up to 3 residential units in the Prestons and Aranui waste water constraint areas, and multi-unit development up to six storeys in the Shirley vacuum sewer system constraint area. The MDRS subdivision rules in clauses 3, 7 and 8 of Schedule 3A of the RMA would apply.

6.28.21 Option 2 – Apply the MDRS and NPSUD Policy 3 intensification, but with a qualifying matter for subdivision and for development of up to 3 residential units in the Prestons and Aranui vacuum sewer system constraint areas, and multi-unit development up to six storeys in the Shirley vacuum sewer system constraint area. The qualify matter for subdivision would be the retention of the existing subdivision rules relating to wastewater (8.4.1.3 and

8.6.8). The qualifying matter for development would only allow, as a permitted activity, new activities or the expansion of activities beyond existing activities that do not discharge wastewater into the vacuum sewer. New development that does discharge wastewater into the vacuum sewer would require a resource consent for a Restricted Discretionary Activity, with the assessment based on whether there is system capacity and the effect of the development on the system.

6.28.22 Option 3 – Apply the MDRS and NPSUD Policy 3 intensification, but with a qualifying matter for subdivision and for development for up to 3 residential units in the Prestons and Aranui vacuum sewer system constraint areas, and multi-unit development up to six storeys in the Shirley vacuum sewer system constraint area. In the short-term the qualifying matters would be as per Option 2 and, in terms of intensification of development would only allow, as a permitted activity, new development that would not discharge wastewater into the vacuum sewer. To enable future densification in the medium- and long-term, Council would complete a system-wide upgrade of the vacuum sewer system to provide the required capacity in anticipation of and to support future intensification.

6.28.23 Option 4 – Apply the existing Christchurch District Plan provisions relating to control of subdivision ((8.4.1.3 and 8.6.8) in vacuum sewer system constraint areas as a qualifying matter. These existing provisions require developers to seek certification that their subdivision can be accommodated by the relevant wastewater system, and requires resource consent (which may be declined) if this certification cannot be achieved. The existing provisions do not cover any intensification on existing sites where subdivision is not proposed.

6.28.24 **Evaluation of options for provisions -** The policies of the proposal must implement the objectives of the District Plan (s75(1)(b)), and the rules are to implement the policies of the District Plan (s75(1)(c)). In addition, each option is to be examined as to whether it is the most appropriate way for achieving the objectives of the plan change. The table below summarises the assessment of costs and benefits for each option based on their anticipated environmental, economic, social, and cultural effects, as well as the efficiency and effectiveness of the option and the risk of acting or not acting. Preceding the table is an assessment of the proposed change in respect of the additional relevant assessments required in the Act for qualifying matters in residential zones and/or in non-residential zones (Part 5, sub-part 3) and in the NPS-UD (Clause 3.33). The assessment is supported by the information obtained through technical reports, and consultation. The identification and evaluation of options is influenced by the demand for development in Aranui, Shirley and Prestons as described above.

6.28.25 **Vacuum sewer wastewater system constraint areas Section 77 evaluation** - Section 77I allows for the territorial authority to apply building height or density requirements that are less enabling of development where a qualifying matter applies, which includes any other matter that makes higher density, as provided for by the MDRS or policy 3, inappropriate in an area, provided that section 77L is satisfied (s77I(j)), in addition to those assessments required under s.77J. As vacuum sewers are not specifically identified as a qualifying matter by the Act it requires an assessment as an 'other matter'.

6.28.26 **Reason the area is subject to a qualifying matter (s77J 3 (a)(i))** - The areas identified in Shirley, Aranui and Prestons are connected to the respective vacuum sewer system in these areas, which have no or limited capacity for further development.

6.28.27 **Reason the qualifying matter is incompatible with the level of development permitted (s77J 3 (a)(ii))** - As outlined above, the vacuum sewer systems in Shirley and Aranui are at capacity (with very minor exceptions), and the system in Prestons only has capacity for low-density development on vacant sites. Wastewater already overflows onto streets and footpaths (in the Shirley system) and backs up into private homes (in the Aranui system) during wet weather events. There are no alternative solutions to create additional system capacity, other than a full system upgrade which would not be economically viable. This would have to occur before any intensification occurred, because the design of the vacuum sewer system networks.

6.28.28 The existing lack of capacity in the vacuum sewer systems in Shirley, Aranui and Prestons makes the level of development directed by Policy 3 of the NPS-UD and the MDRS incompatible with the current vacuum sewer system design, since if this level of development were connected to the existing network it would result in an increase in wastewater overflows to the environment, and hence a worsening of the existing public health effects.

6.28.29 **Impact of lesser enablement under the proposed qualifying matter (s77J 3 (b)) -** An analysis of development potential in the areas of Shirley, Aranui and Prestons subject to the vacuum sewer system constraint has identified that, with the implementation of densities required by the MDRS and Policy 3 of the NPS-UD, theoretical development potential could increase by approximately 20,100 dwellings, from approximately 5,400 dwellings under the existing District Plan, to approximately 25,500 dwellings with the implementation of MDRS and Policy 3 of the NPS-UD. Council has also undertaken a feasibility and demand assessment across the city using four growth scenarios. Further detail is provided in at the start of this report. The output of this assessment concludes that feasible development in Shirley, Prestons and Aranui is in the order of 4,100 dwellings. However, the likely demand over the next 30 years is for less than 10% of this, at 357 dwellings. This equates to approximately 12 dwellings per year.

6.28.30 It is proposed to apply the MDRS and NPSUD Policy 3 in the vacuum sewer system areas, with a qualifying matter on development of up to 3 units in the Prestons and Aranui vacuum sewer system constraint areas, and a qualifying matter on development of apartments up to six storeys in the Shirley vacuum sewer system constraint area. New development in a vacuum sewer system constraint area would be permitted where it results in no discharge wastewater into the vacuum sewer. If wastewater would discharge into the vacuum sewer as a result of the proposed level of development, a restricted activity resource consent would be required, with the following matters of discretion:

- Capacity in the relevant vacuum sewer system
- Effects of the proposed development on the capacity and operation of the vacuum sewer system and adjoining wastewater systems

6.26.31 Limiting development capacity as proposed in the preferred option will reduce theoretical development potential by approximately 20,100 dwellings in the short-term. However, as stated above, the estimated demand has been assessed as less than 400 dwellings in the next 30 years. The impact, therefore, of applying the qualifying matter in the waste water constraint areas is limited and compensated for by the amount of housing enabled in other parts of the city which would provide additional housing supply and choice. The impact that limiting development capacity will have on the provision of development capacity is set out in Table 6 and 7 of this report.

6.28.32 **The costs and broader impacts of imposing lesser enablement (s77J 3 (c)) -** Placing the constraint on development in the Shirley, Aranui and Prestons vacuum sewer systems will potentially reduce housing supply and choice in these areas, potentially increasing housing costs. As noted above, however, demand has been assessed as low in these suburbs and additional housing supply has been enabled in other parts of the city. Further assessment is set out in the s32 evaluation table below.

6.28.33 **The specific characteristic that makes the permitted level of development inappropriate (s77L (a)) -** As outlined above, the vacuum sewer systems in Shirley and Aranui are at capacity (with very minor exceptions), and the system in Prestons only has capacity for low-density development on the remaining vacant sites. Wastewater overflows onto streets and footpaths (in the Shirley system) and backing up of wastewater into private homes (in the Aranui system) already occur during wet weather events. The lack of capacity in the vacuum sewer systems in Shirley, Aranui and Prestons is the specific characteristic that makes the level of development provided by the MDRS and NPSUD Policy 3 inappropriate in these areas.

6.28.34 **Reason the characteristic makes the permitted level of development inappropriate (s77L (b)) -** Achieving the level of development required by Policy 3 of the NPS UD and the MDRS in Shirley, Aranui and Prestons, without increased adverse environmental and public health impacts, would require Council to upgrade the vacuum sewer to provide additional capacity. The MDRS/NPSUD level of development is inappropriate as the cost of upgrading the sewer system to provide additional capacity is significant compared to the limited benefit that would result. There is not the demand for housing in Shirley and Aranui to support the scale of investment required to provide the system capacity to accommodate MDRS/NPS UD levels of development. The advice from Council's Asset Management Team is that there are no alternative means of managing wastewater other than upgrading the existing system. Further information is provided in the technical report which support this assessment.

6.28.35 **Site-specific analysis identifying the sites where the qualifying matter applies (s77L (c) (i)) -** The qualifying matter applies to the vacuum sewer systems in Shirley, Aranui and Prestons.

6.28.36 **Site-specific analysis evaluating the specific characteristic on a site-specific basis to determine the geographic area where intensification needs to be compatible with the specific matter (s77L (c) (ii)) -** The geographic area where intensification needs to be compatible with the wastewater constraint is the catchment of properties that are connected to the respective vacuum sewer systems at Shirley, Aranui and Prestons. The specific characteristic has therefore been evaluated on a site-specific basis, as the characteristic is only applied to properties connected to the vacuum sewer systems.

6.28.37 **Site-specific analysis that evaluates an appropriate range of options to achieve the greatest heights and densities permitted while managing the specific characteristics (s77L (c) (iii)) -** An evaluation of an appropriate range of options are set out in the s32 evaluation table below. Overall, it is considered that there is a limited range of options for enabling a range of height and densities within the waste water constraint area. Achieving the range of heights and densities in the constraint areas is dependent on the creation of new system capacity. The cost of upgrading the sewer system

to provide additional capacity is significant compared to the limited benefit that would result and it cannot be justified. The preferred option provides a consenting pathway for intensification on a site where it can be demonstrated this will not have an adverse effect on the vacuum sewer system. The preferred option also provides a pathway for future intensification if demand increases and capacity has been created through a reduction in I&I.

Table 34 – Options evaluation for waste water constraint			
Option 1 – Status Quo approach	**Option 2 – Proposed Change**	**Option 3**	**Option 4**
Implement MDRS and NPSUD Policy 3 without a qualifying matter limiting subdivision and permitted activity development of up to 3 residential units in the Prestons and Aranui waste water constraint areas, and multi-unit development up to six storeys in the Shirley vacuum sewer system constraint area. The MDRS subdivision rules in clauses 3, 7 and 8 of Schedule 3A of the RMA would apply. This option assumes that the only option for increasing system capacity to accommodate additional development is a decrease in I&I. If there is no vacuum sewer system capacity to accommodate development which increases wastewater flows, the Council is likely to refuse a connection to the wastewater network and it is unlikely to be possible to obtain building consent.	Apply the MDRS and NPSUD Policy 3 intensification, but with a qualifying matter for subdivision and for development of up to 3 residential units in the Prestons and Aranui vacuum sewer system constraint areas, and multi-unit development up to six storeys in the Shirley vacuum sewer system constraint area. The qualify matter for subdivision would be the retention of the existing subdivision rules relating to wastewater (8.4.1.3 and 8.6.8). The qualifying matter for development would only allow, as a permitted activity, new activities or the expansion of activities beyond existing activities that do not discharge wastewater into the vacuum sewer. New development that does discharge wastewater into the vacuum sewer would require a resource consent for a restricted discretionary activity, with the	Apply the MDRS and NPSUD Policy 3 intensification, but with a qualifying matter for subdivision and for development for up to 3 residential units in the Prestons and Aranui vacuum sewer system constraint areas, and multi-unit development up to six storeys in the Shirley vacuum sewer system constraint area. In the short-term the qualifying matters would be as per Option 2 and, in terms of intensification of development would only allow, as a permitted activity, new development that would not discharge wastewater into the vacuum sewer. To enable future densification in the medium- and long-term, Council would complete a system-wide upgrade of the vacuum sewer system to provide the required	Apply the existing Christchurch District Plan provisions relating to control of subdivision ((8.4.1.3 and 8.6.8) in vacuum sewer system constraint areas as a qualifying matter. These existing provisions require developers to seek certification that their subdivision can be accommodated by the relevant wastewater system, and requires resource consent (which may be declined) if this certification cannot be achieved. The existing provisions do not cover any intensification on existing sites where subdivision is not proposed. Increased development in a vacuum sewer system area, which does not involve subdivision, would not be subject to an infrastructure qualifying matter, but will be managed via limits on connections to the infrastructure and through building consents. If there is no system capacity to accommodate

	assessment based on whether there is system capacity and the effect of the development on the system. This option proposes that the only option for increasing system capacity to accommodate additional development is a decrease in I&I.	capacity in anticipation of and to support future intensification. Because of the vacuum sewer system design, the upgrade cannot happen incrementally – the entire system has to be upgraded at the same time in advance of intensification and the amount of additional capacity must be decided at the time of designing the system upgrade. This option requires that intensification is delayed until capacity is increased in the system.	additional development, Council will refuse a connection to the wastewater network and building consent is not likely to be issued. This option proposes that the only option for increasing system capacity to accommodate additional development is a decrease in I&I.
Appropriateness in achieving the objectives and higher order documents			
Efficiency – This option is efficient in that it provides for the greatest level of plan-enabled development capacity at the lowest cost and it gives effect to the Strategic Directions in the operative Christchurch District Plan (OCDP) by reducing transaction costs and reliance on resource consent processes However, it is less efficient than Options 2 and 3 in giving effect to Canterbury Regional Policy Statement (CRPS) in that development would still be directed to areas that cannot be appropriately and efficiently	**Efficiency –** This option is efficient in that it provides a framework for intensification where there is system capacity and provides certainty as to the level of development permitted in the waste water constraint areas through a resource consent. Option 2 is less efficient than Options 1 and 4 in giving effect to the OCDP requirements to reduce transaction costs and reliance on resource consent processes, because of the requirement for a resource consent process to determine whether development can proceed. However, this option is considered	**Efficiency –** This option is efficient in that it provides a framework for intensification where there is system capacity, which gives effect to the CRPS. This option is less efficient than Options 1 and 4 in giving effect the OCDP requirement to reduce transaction costs and reliance on resource consent processes, because of the requirement for a resource consent process to determine whether development can proceed. Council's feasibility and demand assessment referenced above concluded that demand in Shirley,	**Efficiency –** This option is efficient in that it provides the second greatest level of plan-enabled development capacity, after Option 1, as infrastructure capacity is a limiting factor for subdivisions only, and it gives effect to the OCDP by reducing transaction costs and reliance on resource consent processes However, it is less efficient in giving effect to the CRPS in that development would still be directed to areas that cannot be appropriately and efficiently serviced and developers will continue to have the assumption

serviced, and developers will continue to have the assumption that their developments can proceed because there is no requirement for a resource consent. Potential adverse effects on the environment will continue to be managed by the Council refusing to allow connections and through the building consent process if there is insufficient capacity in the system to accommodate the additional wastewater flows. Option 1 is less efficient than Option 3 in that it does not provide for an increase in system capacity to support intensification. Accordingly, this option results in little to no intensification in the identified areas (because building consents will not be issued), potentially increasing housing cost and reducing housing choice within each locality compared to the Option 3. However, Council's feasibility and demand assessment referenced above concluded that demand in Shirley, Prestons and Aranui is less than 400 dwellings in total over a 30 year period and the costs of enabling intensification are not justified by the benefits. This option is considered to be less efficient that Option 2 because of	preferable to Options 1 and 4 which would continue the lack of certainty developers currently experience about whether there is system capacity to accommodate their development. It is more efficient than Options 1 and 4 in giving effect to the CRPS because development would not be directed to areas that cannot be appropriately and efficiently serviced. Option 2 is less efficient than Option 3 in that it does not provide for an increase in system capacity to support intensification. Accordingly, this option results in little to no intensification in the identified areas, potentially increasing housing cost and reducing housing choice within each locality compared to Option 3. However, Council's feasibility and demand assessment referenced above concluded that demand in Shirley, Prestons and Aranui is less than 400 dwellings in total over a 30-year period and the costs of enabling intensification are not justified by the benefits. Given the level of enablement across the city, the low estimate of demand in these suburbs, the significant and disproportionate costs of system	Prestons and Aranui is less than 400 dwellings in total over a 30-year period (equivalent to approximately 12 dwellings per year). As a result, this option is the least efficient in achieving the objectives because of the significant and disproportionate costs of the system upgrade required to enable further intensification – the benefits associated with upgrading the system are insufficient to outweigh the costs. Redevelopment and intensification in Shirley and Aranui is likely to be very slow, and the return on investment will not meet fiscal responsibility requirements. As a result this is not a viable option. **Benefits** There will be neutral environmental effects in the short-term, as it does not change the effects on the environment. With increased capacity through I&I reductions and/or a system upgrade, in the medium- to long-term wet weather overflows will reduce/cease. This is a greater environmental benefit compared to the other options. In the short-term, potential for a limited amount of new, warm, dry housing and for the control of that	that their developments can proceed because there is no requirement for a resource consent. Potential adverse effects on the environment will continue to be managed by to the Council refusing to allow connections and through the building consent process if there is insufficient capacity in the system to accommodate the additional wastewater flows. Option 4 is less efficient than Option 3 in that it does not provide for an increase in system capacity to support intensification. Accordingly, this option results in little to no intensification in the identified areas, potentially increasing housing cost and reducing housing choice within each locality compared to the Option However, Council's feasibility and demand assessment referenced above concluded that demand in Shirley, Prestons and Aranui is less than 400 dwellings in total over a 30 year period and the costs of enabling intensification are not justified by the benefits. This option is considered to be less efficient than Option 2 because of the lack of certainty it provides about whether there is capacity in

the lack of certainty it provides about whether there is capacity in the vacuum sewer system to support development. This option is also inefficient because it will not provide developers with up-front certainty about whether they can develop in the constraint areas. **Benefits** The environmental impacts are neutral in the short-term, as wet weather overflows will remain unchanged. Wet weather overflows may reduce over time if there is a reduction in I&I. Potential for improved supply of new, warm, dry houses by providing for greatest plan-enabled permitted development capacity compared to other options. However, this is likely to be limited by restrictions on connections and building consents. Option 1 is more economically beneficial to the Christchurch community because it does not rely on Council funding and implementing a substantial (and expensive) system upgrade to support intensification in a small part of the city, when Council's analysis is that the demand for additional	upgrade in Option 3, and the certainty this option provides developers over Options 1 and 4, overall this option is the most efficient in achieving the objective of providing for intensification at the lowest overall costs to all of Christchurch. **Benefits** The environmental impacts are neutral in the short-term, as wet weather overflows will remain unchanged. Wet weather overflows may reduce over time if there is a reduction in I&I. This option allows for control of development in areas constrained by the vacuum sewer network. Compared to Option 3, there is no cost to Council, and hence ratepayers in Aranui and Shirley, associated with funding a system upgrade. Compared to Option 1 it provides transparency and certainty to developers that they can invest in buying land and progressing their developments because it is a permitted activity or because they have a resource consent. Including a qualifying matter in the District Plan will send a strong signal to developers that confirmation of	development in areas constrained by the vacuum sewer network. In the medium- to long-term, this option supports the potential for increased supply of new, warm, dry homes through the creation of additional system capacity. Potential in the medium- to long-term to reduce Council operational and maintenance costs of existing system because it has been upgraded. Limited short-term social benefit through the potential for slightly increased housing choice and supply, reduced housing costs and housing stress. Potential medium- and long-term increase in supply of new, warm, dry houses, as capacity increases. This option would result in the future reduction/avoidance of wastewater backing up into private property/streets until additional capacity is available. This is a significant public health benefit for residents under this option. The cultural impacts are neutral in the short-term. In the medium- to long-term this option manages the impacts on the vacuum sewer system, minimising the risk of wastewater overflows to the	the vacuum sewer system to support development. **Benefits** The environmental impacts are neutral in the short-term, as wet weather overflows will remain unchanged. Wet weather overflows may reduce over time if there is a reduction in I&I. Potential for improved supply of new, warm, dry homes by providing for greatest plan-enabled permitted development capacity compared to other options, equal to Option 1 (since this option restricts subdivision, but not intensification itself). Reduced regulatory costs under the RMA because there wouldn't be a requirement for a resource consent to determine whether there was capacity in the vacuum sewer system – development would be a permitted activity. Potential for increased housing choice and supply, reduced housing costs and housing stress, but that increased housing is only likely occur if capacity is increased either by reduced I&I or the infrastructure is upgraded.

housing across Prestons, Shirley and Aranui is less than 400 homes. This has economic benefits for Council in its long-term financial capability, as it is less likely to result in increased borrowing costs due to changes in the Council's credit rating. Reduced regulatory costs under the RMA because there wouldn't be a requirement for a resource consent to determine whether there was capacity in the vacuum sewer system – development would be a permitted activity. *Social*: Potential for increased housing choice and supply, reduced housing costs and housing stress. **Costs** The environmental impacts are neutral. The economic costs relate to lack of certainty of outcome for the developer and prevention of development because of lack of wastewater capacity. These costs aren't quantifiable, as they depend on location-specific situations and the quantum of development proposed. Those economic costs may arise if there is no warning in the District Plan, through a requirement to	vacuum sewer system capacity is required to progress development and this can be factored into their financial decisions. Option 2 is equal to Options 1 and 3 insofar as it is more economically beneficial to the Council, and hence the wider community, because it does not rely on Council funding and completing a system upgrade to support intensification in a small part of the city, when Council's analysis is that the demand for additional housing across both Shirley and Aranui is less than 300 homes. This option provides a social benefit in that it creates complete certainty for landowners in affected areas with regard to the development restrictions that are placed on properties. There remains the potential for increased housing choice and supply, with associated reduced housing costs and housing stress. **Costs** The environmental impacts are neutral. There are costs on private landowners to upgrade their own infrastructure to reduce I&I, although this is an existing	environment (which do not align with Te Mana o te Wai). **Costs** The environmental impacts are neutral. Compared to Options 1, 2 and 4, the economic costs of this option are significant, disproportionate to the benefits and unfeasible for Council to fund. Council's Asset Management Team advises that the cost to upgrade the vacuum sewer system to provide additional capacity in Shirley and Aranui exceeds the Council's current 10-year LTP growth allocation for wastewater infrastructure upgrades to reduce overflows/accommodate growth. Council's assessment concludes that demand for new dwellings in Shirley and Aranui will be less than 300 new dwellings regardless of the growth scenario. Technical advice from Council's Asset Management Team is that the system cannot be upgraded incrementally because of the design, so funding a full system upgrade before development occurred would be required to create additional capacity.	**Costs** The environmental impacts are neutral. The economic costs relate to lack of certainty of outcome for the developer and prevention of development because of lack of wastewater capacity. There are also costs on private landowners to upgrade their own infrastructure to reduce I&I, although this is an existing obligation. These costs aren't quantifiable, as they depend on location-specific situations and the quantum of development proposed. Council can refuse to allow connections to infrastructure and building consent may not be issued because of capacity constraints. Costs may arise for developers if they invest land, or in the planning stage, only to find out at the stage of applying for a building consent that there is no capacity in the public infrastructure network for the level of development enabled in the District Plan. Applying for a Land Information Memorandum or a Project Information Memorandum, which would highlight capacity issues, is not compulsory and the

consider whether there is capacity in the vacuum sewer system to accommodate increased development densities, as where a connection and a building consent may be refused because of capacity constraints in the vacuum sewer system. Costs may arise for developers if they invest in land, or in the planning stage of a development, only to find out at the building consent stage that there is no capacity in the public infrastructure network for the level of development enabled in the District Plan. Applying for a Land Information Memorandum or a Project Information Memorandum, which would highlight capacity issues, is not compulsory and the information in a PIM or LIM is only correct at the time of issue. Council will continue to have ongoing operation and maintenance costs associated with the existing over-capacity system. Prevents access to new housing in these suburbs because building consents would not be issued for development in the vacuum sewer area where there is no capacity, and therefore developments would be significantly restricted in the vacuum	obligation. These costs aren't quantifiable, as they depend on location-specific situations and the quantum of development proposed. Council will continue to have ongoing operation and maintenance costs associated with the existing over-capacity system. Developers wanting to intensify, where future wastewater flows would exceed the existing flow, would need to pay for a resource consent process to determine whether their development can be accommodated. This is an increased regulatory cost compared to Options 1, 3 and 4. This option prevents access to new housing in these suburbs unless there is system capacity and therefore development would be significantly restricted in the vacuum sewer system areas. However, Council's feasibility and demand assessment determined that the demand for additional development in Shirley, Prestons and Aranui is less than 400 dwellings in total. This option has neutral cultural impacts. **Effectiveness –** This option is less effective than the other options at	The rough-order cost estimates are based on achieving additional capacity to support an increase in feasible density of ~7hh/ha for Shirley and ~13 hh/ha in Aranui. However, Council's analysis shows that the maximum demand in these suburbs is considerably lower than the feasible development potential equating to costs per dwelling of approximately $58,000 (Shirley) and $205,000 (Aranui). These are considerable higher than existing wastewater development contributions (the highest contribution is ~$8,000 per household). Potential impacted opportunity to develop land in the short-term. Future development potential in the medium- and long-terms relies on reduction in I&I and/or Council funded increase in system capacity. This option has neutral cultural impacts. **Effectiveness –** This option is the most effective at enabling development capacity because additional capacity would be created in the vacuum sewer system in the medium- and long-term by a system upgrade.	information in a PIM or LIM is only correct at the time of issue. Council will continue to have ongoing operation and maintenance costs associated with the existing over-capacity system. Potentially prevents access to new housing because Council would not allow connections and building consents may not be issued for development in the vacuum sewer area where there is no capacity, and therefore developments would be significantly restricted in the vacuum sewer system areas. However, Council's feasibility and demand assessment determined that the demand for additional development in Shirley, Prestons and Aranui is less than 400 dwellings in total. This option has neutral cultural impacts. **Effectiveness –** This option will provide for intensification in Shirley, Prestons and Aranui, which will be effective in increasing the potential for additional housing supply. However other mechanisms, outside of the District Plan, such as limitations on the ability to connect to necessary infrastructure, and on the issuing of building consents, are

sewer system areas. However, Council's feasibility and demand assessment determined that the demand for additional development in Shirley, Prestons and Aranui is less than 400 dwellings over a 30-year period. This option has neutral cultural impacts. **Effectiveness –** This option will provide for intensification in Shirley, Prestons and Aranui. However other mechanisms, outside of the District Plan, such as limitations on the ability to connect to necessary infrastructure, and on the issuing of building consents, are likely to result in limited intensification. It will also be effective at managing infrastructure capacity issues in relation to the vacuum sewer system because if there is no capacity Council will refuse connections to the system and building consent is unlikely to be issued. **Risk of acting/not acting –** The Council can refuse to allow connections to its infrastructure networks and a building consent may not be issued where the necessary infrastructure is not provided by	providing for intensification. This option is more effective than Options 1 and 4 at managing infrastructure capacity issues because of the requirement for a resource consent to determine whether development can proceed. It is less effective than Option 3 because creating additional capacity will rely on a reduction in I&I from privately-owned laterals (which Council has limited ability to influence and secure). Option 2 is more effective than Options 1 and 4 in providing up-front certainty to developers because it sends a strong signal at an early stage in the development process that development cannot occur in the vacuum sewer system constraint area unless there is capacity for more development or wastewater flows do not increase. This option recognises that wastewater systems may become more efficient over time and so a greater level of development may be possible where flows stay the same. This option results in little to no intensification in the identified areas, potentially increasing housing cost and reducing housing choice within each locality compared to the	**Risk of acting/not acting –** The risk of not acting to introduce measures is high, as the residential intensification required to be enabled by the MDRS is mandatory unless a suitable qualifying matter under section 77I of the RMA is justified. The risk of acting for this option is that it would result in the construction of a system upgrade with costs that are not justified by the benefits that would accrue from the increase in capacity. The outcome of Council's feasibility and demand assessment for housing intensification in Shirley, Prestons and Aranui, based on three different growth scenarios, shows that demand in these suburbs is expected to be in the order of 12 dwellings per year for the next 30 years. Costs per dwelling to upgrade the new system to provide for intensification would be substantial (~$58,000 per dwelling for Shirley and ~$205,000 per dwelling for Aranui). This scale of cost is magnitudes higher than the current maximum development contribution of ~$8,000 in Council's 2021 Development Contributions Policy and is not justifiable when	likely to result in limited intensification. This option will be ineffective, however, at enabling additional housing supply because creating additional capacity will rely on a reduction in I&I from privately-owned laterals (which Council has limited ability to influence and secure). This option will be effective at managing infrastructure capacity issues in relation to the vacuum sewer system because if there is no capacity, then in terms of intensification of building development, Council will refuse connections to the system and building consent is unlikely to be issued. While in terms of subdivision, infrastructure capacity issues will be considered as part of the application for subdivision consent. This option is also ineffective because it will not provide developers with up-front certainty about whether they can develop in the constraint areas, except in respect of subdivisions through the subdivision consent process. **Risk of acting/not acting –** The risk to the environment of not acting to

connecting to the public infrastructure or by including an appropriate alternative method of servicing the development. As there are no alternative servicing methods for wastewater in the vacuum sewer areas intensification development will not be able to occur, unless extra capacity results from reduced I & I. However, even with this mechanism in place, there are risks of costs being incurred with an option that does not require a resource consent assessment of whether necessary wastewater servicing is available where the development would discharge wastewater into the vacuum sewer. The risk is that investments will be made in land and in planning development, only to find out at the stage of applying for a building consent that there is no capacity in the public infrastructure network for the level of development enabled in the District Plan. This is a risk particularly in areas where the existing infrastructure network has relatively little or no capacity. This risk is negated to some extent by the information provided if an application is made for a Land Information Memorandum (LIM)	other options. As noted above, Council's feasibility and demand assessment has identified very limited demand for intensification in Shirley, Prestons and Aranui (less than 400 dwellings over a 30-year period, or an average of 12 dwellings per year) and the costs of enabling intensification are not justified by the benefits. **Risk of acting/not acting –** The risk of not acting to introduce measures is high, as the residential intensification required to be enabled by the MDRS is mandatory unless a suitable qualifying matter under section 77I of the RMA is justified. The risk of acting for this option is that there will potentially be reduced housing choice and increased housing cost at a local level due to restricting of supply through the requirement that development can only occur if there is spare capacity. As spare capacity is likely to be limited in this option, this will limit housing choice and affordability. In addition, landowners will have a significantly reduced opportunity to develop their land. The impact of development being prevented	other parts of the city can provide additional housing to compensate without the need for costly wastewater system upgrades. The risk of acting on this option is significant – the returns on investment do not justify the costs. The risk of not acting on this option is considered to be very low given the predicted low level of demand in Shirley, Prestons and Aranui.	introduce subdivision qualifying matters is potentially high, as the residential intensification required to be enabled by the MDRS is mandatory unless a suitable qualifying matter under section 77I of the RMA is justified. However, the Council can refuse to allow connections to its infrastructure networks and a building consent may not be issued where the necessary infrastructure is not provided by connecting to the public infrastructure or by including an appropriate alternative method of servicing the development. The risk of acting for this option is that there will be reduced housing choice and increased housing cost at a local level due to restricting of supply through the requirement that subdivision can only occur if there is capacity. However, the outcome of Council's feasibility and demand assessment for housing intensification in Shirley, Prestons and Aranui, based on three different growth scenarios, shows that demand in these suburbs is expected to be in the order of 12 dwellings per year for the next 30 years. Given the predicted low level of demand, the risk of significantly

when purchasing land, or a Project Information Memorandum (PIM) when planning a development. Neither is compulsory however and the information is correct at the time of issue, so some risk remains. The likely level of such risks is unknown.	because of a lack of system capacity is considered to be low, however, as the outcome of Council's feasibility and demand assessment for housing intensification in Shirley, Prestons and Aranui, based on four different growth scenarios, shows that demand in these suburbs is expected to be in the order of 12 dwellings per year for the next 30 years. There is a risk that the requirement for both a resource consent and a building consent for wastewater servicing may result in consents being granted with different and potentially conflicting conditions. This is mitigated to the extent possible by the need for Council's Asset Management team to contribute to the assessment, as part of both consent processes, as to whether there is capacity for development. If a resource consent is granted, it should follow that a building consent will also be granted with similar conditions. It is acknowledged that a requirement for a resource consent in the District Plan may not remove all such risk, particularly if there is a delay between granting a resource consent and applying for a building consent, as other developments may		reduced housing choice that could occur as a result of this option is considered to be low. Also the Council can refuse to allow connections to its infrastructure networks and a building consent cannot be issued where the necessary infrastructure is not provided by connecting to the public infrastructure or by including an appropriate alternative method of servicing the development. As there are no alternative servicing methods for wastewater in the vacuum sewer areas, intensification development will not be able to occur in any event, unless extra capacity results from reduced I & I. However, even with those mechanisms in place, there are risks of costs being incurred with an option that does not require resource consent assessment of whether necessary wastewater servicing is available, where the development would discharge wastewater into the vacuum sewer and potentially increase wastewater volumes above existing levels. The risk is that investments will be made in land and planning development, only to find out at the stage of applying for a building

	have occurred and absorbed the capacity. The likely level of such risks is unknown.		consent that there is no capacity in the public infrastructure network for the level of development enabled in the District Plan. This is a risk particularly in areas where the existing infrastructure network has relatively little or no capacity. This risk is negated to some extent by the information provided if an application is made for a Land Information Memorandum (LIM) when purchasing land, or a Project Information Memorandum (PIM) when planning a development. Neither is compulsory however and the information is correct at the time of issue, so some risk remains. The likely level of such risks is unknown.
Recommendation: Option 2 is recommended as it is the most appropriate way to achieve the applicable statutory requirements, including giving effect the objectives of the District Plan and higher order direction.			

6.29 Residential Character Areas

6.29.1 **Issue** - In the mid-1990s, as part of the development of the Christchurch City Plan, 41 residential areas were identified as embodying special characteristics worthy of protection.[1] A review of these areas was undertaken as part of the 2015 review of the Christchurch District Plan, with 15 residential areas identified and included within a Character Area Overlay, as neighbourhoods that are distinctive from their wider surroundings and are considered to have a character, in the whole, worthy of retention. The methodology for the identification of these areas included consideration of the various elements forming part of the overall character of each area, and an assessment of the integrity and cohesiveness of each area. This resulted in the identification of whether the underlying character was still worthy of retention, including reconsideration of the boundaries of each area. [2]

6.29.2 The Character Areas are residential neighbourhoods that are distinctive from their wider surroundings and are considered to have a special character that, on the whole, is worthy of retention. This character – a combination of built form and landscape elements – contributes to tūrangawaewae, a sense of place of and belonging. It also contributes to the identity of the area, as well as making a place appealing and attractive.[3] Character is generally regarded as being derived from physical, tangible elements and other more detailed aspects such as aesthetic qualities, a consistency of building scale, form and materials – which collectively communities identify with. As well as positive social and environmental benefits that the retention of these special areas of character can bring, there are often positive economic benefits to individuals and the community.[4] These areas are therefore considered to be those that are special and unique enough to warrant specific management and therefore related to s7(c) of the RMA which refers to the maintenance and enhancement of amenity values, being "*those natural or physical qualities and characteristics of an area that contribute to people's appreciation of its pleasantness, aesthetic coherence, and cultural and recreational attributes*".

6.29.3 The District Plan framework applying within the Character Area Overlay seeks to maintain and enhance the special character values which arise from identified elements, namely:

- the continuity or coherence of the character;
- the pattern of subdivision, open space, buildings and streetscape;
- the landforms or features that contribute to the qualities of the landscape and built form;
- the scale, form and architectural values of buildings and their landscape setting; and
- the qualities of the streetscape. [5]

[1] Appendix 20 of the s32 Report for Residential Chapter 14, notified 2 May 2015. *Christchurch Suburban Character Area Assessments,* Beca Ltd, 9 January 2015, p. 4.
[2] Appendix 20 of the s32 Report for Residential Chapter 14, notified 2 May 2015. *Christchurch Suburban Character Area Assessments,* Beca Ltd, 9 January 2015.
[3] *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023, p.3; and Appendix 19 of the s32 Report for Residential Chapter 14, notified 2 May 2015. *Background Report on Character Areas,* Christchurch City Council, p. 3.
[4] Appendix 19 of the s32 Report for Residential Chapter 14, notified 2 May 2015. *Background Report on Character Areas,* Christchurch City Council.
[5] Policy 14.2.4.7

6.29.4 A key attribute of the Character Areas is their integrity and coherence, which is a combination of the elements listed above. The redevelopment of sites within these areas, including increases in density, have the potential to adversely affect these character values and thus undermine the integrity and coherence of each area. This includes changes to: the overall pattern of development within the neighbourhood; the number and scale of buildings, structures and hard surfaces and vegetation, and to the topography and vegetation; the landscape quality, including the relationship between the site elements and the street; and the loss of the coherence and consistency in built character elements.[6]

6.29.5 **Options evaluation** - The evaluation which follows relates to the identification of Character Areas as a qualifying matter under s77I(j) and therefore sets out what the specific characteristics of these areas are and summarises why these characteristics have been identified as making the level of development provided by Policy 3 of the NPS-UD and the MDRS inappropriate. This includes the impacts of limiting development capacity, building height and density within the Character Areas and the costs and broader impacts of imposing those limits.

6.29.6 As part of giving effect to the NPS-UD and MDRS provisions, the Council has undertaken a review of potential qualifying matters. As part of this review, the Council undertook an assessment of Character Areas which involved:

- reviewing the existing Character Areas to confirm if they continue to have a level of integrity and character worth retaining,[7] with further analysis and modelling undertaken to determine their appropriateness as a qualifying matter;[8]
- investigating the introduction of other areas raised through public feedback;
- testing the effects of the application of the MDRS standards on each area, to identify the impact on the identified character values; and
- where the application of the MDRS standards has been identified as being inappropriate, because of the effect it would have on those values in a specific area, identifying alternate standards that still provide some residential intensification, as envisioned in the NPS-UD, within the Character Areas, while ensuring the retention of the character values that contribute to their integrity and distinctive qualities.

6.29.7 The outcome of the above is that Plan Change 14 proposes to rationalise the existing Character Areas, retaining thirteen of the existing Character Areas which were identified as having a level of integrity and distinctive character worth retaining; and reducing the extent of some others. In addition, three new areas were identified as meeting the criteria to be included as Character Areas,[9] and two existing Character Areas – Beckenham (Tennyson Street)[10] and Lyttelton[11] - were expanded.

---

[6] *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023, p. 7-8.

[7] Appendix 21, *Investigation of Qualifying Matters – Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell Ltd, 1 June 2022; Appendix 23, *Investigation of Qualifying Matters - Lyttelton Character Area*, Boffa Miskell Ltd, 22 July 2022.

[8] *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.

[9] Appendix 22, *Investigation of Qualifying Matters – Ōtautahi Christchurch Suburban Character Areas – Stage 2A Addendum Report*, Boffa Miskell Ltd, 22 July 2022.

[10] Appendix 22, *Investigation of Qualifying Matters – Ōtautahi Christchurch Suburban Character Areas – Stage 2A Addendum Report*, Boffa Miskell Ltd, 22 July 2022.

[11] Appendix 23, *Investigation of Qualifying Matters - Lyttelton Character Area*, Boffa Miskell Ltd, 22 July 2022.

6.29.8 As part of the analysis undertaken, the characteristics of each area were identified, and where areas have clear commonalities they have been grouped, allowing them to be managed through the same set of standards, with assessment matters ensuring allowance for any more refined differences in character. Character areas have been grouped by type under the following classifications:

Type	Character Area included
Type 1	Beverley; Heaton
Type 2	Englefield
Type 3	Francis; Malvern; Massey; Ranfurly; Roker; Ryan; Severn; Tainui
Type 4	Beckenham Loop; Dudley
Type 5	Piko
Type 6	Cashmere
Type 7	Bewdley
Type 8	Lyttelton

6.29.9 The methodology used for the review is outlined further in '*Technical Analysis of Proposed Character Area Provisions*'.[12] Of note, the analysis of Character Areas included the application of a classification system to each site within each Character Area to determine its overall appropriateness as a qualifying matter. As part of the analysis undertaken to assess Character Areas, it was also identified that in some instances the controlled activity status has been ineffective in ensuring that the character values are retained. This appears primarily as a result of the difficulty in applying very specific conditions of consent to design matters, without a full site redesign, and as a result the inability to decline resource consent.[13] In order to ensure that as the density of these areas increase the values of each Character Area to the community are retained, a restricted discretionary activity status is therefore proposed, except for the retention of a controlled activity consent for the erection of a new residential unit to the rear of an existing residential unit.

6.29.10 **Section 77J(3)(a)(ii) Identification and evaluation of Character Areas as an 'other matter'** - The following paragraphs discuss why the level of development provided by the MDRS is inappropriate within Character Areas, based on a site specific analysis of each Character Area. That assessment, as noted above, includes the removal of two previous areas, a revision in the boundaries of eight others,[14] and the identification of five new areas (two being additions to

[12] Christchurch City Council, 29 July 2022.
[13] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023, p. 10.
[14] Appendix 22, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022.

existing areas) considered to be worthy of protection.[15] The assessment undertaken by Boffa Miskell[16] includes consideration of the potential impacts of intensification on the attributes of the Character Areas. In broad terms, these include:

- Loss of the original dwelling.
- Scale/dominance of new/additional building.
- Garage/manoeuvring area/parking located within the front yard and the associated visual impact, effects on vegetation and loss of connection to the dwelling.
- Increase in site coverage, with an associated loss in space and vegetation, including a sense of openness and spaciousness.
- Loss of sight lines and view lines to the rear.
- Loss of large-scale vegetation.
- Front yard open space/privacy conflict and loss of visual connection with the street, with an increase in the height of fencing.
- Multiple vehicle accessways from the street impacting on the continuity of the streetscape.
- In relation to Lyttelton, the use of materials inconsistent with the existing character, and the dominance of 'pool fencing' used without vegetation to soften it.[17]

6.29.11 Having determined the potential impact of intensification on the attributes of the Character Areas, the assessment also considers alternate development scenarios which would allow for some intensification to occur within these areas, while at the same time, maintaining the key attributes of each area, as required by the new legislation including the third limb of the site specific analysis (s77L(c)(iii)).

6.29.12 This has resulted in a recommended set of design parameters that are intended to "*provide increased development opportunity whilst minimising impacts and retaining Character Area values*."[18] These include:

- the number of units per site and net site area;
- setbacks from other buildings on the site and to site boundaries;
- building height;
- building coverage;
- minimum requirements for open space and landscaping;
- requirements for building frontage to the street, glazing, and fencing heights; and
- the location of garages and carports.

[15] Appendix 22, *Investigation of Qualifying Matters – Ōtautahi Christchurch Suburban Character Areas – Stage 2A Addendum Report*, Boffa Miskell Ltd, 22 July 2022; and Appendix 23, *Investigation of Qualifying Matters - Lyttelton Character Area*, Boffa Miskell Ltd, 22 July 2022.
[16] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022.
[17] Appendix 23, *Investigation of Qualifying Matters - Lyttelton Character Area*, Boffa Miskell Ltd, 22 July 2022.
[18] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 8.

6.29.13 Further modelling of these parameters was then undertaken to identify and test potential Plan provisions, primarily built form standards, on the basis of the evaluations of the characteristics and management of these identified by Boffa Miskell.[19] The outcome of this is the development of plan provisions contained in Plan Change 14 that will apply within the Character Areas, and which modify aspects of the underlying zone provisions.

6.29.14 As part of the analysis undertaken to assess Character Areas, an assessment was also undertaken of resource consents for development within Character Areas, to understand if the current consenting framework (in particular, the controlled activity status generally applying to built development) has resulted in the attributes of Character Areas being retained. This identified that a number of consents have been issued which are not considered to have achieved the outcomes sought for Character Areas,[20] with the controlled activity status identified as the reason for this.[21] This relates to the inability for controlled activity consents to be declined, even if their effects are considered to be inconsistent with the outcomes sought, or for consent conditions to be imposed where such conditions would effectively prevent the proposal applied for, from taking place.[22] This analysis therefore identified that in some instances the controlled activity status has allowed for development which undermines character values and which, in turn, can compromise the integrity of the Character Area as a whole.[23] In order to ensure that as the density of these areas increase the values of each Character Area to the community are retained, a restricted discretionary activity status is therefore proposed. An exception to this is the retention of a controlled activity consent for the erection of a new residential unit to the rear of an existing residential unit (except in Lyttelton and Englefield). The latter reflects that this type of built development is not considered to significantly impact on character values.[24]

6.29.15 The following tables provide an analysis of each character area proposed to be included as a qualifying matter under s77I of the Act.

[19] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.
[20] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023, Appendix 6.
[21] Appendix 36, *Planning Assessment of District Plan Character Areas*, Christchurch City Council, February 2023.
[22] Appendix 36, *Planning Assessment of District Plan Character Areas*, Christchurch City Council, February 2023.
[23] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023, p. 10.
[24] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023, p. 10.

6.29.16 **Character Area: Beckenham Loop**

Section	Matter addressed	Assessment
77J(3)(a)(i); 77L(a); 77L(c)(i)	Why the area is subject to a qualifying matter.	The following have been identified as the key elements, which in combination contribute to the distinctiveness and sense of place of the Beckenham Loop Character Area[25]: • Consistent style and era of dwellings, primarily consisting of single-storey wooden Californian-style bungalows of the 1920s - 1940s, and in Tennyson Street, wooden dwellings of the early to mid-20th century, and particularly the 1910s - 1920s. • Dwellings are typically single-storey, with some exceptions and are generally detached buildings of a moderate scale. • Buildings and roofs are generally simple forms with projections, gable and hip roofs. • Architectural detailing includes bay and bow windows, shingle gable ends and weatherboard cladding. • Dwellings are setback between 6-9m from the street, with larger setbacks present bordering the river (Waimea Terrace, Eastern Terrace and Tennyson Street). • Fencing is 1m to 1.5m, although evidence of non-compliance with this standard is eroding this consistency. • Moderate street widths, consistent dwelling setbacks, more generous along the river edge. • Visible boundary vegetation and landscaping in the front yard. • Good visual connectivity between the dwellings and the street through low fencing, dwelling entrances, placement of windows. • Mature deciduous trees lining Dudley and Fisher Avenue and Norwood Street. • In Tennyson Street, garages/carports to the rear of lots and detached, and established gardens.

[25] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 32 and Appendix 22, *Investigation of Qualifying Matters – Ōtautahi Christchurch Suburban Character Areas – Stage 2A Addendum Report*, Boffa Miskell Ltd, 22 July 2022.

77J(3)(a)(i) & 77L(b)	Why the qualifying matter is incompatible with the level of development permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 for that area, and in light of the national significance of urban development and the objectives of the NPS-UD.	Technical analysis has identified that the level of development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD, would be inappropriate in this Character Area, as it would not maintain the special characteristics and values attributed to these Character Areas; nor retain their value as a whole.[26] Otherwise progressing with the intensification direction would result in:[27] • Loss of the original dwelling. • Scale/dominance of new/additional building. • Garage/manoeuvring area/parking located within the front yard and the associated visual impact, effects on vegetation and loss of connection to the dwelling. • Increase in site coverage, with an associated loss in space and vegetation, including a sense of openness and spaciousness. • Loss of sight lines and view lines to the rear. • Loss of large-scale vegetation. • Front yard open space/privacy conflict and loss of visual connection with the street, with an increase in the height of fencing. • Multiple vehicle accessways from the street impacting on the continuity of the streetscape. ***Assessment against the relevant NPS-UD objectives*** Objective 1: - The values associated with the Character Area contribute to the wellbeing of the community and to a well-functioning urban environment. Development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD would compromise these values. Objective 2: - The loss of development capacity resulting from this Character Area being identified as a qualifying matter will have limited impact on the overall opportunities for residential intensification, and therefore will not have a detrimental impact on competitive land and development markets. The degree of loss is offset by the significant amount of further development capacity plan change 14 proposes.

[26] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 10.
[27] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 8.

		Objective 3: - The extent of the Beckenham Loop Character Area is not in near proximity to a commercial centre, is not within a significant public transport corridor, and has not been identified within an area that has high housing demand. Objective 4: - Development opportunities are enabled within the Character Area, which will allow for it to develop and change over time in response to the needs of people and the community, while still maintaining those characteristics of value to the community in this area.
77J(3)(b)	The impact that limiting development capacity, building height, or density (as relevant) will have on the provision of development capacity.	This Character Area covers almost 880 residential sites. The proposed Character Area controls will allow for 193 additional residential units across this area. This is compared to a theoretical maximum development capacity of 3,334 units that could be developed under the MDRS provisions, resulting in a total estimated theoretical impacted development capacity of 3,141 residential units.
77J(3)(c)	The costs and broader impacts of imposing those limits.	The key cost and broader impact of imposing the limits in this Character Area is that it reduces housing choice and availability of land for new development within this area.
77J(4)(b) & 77L(c)(ii)	How modifications to the MDRS as applied to the relevant residential zones are limited to only those modifications necessary to accommodate qualifying matters and, in particular, how they apply to any spatial layers relating to overlays, precincts, specific controls, and development areas, including— • any operative district plan spatial layers; • any new spatial layers proposed for the district plan; and	The proposed Character Area controls (set out below), are those which have been determined as being appropriate to allow for some further residential intensification in line with the NPS-UD objectives, while still retaining the integrity of this Character Area. The specific controls also align with the MDRS provisions as far as practicable.[28] The Character Area has been spatially defined through a review undertaken by Boffa Miskell. This involved[29]: • Undertaking a site visit and recording changes to the ranking of the Site (from that undertaken in 2015[30].) • Removing any large clusters of rear sections that could not be seen and which are not considered to be part of a consistent, coherent streetscape or sensible grouping overall.

[28] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.
[29] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 6-7.
[30] Appendix 20 of the s32 Report for Residential Chapter 14, notified 2 May 2015. *Christchurch Suburban Character Area Assessments,* Beca Ltd, 9 January 2015.

	• the specific characteristic on a site-specific basis to determine the geographic area where intensification needs to be compatible with the specific matter.	• Confirming the boundaries of the Character Area generally based on whether at least 80% of sites were ranked either Primary or Contributory (with generally 50% being Primary sites.) The outcome of this is the reduction in the extent of the current Beckenham Character Area in some places;[31] and an extension to include Tennyson Street, the south side of the block between Norwood Street and Eastern Terrace aligning with the Heathcote River.[32] A total of 877 sites will have the following Character Area overlay controls applied to them.

Standard	**MDRS & MRZ Controls**	**Beckenham Character Area**
Activity Status (where standards are met) for residential units	Permitted: up to 3 units per site	Permitted: interior conversion of an existing residential unit into two residential units Controlled: single residential unit located to the rear of an existing residential unit Restricted Discretionary: any other residential unit
Units per site	3	2
Minimum net site size	400m^2 [proposed in MRZ vacant allotment size]	700m^2
Height	11m + 1m (roof)	5.5m
Height in relation to boundary	4m & 60^o	*As per MDRS*
Road boundary setback	1.5m	8m, or 6m, where it is a relocation of an original house was built prior to 1945.
Internal boundary setbacks	1m	2m on one side and 3m on the other

[31] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p.37-38.
[32] Appendix 22, *Investigation of Qualifying Matters – Ōtautahi Christchurch Suburban Character Areas – Stage 2A Addendum Report*, Boffa Miskell Ltd, 22 July 2022.

		Rear boundary setbacks	1m	3m
		Minimum building setback to a shared access	N/A	1m
		Building coverage	50%	40%
		Minimum building frontage to street	N/A	60%
		Minimum outdoor living space	$20m^2$ 3m minimum dimension	$50m^2$ 5m minimum dimension
		Outlook Space	4m x 4m for principle living room and 1mx1m for all other habitable rooms.	*As per MDRS*
		Minimum windows to street (glazing)	20%	30% including a front door
		Ground floor habitable room	50% of any ground floor area as habitable rooms [MRZ proposal]	*As per proposed zoning*
		Minimum landscaped area	20%	20% Plus minimum 3m landscape strip along extent of the front boundary excluding access.
		Maximum fencing height (front boundary)	50% to maximum 1.5m [MRZ proposal]	1.2m
		Garage & carport building location	Detached garage or carport located 1.2m behind front façade of a residential unit [MRZ proposal]	Garages and carports whether separate or integrated to be to the rear of the dwelling, or if at the side to be a minimum of 5m behind the main front façade of the building.
		Max. paved access width per site.	N/A	3.6m, or 4.8m where including a 1.2m pedestrian access.
		Min. building separation on a site (excluding garages)	N/A	5m

77L(c)(iii)	An appropriate range of options to achieve the greatest heights and densities permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 while managing the specific characteristics.	The MDRS were used as a baseline for the assessment undertaken of the Character Areas. The initial assessment of Character Areas undertaken by Boffa Miskell identified a potential set of parameters based on individual attributes assessed for each of the Character Area typologies. Consideration was also given as to how to incentivise the retention of values that make a primary contribution to a Character Area, given their importance to the integrity and coherence of the Character Area values. Modelling was then undertaken to consider the combination of built form standards, to determine the combination of these which would allow for an increase in density, without the loss of character values[33]. The results of this are reflected in the proposed controls summarised in the table above.

[33] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 29 July 2022.

6.29.17 **Character Area: Beverley**

Section	Matter addressed	Assessment
77J(3)(a)(i); 77L(a); 77L(c)(i)	Why the area is subject to a qualifying matter.	The following have been identified as the key elements, which in combination contribute to the distinctiveness and sense of place of the Beverley Character Area[34]: • Consistent double-storey generally detached dwellings with large footprints located on sections that are largely intact. • Architectural detailing that primarily reflects the Georgian Revival, English Domestic Revival and Arts and Craft styles. • Building form and detailing which includes steep pitched roofs, timber weatherboard cladding, iron or slate tile roofing, bay and box windows, a mixture of small and medium sized windowpanes within overall large frames, various styled dormer windows, window shutters, exposed rafter ends to extended eves and occasional shingle detailing on gable ends. • Entrance canopies, a variety of detailed entry features, verandas and porches. • A general spaciousness when viewed from the street, including generous separation between houses and gardens with substantial vegetation. • A typical site coverage of approximately 30% and an average setback from the street of approximately 4m on the north side of the street and deeper setbacks varying between 6-14m on the south side. • Mature boundary and on-site vegetation. • Low fencing of approximately 1m to 1.5m in height with some stone walls. • Visual connectivity between dwellings and the street – through low fencing, placement of windows and dwelling entrances and porches. • Garages which are generally excluded from the street.

[34] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 11.

77J(3)(a)(i) & 77L(b)	Why the qualifying matter is incompatible with the level of development permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 for that area, and in light of the national significance of urban development and the objectives of the NPS-UD.	Technical analysis has identified that the level of development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD, would be inappropriate in this Character Area, as it would not maintain the special characteristics and values attributed to this Character Areas; nor retain its value as a whole.[35] Otherwise progressing with the intensification direction would result in:[36] • Loss of the original dwelling. • Scale/dominance of new/additional building. • Garage/manoeuvring area/parking located within the front yard and the associated visual impact, effects on vegetation and loss of connection to the dwelling. • Increase in site coverage, with an associated loss in space and vegetation, including a sense of openness and spaciousness. • Loss of sight lines and view lines to the rear. • Loss of large-scale vegetation. • Front yard open space/privacy conflict and loss of visual connection with the street, with an increase in the height of fencing. • Multiple vehicle accessways from the street impacting on the continuity of the streetscape. ***Assessment against the relevant NPS-UD objectives*** Objective 1: - The values associated with the Character Area contribute to the wellbeing of the community and to a well-functioning urban environment. Development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD would compromise these values. Objective 2: - The loss of development capacity resulting from this Character Area being identified as a qualifying matter will have limited impact on the overall opportunities for residential intensification, and therefore will not have a detrimental impact on competitive

[35] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 10.
[36] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 8.

		land and development markets. The degree of loss is offset by the significant amount of further development capacity plan change 14 proposes. Objective 3: - The Beverley Character Area is located within close proximity of a larger Local Centre, which proposes to increase building heights and densities to enable 20m building development. The area front into Papanui Road, a significant public transport corridor, and has been identified as an area with strong development interest. Despite this, the character area remains isolated to 25 sites, which is unlikely to have a discernible impact on development potential within the area and still provide for ready accessible access to local employment and public transport. The proposed controls have been identified as providing for a level of development within the Character Area, to enable more people to live in this part of the urban environment, while ensuring that the special characteristics and values attributed to this Character Area, and its values as a whole, are retained. Objective 4: - There is still a level of development enabled in the Character Area, which will allow for it to develop and change over time in response to the needs of people and the community, while still maintaining those characteristics of value to the community.
77J(3)(b)	The impact that limiting development capacity, building height, or density (as relevant) will have on the provision of development capacity.	The Beverley Character Area totals 25 residential sites. The proposed Character Area controls will allow for 3 additional residential units. This is compared to a theoretical maximum of 178 units that could be developed under the MDR provisions, resulting in a total estimated theoretical impacted development capacity of 175 residential units.
77J(3)(c)	The costs and broader impacts of imposing those limits.	The key cost and broader impact of imposing the limits in this Character Area is that it reduces housing choice and availability of land for new development within this area.
77J(4)(b) & 77L(c)(ii)	How modifications to the MDRS as applied to the relevant residential zones are limited to only those modifications necessary to accommodate qualifying matters and, in particular, how they apply	The proposed Character Area controls (set out below), are those which have been determined as being appropriate to allow for some further residential intensification in line with the NPS-UD objectives, while still retaining the integrity of this Character Area. The specific controls also align with the MDRS provisions as far as practicable.[37]

[37] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.

<table>
<tr>
<td></td>
<td>to any spatial layers relating to overlays, precincts, specific controls, and development areas, including—
• any operative district plan spatial layers;
• any new spatial layers proposed for the district plan; and
• the specific characteristic on a site-specific basis to determine the geographic area where intensification needs to be compatible with the specific matter.</td>
<td>The Character Area has been spatially defined through a review undertaken by Boffa Miskell. This involved[38]:
• Undertaking a site visit and recording changes to the ranking of the Site (from that undertaken in 2015[39].)
• Removing any large clusters of rear sections that could not be seen and which are not considered to be part of a consistent, coherent streetscape or sensible grouping overall.
• Confirming the boundaries of the Character Area generally based on whether at least 80% of sites were ranked either Primary or Contributory (with generally 50% being Primary sites.)

The outcome of this is the retention of the current extent of the Beverley Character Area.[40]A total of 25 sites will have the following Character Area overlay controls applied to them.

<table>
<tr><th>Standard</th><th>MDRS & MRZ Controls</th><th>Beverley Character Area</th></tr>
<tr><td>Activity Status (where standards are met) for residential units</td><td>Permitted: up to 3 units per site</td><td>Permitted: interior conversion of an existing residential unit into two residential units
Controlled: single residential unit located to the rear of an existing residential unit
Restricted Discretionary: any other residential unit</td></tr>
<tr><td>Units per site</td><td>3</td><td>2</td></tr>
<tr><td>Minimum net site size</td><td>400m^2 [proposed in MRZ vacant allotment size]</td><td>800m^2</td></tr>
<tr><td>Height</td><td>11m + 1m (roof)</td><td>7m + 2m (roof)</td></tr>
</table>
</td>
</tr>
</table>

[38] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 6-7.
[39] Appendix 20 of the s32 Report for Residential Chapter 14, notified 2 May 2015. *Christchurch Suburban Character Area Assessments,* Beca Ltd, 9 January 2015.
[40] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p.14.

		Height in relation to boundary	4m & 60°	*As per MDRS*
		Road boundary setback	1.5m	North side – 3m South side – 7m
		Internal boundary setbacks	1m	2m on one side and 3m on the other
		Rear boundary setbacks	1m	3m
		Minimum building setback to a shared access	N/A	1m
		Building coverage	50%	40%
		Minimum building frontage to street	N/A	60%
		Minimum outdoor living space	$20m^2$ 3m minimum dimension	$80m^2$ 7m minimum dimension
		Outlook Space	4m x 4m for principle living room and 1mx1m for all other habitable rooms.	*As per MDRS*
		Minimum windows to street (glazing)	20%	20% including a front door
		Ground floor habitable room	50% of any ground floor area as habitable rooms [MRZ proposal]	*As per proposed zoning*
		Minimum landscaped area	20%	20% Plus a 2m landscape strip along front boundary.
		Maximum fencing height (front boundary)	50% to maximum 1.5m [MRZ proposal]	1.2m
		Garage & carport building location	Detached garage or carport located 1.2m behind front façade of a residential unit [MRZ proposal]	Garages and carports whether separate or integrated to be to the rear of the dwelling, or if at the side to be a minimum of

<table>
<tr><td></td><td></td><td>
<table>
<tr><td></td><td></td><td>5m behind the main front façade of the building.</td></tr>
<tr><td>Max. paved access width per site.</td><td>N/A</td><td>3.6m, or 4.8m where including a 1.2m pedestrian access.</td></tr>
<tr><td>Min. building separation on a site (excluding garages)</td><td>N/A</td><td>5m</td></tr>
</table>
</td></tr>
<tr><td>77L(c)(iii)</td><td>An appropriate range of options to achieve the greatest heights and densities permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 while managing the specific characteristics.</td><td>The MDRS were used as a baseline for the assessment undertaken of the Character Areas. The initial assessment of Character Areas undertaken by Boffa Miskell identified a potential set of parameters based on individual attributes assessed for each of the Character Area typologies. Consideration was also given as to how to incentivise the retention of values that make a primary contribution to a Character Area, given their importance to the integrity and coherence of the Character Area values. Modelling was then undertaken to consider the combination of built form standards, to determine the combination of these which would allow for an increase in density, without the loss of character values[41]. The results of this are reflected in the proposed controls summarised in the table above.</td></tr>
</table>

[41] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 29 July 2022.

6.29.18 **Character Area: Bewdley**

Section	Matter addressed	Assessment
77J(3)(a)(i); 77L(a); 77L(c)(i)	Why the area is subject to a qualifying matter.	The following have been identified as the key elements, which in combination contribute to the distinctiveness and sense of place of the Bewdley Character Area[42]: • Consistent setbacks with open front yards. • Subdivision pattern is largely intact. • Consistent single storey, generally detached, dwellings on modest footprints. • Architectural detailing which reflects a very specific period - consistently includes masonry bungalows dating from the 1950s – 1960s. • Gardens/vegetation in front yard, including hedges. • Garages/carports to rear and detached. • Entrances at the side of the dwelling. • Good visual connectivity between dwellings and the street through glazing to the street and low or no fencing.
77J(3)(a)(i) & 77L(b)	Why the qualifying matter is incompatible with the level of development permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 for that area, and in light of the national significance of urban development and the objectives of the NPS-UD.	Technical analysis has identified that the level of development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD, would be inappropriate in this Character Area, as it would not maintain the special characteristics and values attributed to this Character Areas; nor retain its value as a whole.[43] Otherwise progressing with the intensification direction would result in:[44] • Loss of the original dwelling. • Scale/dominance of new/additional building.

[42] Appendix 22, *Investigation of Qualifying Matters – Ōtautahi Christchurch Suburban Character Areas – Stage 2A Addendum Report*, Boffa Miskell Ltd, 22 July 2022, p. 14.
[43] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 10.
[44] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 8.

		• Garage/manoeuvring area/parking located within the front yard and the associated visual impact, effects on vegetation and loss of connection to the dwelling. • Increase in site coverage, with an associated loss in space and vegetation, including a sense of openness and spaciousness. • Loss of sight lines and view lines to the rear. • Loss of large-scale vegetation. • Front yard open space/privacy conflict and loss of visual connection with the street, with an increase in the height of fencing. • Multiple vehicle accessways from the street impacting on the continuity of the streetscape. ***Assessment against the relevant NPS-UD objectives*** Objective 1: - The values associated with the Character Area contribute to the wellbeing of the community and to a well-functioning urban environment. Development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD would compromise these values. Objective 2: - The loss of development capacity resulting from this Character Area being identified as a qualifying matter will have limited impact on the overall opportunities for residential intensification, and therefore will not have a detrimental impact on competitive land and development markets. The degree of loss is offset by the significant amount of further development capacity plan change 14 proposes. Objective 3: - The extent of the Bewdley Character Area is not in near proximity to a commercial centre, is not within a significant public transport corridor, and has not been identified within an area that has high housing demand. Objective 4: - There is still a level of development enabled in the Character Area, which will allow for it to develop and change over time in response to the needs of people and the community, while still maintaining those characteristics of value to the community in this area.

<table>
<tr><td>77J(3)(b)</td><td>The impact that limiting development capacity, building height, or density (as relevant) will have on the provision of development capacity.</td><td>The Bewdley Character Area totals 91 residential sites. The proposed Character Area controls will allow for 12 additional residential units. This is compared to a theoretical maximum of 317 units that could be developed under the MDRS provisions, resulting in a total estimated theoretical impacted development capacity of 305 residential units.</td></tr>
<tr><td>77J(3)(c)</td><td>The costs and broader impacts of imposing those limits.</td><td>The key cost and broader impact of imposing the limits in this Character Area is that it reduces housing choice and availability of land for new development within this area.</td></tr>
<tr><td>77J(4)(b) & 77L(c)(ii)</td><td>How modifications to the MDRS as applied to the relevant residential zones are limited to only those modifications necessary to accommodate qualifying matters and, in particular, how they apply to any spatial layers relating to overlays, precincts, specific controls, and development areas, including—
any operative district plan spatial layers;
any new spatial layers proposed for the district plan; and
the specific characteristic on a site-specific basis to determine the geographic area where intensification needs to be compatible with the specific matter.</td><td>The proposed Character Area controls (set out below), are those which have been determined as being appropriate to allow for some further residential intensification in line with the NPS-UD objectives, while still retaining the integrity of this Character Area. The specific controls also align with the MDRS provisions as far as practicable.[45]

The Character Area has been spatially defined through a review undertaken by Boffa Miskell. This involved[46]:
Undertaking a desktop analysis and site visit of the area, based on areas put forward for consideration as Character Areas through the pre-notification engagement and technical review of heritage area assessments.
Confirming the boundaries of the Character Area generally based on whether at least 80% of sites were ranked either Primary or Contributory (with generally 50% being Primary sites.)
The outcome of this is the inclusion of a new Bewdley Character Area.[47] A total of 91 sites will have the following Character Area overlay controls applied to them.

<table><tr><th>Standard</th><th>MDRS & MRZ Controls</th><th>Heaton</th></tr></table></td></tr>
</table>

[45] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.
[46] Appendix 22, *Investigation of Qualifying Matters – Ōtautahi Christchurch Suburban Character Areas – Stage 2A Addendum Report*, Boffa Miskell Ltd, 22 July 2022.
[47] Appendix 22, *Investigation of Qualifying Matters – Ōtautahi Christchurch Suburban Character Areas – Stage 2A Addendum Report*, Boffa Miskell Ltd, 22 July 2022, p. 17-18.

		Activity Status (where standards are met) for residential units	Permitted: up to 3 units per site	Permitted: interior conversion of an existing residential unit into two residential units Controlled: single residential unit located to the rear of an existing residential unit Restricted Discretionary: any other residential unit
		Units per site	3	2
		Minimum net site size	400m^2 [proposed in MRZ vacant allotment size]	600m^2
		Height	11m + 1m (roof)	5.5m
		Height in relation to boundary	4m & 60^o	*As per MDRS*
		Road boundary setback	1.5m	6m
		Internal boundary setbacks	1m	1m on one side and 3m on the other
		Rear boundary setbacks	1m	3m
		Minimum building setback to a shared access	N/A	1m
		Building coverage	50%	35%
		Minimum building frontage to street	N/A	60%
		Minimum outdoor living space	20m^2 3m minimum dimension	50m^2 5m minimum dimension
		Outlook Space	4m x 4m for principle living room and 1mx1m for all other habitable rooms.	*As per MDRS*
		Minimum windows to street (glazing)	20%	40%

<table>
<tr>
<td></td>
<td></td>
<td>
<table>
<tr><td>Ground floor habitable room</td><td>50% of any ground floor area as habitable rooms [MRZ proposal]</td><td>As per proposed zoning</td></tr>
<tr><td>Minimum landscaped area</td><td>20%</td><td>20%
Plus a 3m landscape strip along road boundary.</td></tr>
<tr><td>Maximum fencing height (front boundary)</td><td>50% to maximum 1.5m [MRZ proposal]</td><td>0.5m</td></tr>
<tr><td>Garage & carport building location</td><td>Detached garage or carport located 1.2m behind front façade of a residential unit [MRZ proposal]</td><td>Garages and carports whether separate or integrated to be to the rear of the dwelling, or if at the side to be a minimum of 5m behind the main front façade of the building.</td></tr>
<tr><td>Max. paved access width per site</td><td>N/A</td><td>3.6m, or 4.8m where including a 1.2m pedestrian access.</td></tr>
<tr><td>Min. building separation on a site (excluding garages)</td><td>N/A</td><td>5m</td></tr>
</table>
</td>
</tr>
<tr>
<td>77L(c)(iii)</td>
<td>An appropriate range of options to achieve the greatest heights and densities permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 while managing the specific characteristics.</td>
<td>The MDRS were used as a baseline for the assessment undertaken of the Character Areas. The initial assessment of Character Areas undertaken by Boffa Miskell identified a potential set of parameters based on individual attributes assessed for each of the Character Area typologies. Consideration was also given as to how to incentivise the retention of values that make a primary contribution to a Character Area, given their importance to the integrity and coherence of the Character Area values. Modelling was then undertaken to consider the combination of built form standards, to determine the combination of these which would allow for an increase in density, without the loss of character values[48]. The results of this are reflected in the proposed controls summarised in the table above.</td>
</tr>
</table>

[48] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 29 July 2022.

6.29.19 **Character Area: Cashmere**

Section	Matter addressed	Assessment
77J(3)(a)(i); 77L(a); 77L(c)(i)	Why the area is subject to a qualifying matter.	The following have been identified as the key elements, which in combination contribute to the distinctiveness and sense of place of the Cashmere Character Area[49]: • Hillside topography with steep slopes, ridges and valleys. • Dwellings which are typically large, two-storey dwellings which respond to the topography. • The architecture is most consistently represented by dwellings from the late 19th to early 20th century, with a mix of styles including English Domestic Revivalist and Arts and Crafts styles. • Buildings have completed forms including projections, pitched roofs with architectural detailing including timber cladding, simple but decorative detailing, well defined large dormer and decorative winders. • Setbacks vary, depending on the topography, although often dwellings are very close to street edge (within approximately 5m, but some primary examples are much greater). • Property boundaries are marked by basalt stone walls along the street edge, although larger fences are evident for providing privacy. • Front gardens or boundaries are often planted, typically with established trees, hedges or shrubs. • Generally good visual connectivity between the dwellings and the street but this can be affected by topography and vegetation, and sometimes by fences.
77J(3)(a)(i) & 77L(b)	Why the qualifying matter is incompatible with the level of development permitted by the MDRS (as specified in Schedule 3A) or as	Technical analysis has identified that the level of development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD, would be inappropriate in this Character Area, as it would not maintain the special characteristics and values attributed to this Character Areas;

[49] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 45.

	provided for by policy 3 for that area, and in light of the national significance of urban development and the objectives of the NPS-UD.	nor retain its value as a whole.[50] Otherwise progressing with the intensification direction would result in:[51] • Loss of the original dwelling. • Scale/dominance of new/additional building. • Garage/manoeuvring area/parking located within the front yard and the associated visual impact, effects on vegetation and loss of connection to the dwelling. • Increase in site coverage, with an associated loss in space and vegetation, including a sense of openness and spaciousness. • Loss of sight lines and view lines to the rear. • Loss of large-scale vegetation. • Front yard open space/privacy conflict and loss of visual connection with the street, with an increase in the height of fencing. • Multiple vehicle accessways from the street impacting on the continuity of the streetscape. ***Assessment against the relevant NPS-UD objectives*** Objective 1: - The values associated with the Character Area contribute to the wellbeing of the community and to a well-functioning urban environment. Development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD would compromise these values. Objective 2: - The loss of development capacity resulting from this Character Area being identified as a qualifying matter will have limited impact on the overall opportunities for residential intensification, and therefore will not have a detrimental impact on competitive land and development markets. The degree of loss is offset by the significant amount of further development capacity plan change 14 proposes.

[50] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 10.
[51] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 8.

		Objective 3: - The extent of the Cashmere Character Area is not in near proximity to a commercial centre, is not within a significant public transport corridor, and has not been identified within an area that has high housing demand. Objective 4: - There is still a level of development enabled in the Character Area, which will allow for it to develop and change over time in response to the needs of people and the community, while still maintaining those characteristics of value to the community in this area.
77J(3)(b)	The impact that limiting development capacity, building height, or density (as relevant) will have on the provision of development capacity.	The Cashmere Character Area totals 237 residential sites. The proposed Character Area controls will allow for 108 additional residential units. This is compared to a theoretical maximum development capacity of 1,194 units that could be developed under the MDRS provisions, resulting in a total estimated theoretical impacted development capacity of 1,086 residential units.
77J(3)(c)	The costs and broader impacts of imposing those limits.	The key cost and broader impact of imposing the limits in this Character Area is that it reduces housing choice and availability of land for new development within this area.
77J(4)(b) & 77L(c)(ii)	How modifications to the MDRS as applied to the relevant residential zones are limited to only those modifications necessary to accommodate qualifying matters and, in particular, how they apply to any spatial layers relating to overlays, precincts, specific controls, and development areas, including— • any operative district plan spatial layers; • any new spatial layers proposed for the district plan; and	The proposed Character Area controls (set out below), are those which have been determined as being appropriate to allow for some further residential intensification in line with the NPS-UD objectives, while still retaining the integrity of this Character Area. The specific controls also align with the MDRS provisions as far as practicable.[52] The Character Area has been spatially defined through a review undertaken by Boffa Miskell. This involved[53]: • Undertaking a site visit and recording changes to the ranking of the Site (from that undertaken in 2015[54].)

[52] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.
[53] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 6-7.
[54] Appendix 20 of the s32 Report for Residential Chapter 14, notified 2 May 2015. *Christchurch Suburban Character Area Assessments,* Beca Ltd, 9 January 2015.

- the specific characteristic on a site-specific basis to determine the geographic area where intensification needs to be compatible with the specific matter.

- Removing any large clusters of rear sections that could not be seen and which are not considered to be part of a consistent, coherent streetscape or sensible grouping overall.
- Confirming the boundaries of the Character Area generally based on whether at least 80% of sites were ranked either Primary or Contributory (with generally 50% being Primary sites.)

The outcome of this is the reduction of the current extent of the Cashmere Character Area.[55] A total of 237 sites will have the following Character Area overlay controls applied to them.

Standard	**MDRS & MRZ Controls**	**Cashmere Character Area**
Activity Status (where standards are met) for residential units	Permitted: up to 3 units per site	Permitted: interior conversion of an existing residential unit into two residential units Controlled: single residential unit located to the rear of an existing residential unit Restricted Discretionary: any other residential unit
Units per site	3	2
Minimum net site size	400m^2 [proposed in MRZ vacant allotment size]	800m^2
Height	11m + 1m (roof)	7m + 2m (roof)
Height in relation to boundary	4m & 60^o	*As per MDRS*
Road boundary setback	1.5m	5m
Internal boundary setbacks	1m	3m
Rear boundary setbacks	1m	3m

[55] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p.47.

		Minimum building setback to a shared access	N/A	1m
		Building coverage	50%	40%
		Minimum building frontage to street	N/A	8m
		Minimum outdoor living space	20m^2 3m minimum dimension	50m^2 5m minimum dimension
		Outlook Space	4m x 4m for principle living room and 1mx1m for all other habitable rooms.	*As per proposed zoning*
		Minimum windows to street (glazing)	20%	20% including a front door
		Ground floor habitable room	50% of any ground floor area as habitable rooms [MRZ proposal]	*As per MDRS*
		Minimum landscaped area	20%	20% Plus a 3m landscape strip along front boundary.
		Maximum fencing height (front boundary)	50% to maximum 1.5m [MRZ proposal]	1.2m front boundary fence, 1.5 metre retaining wall along the front boundary, and fence on retaining wall must be setback from front face of retaining wall by 1.2m.
		Garage & carport building location	Detached garage or carport located 1.2m behind front façade of a residential unit [MRZ proposal]	A single garage or carport less than 4.5m in width within front setback, where it fronts on to the street; is less than 25% of the width of the street frontage; and does not have a

<table>
<tr><td></td><td></td><td><table>
<tr><td></td><td></td><td>driveway or garage located within 2.5m</td></tr>
<tr><td>Max. paved access width per site.</td><td>N/A</td><td>3.6m, or 4.8m where including a 1.2m pedestrian access.</td></tr>
<tr><td>Min. building separation on a site (excluding garages)</td><td>N/A</td><td>5m</td></tr>
</table></td></tr>
<tr><td>77L(c)(iii)</td><td>An appropriate range of options to achieve the greatest heights and densities permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 while managing the specific characteristics.</td><td>The MDRS were used as a baseline for the assessment undertaken of the Character Areas. The initial assessment of Character Areas undertaken by Boffa Miskell identified a potential set of parameters based on individual attributes assessed for each of the Character Area typologies. Consideration was also given as to how to incentivise the retention of values that make a primary contribution to a Character Area, given their importance to the integrity and coherence of the Character Area values. Modelling was then undertaken to consider the combination of built form standards, to determine the combination of these which would allow for an increase in density, without the loss of character values[56]. The results of this are reflected in the proposed controls summarised in the table above.</td></tr>
</table>

[56] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.

6.29.20 **Character Area: Dudley**

Section	Matter addressed	Assessment
77J(3)(a)(i); 77L(a); 77L(c)(i)	Why the area is subject to a qualifying matter.	The following have been identified as the key elements, which in combination contribute to the distinctiveness and sense of place of the Dudley Character Area[57]: • Consistent style and era of dwellings (primarily consisting of single-storey wooden Californian-style bungalows of the 1920s - 1940s). • Dwellings are typically single-storey, with some exceptions and are generally detached buildings of a moderate scale. • Buildings and roofs are generally simple forms with projections, gable and hip roofs. • Architectural detailing includes bay and bow windows, shingle gable ends and weatherboard cladding. • Dwellings are setback between 6-9m from the street. • Fencing is 1m to 1.5m, although evidence of non-compliance with this standard is eroding this consistency. • Moderate street widths, consistent dwelling setbacks (more generous along the river edge). • Visible boundary vegetation and landscaping in the front yard. • Good visual connectivity between the dwellings and the street through low fencing, dwelling entrances, placement of windows. • Mature deciduous trees lining Dudley Street.
77J(3)(a)(i) & 77L(b)	Why the qualifying matter is incompatible with the level of development permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 for that area, and in light of the national	Technical analysis has identified that the level of development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD, would be inappropriate in this Character Area, as it would not maintain the special characteristics and values attributed to this Character Areas; nor

[57] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 32-33.

	significance of urban development and the objectives of the NPS-UD.	retain its value as a whole.[58] Otherwise progressing with the intensification direction would result in:[59] • Loss of the original dwelling. • Scale/dominance of new/additional building. • Garage/manoeuvring area/parking located within the front yard and the associated visual impact, effects on vegetation and loss of connection to the dwelling. • Increase in site coverage, with an associated loss in space and vegetation, including a sense of openness and spaciousness. • Loss of sight lines and view lines to the rear. • Loss of large-scale vegetation. • Front yard open space/privacy conflict and loss of visual connection with the street, with an increase in the height of fencing. • Multiple vehicle accessways from the street impacting on the continuity of the streetscape. ***Assessment against the relevant NPS-UD objectives*** Objective 1: - The values associated with the Character Area contribute to the wellbeing of the community and to a well-functioning urban environment. Development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD would compromise these values. Objective 2: - The loss of development capacity resulting from this Character Area being identified as a qualifying matter will have limited impact on the overall opportunities for residential intensification, and therefore will not have a detrimental impact on competitive land and development markets. The degree of loss is offset by the significant amount of further development capacity plan change 14 proposes.

[58] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 10.
[59] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 8.

		Objective 3: - The Dudley Character Area is located within close proximity of a Town Centre, which proposes to increase building heights and densities to enable 20m building development. The area front into Shirley Road, a significant public transport corridor, but has not been identified as an area with high development interest. Despite this, the character area is on the periphery of the centres intensification area, which is unlikely to have a discernible impact on development potential within the area and still provide for ready accessible access to local employment and public transport. The proposed controls have been identified as providing for a level of development within the Character Area, to enable more people to live in this part of the urban environment, while ensuring that the special characteristics and values attributed to this Character Area, and its values as a whole, are retained. Objective 4: - There is still a level of development enabled in the Character Area, which will allow for it to develop and change over time in response to the needs of people and the community, while still maintaining those characteristics of value to the community in this area.
77J(3)(b)	The impact that limiting development capacity, building height, or density (as relevant) will have on the provision of development capacity.	The Dudley Character Area totals 472 residential sites. The proposed Character Area controls will allow for 122 additional residential units. This is compared to a theoretical maximum development capacity of 2,036 units that could be developed under the MDRS provisions, resulting in a total estimated theoretical impacted development capacity of 1,914 residential units.
77J(3)(c)	The costs and broader impacts of imposing those limits.	The key cost and broader impact of imposing the limits in this Character Area is that it reduces housing choice and availability of land for new development within this area.
77J(4)(b) & 77L(c)(ii)	How modifications to the MDRS as applied to the relevant residential zones are limited to only those modifications necessary to accommodate qualifying matters and, in particular, how they apply to any spatial layers relating to overlays, precincts, specific controls, and development areas, including—	The proposed Character Area controls (set out below), are those which have been determined as being appropriate to allow for some further residential intensification in line with the NPS-UD objectives, while still retaining the integrity of this Character Area. The specific controls also align with the MDRS provisions as far as practicable.[60] The Character Area has been spatially defined through a review undertaken by Boffa Miskell. This involved[61]:

[60] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.
[61] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 6-7.

<table>
<tr>
<td></td>
<td>

any operative district plan spatial layers;
any new spatial layers proposed for the district plan; and
the specific characteristic on a site-specific basis to determine the geographic area where intensification needs to be compatible with the specific matter.

</td>
<td>

Undertaking a site visit and recording changes to the ranking of the Site (from that undertaken in 2015[62].)
Removing any large clusters of rear sections that could not be seen and which are not considered to be part of a consistent, coherent streetscape or sensible grouping overall.
Confirming the boundaries of the Character Area generally based on whether at least 80% of sites were ranked either Primary or Contributory (with generally 50% being Primary sites.)

The outcome of this is the reduction of the current extent of the Dudley Character Area.[63] A total of 472 sites will have the following Character Area overlay controls applied to them.
<table>
<tr><th>Standard</th><th>MDRS & MRZ Controls</th><th>Dudley Character Area</th></tr>
<tr><td>Activity Status (where standards are met) for residential units</td><td>Permitted: up to 3 units per site</td><td>Permitted: interior conversion of an existing residential unit into two residential units
Controlled: single residential unit located to the rear of an existing residential unit
Restricted Discretionary: any other residential unit</td></tr>
<tr><td>Units per site</td><td>3</td><td>2</td></tr>
<tr><td>Minimum net site size</td><td>400m^2 [proposed in MRZ vacant allotment size]</td><td>700m^2</td></tr>
<tr><td>Height</td><td>11m + 1m (roof)</td><td>5.5m</td></tr>
<tr><td>Height in relation to boundary</td><td>4m & 60^o</td><td>As per MDRS</td></tr>
</table>
</td>
</tr>
</table>

[62] Appendix 20 of the s32 Report for Residential Chapter 14, notified 2 May 2015. *Christchurch Suburban Character Area Assessments,* Beca Ltd, 9 January 2015.
[63] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p.47.

		Road boundary setback	1.5m	8m, or 6m, where it is a relocation of an original house was built prior to 1945.
		Internal boundary setbacks	1m	2m on one side and 3m on the other.
		Rear boundary setbacks	1m	3m
		Minimum building setback to a shared access	N/A	1m
		Building coverage	50%	40%
		Minimum building frontage to street	N/A	60%
		Minimum outdoor living space	$20m^2$ 3m minimum dimension	$50m^2$ 5m minimum dimension
		Outlook Space	4m x 4m for principle living room and 1mx1m for all other habitable rooms.	*As per MDRS*
		Minimum windows to street (glazing)	20%	30% including a front door
		Ground floor habitable room	50% of any ground floor area as habitable rooms [MRZ proposal]	*As per proposed zoning*
		Minimum landscaped area	20%	20% Plus a 3m landscape strip along front boundary.
		Maximum fencing height (front boundary)	50% to maximum 1.5m [MRZ proposal]	1.2m
		Garage & carport building location	Detached garage or carport located 1.2m behind front façade of a residential unit [MRZ proposal]	Garages and carports whether separate or integrated to be to the rear of the dwelling, or if at the side to be a minimum of 5m

<table>
<tr><td></td><td></td><td><table>
<tr><td></td><td></td><td>behind the main front façade of the building.</td></tr>
<tr><td>Max. paved access width per site.</td><td>N/A</td><td>3.6m, or 4.8m where including a 1.2m pedestrian access.</td></tr>
<tr><td>Min. building separation on a site (excluding garages)</td><td>N/A</td><td>5m</td></tr>
</table></td></tr>
<tr><td>77L(c)(iii)</td><td>An appropriate range of options to achieve the greatest heights and densities permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 while managing the specific characteristics.</td><td>The MDRS were used as a baseline for the assessment undertaken of the Character Areas. The initial assessment of Character Areas undertaken by Boffa Miskell identified a potential set of parameters based on individual attributes assessed for each of the Character Area typologies. Consideration was also given as to how to incentivise the retention of values that make a primary contribution to a Character Area, given their importance to the integrity and coherence of the Character Area values. Modelling was then undertaken to consider the combination of built form standards, to determine the combination of these which would allow for an increase in density, without the loss of character values[64]. The results of this are reflected in the proposed controls summarised in the table above.</td></tr>
</table>

[64] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.

6.29.21 **Character Area: Englefield**

Section	Matter addressed	Assessment
77J(3)(a)(i); 77L(a); 77L(c)(i)	Why the area is subject to a qualifying matter.	The following have been identified as the key elements, which in combination contribute to the distinctiveness and sense of place of the Englefield Character Area[65]: • Consistent single-storey, detached buildings with small footprints. • Architectural detailing that primarily reflects workers cottages from the 1870s and several wooden bungalows from the 1920's and 1930's. • Building form and detailing is simple and includes small projections for porches, low angled gable and hip roofs, weatherboard cladding, symmetrical frontage, clearly defined entrance, verandas, porches, windows to the street. • Consistently small scale layout, with narrow streets, small sections and small setbacks. This means a typical site coverage of approximately 40% and setbacks from streets varying between approximately 3m and 7m with an average of 4.5m. • Most properties are characterised by mature boundary and on-site vegetation. • Low fencing of approximately 1m to 1.5m in height with some timber/picket fencing a feature of the Area. • Good visual connectivity between dwellings and the street through low fencing, narrow street setbacks and the placement of large windows at the front of the dwellings. • Properties with garages have generally placed these at the rear.
77J(3)(a)(i) & 77L(b)	Why the qualifying matter is incompatible with the level of development permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 for that area,	Technical analysis has identified that the level of development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD, would be inappropriate in this Character Area, as it would not maintain the

[65] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 17.

	and in light of the national significance of urban development and the objectives of the NPS-UD.	special characteristics and values attributed to this Character Areas; nor retain its value as a whole.[66] Otherwise progressing with the intensification direction would result in:[67] • Loss of the original dwelling. • Scale/dominance of new/additional building. • Garage/manoeuvring area/parking located within the front yard and the associated visual impact, effects on vegetation and loss of connection to the dwelling. • Increase in site coverage, with an associated loss in space and vegetation, including a sense of openness and spaciousness. • Loss of sight lines and view lines to the rear. • Loss of large-scale vegetation. • Front yard open space/privacy conflict and loss of visual connection with the street, with an increase in the height of fencing. • Multiple vehicle accessways from the street impacting on the continuity of the streetscape. ***Assessment against the relevant NPS-UD objectives*** Objective 1: - The values associated with the Character Area contribute to the wellbeing of the community and to a well-functioning urban environment. Development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD would compromise these values. Objective 2: - The loss of development capacity resulting from this Character Area being identified as a qualifying matter will have limited impact on the overall opportunities for residential intensification, and therefore will not have a detrimental impact on competitive land and development markets. The degree of loss is offset by the significant amount of further development capacity plan change 14 proposes. Objective 3: - The Englefield Character Area is located within near proximity to the City Centre, which proposes to increase building heights and densities to enable 20m building development in the area

[66] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 10.
[67] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 8.

		surrounding the character area. The area fronts into Fitzgerald Avenue, a significant public transport corridor, and has been identified as an area with moderate development interest. Despite this, the character area remains isolated to 55 sites, which is unlikely to have a discernible impact on development potential within the area and still provide for ready accessible access to local employment and public transport. The proposed controls have been identified as providing for a level of development within the Character Area, to enable more people to live in this part of the urban environment, while ensuring that the special characteristics and values attributed to this Character Area, and its values as a whole, are retained. Objective 4: - There is still a level of development enabled in the Character Area, which will allow for it to develop and change over time in response to the needs of people and the community, while still maintaining those characteristics of value to the community in this area.
77J(3)(b)	The impact that limiting development capacity, building height, or density (as relevant) will have on the provision of development capacity.	The Englefield Character Area totals 55 residential sites. The proposed Character Area controls will allow for 19 additional residential units. This is compared to a theoretical maximum development capacity of 310 units that could be developed under the MDRS provisions, resulting in a total estimated theoretical impacted development capacity of 291 residential units.
77J(3)(c)	The costs and broader impacts of imposing those limits.	The key cost and broader impact of imposing the limits in this Character Area is that it reduces housing choice and availability of land for new development within this area.
77J(4)(b) & 77L(c)(ii)	How modifications to the MDRS as applied to the relevant residential zones are limited to only those modifications necessary to accommodate qualifying matters and, in particular, how they apply to any spatial layers relating to overlays, precincts, specific controls, and development areas, including—	The proposed Character Area controls (set out below), are those which have been determined as being appropriate to allow for some further residential intensification in line with the NPS-UD objectives, while still retaining the integrity of this Character Area. The specific controls also align with the MDRS provisions as far as practicable.[68] The Character Area has been spatially defined through a review undertaken by Boffa Miskell. This involved[69]:

[68] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.
[69] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 6-7.

- any operative district plan spatial layers;
- any new spatial layers proposed for the district plan; and
- the specific characteristic on a site-specific basis to determine the geographic area where intensification needs to be compatible with the specific matter.

- Undertaking a site visit and recording changes to the ranking of the Site (from that undertaken in 2015[70].)
- Removing any large clusters of rear sections that could not be seen and which are not considered to be part of a consistent, coherent streetscape or sensible grouping overall.
- Confirming the boundaries of the Character Area generally based on whether at least 80% of sites were ranked either Primary or Contributory (with over 50% being Primary sites.)

The outcome of this is the reduction of the current extent of the Englefield Character Area.[71]A total of 55 sites will have the following Character Area overlay controls applied to them.

Standard	**MDRS & MDRS Controls**	**Englefield Character Area**
Activity Status (where standards are met) for residential units	Permitted: up to 3 units per site	Permitted: interior conversion of an existing residential unit into two residential units Controlled: single residential unit located to the rear of an existing residential unit Restricted Discretionary: any other residential unit
Units per site	3	2, separated from any other residential unit on the same site by 5m.
Minimum net site size	400m^2 [proposed in MRZ vacant allotment size]	450m^2
Height	11m + 1m (roof)	5m
Height in relation to boundary	4m & 60^o	*As per MDRS*
Road boundary setback	1.5m	3m minimum, 5m maximum.
Internal boundary setbacks	1m	1m on one side and 3m on the other.

[70] Appendix 20 of the s32 Report for Residential Chapter 14, notified 2 May 2015. *Christchurch Suburban Character Area Assessments,* Beca Ltd, 9 January 2015.
[71] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 19.

		Rear boundary setbacks	1m	3m
		Minimum building setback to a shared access	N/A	1m
		Building coverage	50%	35%
		Minimum building frontage to street	N/A	60%
		Minimum outdoor living space	$20m^2$ 3m minimum dimension	$50m^2$ 5m minimum dimension
		Outlook Space	4m x 4m for principle living room and 1mx1m for all other habitable rooms.	*As per MDRS*
		Minimum windows to street (glazing)	20%	20% including a front door
		Ground floor habitable room	50% of any ground floor area as habitable rooms [MRZ proposal]	*As per proposed zoning*
		Minimum landscaped area	20%	20% Plus a 2m landscape strip along front boundary.
		Maximum fencing height (front boundary)	50% to maximum 1.5m [MRZ proposal]	1m
		Garage & carport building location		Garages and carports whether separate or integrated to be to the rear of the dwelling, or if at the side to be a minimum of 5m behind the main front façade of the building.
		Max. paved access width per site.	N/A	3.6m, or 4.8m where including a 1.2m pedestrian access.
		Min. building separation on a site (excluding garages)	N/A	5m

77L(c)(iii)	An appropriate range of options to achieve the greatest heights and densities permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 while managing the specific characteristics.	The MDRS were used as a baseline for the assessment undertaken of the Character Areas. The initial assessment of Character Areas undertaken by Boffa Miskell identified a potential set of parameters based on individual attributes assessed for each of the Character Area typologies. Consideration was also given as to how to incentivise the retention of values that make a primary contribution to a Character Area, given their importance to the integrity and coherence of the Character Area values. Modelling was then undertaken to consider the combination of built form standards, to determine the combination of these which would allow for an increase in density, without the loss of character values[72]. The results of this are reflected in the proposed controls summarised in the table above.

[72] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.

6.29.22 **Character Area: Francis**

Section	Matter addressed	Assessment
77J(3)(a)(i); 77L(a); 77L(c)(i)	Why the area is subject to a qualifying matter.	The following have been identified as the key elements, which in combination contribute to the distinctiveness and sense of place of the Francis Character Area[73]: • Generally single storey, moderate-scale, individual buildings with occasional 2-storey homes. • Architectural detailing primarily reflecting the wooden Californian-style bungalows of the 1920s and 1930s and occasional villas. • Building form and detailing includes simple forms with the addition of small projections, low-pitched hip roofs, gable ends with shingles, bay or bow windows and weatherboard cladding, leadlights and shingle gable ends. The dwellings generally have large windows and porches addressing the street. • The original block layout is generally intact. • High amenity streetscape with mature street trees and well landscaped gardens with consistent, generous setbacks. Typical site coverage is between approximately 35%-45% with average setbacks of around 8-9m. • Characterised by mature boundary and on-site vegetation including specimen trees. • No fencing or low fencing of approximately 1m to 1.5m in height. • Visual connectivity between dwellings and the street through low or no fencing, placement of windows and dwelling entrances and sympathetic on-site landscaping. • Garages generally excluded from the street.
77J(3)(a)(i) & 77L(b)	Why the qualifying matter is incompatible with the level of development permitted by the MDRS (as specified in Schedule	Technical analysis has identified that the level of development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD, would be inappropriate in this Character Area, as it would not maintain the special characteristics and values attributed to this Character Areas; nor retain its value as a whole.[74] Otherwise progressing with the intensification direction would result in:[75]

[73] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 22.
[74] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 10.
[75] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 8.

	3A) or as provided for by policy 3 for that area, and in light of the national significance of urban development and the objectives of the NPS-UD.	• Loss of the original dwelling. • Scale/dominance of new/additional building. • Garage/manoeuvring area/parking located within the front yard and the associated visual impact, effects on vegetation and loss of connection to the dwelling. • Increase in site coverage, with an associated loss in space and vegetation, including a sense of openness and spaciousness. • Loss of sight lines and view lines to the rear. • Loss of large-scale vegetation. • Front yard open space/privacy conflict and loss of visual connection with the street, with an increase in the height of fencing. • Multiple vehicle accessways from the street impacting on the continuity of the streetscape. ***Assessment against the relevant NPS-UD objectives*** Objective 1: - The values associated with the Character Area contribute to the wellbeing of the community and to a well-functioning urban environment. Development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD would compromise these values. Objective 2: - The loss of development capacity resulting from this Character Area being identified as a qualifying matter will have limited impact on the overall opportunities for residential intensification, and therefore will not have a detrimental impact on competitive land and development markets. The degree of loss is offset by the significant amount of further development capacity plan change 14 proposes. Objective 3: - The extent of the Francis Character Area is not in near proximity to a commercial centre, is not within a significant public transport corridor, however has been identified within an area that is likely to have high development interest.

		Objective 4: - There is still a level of development enabled in the Character Area, which will allow for it to develop and change over time in response to the needs of people and the community, while still maintaining those characteristics of value to the community in this area.
77J(3)(b)	The impact that limiting development capacity, building height, or density (as relevant) will have on the provision of development capacity.	The proposed Character Area controls will allow for 38 additional residential units. This is compared to a theoretical maximum of 380 units that could be developed under the MDRS provisions, resulting in a total estimated theoretical impacted development capacity of 342 residential units.
77J(3)(c)	The costs and broader impacts of imposing those limits.	The key cost and broader impact of imposing the limits in this Character Area is that it reduces housing choice and availability of land for new development within this area.
77J(4)(b) & 77L(c)(ii)	How modifications to the MDRS as applied to the relevant residential zones are limited to only those modifications necessary to accommodate qualifying matters and, in particular, how they apply to any spatial layers relating to overlays, precincts, specific controls, and development areas, including— • any operative district plan spatial layers; • any new spatial layers proposed for the district plan; and	The proposed Character Area controls (set out below), are those which have been determined as being appropriate to allow for some further residential intensification in line with the NPS-UD objectives, while still retaining the integrity of this Character Area. The specific controls also align with the MDRS provisions as far as practicable.[76] The Character Area has been spatially defined through a review undertaken by Boffa Miskell. This involved[77]: • Undertaking a site visit and recording changes to the ranking of the Site (from that undertaken in 2015[78].) • Removing any large clusters of rear sections that could not be seen and which are not considered to be part of a consistent, coherent streetscape or sensible grouping overall. • Confirming the boundaries of the Character Area generally based on whether at least 80% of sites were ranked either Primary or Contributory (with generally 50% being Primary sites.) The outcome of this is the reduction of the current extent of the Francis Character Area.[79] A total of 88 sites will have the following Character Area overlay controls applied to them.

[76] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.
[77] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 6-7.
[78] Appendix 20 of the s32 Report for Residential Chapter 14, notified 2 May 2015. *Christchurch Suburban Character Area Assessments,* Beca Ltd, 9 January 2015.
[79] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 24.

- the specific characteristic on a site-specific basis to determine the geographic area where intensification needs to be compatible with the specific matter.

Standard	MDRS & MRS Controls	Francis Character Area
Activity Status (where standards are met) for residential units	Permitted: up to 3 units per site	Permitted: interior conversion of an existing residential unit into two residential units Controlled: single residential unit located to the rear of an existing residential unit Restricted Discretionary: any other residential unit
Units per site	3	2
Minimum net site size	400m^2 [proposed in MRZ vacant allotment size]	600m^2
Height	11m + 1m (roof)	5.5m
Height in relation to boundary	4m & 60^o	*As per MDRS*
Road boundary setback	1.5m	8m, or 6m, where it is a relocation of an original house was built prior to 1945.
Internal boundary setbacks	1m	2m on one side and 3m on the other.
Rear boundary setbacks	1m	3m
Minimum building setback to a shared access	N/A	1m
Building coverage	50%	40%
Minimum building frontage to street	N/A	60%
Minimum outdoor living space	20m^2 3m minimum dimension	50m^2 5m minimum dimension
Outlook Space	4m x 4m for principle living room and 1mx1m for all other habitable rooms.	*As per MDRS*
Minimum windows to street (glazing)	20%	30% including a front door

<table>
<tr>
<td></td>
<td></td>
<td>
<table>
<tr><td>Ground floor habitable room</td><td>50% of any ground floor area as habitable rooms [MRZ proposal]</td><td>As per proposed zoning</td></tr>
<tr><td>Minimum landscaped area</td><td>20%</td><td>20%
Plus a 3m landscape strip along front boundary.</td></tr>
<tr><td>Maximum fencing height (front boundary)</td><td>50% to maximum 1.5m [MRZ proposal]</td><td>1.2m</td></tr>
<tr><td>Garage & carport building location</td><td>Detached garage or carport located 1.2m behind front façade of a residential unit [MRZ proposal]</td><td>Garages and carports whether separate or integrated to be to the rear of the dwelling, or if at the side to be a minimum of 5m behind the main front façade of the building.</td></tr>
<tr><td>Max. paved access width per site.</td><td>N/A</td><td>3.6m, or 4.8m where including a 1.2m pedestrian access.</td></tr>
<tr><td>Min. building separation on a site (excluding garages)</td><td>N/A</td><td>5m</td></tr>
</table>
</td>
</tr>
<tr>
<td>77L(c)(iii)</td>
<td>An appropriate range of options to achieve the greatest heights and densities permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 while managing the specific characteristics.</td>
<td>The MDRS were used as a baseline for the assessment undertaken of the Character Areas. The initial assessment of Character Areas undertaken by Boffa Miskell identified a potential set of parameters based on individual attributes assessed for each of the Character Area typologies. Consideration was also given as to how to incentivise the retention of values that make a primary contribution to a Character Area, given their importance to the integrity and coherence of the Character Area values. Modelling was then undertaken to consider the combination of built form standards, to determine the combination of these which would allow for an increase in density, without the loss of character values[80]. The results of this are reflected in the proposed controls summarised in the table above.</td>
</tr>
</table>

[80] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 29 July 2022.

6.29.23 **Character Area: Heaton**

Section	Matter addressed	Assessment
77J(3)(a)(i); 77L(a); 77L(c)(i)	Why the area is subject to a qualifying matter.	The following have been identified as the key elements, which in combination contribute to the distinctiveness and sense of place of the Heaton Character Areas[81]: • Consistent double-storey generally detached dwellings with large footprints located on sections that are largely intact. • Architectural detailing that primarily reflects the Georgian Revival, English Domestic Revival and Arts and Craft styles. • Building form and detailing which includes steep pitched roofs, timber weatherboard cladding, iron or slate tile roofing, bay and box windows, a mixture of small and medium sized windowpanes within overall large frames, various styled dormer windows, window shutters, exposed rafter ends to extended eves and occasional shingle detailing on gable ends. • Entrance canopies, a variety of detailed entry features, verandas and porches. • Consistent balance between house and garden size • A general spaciousness when viewed from the street, including generous separation between houses and gardens with substantial vegetation. • A typical site coverage of approximately 30% and an average setback from the street of around 8.5m. • Mature boundary and on-site vegetation. • Visual connectivity between dwellings and the street – through low fencing, placement of windows and dwelling entrances and porches. • Garages which are generally excluded from the street.
77J(3)(a)(i) & 77L(b)	Why the qualifying matter is incompatible with the level of development permitted by the	Technical analysis has identified that the level of development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD, would be inappropriate in this Character Area, as it would not maintain the special

[81] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 11.

	MDRS (as specified in Schedule 3A) or as provided for by policy 3 for that area, and in light of the national significance of urban development and the objectives of the NPS-UD.	characteristics and values attributed to this Character Area; nor retain its value as a whole.[82] Otherwise progressing with the intensification direction would result in:[83] • Loss of the original dwelling. • Scale/dominance of new/additional building. • Garage/manoeuvring area/parking located within the front yard and the associated visual impact, effects on vegetation and loss of connection to the dwelling. • Increase in site coverage, with an associated loss in space and vegetation, including a sense of openness and spaciousness. • Loss of sight lines and view lines to the rear. • Loss of large-scale vegetation. • Front yard open space/privacy conflict and loss of visual connection with the street, with an increase in the height of fencing. • Multiple vehicle accessways from the street impacting on the continuity of the streetscape. ***Assessment against the relevant NPS-UD objectives*** Objective 1: - The values associated with the Character Area contribute to the wellbeing of the community and to a well-functioning urban environment. Development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD would compromise these values. Objective 2: - The loss of development capacity resulting from this Character Area being identified as a qualifying matter will have limited impact on the overall opportunities for residential intensification, and therefore will not have a detrimental impact on competitive land and development markets. The degree of loss is offset by the significant amount of further development capacity plan change 14 proposes. Objective 3: - The Heaton Character Area is located within close proximity of a larger Local Centre, which proposes to increase building heights and densities to enable 20m building development. The area front into

[82] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 10.
[83] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 8.

		Papanui Road, a significant public transport corridor, and has been identified as an area with likely strong development interest. Despite this, the character area remains isolated to 25 sites, which is unlikely to have a discernible impact on development potential within the area and still provide for ready accessible access to local employment and public transport. The proposed controls have been identified as providing for a level of development within the Character Area, to enable more people to live in this part of the urban environment, while ensuring that the special characteristics and values attributed to this Character Area, and its values as a whole, are retained. Objective 4: - There is still a level of development enabled in the Character Area, which will allow for it to develop and change over time in response to the needs of people and the community, while still maintaining those characteristics of value to the community in this area.
77J(3)(b)	The impact that limiting development capacity, building height, or density (as relevant) will have on the provision of development capacity.	The Heaton Character Area totals 25 residential sites. The proposed Character Area controls will allow for 12 additional residential units. This is compared to a theoretical maximum development capacity of 171 units that could be developed under the MDRS provisions, resulting in a total estimated theoretical impacted development capacity of 159 residential units.
77J(3)(c)	The costs and broader impacts of imposing those limits.	The key cost and broader impact of imposing the limits in this Character Area is that it reduces housing choice and availability of land for new development within this area.
77J(4)(b) & 77L(c)(ii)	How modifications to the MDRS as applied to the relevant residential zones are limited to only those modifications necessary to accommodate qualifying matters and, in particular, how they apply to any spatial	The proposed Character Area controls (set out below), are those which have been determined as being appropriate to allow for some further residential intensification in line with the NPS-UD objectives, while still retaining the integrity of this Character Area. The specific controls also align with the MDRS provisions as far as practicable.[84] The Character Area has been spatially defined through a review undertaken by Boffa Miskell. This involved[85]: • Undertaking a site visit and recording changes to the ranking of the Site (from that undertaken in 2015[86].)

[84] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.
[85] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 6-7.
[86] Appendix 20 of the s32 Report for Residential Chapter 14, notified 2 May 2015. *Christchurch Suburban Character Area Assessments,* Beca Ltd, 9 January 2015.

	layers relating to overlays, precincts, specific controls, and development areas, including— • any operative district plan spatial layers; • any new spatial layers proposed for the district plan; and • the specific characteristic on a site-specific basis to determine the geographic area where intensification needs to be compatible with the specific matter.	• Removing any large clusters of rear sections that could not be seen and which are not considered to be part of a consistent, coherent streetscape or sensible grouping overall. • Confirming the boundaries of the Character Area generally based on whether at least 80% of sites were ranked either Primary or Contributory (with generally 50% being Primary sites.) The outcome of this is the reduction of the current Heaton Character Area.[87] A total of 25 sites will have the following Character Area overlay controls applied to them.

Standard	MDRS & MRZ Controls	Heaton Character Area
Activity Status (where standards are met) for residential units	Permitted: up to 3 units per site	Permitted: interior conversion of an existing residential unit into two residential units Controlled: single residential unit located to the rear of an existing residential unit Restricted Discretionary: any other residential unit
Units per site	3	2
Minimum net site size	400m^2 [proposed in MRZ vacant allotment size]	800m^2
Height	11m + 1m (roof)	7m + 2m (roof)
Height in relation to boundary	4m & 60^o	*As per MDRS*
Road boundary setback	1.5m	8m, or 6m, where it is a relocation of an original house was built prior to 1945.
Internal boundary setbacks	1m	3m
Rear boundary setbacks	1m	3m
Minimum building setback to a shared access	N/A	1m
Building coverage	50%	40%

[87] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p.13.

<table>
<tr><td></td><td></td><td>
<table>
<tr><td>Minimum building frontage to street</td><td>N/A</td><td>60%</td></tr>
<tr><td>Minimum outdoor living space</td><td>20m^2
3m minimum dimension</td><td>80m^2
7m minimum dimension</td></tr>
<tr><td>Outlook Space</td><td>4m x 4m for principle living room and 1mx1m for all other habitable rooms.</td><td>As per MDRS</td></tr>
<tr><td>Minimum windows to street (glazing)</td><td>20%</td><td>20% including a front door</td></tr>
<tr><td>Ground floor habitable room</td><td>50% of any ground floor area as habitable rooms [MRZ proposal]</td><td>As per proposed zoning</td></tr>
<tr><td>Minimum landscaped area</td><td>20%</td><td>20%
Plus a minimum of 3 specimen trees (8-12m in height) within front setback.</td></tr>
<tr><td>Maximum fencing height (front boundary)</td><td>50% to maximum 1.5m [MRZ proposal]</td><td>1.8m</td></tr>
<tr><td>Garage & carport building location</td><td>Detached garage or carport located 1.2m behind front façade of a residential unit [MRZ proposal]</td><td>Garages and carports whether separate or integrated to be to the rear of the dwelling, or if at the side to be a minimum of 5m behind the main front façade of the building.</td></tr>
<tr><td>Max. paved access width per site.</td><td>N/A</td><td>3.6m, or 4.8m where including a 1.2m pedestrian access.</td></tr>
<tr><td>Min. building separation on a site (excluding garages)</td><td>N/A</td><td>5m</td></tr>
</table>
</td></tr>
<tr><td>77L(c)(iii)</td><td>An appropriate range of options to achieve the greatest heights and densities</td><td>The MDRS were used as a baseline for the assessment undertaken of the Character Areas. The initial assessment of Character Areas undertaken by Boffa Miskell identified a potential set of parameters based on individual attributes assessed for each of the Character Area typologies. Consideration was also given as to how to</td></tr>
</table>

	permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 while managing the specific characteristics.	incentivise the retention of values that make a primary contribution to a Character Area, given their importance to the integrity and coherence of the Character Area values. Modelling was then undertaken to consider the combination of built form standards, to determine the combination of these which would allow for an increase in density, without the loss of character values[88]. The results of this are reflected in the proposed controls summarised in the table above.

[88] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 29 July 2022.

6.29.24 **Character Area: Lyttelton**

Section	Matter addressed	Assessment
77J(3)(a)(i); 77L(a); 77L(c)(i)	Why the area is subject to a qualifying matter.	The following have been identified as the key elements, which in combination contribute to the distinctiveness and sense of place of the Lyttelton Character Area[89]: • Detached late 19th Century to early 20th Century dwellings that vary in size but are domestic in scale. Buildings represent a wide range of styles (often clustered in twos and threes) including Colonial 'But-and-Ben' and 'Saltbox' style, Gothic Revival, neo-Georgian, Italian Renaissance, Regency, Spindle Style, Victorian Villa style, Arts and Crafts, Art Deco, and Bungalow, 'articulated in a colonial vernacular mostly using locally available materials', and with a high proportion of Heritage listed dwellings and structures. • Building form is usually simple in shape, either a steep symmetrically pitched roof or shallower pitch hipped roof. Smaller shapes like lean-to roofs, verandas, entry porches, dormer and bay windows are often added to these main shapes. • Building materiality provides a very strong cohesion across the Character Area with horizontal timber weatherboards and corrugated metal roofs the most common construction materials. Other key features include medium size windows that are taller than they are wide, a variety of paint colours and a high degree of architectural detail. • There is considerable variation in lot sizes and the distances that houses are set back from the street. Some sites are built right up to the street and others are well set back. • The original town grid layout remains clearly legible. Split level streets (e.g. Exeter Street) and steep, narrow pedestrian pathways are a special feature. The subdivision pattern reflects mid-19th Century planning models adapted to the realities of the steep terrain. Sites are mostly rectangular, with their side boundaries perpendicular to the street. Houses are aligned parallel to their side and front boundaries. The buildings are positioned in tiers following the contours. • Low fencing of approximately 1m to 1.5m in height with stone walls (particularly the distinctive red volcanic stone), picket, wire or planted fencing.

[89] Appendix 21, *Investigation of Qualifying Matters - Lyttelton Character Area*, Boffa Miskell Ltd, 22 July 2022, p. 7-8.

		• Properties on the lower slopes follow a perimeter block pattern, which provides for open space and gardens, including larger vegetation, within the centre of the block. Attractive front gardens provide interest and separation from the street. Due to the basin topography, gardens and vegetation can generally be easily seen between buildings. • Good visual connectivity between dwellings and streets – not necessarily the street address but, due to the basin topography, often from streets below. Visual connectivity is also helped through low fencing, placement of windows and dwelling entrances and porches. • Garages which are generally detached and single storey that do not block the visibility of the main dwelling. • The combination of clustered architectural styles, legible grid layout and the steep basin topography and views provides a strong interconnection between the buildings, streetscape and wider landscape with a distinctive character.
77J(3)(a)(i) & 77L(b)	Why the qualifying matter is incompatible with the level of development permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 for that area, and in light of the national significance of urban development and the objectives of the NPS-UD.	Technical analysis has identified that the level of development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD, would be inappropriate in this Character Area, as it would not maintain the special characteristics and values attributed to this Character Areas; nor retain its value as a whole.[90] Otherwise progressing with the intensification direction would result in:[91] • Loss of the original dwelling. • Scale/dominance of new/additional building. • Garage/manoeuvring area/parking located within the front yard and the associated visual impact, effects on vegetation and loss of connection to the dwelling, taking topographical requirements into consideration. • Increase in site coverage, with an associated loss in space and vegetation, including a sense of openness and spaciousness, not just as experienced from street address but, from multiple wider views due to amphitheatre-like setting. • Loss of large-scale vegetation.

[90] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 10.
[91] Appendix 22, *Investigation of Qualifying Matters - Lyttelton Character Area*, Boffa Miskell Ltd, 22 July 2022, p. 5.

		• Front yard open space/privacy conflict and loss of visual connection with the street, with an increase in the height of fencing. • Where visual connection is maintained through use of modern 'pool fencing', the extent of fencing, particularly without vegetation to soften it, can appear a dominant feature that detracts from the character of the dwelling beyond and wider streetscape. • Multiple vehicle accessways from the street impacting on the continuity of the streetscape. • Use of materials inconsistent with the existing character of Lyttelton. ***Assessment against the relevant NPS-UD objectives*** Objective 1: - The values associated with the Character Area contribute to the wellbeing of the community and to a well-functioning urban environment. Development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD would compromise these values. Objective 2: - The loss of development capacity resulting from this Character Area being identified as a qualifying matter will have limited impact on the overall opportunities for residential intensification, and therefore will not have a detrimental impact on competitive land and development markets. The degree of loss is offset by the significant amount of further development capacity Plan Change 14 proposes. Objective 3: - The Lyttelton Character Area is located around what has been classified as Local Centre. While the centre itself is proposed to have a commensurate response, due to the vast majority of the surrounding area also being within what has been identified as a Heritage Area, no further residential intensification has been proposed. The area covers a large part of the Lyttelton township, which provides for local employment and has public transport connections to the remainder of urban Christchurch. Despite this, the area has not been identified as an area likely to have development interest or increased housing demand. This, alongside the fact that much of the Lyttelton area has longstanding residential development protections, means that the Character Area is unlikely to have a discernible impact on development potential within the area and still provides for ready accessible access to local employment and public transport. The proposed controls have been identified as providing for a level of development within the Character Area, to enable more people to live in this part of the urban environment, while ensuring that the special characteristics and values attributed to this Character Area, and its values as a whole, are retained.

		Objective 4: - There is still a level of development enabled in the Character Area, which will allow for it to develop and change over time in response to the needs of people and the community, while still maintaining those characteristics of value to the community in this area.
77J(3)(b)	The impact that limiting development capacity, building height, or density (as relevant) will have on the provision of development capacity.	The Lyttelton Character Area totals 446 residential sites. The proposed Character Area controls will allow for 70 additional minor residential units. Lyttelton is also subject to the Low Public Transport Accessibility Area (LTPAA) qualifying matter, which has resulted in a retention of the operative Residential Banks Peninsula Zone. Provisions of this zone are similar to those proposed under the Lyttelton Character Area and it is therefore considered that there is little to no difference in yield. Under the scenario where MDRS would apply over the 446 residential sites captured in the Character Area, it is estimated that there would be a theoretical (Plan enabled) development capacity loss of 878 residential units.
77J(3)(c)	The costs and broader impacts of imposing those limits.	The key cost and broader impact of imposing the limits in this Character Area is that it reduces housing choice and availability of land for new development within this area.
77J(4)(b) & 77L(c)(ii)	How modifications to the MDRS as applied to the relevant residential zones are limited to only those modifications necessary to accommodate qualifying matters and, in particular, how they apply to any spatial layers relating to overlays, precincts, specific controls, and development areas, including—	The proposed Character Area controls (set out below), are those which have been determined as being appropriate to allow for limited further residential intensification in line with the NPS-UD objectives, while still retaining the integrity of this Character Area. The specific controls also align with the MDRS provisions as far as practicable.[92] The Character Area has been spatially defined through a review undertaken by Boffa Miskell. This involved[93]: • Undertaking a desktop analysis and site visit of the area, based on two new areas put forward for consideration. • Confirming the boundaries of the Character Area generally based on whether at least 80% of sites were ranked either Primary or Contributory (with generally 50% being Primary sites.) The outcome of this is a reduction in the extent of the current Lyttelton Character Area in some places and an extension in other areas.[94] A total of 446 sites will have the following Character Area overlay controls applied to

[92] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.
[93] Appendix 22, *Investigation of Qualifying Matters - Lyttelton Character Area*, Boffa Miskell Ltd, 22 July 2022.
[94] Appendix 22, *Investigation of Qualifying Matters - Lyttelton Character Area*, Boffa Miskell Ltd, 22 July 2022, p. 12-13.

- any operative district plan spatial layers;
- any new spatial layers proposed for the district plan; and
- the specific characteristic on a site-specific basis to determine the geographic area where intensification needs to be compatible with the specific matter.

them, with the below table summarising proposed controls in comparison to MDRS/MRZ, the QM-response of Residential Banks Peninsula Zone (RBPZ), and proposed Character Area controls:

Standard	MDRS & MRZ Controls	RBPZ Controls	Lyttelton Character Area
Activity Status (where standards are met) for residential units	Permitted: up to 3 units per site	Permitted: one residential unit per 400m^2, plus one minor residential unit of up to 80m^2	Permitted: interior conversion of an existing residential unit into two residential units Permitted: minor dwelling unit located to the rear of an existing residential unit. Restricted Discretionary: any other residential unit
Units per site	3	1 and 1 minor dwelling unit	1 and 1 minor dwelling unit
Minimum net site size	400m^2 [proposed in MRZ vacant allotment size]	400m^2	450m^2
Height	11m + 1m (roof)	7m and 4.5m for accessory buildings	7m and 5m for accessory buildings
Height in relation to boundary	4m & 60°	2m & 45°	None
Road boundary setback	1.5m	3m	3m
Internal boundary setbacks	1m	1.5m on one side and 2m on the other(s)	1.5m on one side and 3m on the other
Rear boundary setbacks	1m	2m	2m
Minimum building setback to a shared access	N/A	N/A	1m
Building coverage	50%	35%	50%

		Minimum building frontage to street	N/A	N/A	N/A
		Minimum outdoor living space	20m^2 3m minimum dimension	N/A	50m^2 5m minimum dimension
		Outlook Space	4m x 4m for principal living room and 1mx1m for all other habitable rooms.	N/A	N/A
		Minimum windows to street (glazing)	20%	N/A	20% including a front door, only for street-facing facades within 6m of road boundary
		Ground floor habitable room	50% of any ground floor area as habitable rooms [MRZ proposal]	N/A	N/A
		Minimum landscaped area	20%	N/A	Min. 3m landscape for the extent of the front boundary excluding access, plus 20% landscape area across the site including trees
		Maximum fencing height (front boundary)	50% to maximum 1.5m [MRZ proposal]	N/A	1m front boundary fence, 1.5 metre retaining wall along the front boundary, and fence on retaining wall must be setback from front face of retaining wall by 1.2m
		Garage & carport building location	Detached garage or carport located 1.2m behind front façade of a residential unit [MRZ proposal]	N/A	Garages, carports and any areas provided for car parking areas shall be separated and to the side or rear of the street front dwelling. A garage or carport located at the side of the main dwelling shall be located at least 1.2m behind the main front façade of the street front dwelling

77L(c)(iii)	An appropriate range of options to achieve the greatest heights and densities permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 while managing the specific characteristics.	The MDRS were used as a baseline for the assessment undertaken of the Character Areas. The initial assessment of Character Areas undertaken by Boffa Miskell identified a potential set of parameters based on individual attributes assessed for each of the Character Area typologies. Consideration was also given as to how to incentivise the retention of values that make a primary contribution to a Character Area, given their importance to the integrity and coherence of the Character Area values. Modelling was then undertaken to consider the combination of built form standards, to determine the combination of these which would allow for an increase in density, without the loss of character values[95]. The results of this are reflected in the proposed controls summarised in the table above, however it is noted that the technical assessment was completed prior to the determination on the LPTAA. This has resulted in MRZ not being progressed for the Lyttelton area and RBPZ instead being retained. Further modifications have therefore been made to the proposed Lyttelton CA controls (beyond those identified in technical reporting) to ensure greater alignment with the proposed underlying zoning.

[95] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.

6.29.25 **Character Area: Malvern**

Section	Matter addressed	Assessment
77J(3)(a)(i); 77L(a); 77L(c)(i)	Why the area is subject to a qualifying matter.	The following have been identified as the key elements, which in combination contribute to the distinctiveness and sense of place of the Malvern Character Area[96]: • Generally single storey, moderate-scale, individual buildings with occasional 2-storey homes. • Architectural detailing primarily reflecting the wooden Californian-style bungalows of the 1920s and 1930s and occasional villas. • Building form and detailing includes simple forms with the addition of small projections, low-pitched hip roofs, gable ends with shingles, bay or bow windows and weatherboard cladding, leadlights and shingle gable ends. The dwellings generally have large windows and porches addressing the street. • The original block layout is generally intact. • High amenity streetscape with mature street trees and well landscaped gardens with consistent, generous setbacks. Typical site coverage is between approximately 35%-45% with average setbacks of around 8-9m. • Characterised by mature boundary and on-site vegetation including specimen trees. • No fencing or low fencing of approximately 1m to 1.5m in height. • Visual connectivity between dwellings and the street through low or no fencing, placement of windows and dwelling entrances and sympathetic on-site landscaping. • Garages generally excluded from the street.
77J(3)(a)(i) & 77L(b)	Why the qualifying matter is incompatible with the level of development permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 for that area, and in light of the national	Technical analysis has identified that the level of development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD, would be inappropriate in this Character Area, as it would not maintain the special characteristics and values attributed to this Character Areas;

[96] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 22.

	significance of urban development and the objectives of the NPS-UD.	nor retain its value as a whole.[97] Otherwise progressing with the intensification direction would result in:[98] • Loss of the original dwelling. • Scale/dominance of new/additional building. • Garage/manoeuvring area/parking located within the front yard and the associated visual impact, effects on vegetation and loss of connection to the dwelling. • Increase in site coverage, with an associated loss in space and vegetation, including a sense of openness and spaciousness. • Loss of sight lines and view lines to the rear. • Loss of large-scale vegetation. • Front yard open space/privacy conflict and loss of visual connection with the street, with an increase in the height of fencing. • Multiple vehicle accessways from the street impacting on the continuity of the streetscape. ***Assessment against the relevant NPS-UD objectives*** Objective 1: - The values associated with the Character Area contribute to the wellbeing of the community and to a well-functioning urban environment. Development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD would compromise these values. Objective 2: - The loss of development capacity resulting from this Character Area being identified as a qualifying matter will have limited impact on the overall opportunities for residential intensification, and therefore will not have a detrimental impact on competitive land and development markets. The degree of loss is offset by the significant amount of further development capacity plan change 14 proposes.

[97] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 10.
[98] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 8.

		Objective 3: - The extent of the Malvern Character Area is not in near proximity to a commercial centre, is not within a significant public transport corridor, however has been identified within an area that is likely to have high development interest. Objective 4: - There is still a level of development enabled in the Character Area, which will allow for it to develop and change over time in response to the needs of people and the community, while still maintaining those characteristics of value to the community in this area.
77J(3)(b)	The impact that limiting development capacity, building height, or density (as relevant) will have on the provision of development capacity.	The Malvern Character Area totals 120 residential sites. The proposed Character Area controls will allow for 23 additional residential units. This is compared to a theoretical maximum development capacity of 495 units that could be developed under the MDRS provisions, resulting in a total estimated theoretical impacted development capacity of 472 residential units.
77J(3)(c)	The costs and broader impacts of imposing those limits.	The key cost and broader impact of imposing the limits in this Character Area is that it reduces housing choice and availability of land for new development within this area.
77J(4)(b) & 77L(c)(ii)	How modifications to the MDRS as applied to the relevant residential zones are limited to only those modifications necessary to accommodate qualifying matters and, in particular, how they apply to any spatial layers relating to overlays, precincts, specific controls, and development areas, including— • any operative district plan spatial layers; • any new spatial layers proposed for the district plan; and • the specific characteristic on a site-specific basis to determine the geographic area	The proposed Character Area controls (set out below), are those which have been determined as being appropriate to allow for some further residential intensification in line with the NPS-UD objectives, while still retaining the integrity of this Character Area. The specific controls also align with the MDRS provisions as far as practicable.[99] The Character Area has been spatially defined through a review undertaken by Boffa Miskell. This involved[100]: • Undertaking a site visit and recording changes to the ranking of the Site (from that undertaken in 2015[101].)

[99] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 29 July 2022.
[100] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 6-7.
[101] Appendix 20 of the s32 Report for Residential Chapter 14, notified 2 May 2015. *Christchurch Suburban Character Area Assessments,* Beca Ltd, 9 January 2015.

	where intensification needs to be compatible with the specific matter.	• Removing any large clusters of rear sections that could not be seen and which are not considered to be part of a consistent, coherent streetscape or sensible grouping overall. • Confirming the boundaries of the Character Area generally based on whether at least 80% of sites were ranked either Primary or Contributory (with generally 50% being Primary sites). The outcome of this is the slight reduction of the current extent of the Malvern Character Area.[102] A total of 120 sites will have the following Character Area overlay controls applied to them.

Standard	MDRS & MRZ Controls	Malvern Character Area
Activity Status (where standards are met) for residential units	Permitted: up to 3 units per site	Permitted: interior conversion of an existing residential unit into two residential units Controlled: single residential unit located to the rear of an existing residential unit Restricted Discretionary: any other residential unit
Units per site	3	2
Minimum net site size	400m^2 [proposed in MRZ vacant allotment size]	600m^2
Height	11m + 1m (roof)	5.5m
Height in relation to boundary	4m & 60^o	*As per MDRS*
Road boundary setback	1.5m	8m, or 6m, where it is a relocation of an original house was built prior to 1945.

[102] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 24.

		Internal boundary setbacks	1m	2m on one side and 3m on the other.
		Rear boundary setbacks	1m	3m
		Minimum building setback to a shared access	N/A	1m
		Building coverage	50%	40%
		Minimum building frontage to street	N/A	60%
		Minimum outdoor living space	20m^2 3m minimum dimension	50m^2 5m minimum dimension
		Outlook Space	4m x 4m for principle living room and 1mx1m for all other habitable rooms.	*As per MDRS*
		Minimum windows to street (glazing)	20%	30% including a front door
		Ground floor habitable room	50% of any ground floor area as habitable rooms [MRZ proposal]	*As per proposed zoning*
		Minimum landscaped area	20%	20% Plus a 3m landscape strip along front boundary.
		Maximum fencing height (front boundary)	50% to maximum 1.5m [MRZ proposal]	1.2m
		Garage & carport building location	Detached garage or carport located 1.2m behind front façade of a residential unit [MRZ proposal]	Garages and carports whether separate or integrated to be to the rear of the dwelling, or if at the side to be a minimum of 5m behind the main front façade of the building.

<table>
<tr><td></td><td></td><td><table>
<tr><td>Max. paved access width per site.</td><td>N/A</td><td>3.6m, or 4.8m where including a 1.2m pedestrian access.</td></tr>
<tr><td>Min. building separation on a site (excluding garages)</td><td>N/A</td><td>5m</td></tr>
</table></td></tr>
<tr><td>77L(c)(iii)</td><td>An appropriate range of options to achieve the greatest heights and densities permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 while managing the specific characteristics.</td><td>The MDRS were used as a baseline for the assessment undertaken of the Character Areas. The initial assessment of Character Areas undertaken by Boffa Miskell identified a potential set of parameters based on individual attributes assessed for each of the Character Area typologies. Consideration was also given as to how to incentivise the retention of values that make a primary contribution to a Character Area, given their importance to the integrity and coherence of the Character Area values. Modelling was then undertaken to consider the combination of built form standards, to determine the combination of these which would allow for an increase in density, without the loss of character values[103]. The results of this are reflected in the proposed controls summarised in the table above.</td></tr>
</table>

[103] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.

6.29.26 **Character Area: Massey**

Section	Matter addressed	Assessment
77J(3)(a)(i); 77L(a); 77L(c)(i)	Why the area is subject to a qualifying matter.	The following have been identified as the key elements, which in combination contribute to the distinctiveness and sense of place of the Malvern Character Area[104]: • Generally single storey, moderate-scale, individual buildings with occasional 2-storey homes. • Architectural detailing primarily reflecting the wooden Californian-style bungalows of the 1920s and 1930s and occasional villas. • Building form and detailing includes simple forms with the addition of small projections, low-pitched hip roofs, gable ends with shingles, bay or bow windows and weatherboard cladding, leadlights and shingle gable ends. The dwellings generally have large windows and porches addressing the street. • The original block layout is generally intact. • High amenity streetscape with mature street trees and well landscaped gardens with consistent, generous setbacks. Typical site coverage is between approximately 35%-45% with average setbacks of around 10m. • Characterised by mature boundary and on-site vegetation including specimen trees. • No fencing or low fencing of approximately 1m to 1.5m in height. • Visual connectivity between dwellings and the street through low or no fencing, placement of windows and dwelling entrances and sympathetic on-site landscaping. • Garages generally excluded from the street.
77J(3)(a)(i) & 77L(b)	Why the qualifying matter is incompatible with the level of development permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 for that area, and in light of the national	Technical analysis has identified that the level of development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD, would be inappropriate in this Character Area, as it would not maintain the special characteristics and values attributed to this Character Areas;

[104] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 22.

	significance of urban development and the objectives of the NPS-UD.	nor retain its value as a whole.[105] Otherwise progressing with the intensification direction would result in:[106] • Loss of the original dwelling. • Scale/dominance of new/additional building. • Garage/manoeuvring area/parking located within the front yard and the associated visual impact, effects on vegetation and loss of connection to the dwelling. • Increase in site coverage, with an associated loss in space and vegetation, including a sense of openness and spaciousness. • Loss of sight lines and view lines to the rear. • Loss of large-scale vegetation. • Front yard open space/privacy conflict and loss of visual connection with the street, with an increase in the height of fencing. • Multiple vehicle accessways from the street impacting on the continuity of the streetscape. ***Assessment against the relevant NPS-UD objectives*** Objective 1: - The values associated with the Character Area contribute to the wellbeing of the community and to a well-functioning urban environment. Development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD would compromise these values. Objective 2: - The loss of development capacity resulting from this Character Area being identified as a qualifying matter will have limited impact on the overall opportunities for residential intensification, and therefore will not have a detrimental impact on competitive land and development markets. The degree of loss is offset by the significant amount of further development capacity plan change 14 proposes.

[105] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 10.
[106] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 8.

		Objective 3: - The extent of the Massey Character Area is not in near proximity to a commercial centre, is not within a significant public transport corridor, however has been identified within an area that is likely to have high development interest. Objective 4: - There is still a level of development enabled in the Character Area, which will allow for it to develop and change over time in response to the needs of people and the community, while still maintaining those characteristics of value to the community in this area.
77J(3)(b)	The impact that limiting development capacity, building height, or density (as relevant) will have on the provision of development capacity.	The Massey Character Area totals 32 residential units. The proposed Character Area controls will allow for 4 additional residential units. This is compared to a theoretical maximum of 110 units that could be developed under the MDRS provisions, resulting in a total estimated theoretical impacted development capacity of 106 residential units.
77J(3)(c)	The costs and broader impacts of imposing those limits.	The key cost and broader impact of imposing the limits in this Character Area is that it reduces housing choice and availability of land for new development within this area.
77J(4)(b) & 77L(c)(ii)	How modifications to the MDRS as applied to the relevant residential zones are limited to only those modifications necessary to accommodate qualifying matters and, in particular, how they apply to any spatial layers relating to overlays, precincts, specific controls, and development areas, including— • any operative district plan spatial layers; • any new spatial layers proposed for the district plan; and • the specific characteristic on a site-specific basis to determine the geographic area	The proposed Character Area controls (set out below), are those which have been determined as being appropriate to allow for some further residential intensification in line with the NPS-UD objectives, while still retaining the integrity of this Character Area. The specific controls also align with the MDRS provisions as far as practicable.[107] The Character Area has been spatially defined through a review undertaken by Boffa Miskell. This involved[108]: • Undertaking a site visit and recording changes to the ranking of the Site (from that undertaken in 2015[109].) • Removing any large clusters of rear sections that could not be seen and which are not considered to be part of a consistent, coherent streetscape or sensible grouping overall.

[107] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.
[108] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 6-7.
[109] Appendix 20 of the s32 Report for Residential Chapter 14, notified 2 May 2015. *Christchurch Suburban Character Area Assessments,* Beca Ltd, 9 January 2015.

	where intensification needs to be compatible with the specific matter.	• Confirming the boundaries of the Character Area generally based on whether at least 80% of sites were ranked either Primary or Contributory (with generally 50% being Primary sites.) The outcome of this is the retention of the current extent of the Massey Character Area.[110] A total of 32 sites will have the following Character Area overlay controls applied to them.

Standard	MDRS & MRZ Controls	Massey Character Area
Activity Status (where standards are met) for residential units	Permitted: up to 3 units per site	Permitted: interior conversion of an existing residential unit into two residential units Controlled: single residential unit located to the rear of an existing residential unit Restricted Discretionary: any other residential unit
Units per site	3	2
Minimum net site size	400m^2 [proposed in MRZ vacant allotment size]	600m^2
Height	11m + 1m (roof)	5.5m
Height in relation to boundary	4m & 60^o	*As per MDRS*
Road boundary setback	1.5m	8m, or 6m, where it is a relocation of an original house was built prior to 1945.
Internal boundary setbacks	1m	2m on one side and 3m on the other.
Rear boundary setbacks	1m	3m
Minimum building setback to a shared access	N/A	1m

[110] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 26.

		Building coverage	50%	40%
		Minimum building frontage to street	N/A	60%
		Minimum outdoor living space	20m^2 3m minimum dimension	50m^2 5m minimum dimension
		Outlook Space	4m x 4m for principle living room and 1mx1m for all other habitable rooms.	*As per MDRS*
		Minimum windows to street (glazing)	20%	30% including a front door
		Ground floor habitable room	50% of any ground floor area as habitable rooms [MRZ proposal]	*As per proposed zoning*
		Minimum landscaped area	20%	20% Plus a 3m landscape strip along front boundary.
		Maximum fencing height (front boundary)	50% to maximum 1.5m [MRZ proposal]	1.2m
		Garage & carport building location	Detached garage or carport located 1.2m behind front façade of a residential unit [MRZ proposal]	Garages and carports whether separate or integrated to be to the rear of the dwelling, or if at the side to be a minimum of 5m behind the main front façade of the building.
		Max. paved access width per site.	N/A	3.6m, or 4.8m where including a 1.2m pedestrian access.
		Min. building separation on a site (excluding garages)	N/A	5m

77L(c)(iii)	An appropriate range of options to achieve the greatest heights and densities permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 while managing the specific characteristics.	The MDRS were used as a baseline for the assessment undertaken of the Character Areas. The initial assessment of Character Areas undertaken by Boffa Miskell identified a potential set of parameters based on individual attributes assessed for each of the Character Area typologies. Consideration was also given as to how to incentivise the retention of values that make a primary contribution to a Character Area, given their importance to the integrity and coherence of the Character Area values. Modelling was then undertaken to consider the combination of built form standards, to determine the combination of these which would allow for an increase in density, without the loss of character values[111]. The results of this are reflected in the proposed controls summarised in the table above.

[111] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.

6.29.27 **Character Area: Piko**

Section	Matter addressed	Assessment
77J(3)(a)(i); 77L(a); 77L(c)(i)	Why the area is subject to a qualifying matter.	The following have been identified as the key elements, which in combination contribute to the distinctiveness and sense of place of the Malvern Character Area[112]: • Unique street and subdivision pattern with relatively narrow streets. • Consistent style and era of dwellings, primarily consisting of State Housing of the 1930s and 1940s. • Generally single storey on Piko Crescent, and some double storey dwellings of a moderate scale on Shand Crescent. • Simple rectangular buildings with small projections, and hip and gable roofs with ornamentation around doorways and windows, materials and use of porches, entranceways, brick or weatherboard. • Generous front yards with low or no fencing. • Strong relationship between dwellings and the street. • Easy pedestrian access to nearby parks and reserves.
77J(3)(a)(i) & 77L(b)	Why the qualifying matter is incompatible with the level of development permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 for that area, and in light of the national significance of urban development and the objectives of the NPS-UD.	Technical analysis has identified that the level of development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD, would be inappropriate in this Character Area, as it would not maintain the special characteristics and values attributed to this Character Areas; nor retain its value as a whole.[113] Otherwise progressing with the intensification direction would result in:[114] • Loss of the original dwelling. • Scale/dominance of new/additional building.

[112] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 41.
[113] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 10.
[114] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 8.

		• Garage/manoeuvring area/parking located within the front yard and the associated visual impact, effects on vegetation and loss of connection to the dwelling. • Increase in site coverage, with an associated loss in space and vegetation, including a sense of openness and spaciousness. • Loss of sight lines and view lines to the rear. • Loss of large-scale vegetation. • Front yard open space/privacy conflict and loss of visual connection with the street, with an increase in the height of fencing. • Multiple vehicle accessways from the street impacting on the continuity of the streetscape. ***Assessment against the relevant NPS-UD objectives*** Objective 1: - The values associated with the Character Area contribute to the wellbeing of the community and to a well-functioning urban environment. Development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD would compromise these values. Objective 2: - The loss of development capacity resulting from this Character Area being identified as a qualifying matter will have limited impact on the overall opportunities for residential intensification, and therefore will not have a detrimental impact on competitive land and development markets. The degree of loss is offset by the significant amount of further development capacity plan change 14 proposes. Objective 3: - The Piko Character Area is located within close proximity of a Town Centre, which proposes to increase building heights and densities to enable 20m building development. The area fronts into Riccarton Road, a significant public transport corridor, and has been identified as an area with strong development interest. Despite this, the character area remains isolated to 54 sites, which is unlikely to have a discernible impact on development potential within the area and still provides for ready accessible access to local employment and public transport. The proposed controls have been identified as providing for a level of development within the Character Area, to enable more people to live in this part of the urban environment, while

		ensuring that the special characteristics and values attributed to this Character Area, and its values as a whole, are retained. Objective 4: - There is still a level of development enabled in the Character Area, which will allow for it to develop and change over time in response to the needs of people and the community, while still maintaining those characteristics of value to the community in this area.
77J(3)(b)	The impact that limiting development capacity, building height, or density (as relevant) will have on the provision of development capacity.	The Piko Character Area totals 54 residential sites. Proposed Character Area controls will allow for 9 additional residential units. This is compared to a theoretical maximum of 443 units that could be developed under the MDRS provisions, resulting in a total estimated theoretical impacted development capacity of 434 residential units.
77J(3)(c)	The costs and broader impacts of imposing those limits.	The key cost and broader impact of imposing the limits in this Character Area is that it reduces housing choice and availability of land for new development within this area.
77J(4)(b) & 77L(c)(ii)	How modifications to the MDRS as applied to the relevant residential zones are limited to only those modifications necessary to accommodate qualifying matters and, in particular, how they apply to any spatial layers relating to overlays, precincts, specific controls, and development areas, including— • any operative district plan spatial layers; • any new spatial layers proposed for the district plan; and • the specific characteristic on a site-specific basis to determine the geographic area where intensification needs to be compatible with the specific matter.	The proposed Character Area controls (set out below), are those which have been determined as being appropriate to allow for some further residential intensification in line with the NPS-UD objectives, while still retaining the integrity of this Character Area. The specific controls also align with the MDRS provisions as far as practicable.[115] The Character Area has been spatially defined through a review undertaken by Boffa Miskell. This involved[116]: • Undertaking a site visit and recording changes to the ranking of the Site (from that undertaken in 2015[117].) • Removing any large clusters of rear sections that could not be seen and which are not considered to be part of a consistent, coherent streetscape or sensible grouping overall.

[115] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 29 July 2022.
[116] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 6-7.
[117] Appendix 20 of the s32 Report for Residential Chapter 14, notified 2 May 2015. *Christchurch Suburban Character Area Assessments,* Beca Ltd, 9 January 2015.

- Confirming the boundaries of the Character Area generally based on whether at least 80% of sites were ranked either Primary or Contributory (with generally 50% being Primary sites.)

The outcome of this is the reduction of the current extent of the Piko Character Area.[118] A total of 54 sites will have the following Character Area overlay controls applied to them.

Standard	**MDRS & MRZ Controls**	**Piko Character Area**
Activity Status (where standards are met) for residential units	Permitted: up to 3 units per site	Permitted: interior conversion of an existing residential unit into two residential units Controlled: single residential unit located to the rear of an existing residential unit Restricted Discretionary: any other residential unit
Units per site	3	2
Minimum net site size	400m^2 [proposed in MRZ vacant allotment size]	700m^2
Height	11m + 1m (roof)	5.5m
Height in relation to boundary	4m & 60^o	*As per MDRS*
Road boundary setback	1.5m	8m, or 6m, where it is a relocation of an original house was built prior to 1945.
Internal boundary setbacks	1m	2m on one side and 3m on the other.
Rear boundary setbacks	1m	3m
Minimum building setback to a shared access	N/A	1m

[118] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 43.

		Building coverage	50%	40%
		Minimum building frontage to street	N/A	60%
		Minimum outdoor living space	20m^2 3m minimum dimension	50m^2 5m minimum dimension
		Outlook Space	4m x 4m for principle living room and 1mx1m for all other habitable rooms.	*As per MDRS*
		Minimum windows to street (glazing)	20%	20% including a front door
		Ground floor habitable room	50% of any ground floor area as habitable rooms [MRZ proposal]	*As per proposed zoning*
		Minimum landscaped area	20%	20% Plus a 3m landscape strip along front boundary.
		Maximum fencing height (front boundary)	50% to maximum 1.5m [MRZ proposal]	1m
		Garage & carport building location	Detached garage or carport located 1.2m behind front façade of a residential unit [MRZ proposal]	Garages and carports whether separate or integrated to be to the rear of the dwelling, or if at the side to be a minimum of 5m behind the main front façade of the building.
		Max. paved access width per site.	N/A	3.6m, or 4.8m where including a 1.2m pedestrian access.
		Min. building separation on a site (excluding garages)	N/A	5m

77L(c)(iii)	An appropriate range of options to achieve the greatest heights and densities permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 while managing the specific characteristics.	The MDRS were used as a baseline for the assessment undertaken of the Character Areas. The initial assessment of Character Areas undertaken by Boffa Miskell identified a potential set of parameters based on individual attributes assessed for each of the Character Area typologies. Consideration was also given as to how to incentivise the retention of values that make a primary contribution to a Character Area, given their importance to the integrity and coherence of the Character Area values. Modelling was then undertaken to consider the combination of built form standards, to determine the combination of these which would allow for an increase in density, without the loss of character values[119]. The results of this are reflected in the proposed controls summarised in the table above.

[119] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.

6.29.28 **Character Area: Ranfurly**

Section	Matter addressed	Assessment
77J(3)(a)(i); 77L(a); 77L(c)(i)	Why the area is subject to a qualifying matter.	The following have been identified as the key elements, which in combination contribute to the distinctiveness and sense of place of the Ranfurly Character Area[120]: • Generally single storey, moderate-scale, individual buildings with occasional 2-storey homes. • Architectural detailing primarily reflecting the wooden Californian-style bungalows of the 1920s and 1930s and occasional villas. • Building form and detailing includes simple forms with the addition of small projections, low-pitched hip roofs, gable ends with shingles, bay or bow windows and weatherboard cladding, leadlights and shingle gable ends. The dwellings generally have large windows and porches addressing the street. • The original block layout is generally intact. • High amenity streetscape with mature street trees and well landscaped gardens with consistent, generous setbacks. Typical site coverage is between approximately 35%-45% with average setbacks of around 8-9m. • Characterised by mature boundary and on-site vegetation including specimen trees. • No fencing or low fencing of approximately 1m to 1.5m in height. • Visual connectivity between dwellings and the street through low or no fencing, placement of windows and dwelling entrances and sympathetic on-site landscaping. • Garages generally excluded from the street.
77J(3)(a)(i) & 77L(b)	Why the qualifying matter is incompatible with the level of development permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 for that area, and in light of the national	Technical analysis has identified that the level of development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD, would be inappropriate in this Character Area, as it would not maintain the special characteristics and values attributed to this Character Areas; nor

[120] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 22.

	significance of urban development and the objectives of the NPS-UD.	retain its value as a whole.[121] Otherwise progressing with the intensification direction would result in:[122] • Loss of the original dwelling. • Scale/dominance of new/additional building. • Garage/manoeuvring area/parking located within the front yard and the associated visual impact, effects on vegetation and loss of connection to the dwelling. • Increase in site coverage, with an associated loss in space and vegetation, including a sense of openness and spaciousness. • Loss of sight lines and view lines to the rear. • Loss of large-scale vegetation. • Front yard open space/privacy conflict and loss of visual connection with the street, with an increase in the height of fencing. • Multiple vehicle accessways from the street impacting on the continuity of the streetscape. ***Assessment against the relevant NPS-UD objectives*** Objective 1: - The values associated with the Character Area contribute to the wellbeing of the community and to a well-functioning urban environment. Development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD would compromise these values. Objective 2: - The loss of development capacity resulting from this Character Area being identified as a qualifying matter will have limited impact on the overall opportunities for residential intensification, and therefore will not have a detrimental impact on competitive land and development markets. The degree of loss is offset by the significant amount of further development capacity plan change 14 proposes.

[121] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 10.
[122] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 8.

		Objective 3: - The extent of the Ranfurly Character Area is not in near proximity to a large commercial centre, is not within a significant public transport corridor, however has been identified within an area that is likely to have high development interest. Objective 4: - There is still a level of development enabled in the Character Area, which will allow for it to develop and change over time in response to the needs of people and the community, while still maintaining those characteristics of value to the community in this area.
77J(3)(b)	The impact that limiting development capacity, building height, or density (as relevant) will have on the provision of development capacity.	The Ranfurly Character Area totals 36 residential sites. The proposed Character Area controls will allow for 4 additional residential units. This is compared to a theoretical maximum of 181 units that could be developed under the MDRS provisions, resulting in a total estimated theoretical impacted development capacity of 177 residential units.
77J(3)(c)	The costs and broader impacts of imposing those limits.	The key cost and broader impact of imposing the limits in this Character Area is that it reduces housing choice and availability of land for new development within this area.
77J(4)(b) & 77L(c)(ii)	How modifications to the MDRS as applied to the relevant residential zones are limited to only those modifications necessary to accommodate qualifying matters and, in particular, how they apply to any spatial layers relating to overlays, precincts, specific controls, and development areas, including— • any operative district plan spatial layers; • any new spatial layers proposed for the district plan; and • the specific characteristic on a site-specific basis to determine the geographic area where intensification needs to be compatible with the specific matter.	The proposed Character Area controls (set out below), are those which have been determined as being appropriate to allow for some further residential intensification in line with the NPS-UD objectives, while still retaining the integrity of this Character Area. The specific controls also align with the MDRS provisions as far as practicable.[123] The Character Area has been spatially defined through a review undertaken by Boffa Miskell. This involved[124]: • Undertaking a site visit and recording changes to the ranking of the Site (from that undertaken in 2015[125].) • Removing any large clusters of rear sections that could not be seen and which are not considered to be part of a consistent, coherent streetscape or sensible grouping overall.

[123] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.
[124] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 6-7.
[125] Appendix 20 of the s32 Report for Residential Chapter 14, notified 2 May 2015. *Christchurch Suburban Character Area Assessments,* Beca Ltd, 9 January 2015.

- Confirming the boundaries of the Character Area generally based on whether at least 80% of sites were ranked either Primary or Contributory (with generally 50% being Primary sites.)

The outcome of this is the retention of the current extent of the Ranfurly Character Area.[126] A total of 36 sites will have the following Character Area overlay controls applied to them.

Standard	MDRS & MRZ Controls	Ranfurly Character Area
Activity Status (where standards are met) for residential units	Permitted: up to 3 units per site	Permitted: interior conversion of an existing residential unit into two residential units Controlled: single residential unit located to the rear of an existing residential unit Restricted Discretionary: any other residential unit
Units per site	3	2
Minimum net site size	400m^2 [proposed in MRZ vacant allotment size]	600m^2
Height	11m + 1m (roof)	5.5m
Height in relation to boundary	4m & 60^o	*As per MDRS*
Road boundary setback	1.5m	8m, or 6m, where it is a relocation of an original house was built prior to 1945.
Internal boundary setbacks	1m	2m on one side and 3m on the other.
Rear boundary setbacks	1m	3m
Minimum building setback to a shared access	N/A	1m

[126] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 27.

		Building coverage	50%	40%
		Minimum building frontage to street	N/A	60%
		Minimum outdoor living space	20m^2 3m minimum dimension	50m^2 5m minimum dimension
		Outlook Space	4m x 4m for principle living room and 1m x 1m for all other habitable rooms.	*As per MDRS*
		Minimum windows to street (glazing)	20%	30% including a front door
		Ground floor habitable room	50% of any ground floor area as habitable rooms [MRZ proposal]	*As per proposed zoning*
		Minimum landscaped area	20%	20% Plus a 3m landscape strip along front boundary.
		Maximum fencing height (front boundary)	50% to maximum 1.5m [MRZ proposal]	1.2m
		Garage & carport building location	Detached garage or carport located 1.2m behind front façade of a residential unit [MRZ proposal]	Garages and carports whether separate or integrated to be to the rear of the dwelling, or if at the side to be a minimum of 5m behind the main front façade of the building.
		Max. paved access width per site.	N/A	3.6m, or 4.8m where including a 1.2m pedestrian access.
		Min. building separation on a site (excluding garages)	N/A	5m

77L(c)(iii)	An appropriate range of options to achieve the greatest heights and densities permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 while managing the specific characteristics.	The MDRS were used as a baseline for the assessment undertaken of the Character Areas. The initial assessment of Character Areas undertaken by Boffa Miskell identified a potential set of parameters based on individual attributes assessed for each of the Character Area typologies. Consideration was also given as to how to incentivise the retention of values that make a primary contribution to a Character Area, given their importance to the integrity and coherence of the Character Area values. Modelling was then undertaken to consider the combination of built form standards, to determine the combination of these which would allow for an increase in density, without the loss of character values[127]. The results of this are reflected in the proposed controls summarised in the table above.

[127] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.

6.29.29 **Character Area: Roker**

Section	Matter addressed	Assessment
77J(3)(a)(i); 77L(a); 77L(c)(i)	Why the area is subject to a qualifying matter.	The following have been identified as the key elements, which in combination contribute to the distinctiveness and sense of place of the Roker/Penrith Character Area[128]: • Consistent style and era of dwellings primarily dating from 1910 to 1930, and 1930 to 1950 (predominantly pre 1945). • Dwellings are typically single storey, with some exceptions, particularly in Roker Street, and are generally detached buildings of a moderate scale. • Buildings and roofs are generally simple forms with projections, gable and hip roofs. • Architectural detailing includes bay and bow windows, shingle gable ends and weatherboard cladding. • Dwellings are generally setback between 6-9m from the street. • Part of an area with a highly defined grid pattern. • Fencing is generally low, concrete nib or timber in both streets with good visual connectivity. Low nib walls and a sense of openness are a particular feature of Penrith Avenue. • The mature street trees and wide grassed berms of Roker Street, and well planted gardens and boundary vegetation within private properties of both streets, influence the visual quality of this Area's streetscapes.
77J(3)(a)(i) & 77L(b)	Why the qualifying matter is incompatible with the level of development permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 for that area, and in light of the national significance of urban development and the objectives of the NPS-UD.	Technical analysis has identified that the level of development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD, would be inappropriate in this Character Area, as it would not maintain the special characteristics and values attributed to this Character Areas;

[128] Appendix 22, *Investigation of Qualifying Matters – Ōtautahi Christchurch Suburban Character Areas – Stage 2A Addendum Report*, Boffa Miskell Ltd, 22 July 2022, p. 6.

		nor retain its value as a whole.[129] Otherwise progressing with the intensification direction would result in:[130] • Loss of the original dwelling. • Scale/dominance of new/additional building. • Garage/manoeuvring area/parking located within the front yard and the associated visual impact, effects on vegetation and loss of connection to the dwelling. • Increase in site coverage, with an associated loss in space and vegetation, including a sense of openness and spaciousness. • Loss of sight lines and view lines to the rear. • Loss of large-scale vegetation. • Front yard open space/privacy conflict and loss of visual connection with the street, with an increase in the height of fencing. • Multiple vehicle accessways from the street impacting on the continuity of the streetscape. ***Assessment against the relevant NPS-UD objectives*** Objective 1: - The values associated with the Character Area contribute to the wellbeing of the community and to a well-functioning urban environment. Development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD would compromise these values. Objective 2: - The loss of development capacity resulting from this Character Area being identified as a qualifying matter will have limited impact on the overall opportunities for residential intensification, and therefore will not have a detrimental impact on competitive land and development markets. The degree of loss is offset by the significant amount of further development capacity plan change 14 proposes.

[129] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 10.
[130] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 8.

		Objective 3: - The extent of the Roker/Penrith Character Area is not in near proximity to a commercial centre, is not within a significant public transport corridor, however has been identified within an area that is likely to have moderate development interest. Objective 4: - There is still a level of development enabled in the Character Area, which will allow for it to develop and change over time in response to the needs of people and the community, while still maintaining those characteristics of value to the community in this area.
77J(3)(b)	The impact that limiting development capacity, building height, or density (as relevant) will have on the provision of development capacity.	The Roker/Penrith Character Area totals 117 residential sites. The proposed Character Area controls will allow for 11 additional residential units. This is compared to a theoretical maximum development capacity of 396 units that could be developed under the MDRS provisions, resulting in a total estimated theoretical impacted development capacity of 385 residential units.
77J(3)(c)	The costs and broader impacts of imposing those limits.	The key cost and broader impact of imposing the limits in this Character Area is that it reduces housing choice and availability of land for new development within this area.
77J(4)(b) & 77L(c)(ii)	How modifications to the MDRS as applied to the relevant residential zones are limited to only those modifications necessary to accommodate qualifying matters and, in particular, how they apply to any spatial layers relating to overlays, precincts, specific controls, and development areas, including— • any operative district plan spatial layers; • any new spatial layers proposed for the district plan; and • the specific characteristic on a site-specific basis to determine the geographic area	The proposed Character Area controls (set out below), are those which have been determined as being appropriate to allow for some further residential intensification in line with the NPS-UD objectives, while still retaining the integrity of this Character Area. The specific controls also align with the MDRS provisions as far as practicable.[131] The Character Area has been spatially defined through a review undertaken by Boffa Miskell. This involved[132]: • Undertaking a desktop analysis and site visit of the area, based on areas put forward for consideration as Character Areas through the pre-notification engagement and technical review of heritage area assessments.

[131] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.
[132] Appendix 37, *Investigation of Qualifying Matters – Ōtautahi Christchurch Suburban Character Areas – Stage 2A Addendum Report*, Boffa Miskell Ltd, 22 July 2022.

	where intensification needs to be compatible with the specific matter.	• Confirming the boundaries of the Character Area generally based on whether at least 80% of sites were ranked either Primary or Contributory (with generally 50% being Primary sites.) The outcome of this is the inclusion of a new Roker Character Area.[133] A total of 117 sites will have the following Character Area overlay controls applied to them.

Standard	MDRS & MRZ Controls	Roker Character Area
Activity Status (where standards are met) for residential units	Permitted: up to 3 units per site	Permitted: interior conversion of an existing residential unit into two residential units Controlled: single residential unit located to the rear of an existing residential unit Restricted Discretionary: any other residential unit
Units per site	3	2
Minimum net site size	400m^2 [proposed in MRZ vacant allotment size]	600m^2
Height	11m + 1m (roof)	5.5m
Height in relation to boundary	4m & 60^o	*As per MDRS*
Road boundary setback	1.5m	8m, or 6m, where it is a relocation of an original house was built prior to 1945.
Internal boundary setbacks	1m	1m on one side and 3m on the other.
Rear boundary setbacks	1m	3m

[133] Appendix 37, *Investigation of Qualifying Matters – Ōtautahi Christchurch Suburban Character Areas – Stage 2A Addendum Report*, Boffa Miskell Ltd, 22 July 2022, p. 9-10.

		Minimum building setback to a shared access	N/A	1m
		Building coverage	50%	40%
		Minimum building frontage to street	N/A	60%
		Minimum outdoor living space	20m^2 3m minimum dimension	50m^2 5m minimum dimension
		Outlook Space	4m x 4m for principle living room and 1mx1m for all other habitable rooms.	*As per MDRS*
		Minimum windows to street (glazing)	20%	30% including a front door
		Ground floor habitable room	50% of any ground floor area as habitable rooms [MRZ proposal]	*As per proposed zoning*
		Minimum landscaped area	20%	20% Plus a 3m landscape strip along front boundary.
		Maximum fencing height (front boundary)	50% to maximum 1.5m [MRZ proposal]	1.2m
		Garage & carport building location	Detached garage or carport located 1.2m behind front façade of a residential unit [MRZ proposal]	Garages and carports whether separate or integrated to be to the rear of the dwelling, or if at the side to be a minimum of 5m behind the main front façade of the building.
		Max. paved access width per site.	N/A	3.6m, or 4.8m where including a 1.2m pedestrian access.
		Min. building separation on a site (excluding garages)	N/A	5m

77L(c)(iii)	An appropriate range of options to achieve the greatest heights and densities permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 while managing the specific characteristics.	The MDRS were used as a baseline for the assessment undertaken of the Character Areas. The initial assessment of Character Areas undertaken by Boffa Miskell identified a potential set of parameters based on individual attributes assessed for each of the Character Area typologies. Consideration was also given as to how to incentivise the retention of values that make a primary contribution to a Character Area, given their importance to the integrity and coherence of the Character Area values. Modelling was then undertaken to consider the combination of built form standards, to determine the combination of these which would allow for an increase in density, without the loss of character values[134]. The results of this are reflected in the proposed controls summarised in the table above.

[134] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.

6.29.30 **Character Area: Ryan**

Section	Matter addressed	Assessment
77J(3)(a)(i); 77L(a); 77L(c)(i)	Why the area is subject to a qualifying matter.	The following have been identified as the key elements, which in combination contribute to the distinctiveness and sense of place of the Ryan Character Area[135]: • Consistent single storey, small to moderate-scale, individual buildings. • A high proportion of original houses from the 1930s-40s on largely intact sections. • Buildings and roofs are generally simple forms with projections, gable and hip roofs. • Architectural details includes bay and bow windows; shingle gable ends and weatherboard cladding. • Moderate street width and setbacks from the street are typically generous and between 6-10m. • No fencing or low fencing with low nib or picket walls are a feature and contribute to a sense of openness and strong relationship with the street. • Established hedges or garden plantings are a key feature in the front yard and/or along property boundaries. • Attractive streetscape with mature street trees and grass berms. • Garages excluded from the street frontage.
77J(3)(a)(i) & 77L(b)	Why the qualifying matter is incompatible with the level of development permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 for that area, and in light of the national significance of urban development and the objectives of the NPS-UD.	Technical analysis has identified that the level of development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD, would be inappropriate in this Character Area, as it would not maintain the special characteristics and values attributed to this Character Areas;

[135] Appendix 22. *Investigation of Qualifying Matters – Ōtautahi Christchurch Suburban Character Areas – Stage 2A Addendum Report*, Boffa Miskell Ltd, 22 July 2022, p. 10-11.

		nor retain its value as a whole.[136] Otherwise progressing with the intensification direction would result in:[137] • Loss of the original dwelling. • Scale/dominance of new/additional building. • Garage/manoeuvring area/parking located within the front yard and the associated visual impact, effects on vegetation and loss of connection to the dwelling. • Increase in site coverage, with an associated loss in space and vegetation, including a sense of openness and spaciousness. • Loss of sight lines and view lines to the rear. • Loss of large-scale vegetation. • Front yard open space/privacy conflict and loss of visual connection with the street, with an increase in the height of fencing. • Multiple vehicle accessways from the street impacting on the continuity of the streetscape. ***Assessment against the relevant NPS-UD objectives*** Objective 1: - The values associated with the Character Area contribute to the wellbeing of the community and to a well-functioning urban environment. Development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD would compromise these values. Objective 2: - The loss of development capacity resulting from this Character Area being identified as a qualifying matter will have limited impact on the overall opportunities for residential intensification, and therefore will not have a detrimental impact on competitive land and development markets. The degree of loss is offset by the significant amount of further development capacity plan change 14 proposes.

[136] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 10.
[137] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 8.

		Objective 3: - The extent of the Ryan Character Area is not in near proximity to a larger commercial centre, is not within a significant public transport corridor (but does front Ferry Road, a significant transport corridor), and has not been identified within an area that has high housing demand. Objective 4: - There is still a level of development enabled in the Character Area, which will allow for it to develop and change over time in response to the needs of people and the community, while still maintaining those characteristics of value to the community in this area.
77J(3)(b)	The impact that limiting development capacity, building height, or density (as relevant) will have on the provision of development capacity.	The Ryan Character area totals 59 residential sites. The proposed Character Area controls will allow for 21 additional residential units. This is compared to a theoretical maximum of 240 units that could be developed under the MDRS provisions, resulting in a total estimated theoretical impacted development capacity of 219 residential units.
77J(3)(c)	The costs and broader impacts of imposing those limits.	The key cost and broader impact of imposing the limits in this Character Area is that it reduces housing choice and availability of land for new development within this area.
77J(4)(b) & 77L(c)(ii)	How modifications to the MDRS as applied to the relevant residential zones are limited to only those modifications necessary to accommodate qualifying matters and, in particular, how they apply to any spatial layers relating to overlays, precincts, specific controls, and development areas, including— • any operative district plan spatial layers; • any new spatial layers proposed for the district plan; and • the specific characteristic on a site-specific basis to determine the geographic area	The proposed Character Area controls (set out below), are those which have been determined as being appropriate to allow for some further residential intensification in line with the NPS-UD objectives, while still retaining the integrity of this Character Area. The specific controls also align with the MDRS provisions as far as practicable.[138] The Character Area has been spatially defined through a review undertaken by Boffa Miskell. This involved[139]: • Undertaking a desktop analysis and site visit of the area, based on areas put forward for consideration as Character Areas through the pre-notification engagement and technical review of heritage area assessments.

[138] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.
[139] Appendix 22, *Investigation of Qualifying Matters – Ōtautahi Christchurch Suburban Character Areas – Stage 2A Addendum Report*, Boffa Miskell Ltd, 22 July 2022.

	where intensification needs to be compatible with the specific matter.	• Confirming the boundaries of the Character Area generally based on whether at least 80% of sites were ranked either Primary or Contributory (with generally 50% being Primary sites.) The outcome of this is the inclusion of a new Ryan Character Area.[140]A total of 59 sites will have the following Character Area overlay controls applied to them.

Standard	MDRS & MRZ Controls	Ryan Character Area
Activity Status (where standards are met) for residential units	Permitted: up to 3 units per site	Permitted: interior conversion of an existing residential unit into two residential units Controlled: single residential unit located to the rear of an existing residential unit Restricted Discretionary: any other residential unit
Units per site	3	2
Minimum net site size	400m^2 [proposed in MRZ vacant allotment size]	600m^2
Height	11m + 1m (roof)	5.5m
Height in relation to boundary	4m & 60^o	*As per MDRS*
Road boundary setback	1.5m	8m, or 6m, where it is a relocation of an original house was built prior to 1945.
Internal boundary setbacks	1m	2m on one side and 3m on the other.
Rear boundary setbacks	1m	3m

[140] Appendix 22, *Investigation of Qualifying Matters – Ōtautahi Christchurch Suburban Character Areas – Stage 2A Addendum Report*, Boffa Miskell Ltd, 22 July 2022, p. 9-10.

		Minimum building setback to a shared access	N/A	1m
		Building coverage	50%	40%
		Minimum building frontage to street	N/A	60%
		Minimum outdoor living space	$20m^2$ 3m minimum dimension	$50m^2$ 5m minimum dimension
		Outlook Space	4m x 4m for principle living room and 1mx1m for all other habitable rooms.	*As per MDRS*
		Minimum windows to street (glazing)	20%	30% including a front door
		Ground floor habitable room	50% of any ground floor area as habitable rooms [MRZ proposal]	*As per proposed zoning*
		Minimum landscaped area	20%	20% Plus a 3m landscape strip along front boundary.
		Maximum fencing height (front boundary)	50% to maximum 1.5m [MRZ proposal]	0.8m
		Garage & carport building location	Detached garage or carport located 1.2m behind front façade of a residential unit [MRZ proposal]	Garages and carports whether separate or integrated to be to the rear of the dwelling, or if at the side to be a minimum of 5m behind the main front façade of the building.
		Max. paved access width per site.	N/A	3.6m, or 4.8m where including a 1.2m pedestrian access.

<table>
<tr><td></td><td></td><td><table><tr><td>Min. building separation on a site (excluding garages)</td><td>N/A</td><td>5m</td></tr></table></td></tr>
<tr><td>77L(c)(iii)</td><td>An appropriate range of options to achieve the greatest heights and densities permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 while managing the specific characteristics.</td><td>The MDRS were used as a baseline for the assessment undertaken of the Character Areas. The initial assessment of Character Areas undertaken by Boffa Miskell identified a potential set of parameters based on individual attributes assessed for each of the Character Area typologies. Consideration was also given as to how to incentivise the retention of values that make a primary contribution to a Character Area, given their importance to the integrity and coherence of the Character Area values. Modelling was then undertaken to consider the combination of built form standards, to determine the combination of these which would allow for an increase in density, without the loss of character values[141]. The results of this are reflected in the proposed controls summarised in the table above.</td></tr>
</table>

[141] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.

6.29.31 **Character Area: Severn**

Section	Matter addressed	Assessment
77J(3)(a)(i); 77L(a); 77L(c)(i)	Why the area is subject to a qualifying matter.	The following have been identified as the key elements, which in combination contribute to the distinctiveness and sense of place of the Severn Character Area[142]: • Generally single storey, moderate-scale, individual buildings with occasional 2-storey homes. • Architectural detailing primarily reflecting the wooden Californian-style bungalows of the 1920s and 1930s and occasional villas. • Building form and detailing includes simple forms with the addition of small projections, low-pitched hip roofs, gable ends with shingles, bay or bow windows and weatherboard cladding, leadlights and shingle gable ends. The dwellings generally have large windows and porches addressing the street. • The original block layout is generally intact. • High amenity streetscape with mature street trees and well landscaped gardens with consistent, generous setbacks. Typical site coverage is between approximately 35%-45% with average setbacks of around 8-9m. • Characterised by mature boundary and on-site vegetation including specimen trees. • No fencing or low fencing of approximately 1m to 1.5m in height. Some picket and stone walls are a feature. • Visual connectivity between dwellings and the street through low or no fencing, placement of windows and dwelling entrances and sympathetic on-site landscaping. • Garages generally excluded from the street.
77J(3)(a)(i) & 77L(b)	Why the qualifying matter is incompatible with the level of development permitted by the MDRS	Technical analysis has identified that the level of development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD, would be inappropriate in this Character Area, as it

[142] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 22.

	(as specified in Schedule 3A) or as provided for by policy 3 for that area, and in light of the national significance of urban development and the objectives of the NPS-UD.	would not maintain the special characteristics and values attributed to this Character Areas; nor retain its value as a whole.[143] Otherwise progressing with the intensification direction would result in:[144] • Loss of the original dwelling. • Scale/dominance of new/additional building. • Garage/manoeuvring area/parking located within the front yard and the associated visual impact, effects on vegetation and loss of connection to the dwelling. • Increase in site coverage, with an associated loss in space and vegetation, including a sense of openness and spaciousness. • Loss of sight lines and view lines to the rear. • Loss of large-scale vegetation. • Front yard open space/privacy conflict and loss of visual connection with the street, with an increase in the height of fencing. • Multiple vehicle accessways from the street impacting on the continuity of the streetscape. ***Assessment against the relevant NPS-UD objectives*** Objective 1: - The values associated with the Character Area contribute to the wellbeing of the community and to a well-functioning urban environment. Development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD would compromise these values. Objective 2: - The loss of development capacity resulting from this Character Area being identified as a qualifying matter will have limited impact on the overall opportunities for residential intensification, and therefore will not have a detrimental impact on competitive land and development markets.

[143] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 10.
[144] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 8.

		Objective 3:- The extent of the Severn Character Area is not in near proximity to a commercial centre, is not within a significant public transport corridor, however has been identified within an area that is likely to have high development interest. Objective 4: - There is still a level of development enabled in the Character Area, which will allow for it to develop and change over time in response to the needs of people and the community, while still maintaining those characteristics of value to the community in this area.
77J(3)(b)	The impact that limiting development capacity, building height, or density (as relevant) will have on the provision of development capacity.	The Severn Character Area totals 127 residential sites. The proposed Character Area controls will allow for 16 additional residential units. This is compared to a theoretical maximum of 438 units that could be developed under the MDRS provisions, resulting in a total estimated theoretical impacted development capacity of 422 residential units.
77J(3)(c)	The costs and broader impacts of imposing those limits.	The key cost and broader impact of imposing the limits in this Character Area is that it reduces housing choice and availability of land for new development within this area.
77J(4)(b) & 77L(c)(ii)	How modifications to the MDRS as applied to the relevant residential zones are limited to only those modifications necessary to accommodate qualifying matters and, in particular, how they apply to any spatial layers relating to overlays, precincts, specific controls, and development areas, including— • any operative district plan spatial layers; • any new spatial layers proposed for the district plan; and • the specific characteristic on a site-specific basis to determine the geographic area	The proposed Character Area controls (set out below), are those which have been determined as being appropriate to allow for some further residential intensification in line with the NPS-UD objectives, while still retaining the integrity of this Character Area. The specific controls also align with the MDRS provisions as far as practicable.[145] The Character Area has been spatially defined through a review undertaken by Boffa Miskell. This involved[146]: • Undertaking a site visit and recording changes to the ranking of the Site (from that undertaken in 2015[147].) • Removing any large clusters of rear sections that could not be seen and which are not considered to be part of a consistent, coherent streetscape or sensible grouping overall.

[145] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.
[146] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 6-7.
[147] Appendix 20 of the s32 Report for Residential Chapter 14, notified 2 May 2015. *Christchurch Suburban Character Area Assessments,* Beca Ltd, 9 January 2015.

where intensification needs to be compatible with the specific matter.

- Confirming the boundaries of the Character Area generally based on whether at least 80% of sites were ranked either Primary or Contributory (with generally 50% being Primary sites.)

The outcome of this is the retention of the current extent of the Severn Character Area.[148] A total of 127 sites will have the following Character Area overlay controls applied to them.

Standard	MDRS & MRZ Control	Severn Character Area
Activity Status (where standards are met) for residential units	Permitted: up to 3 units per site	Permitted: interior conversion of an existing residential unit into two residential units Controlled: single residential unit located to the rear of an existing residential unit Restricted Discretionary: any other residential unit
Units per site	3	2
Minimum net site size	400m^2 [proposed in MRZ vacant allotment size]	600m^2
Height	11m + 1m (roof)	5.5m
Height in relation to boundary	4m & 60^o	*As per MDRS*
Road boundary setback	1.5m	8m, or 6m, where it is a relocation of an original house was built prior to 1945.
Internal boundary setbacks	1m	2m on one side and 3m on the other.
Rear boundary setbacks	1m	3m

[148] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 28.

		Minimum building setback to a shared access	N/A	1m
		Building coverage	50%	40%
		Minimum building frontage to street	N/A	60%
		Minimum outdoor living space	20m^2 3m minimum dimension	50m^2 5m minimum dimension
		Outlook Space	4m x 4m for principle living room and 1mx1m for all other habitable rooms.	*As per MDRS*
		Minimum windows to street (glazing)	20%	30% including a front door
		Ground floor habitable room	50% of any ground floor area as habitable rooms [MRZ proposal]	*As per proposed zoning*
		Minimum landscaped area	20%	20% Plus a 3m landscape strip along front boundary.
		Maximum fencing height (front boundary)	50% to maximum 1.5m [MRZ proposal]	1.2m
		Garage & carport building location	Detached garage or carport located 1.2m behind front façade of a residential unit [MRZ proposal]	Garages and carports whether separate or integrated to be to the rear of the dwelling, or if at the side to be a minimum of 5m behind the main front façade of the building.
		Max. paved access width per site.	N/A	3.6m, or 4.8m where including a 1.2m pedestrian access.

<table>
<tr><td></td><td></td><td><table><tr><td>Min. building separation on a site (excluding garages)</td><td>N/A</td><td>5m</td></tr></table></td></tr>
<tr><td>77L(c)(iii)</td><td>An appropriate range of options to achieve the greatest heights and densities permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 while managing the specific characteristics.</td><td>The MDRS were used as a baseline for the assessment undertaken of the Character Areas. The initial assessment of Character Areas undertaken by Boffa Miskell identified a potential set of parameters based on individual attributes assessed for each of the Character Area typologies. Consideration was also given as to how to incentivise the retention of values that make a primary contribution to a Character Area, given their importance to the integrity and coherence of the Character Area values. Modelling was then undertaken to consider the combination of built form standards, to determine the combination of these which would allow for an increase in density, without the loss of character values[149]. The results of this are reflected in the proposed controls summarised in the table above.</td></tr>
</table>

[149] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.

6.29.32 **Character Area: Tainui**

Section	Matter addressed	Assessment
77J(3)(a)(i); 77L(a); 77L(c)(i)	Why the area is subject to a qualifying matter.	The following have been identified as the key elements, which in combination contribute to the distinctiveness and sense of place of the Tainui Character Area[150]: • Generally single storey, moderate-scale, individual buildings with occasional 2-storey homes. • Architectural detailing primarily reflecting the wooden Californian-style bungalows of the 1920s and 1930s and occasional villas, and some dwellings of the English Domestic Revival (EDR) style. • Building form and detailing includes simple forms with the addition of small projections, low-pitched hip roofs, gable ends with shingles, bay or bow windows and weatherboard cladding, leadlights and shingle gable ends. The dwellings generally have large windows and porches addressing the street. • The original block layout is generally intact, but there is some infill. • High amenity streetscape with mature street trees and well landscaped gardens with consistent, generous setbacks. Typical site coverage is between approximately 35%-45% with average setbacks of around 8-9m. • Characterised by mature boundary and on-site vegetation including specimen trees. • No fencing or low fencing of approximately 1m to 1.5m in height. Some picket and stone walls are a feature. • Visual connectivity between dwellings and the street through low or no fencing, placement of windows and dwelling entrances and sympathetic on-site landscaping. • Garages generally excluded from the street.
77J(3)(a)(i) & 77L(b)	Why the qualifying matter is incompatible with the level of development permitted by the MDRS	Technical analysis has identified that the level of development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD, would be inappropriate in this Character Area, as it

[150] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 22.

	(as specified in Schedule 3A) or as provided for by policy 3 for that area, and in light of the national significance of urban development and the objectives of the NPS-UD.	would not maintain the special characteristics and values attributed to this Character Areas; nor retain its value as a whole.[151] Otherwise progressing with the intensification direction would result in:[152] • Loss of the original dwelling. • Scale/dominance of new/additional building. • Garage/manoeuvring area/parking located within the front yard and the associated visual impact, effects on vegetation and loss of connection to the dwelling. • Increase in site coverage, with an associated loss in space and vegetation, including a sense of openness and spaciousness. • Loss of sight lines and view lines to the rear. • Loss of large-scale vegetation. • Front yard open space/privacy conflict and loss of visual connection with the street, with an increase in the height of fencing. • Multiple vehicle accessways from the street impacting on the continuity of the streetscape. ***Assessment against the relevant NPS-UD objectives*** Objective 1: The values associated with the Character Area contribute to the wellbeing of the community and to a well-functioning urban environment. Development permitted by the MDRS or as provided for by Policy 3 of the NPS-UD would compromise these values. Objective 2: The loss of development capacity resulting from this Character Area being identified as a qualifying matter will have limited impact on the overall opportunities for residential intensification, and therefore will not have a detrimental impact on competitive land and development markets. The degree of loss is offset by the significant amount of further development capacity plan change 14 proposes.

[151] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 10.
[152] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 8.

		Objective 3:The extent of the Tainui Character Area is not in near proximity to a commercial centre, is not within a significant public transport corridor, however has been identified within an area that is likely to have moderate development interest. Objective 4: There is still a level of development enabled in the Character Area, which will allow for it to develop and change over time in response to the needs of people and the community, while still maintaining those characteristics of value to the community in this area.
77J(3)(b)	The impact that limiting development capacity, building height, or density (as relevant) will have on the provision of development capacity.	The Tainui Character Area totals 72 residential sites. The proposed Character Area controls will allow for 16 additional residential units. This is compared to a theoretical maximum of 234 units that could be developed under the MDRS provisions, resulting in a total estimated theoretical impacted development capacity of 218 residential units.
77J(3)(c)	The costs and broader impacts of imposing those limits.	The key cost and broader impact of imposing the limits in this Character Area is that it reduces housing choice and availability of land for new development within this area.
77J(4)(b) & 77L(c)(ii)	How modifications to the MDRS as applied to the relevant residential zones are limited to only those modifications necessary to accommodate qualifying matters and, in particular, how they apply to any spatial layers relating to overlays, precincts, specific controls, and development areas, including— • any operative district plan spatial layers; • any new spatial layers proposed for the district plan; and • the specific characteristic on a site-specific basis to determine the geographic area where intensification	The proposed Character Area controls (set out below), are those which have been determined as being appropriate to allow for some further residential intensification in line with the NPS-UD objectives, while still retaining the integrity of this Character Area. The specific controls also align with the MDRS provisions as far as practicable.[153] The Character Area has been spatially defined through a review undertaken by Boffa Miskell. This involved[154]: • Undertaking a site visit and recording changes to the ranking of the Site (from that undertaken in 2015[155].) • Removing any large clusters of rear sections that could not be seen and which are not considered to be part of a consistent, coherent streetscape or sensible grouping overall.

[153] Appendix 21, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.
[154] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 6-7.
[155] Appendix 20 of the s32 Report for Residential Chapter 14, notified 2 May 2015. *Christchurch Suburban Character Area Assessments,* Beca Ltd, 9 January 2015.

needs to be compatible with the specific matter.

- Confirming the boundaries of the Character Area generally based on whether at least 80% of sites were ranked either Primary or Contributory (with generally 50% being Primary sites.)

The outcome of this is the retention of the current extent of the Tainui Character Area.[156] A total of 72 sites will have the following Character Area overlay controls applied to them.

Standard	MDRS & MRZ Control	Tainui Character Area
Activity Status (where standards are met) for residential units	Permitted: up to 3 units per site	Permitted: interior conversion of an existing residential unit into two residential units Controlled: single residential unit located to the rear of an existing residential unit Restricted Discretionary: any other residential unit
Units per site	3	2
Minimum net site size	400m^2 [proposed in MRZ vacant allotment size]	600m^2
Height	11m + 1m (roof)	5.5m
Height in relation to boundary	4m & 60^o	*As per MDRS*
Road boundary setback	1.5m	8m, or 6m, where it is a relocation of an original house was built prior to 1945.
Internal boundary setbacks	1m	2m on one side and 3m on the other.
Rear boundary setbacks	1m	3m
Minimum building setback to a shared access	N/A	1m

[156] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022, p. 29.

		Building coverage	50%	40%
		Minimum building frontage to street	N/A	60%
		Minimum outdoor living space	20m^2 3m minimum dimension	50m^2 5m minimum dimension
		Outlook Space	4m x 4m for principle living room and 1mx1m for all other habitable rooms.	*As per MDRS*
		Minimum windows to street (glazing)	20%	30% including a front door
		Ground floor habitable room	50% of any ground floor area as habitable rooms [MRZ proposal]	*As per proposed zoning*
		Minimum landscaped area	20%	20% Plus a 3m landscape strip along front boundary.
		Maximum fencing height (front boundary)	50% to maximum 1.5m [MRZ proposal]	1.2m
		Garage & carport building location	Detached garage or carport located 1.2m behind front façade of a residential unit [MRZ proposal]	Garages and carports whether separate or integrated to be to the rear of the dwelling, or if at the side to be a minimum of 5m behind the main front façade of the building.
		Max. paved access width per site.	N/A	3.6m, or 4.8m where including a 1.2m pedestrian access.
		Min. building separation on a site (excluding garages)	N/A	5m

77L(c)(iii)	An appropriate range of options to achieve the greatest heights and densities permitted by the MDRS (as specified in Schedule 3A) or as provided for by policy 3 while managing the specific characteristics.	The MDRS were used as a baseline for the assessment undertaken of the Character Areas. The initial assessment of Character Areas undertaken by Boffa Miskell identified a potential set of parameters based on individual attributes assessed for each of the Character Area typologies. Consideration was also given as to how to incentivise the retention of values that make a primary contribution to a Character Area, given their importance to the integrity and coherence of the Character Area values. Modelling was then undertaken to consider the combination of built form standards, to determine the combination of these which would allow for an increase in density, without the loss of character values[157]. The results of this are reflected in the proposed controls summarised in the table above.

[157] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.

6.29.33 **Section 77J(3)(b) - The impact of the limitations within Character Areas on the provision of development capacity** -Following identification of provisions that are considered appropriate within the Character Areas, the Council has undertaken modelling of how these provisions will affect the capacity that might otherwise be enabled, as required by s77J(3) of the RMA. The modelling undertaken therefore calculated both development enabled through proposed Character Areas controls, as well as what would be enabled if the qualifying matter did not apply (being either MDRS or a Policy 3(d) response under the NPS-UD). To calculate the density in both scenarios, the model included removal of 20% of the site for access and manoeuvring, and removal of any existing dwellings to show net development potential. A further 10% was added for sloping sites to account for retaining and potential additional access issues; this only affected the Cashmere and Lyttelton Character Areas.

6.29.34 Each Character Area does allow for more than one residential unit per site[158]. To account for this in development capacity modelling, the proposed minimum allotment size was divided by half to account for two units per site, or in the case of Lyttelton, was divided by 1.5 to reflect that only an additional minor dwelling unit in anticipated. For the MDRS / Policy 3(d) scenario, the model is based on dividing the site area by the anticipated minimum allotment size that is otherwise anticipated had sites not be identified as a Character Area (being either MRZ or HRZ). This is modelled on Medium Density Residential Zone (MRZ) sites at 100m^2 and High Density Residential Zone (HRZ) sites at 50m^2, based on the relative degrees of intensification that would otherwise be enabled through the zone.[159] In both cases, the results were rounded down so that they were not inflated. Further detail on capacity modelling is detailed in Table 3 of the report.

6.29.35 The final 'impacted development capacity' figure calculated the difference between these two final results to highlight the number of residential units that may otherwise have been enabled if the qualifying matter overlay was not present (and assuming the removal of existing single dwellings). It is assumed that each site contains a single residential unit, so in each calculation net figures are provided that removes any existing dwelling to accurately detail what additional development capacity may be afforded under either the Character Area controls or what would otherwise be possible under MRZ/HRZ zoning (MDRS or Policy 3 responses). This is summarised below for each area:

[158] For a summary of all proposed character area controls, see Appendix 37 of *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.
[159] Allotment sizes for MRZ are based on minimum allotment size anticipated to achieve MDRS, whereas HRZ allotment sizes are based on an aggregate site area based on the number of units what would be able to be constructed in the vertical dimension.

Area	Number of Sites	Proposed Allotment Size (m^2)	Net Character Area development potential (units)	Net MRZ and HRZ potential (units)	Net Impacted Development Capacity
Beckenham Loop	877	700	193	3334	3141
Beverley	25	800	3	178	175
Bewdley	91	600	12	317	305
Cashmere	237	800	108	1194	1,086
Dudley	472	700	122	2036	1,914
Englefield	55	450	19	310	291
Francis	88	600	38	380	342
Heaton	25	800	12	171	159
Malvern	120	600	23	495	472
Massey	32	600	4	110	106
Piko	54	700	9	443	434
Ranfurly	36	600	4	182	177
Roker	117	600	11	396	385
Ryan	59	600	21	240	219
Severn	127	600	16	438	422
Tainui	72	600	16	234	218
Lyttelton	446	450	70	70*	0
TOTAL	2,996	-	681	10,527	9,846

*Residential Banks Peninsula Zoning is proposed in Lyttelton as a result of the LPTAA, effectively resulting in the same yield as per the zone.

6.29.36 It is important to note that the 'impacted development capacity' figure is a maximum theoretical figure of what the District Plan would provide for and does not take into account the likelihood or feasibility of undertaking a development at that scale. The actual development undertaken would be much lower, taking into account the feasibility of development, which will be highly dependent on the value of land and improvement value relative to market desirability. To further understand the feasibility of medium density residential development, the Property Group[160] have conducted an evaluation of the feasibility of MDRS development across relevant residential zones. At a high level, this identifies that approximately only 26% of total MDRS-enabled capacity is

[160] Appendix 38, *New Medium Density Residential Standards (MDRS) Assessment of Housing Enabled*, The Property Group, January 2022.

feasible,[161]and that feasibility is strongly affected by location. In particular, it demonstrates that while MDRS is enabled across the vast majority of urban areas, feasibility and likely take up of relevant development opportunities is expected to be isolated to specific areas. The catchments that show the largest capacity for feasible medium density development are identified as Addington, Fendalton/St Albans, Greater Hornby, Addington, Northlands/Papanui, Riccarton, Shirley/Edgeware, Somerfield, St Martins and Sydenham.[162]

6.29.37 **Reasonably practicable options for provisions** - In considering other reasonably practicable options for achieving the objectives of the Plan and the relevant higher order directions, particularly the NPS-UD, the following options for policies and rules have been identified. Taking into account the environmental, economic, social and cultural effects, the options identified were assessed in terms of their benefits, and costs. Based on that, the overall efficiency and effectiveness of the alternative options was assessed. The policies of the proposal must implement the objectives of the District Plan (s75(1)(b)), and the rules are to implement the policies of the District Plan (s75(1)(c)). Plan Change 14 introduces new objectives that will apply within the MRZ, being the zone within which these Character Areas are located. The objectives for the MRZ seek to provide for residential development in residential areas that is predominantly three and four storeys, with a range of typologies and which provides for a variety of housing types and sizes that respond to housing needs and demand and to the planned character of the neighbourhood. An objective also seeks that residential development across the MRZ is managed in accordance with identified constraints and features across the zone. In response to Policy 3(d), Plan Change 14 also identifies commercial centre intensification areas as the HRZ, which some of the Character Areas would have otherwise been included within, if they had not been identified as Character Areas. The objectives for the HRZ seek to provide for residential development of a higher density and scale, of at least six storeys in height and which maximises the benefits of intensification, specifically around commercial centres.

6.29.32 The District Plan must also give effect to the NPS-UD (s75(3)(a))[163]. In broad terms, this seeks that urban environments are well-functioning (Objective 1); that greater intensification is enabled in specifically identified areas (Objective 2); and that urban environments, including their amenity values, develop and change over time in response to the diverse and changing needs of people, communities, and future generations (Objective 4). The CRPS also provides direction in relation to residential development. Of particular relevance to this topic is Policy 6.3.2 which relates to development form and urban design and directs that residential development give effect to specified principles of good urban design, including: Tūrangawaewae – the sense of place and belonging – recognition and incorporation of the identity of the place, the context and the core elements that comprise the Through context and site analysis, the following elements should be used to reflect the appropriateness of the development to its location: landmarks and features, historic heritage, the character and quality of the existing built and natural environment, historic and cultural markers and local stories.

6.29.34 In addition, each proposed policy or method (including each rule) is to be examined as to whether it is the most appropriate way for achieving the objectives of Plan Change 14. Before providing a detailed evaluation of the policies and rules proposed in Plan Change 14, the alternate options identified have been considered in terms of their potential costs and benefits and overall appropriateness in achieving the objectives of the Plan and the relevant directions of

[161] 58,188 out of 222,478 – Note that this only evaluates MDRS enablement and excludes any HRZ capacity.

[162] Appendix 38, *New Medium Density Residential Standards (MDRS) Assessment of Housing Enabled*, The Property Group, January 2022, p. 4-5.

[163] Noting that, in accordance with s80E of the RMA, Plan Change 14 only incorporates the MDRS provisions set out in Schedule 3A of the RMA, and gives effect to Policies 3 and 4 of the NPS-UD.

the higher order documents. The table below summarise the assessment of costs and benefits for each option based on their anticipated environmental, economic, social, and cultural effects. The assessments are supported by the information obtained through technical reports, and community feedback received on the draft version of Plan Change 14. The overall effectiveness and efficiency of each option has been evaluated, as well as the risks of acting or not acting.

Table 35 – Option evaluation of Character Area provisions			
Option 1 – Status quo.	**Option 2 – Apply the existing Character Areas and suite of provisions without change as a qualifying matter.**	**Option 3 – Proposed Plan Change – bespoke rules for each Character Area.**	**Option 4 – Retain Controlled Activity Status.**
Option 1 description - As per the approach through this evaluation report, the application of MDRS is considered the status quo; meaning Character Areas are not applied as a qualifying matter. This option would effectively remove the operative Character Area Overlay from the Plan, with the full suite of MRZ or HRZ built form provisions applying in these areas.	**Option 2 description -** This includes a controlled activity rule for the erection of new buildings, alterations or additions to existing buildings, accessory buildings, fences and walls, and building relocations (14.4.3.1.2 & 14.5.3.1.2 & 14.7.3.1.2), or restricted discretionary within the Lyttelton Character Area (14.8.3.1.3 RD3); a lower site density requirement than otherwise applies in the underlying zone (8.6.1 Table 1, 14.4.3.2.1 and 14.5.3.2.7 & 14.8.3.2.2); an additional requirement for landscaping along the road boundary (14.4.3.2.17 and 14.15.3.2.6); and specific matters of control for subdivision (8.7.8). Within the Lyttelton Character Area there are also specific site coverage (14.8.3.2.2) and building setback requirements (14.8.3.2.4 & 14.3.2.5). It should be noted that the status quo would however result in the MRZ or HRZ standards – except where altered by the above provisions – applying within the Character Areas.	**Option 3 description** - This option involves making changes to the boundaries of the Character Areas to reflect the most recent assessments undertaken, identifying these as a qualifying matter, and applying a targeted set of provisions within these areas that seeks to enable some intensification of properties located within a Character Areas, while ensuring this is done in a way that retains their character values. The provisions include: • carrying over Policy 14.2.4.7 into the new suite of policies for the residential chapter; • a permitted activity status for the interior conversion of an existing residential unit into two residential units; • carrying over the existing permitted activity rule for minor residential units within the Lyttelton Character Area; • a controlled activity status for the erection of new residential unit to the rear of an existing residential unit on the	**Option 4 description** - This option is otherwise the same as the Proposed Plan Change, except that a controlled activity status would be retained for the erection of new buildings, alterations or additions to existing buildings, accessory buildings, fences and walls, and building relocations.

		same site, where less than 5 metres in height; • a restricted discretionary activity status being applied to the erection of new buildings, alterations or additions to existing buildings, accessory buildings, fences and walls, building relocations and demolitions; • amendments and additions to the built form standards which apply within different Character Areas; • amendments to the matters of control and discretion; and • amendments to the site density requirements within Character Areas. The proposed policy (see below) is based on the current Policy (14.2.4.7) within Chapter 14 Residential of the Plan. It is intended to provide continuing direction on what elements contribute to the values of the Character Areas, and the need to maintain and enhance these values. The built form standards are intended to provide a level of certainty to the layout and form of development in reference to the typology. The specific built form standards proposed for each Character Area are set out in detail in the assessment undertaken by Boffa Miskell,[164] which were then tested through further modelling and analysis that was carried out for the standards.[165] In	

[164] Appendix 21, *Investigation of Qualifying Matters - Ōtautahi Christchurch Suburban Character Areas*, Boffa Miskell, 1 June 2022
[165] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023.

		combination with the built form standards, the assessment matters are intended to assist in the evaluation of the finer layer of contextual understanding as applicable to each Character Area, or where there is some variance from the standards. The changes to the assessment matters are proposed to more effectively: recognise the primary status of sites and their associated values; reflect the scale to which each assessment matter applies, while reducing the extent of repetition; and manage the impacts of the increased density within the Character Area.[166] ***Residential Character Areas*** *Maintain and enhance the identified special character values of residential areas arising from the following elements:* *1. the continuity or coherence of the character;* *2. the pattern of subdivision, open space, buildings and streetscape;* *3. the landforms or features that contribute to the qualities of the landscape and built form;* *4. the scale, form and architectural values of buildings and their landscape setting;* *5. the qualities of the streetscape; and*	

[166] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023, p. 13.

		Within the Lyttelton and Akaroa Character Areas: *6. maintains and enhances the relationship to historic heritage;* *7. retains buildings and settings of high character value;* 8. *retains important views from public places;* *9. reflects the existing small scale of development and integration with the landscape.* **Rule 14.5.3.1 P4** proposes to provide a permitted activity status for the interior conversion of an existing residential unit into two residential units and **Rule 14.5.3.1 P5** proposes to carry over the existing permitted activity rule for minor residential units within the Lyttelton Character Area. **Rule 14.5.3.1.3 RD13** proposes to apply a restricted discretionary activity status for the erection of new buildings, alterations or additions to existing buildings, accessory buildings, fences and walls, building relocations and demolitions. Rule 14.5.3.1.2 C1 proposes to apply a controlled activity status for the erection of new residential unit to the rear of an existing residential unit on the same site, where less than 5 metres in height. Rules under 14.5.3.2.1 sets out built form standards which are proposed to apply within Character Areas. Changes are also proposed to the matters of control and discretion applying within the Character	

		Areas and to the minimum net site areas for subdivisions within different Character Areas.	
Appropriateness to achieve objectives			
Efficiency - This option is not an efficient way of achieving the objectives of the Plan as the costs outweigh the benefits. **Benefits** - Greater opportunities are provided for residential intensification within existing Character Areas. An analysis of this has shown that if all Character Areas were developed to their full potential under the MRZ or HRZ provisions, a total of 9,846 more units could be created, than what could be developed with the proposed Character Area controls applying. However this is maximum theoretical capacity only, rather than feasible or likely development, which would be much lower. **Costs -** Development enabled by the MRZ or HRZ standards would erode the features of the Character Areas that makes them special. This includes loss of original dwellings and their associated character, site lines, view lines, large-scale vegetation, openness and spaciousness and visual connection with the street; the scale and dominance of new	**Efficiency:** This option is less efficient than the proposed Plan Change, as it would not target the provisions to those areas considered worthy of protection. In particular, it would protect areas that have been identified as not being of a sufficient quality, including some areas where the current boundaries are broader than necessary to protect the special qualities of the area. **Benefits** - The package of provisions would retain, to some extent, the features of the Character Areas that makes them special. A controlled activity status provides greater certainty to applicants. To the extent that the provisions retain some of the features of the Character Areas that makes them special, they would continue to contribute to the District's identity, sense of place and social well-being. To the extent that the provisions retain some of the features of the Character Areas that makes them special, they would continue to contribute to the District's identity, sense of place and cultural well-being.	**Efficiency:** - The proposed policy is considered to be efficient as its benefits outweigh the costs. The rules package is appropriately targeted to achieve the outcomes sought. This includes applying a restricted discretionary activity status to those activities that have greater potential to adversely effects the features of Character Areas that makes them special, while applying a permitted or controlled activity status to activities of lesser risk. While this option applies reduced development opportunities than those otherwise provided through the MRZ or HRZ provisions, it still provides for increased development opportunities than there are currently, with the standards determined through technical consideration. The grouping of Character Areas for different built form standards also increases the efficiency of the rule package, while ensuring it is still appropriately targeted to achieving the outcomes sought. **Benefits** - Provides clear direction on the elements that make up the values of Character Areas that are to be maintained. Any economic benefits derived from the retention of the special character of these areas (for example property values) will be	**Efficiency:** This option is otherwise the same as the Proposed Plan Change (option 3), except that a controlled activity status would be retained for the erection of new buildings, alterations or additions to existing buildings, accessory buildings, fences and walls, and building relocations. This option is a less efficient way of achieving the objectives of the Plan than Option 3, as on balance the costs are considered to outweigh the benefits. In particular, while there are potentially greater costs for applicants arising from the potential decline of consent or the need to modify a proposal to obtain consent, this is considered to be outweighed by the risks associated with a controlled activity status, which has been shown to result in some unsatisfactory outcomes.[167] **Benefits** - As per Option 3 (see section 2.2.1 below). A controlled activity status provides greater certainty to applicants and avoids

[167] Appendix 36, *Planning Assessment of District Plan Character Areas,* Christchurch City Council, February 2023.

buildings; visual impacts; and impacts on the continuity of the streetscape. Any economic benefits derived from the special character (for example property values) have the potential to be reduced. However this is likely to be offset by the development opportunities that would arise. An erosion of the qualities of Character Areas that makes them special would in turn reduce the contribution these areas make to the District's identity, sense of place and social well-being. An erosion of the qualities of Character Areas that makes them special would in turn reduce the contribution these areas make to the District's identity, sense of place and cultural well-being. **Effectiveness:** This option is effective at achieving the outcomes sought in terms of residential development within the MRZ and HRZ and in turn the NPS-UD, but would be very ineffective at ensuring that development is adequately managed in terms of the features of the Character Areas. **Risk of acting/not acting:**	**Costs** - The application of MRZ or HRZ standards that are not altered by the current provisions have the potential to erode the features of the Character Areas that makes them special. This includes loss of original dwellings and their associated character, site lines, view lines, large-scale vegetation, openness and spaciousness and visual connection with the street; the scale and dominance of new buildings; visual impacts; and impacts on the continuity of the streetscape. Some areas that are no longer considered to be worthy of protection would continue to be identified as Character Areas and be subject to the current overlay provisions. As such, there would be costs associated with obtaining resource consents, and impacted opportunity costs in terms of development being restricted. Where the application of MRZ or HRZ standards would result in an erosion of the features of Character Areas that makes them special, there would be a consequential impact on the contribution they make to the District's identity, sense of place and social well-being. Where the application of MRZ or HRZ standards would result in an erosion of the features of Character Areas that makes them special, there would be a consequential impact on the	retained. The maintenance of the elements contributing to the values of these areas will in turn ensure that these areas continue to contribute to the District's identity, sense of place and social well-being. The maintenance of the elements contributing to the values of these areas will in turn ensure that these areas continue to contribute to the District's identity, sense of place and cultural well-being. The package of provisions would help to retain the features of the Character Areas that makes them special. This includes the retention of original dwellings and their associated character, site lines, view lines, large-scale vegetation, openness and spaciousness and visual connection with the street; new buildings of an appropriate scale; mitigation of visual impacts; and retention of the continuity of the streetscape. Any economic benefits derived from the special character (for example property values) would be retained. The retention of the features of the Character Areas that makes them special would continue to contribute to the District's identity, sense of place and social well-being. To retention of the features of the Character Areas that makes them special would continue to contribute to the District's identity, sense of place and cultural well-being.	any costs associated with consents that might otherwise have been notified or declined. **Costs** - The current controlled activity status has been ineffective in ensuring the retention of the values of Character Areas, and this has the potential to undermine these values and compromise the integrity of the Character Areas.[168] This results from the inability for controlled activity consents to be declined, regardless of the impacts a proposal may have on the character values specific to an area, or to be modified through consent conditions in a way that would fundamentally alter the proposal applied for.[169] Any economic benefits derived from the special character (for example property values) have the potential to be reduced. An erosion of the qualities of Character Areas that makes them special would in turn reduce the contribution these areas make to the District's identity, sense of place and social well-being. An erosion of the qualities of Character Areas that makes them special would in turn reduce the contribution these areas

[168] Appendix 37, *Technical Analysis of Proposed Character Area Provisions,* Christchurch City Council, 19 January 2023, p. 10.
[169] Appendix 36, *Planning Assessment of District Plan Character Areas,* Christchurch City Council, February 2023.

The risk of acting in this manner is that evaluation has shown that development in line with MRZ or HRZ provisions would have adverse effects on the values of the Character Areas, and would reduce their integrity and distinctive qualities.	contribution they make to the District's identity, sense of place and cultural well-being. **Effectiveness:** This option is somewhat effective in achieving the outcomes sought. It would achieve the outcomes sought in terms of residential development within the MRZ and in turn the NPS-UD, but would not ensure that development is adequately managed in terms of the features of the Character Areas. **Risk of acting/not acting** - There are two key risks of acting in this manner. The first is that the technical assessments have shown that the application of MRZ or HRZ standards that are not otherwise altered by the existing provisions, have the potential to adversely impact on the identified character values. The second is that it does not take into account more recent assessments undertaken of the Character Areas.	**Costs** - The policy, in combination with the rules that seek to implement it, will result in less opportunities for intensification. This in turn will result in less of the environmental benefits resulting from increased intensification being realised. The policy, in combination with the rules that seek to implement it, will result in some impacted opportunity costs, in terms of development within Character Areas being restricted from what would otherwise be enabled through the application of MRZ or HRZ provisions. The policy, in combination with the rules that seek to implement it, will result in less opportunities for intensification. This in turn will result in less of the social benefits resulting from increased intensification being realised. There are some impacted opportunity costs, in terms of development within Character Areas being restricted from what would otherwise be enabled through the application of MRZ or HRZ standards. As set out earlier, an analysis of this has shown that if all 16 Character Areas were developed to their full potential under the MRZ or HRZ provisions, a total of 9,846 more residential units could theoretically be created, than what could be developed with the proposed Character Area controls applying. The breakdown of this is also provided for each Character Area. However this is maximum theoretical capacity only, rather than feasible or likely development, which would be much lower.	make to the District's identity, sense of place and cultural well-being. **Effectiveness:** The key difference between this option, and Option 3, is that it is considered to be less effective at appropriately managing the features of the Character Areas (PREC O3). This arises because the controlled activity status limits the ability for consents to be declined, or substantially modified, where a proposal is assessed as not maintaining the features of these Character Areas. **Risk of acting/not acting** - The risk of acting in this manner is that evaluation has shown that the controlled activity status has been ineffective in ensuring the retention of the values of Character Areas. Retaining a controlled activity status therefore risks the values of these areas being undermined through inappropriate development.

		Effectiveness: The proposed policy is effective at achieving the outcomes sought, particularly as it provides specific targeted direction on how residential development is to be managed within the MRZ or HRZ areas in accordance with the particular features pertaining to Character Areas. Overall, this option is considered to be effective at achieving the outcomes sought, because it ensures the achievement of all outcomes sought, through a balanced and targeted approach. In particular, it seeks to provide for increased residential density within Character Areas than is currently the case, contributing to the overall provision of a range of housing types and size, but in a way that is consistent with the features that make Character Areas special. **Risk of acting/not acting -** The risk of including the policy is considered to be low. It is consistent with the current policy in the Plan, and therefore does not introduce new concepts. The approach proposed is based on the most up-to-date technical evaluations. It also takes into account the effectiveness of the current approach based on assessments undertaken. As such, the risk of acting in the manner proposed is considered to be low.	
Recommendation - Options 1, 2 & 4 are not considered as efficient and effective in achieving the objectives of the Plan and the relevant directions of higher order documents as the preferred option. This is primarily because they would be less effective at appropriately managing the features of the Character Areas (PREC O3). Option 3 above is the preferred option. It is considered to be the most appropriate way to achieve the outcomes sought, as it is effective at achieving all outcomes sought.			

6.30 Sunlight Access Section 32 evaluation

6.30.1 **Issue and why the area is subject to a qualifying matter: 77J(3)(a)(i); 77L(a); 77L(c)(i)** – This includes, in identifying matters under s77L, identification of the 'specific characteristic' that makes intensification inappropriate in a particular area. Council has considered that the latitude of Christchurch is a characteristic that is specific and relative to the Greater Christchurch context and the relative difference in sunlight access this provides when compared to Tier 1 Councils at a lesser latitude. To this end, the qualifying matter area is that with the applicable latitude of about -43.49°: being the entirety of the Greater Christchurch area. Tier 1 Councils outside Greater Christchurch needing[170] to give effect to MDRS are those in: Greater Wellington; Greater Tauranga; Greater Hamilton; and Auckland Council. While geographically separated, that vast majority of councils where MDRS applies are located in the upper North Island in and between Waipa to Auckland councils. Based just on population, these councils represent about 70% of the total population affected by MDRS, with both greater Wellington and Christchurch at about 15%, respectively[171]. This cluster also has little latitudinal difference (~1°).

6.30.2 Whilst the variation of shading on sites throughout the upper North Island cluster is likely to be minimal, there is a far greater difference in the impact between those cities and Canterbury. No testing of this difference was undertaken in the drafting of the Enabling Housing Act. However, adopting an approach reflective of where the majority of affected populations live does not consider the geographic spread of other Tier 1 Councils, their relative latitudinal difference (of nearly 7°), and consequently, changes in sunlight access. A difference in latitude also results in a difference in climate, influencing the relative importance of sunlight access between environs. The National Institute for Water and Atmospheric Research (NIWA) records long term climate information, captured through its CliFlo database[172], a national climate database. Evaluating temperature differences across the three latitudinal groups where MDRS applies demonstrates their unique characteristics:

Daily max/min weather data from 1972 to 2022

	Max C	Min C	Average Max C	Average Min C
Auckland	30.5	-1.2	19.1	12.0
Wellington	30.6	-1.1	16.7	10.8
Christchurch	40.0	-7.2	16.9	6.3

6.30.3 The above represents results taken over a 50-year time horizon, being the earliest common date records began for all three centres (from aero weather stations). Similar results can also be seen to just within the last 10 years:

[170] As per s2 definition of 'tier 1 territorial authority', noting that Rotorua District Council has also voluntarily successfully petitioned the Minister and now too has MDRS applied, as a minimum.
[171] Based on StatsNZ Subnational population estimates at 30 June 2018–2022. Excludes Rotorua District Council.
[172] See https://cliflo.niwa.co.nz/.

Daily max/min weather data from 2012 to 2022

	Max C	Min C	Average Max C	Average Min C
Auckland	29.8	0.9	19.7	12.4
Wellington	29.6	-0.1	17.0	11.3
Christchurch	37.1	-6.4	17.5	6.5

6.30.4 Results clearly indicate the climate differences between centres, with Christchurch often having both the maximum hottest and coldest days on record, while the average minimum temperature about half that of Auckland. Very recent changes to the Building Code[173] have also reflected these climatic differences. The Building Code has divided New Zealand in six different climatic areas – each requiring different insulation levels based on climatic conditions. Through this, territorial authorities have been divided into different climate zones, Climate Zone 1 being the warmest, and Climate Zone 6 being the coldest. Auckland is a Climate Zone 1 and Christchurch is a Climate zone 5, the second coldest. This means that an alternative MDRS standards across all relevant residential zone would be necessary as these standards to achieving an equitable outcome of MDRS standards in a Christchurch context.

6.30.5 Matteo (2019[174]) shows there is a strong correlation been building density, scale of vertical development, and the quality and thermal conditions of urban contexts, including their relationships with vegetation. This is supported by Donovan & Butry (2009[175]), who demonstrate that positive benefits trees have in reducing energy consumption in warmer climates. Increased intensification is therefore a threat to sustainable solar access, reducing the availability of sunlight and daylight in cities, and the relative importance of energy consumption, with cities and the urban areas consuming approximately 65% of the world's produced energy and generating the 70% of greenhouse emissions (IEA, 2013, as cited by Matteo (2019)). Recent climate change reporting[176] completed by NIWA shows what increases in temperature Canterbury is likely to experience, with increases of 0.5-1.5°C by 2040, and 0.5-3.5°C by 2090 anticipated. It shows the relative importance of designing urban environments in a way that counters climate change effects.

6.30.6 When it comes to the construction of cities, a correlation also exists between the density of cities and the heat island effect this has (Kolokotroni & Watkins, 2005[177]); increasing the importance of appropriate design controls to manage effects. Conversely, Strømann-Andersen & Sattrup (2011[178]) find that narrow 'urban canyons' raise modelled residential energy consumption to heat homes by approximately 19% relative to areas with open horizons. They find that orientation of buildings can make a difference of up to 30% in energy consumption, demonstrating the value in having an oriented-adaptive approach to

[173] See pages 103-104 under Building Code Update 2021: https://www.mbie.govt.nz/dmsdocument/13808-consultation-document-building-code-update-2021
[174] Matteo Iommi, M. - Energy effects of buildings density with solar access analysis. - Techne, Iss 17 (2019)
[175] Donovan, G., and Butry, D. 2009. The value of shade: Estimating the effect of urban trees on summertime electricity use. Energy and Buildings 41.6.
[176] NIWA. 2020. Climate change projections for the Canterbury Region. Prepared for Environment Canterbury. Available from: https://niwa.co.nz/sites/niwa.co.nz/files/ClimatechangeprojectionsfortheCanterburyRegionNIWA.PDF
[177] Kolokotroni, M., Zhang, Y. and Watkins, R. 2005 - The London heat island and building cooling design. International Conference "Passive and Low Energy Cooling for the Built Environment", May 2005, Santorini, Greece.
[178] Strømann-Andersen, J. and Sattrup, P.A. 2011. The urban canyon and building energy use: Urban density versus daylight and passive solar gains. Energy and Buildings, 43(8).

standards. In conclusion, Council proposes to introduce Sunlight Access as a qualifying matter, thereby modifying density standards in a manner that best achieves an equitable outcome to sunlight access when compared to the vast majority of other Tier 1 Councils; with the Auckland context being representative of the MDRS baseline. Such an outcome also provides for other benefits; by reducing bulk and massing, the adverse heat island effects of density are reduced and greater opportunities for tree planting to counter heating effects during summer months are made possible.

6.30.7 **Why the qualifying matter is incompatible with MDRS & how the matter considers the national significance of urban development and objectives of the NPS-UD:** 77J(3)(a)(i) & 77L(b) - Direct comparisons have been undertaken to evaluate the difference in effects of applying a MDRS-enabled development scenario between Auckland and Christchurch. In doing so, consideration was given for achieving all the other density standards for a permitted activity and achievement of the MDRS objectives and policies. The intended outcome of these is that three storey development can be completed as of right across all relevant residential zones. Density standards prescribe a variety of specific standards to readily provide for this, namely:

Density Standard	Summary controls
Clause 11 – Building Height	11m building height + 1m roof at >15° slope
Clause 12 – height in relation to boundary	Recession plane at 4m at 60°
Clause 13 - setbacks	Front: 1.5m Side & Rear: 1m

6.30.8 The above represent the primary standards enabling three storey typologies, recognising that others also mange bulk and site occupation, which ultimately do affect development potential. These outcomes are enhanced through subdivision controls under Clause 8 of MDRS. It is also noted that density standards do not require residential units to be in separate buildings and that the enabled three residential units per site can be developed in a flats scenario, whereby every level is a separate residential unit. Sunlight access at every floor is therefore an important consideration. The table below summarises the costs and benefits of modifying each of these controls as a means to address the Sunlight Access QM:

Density Standard	Costs	Benefits
Clause 11 – Building Height	• Potentially limits design outcomes • Provides for little leniency in areas with differing topography	• Simple to apply • Likely to still provide for most intensified housing typologies, as 12m height is unnecessary to achieve three storeys (see below)

	• Does not recognise the importance of proximity, with two storey buildings able to give a similar effect when close to internally boundaries	
Clause 12 – Height in relation to boundary	• Potentially introduces some complication with an orientation-based angle – when compared to MDRS	• Continues the orientation-based angle approach in the operative District Plan • Provides for both a height and setback approach, relative to internal boundaries • Still provides for construction along the plane, increasing the overall building envelop, in comparison
Clause 13 - Setbacks	• The setback necessary may overly restrain the ability to achieve scale site development of the site to a point where three storey development is not feasible • Does not suitably respond to the height component of sunlight access	• Would address the proximity component needed to provide greater sunlight access, without reducing enabled building heights

6.30.9 The conclusion of the above is that only addressing the height in relation to boundary MDRS density standard is the most appropriate option because it:

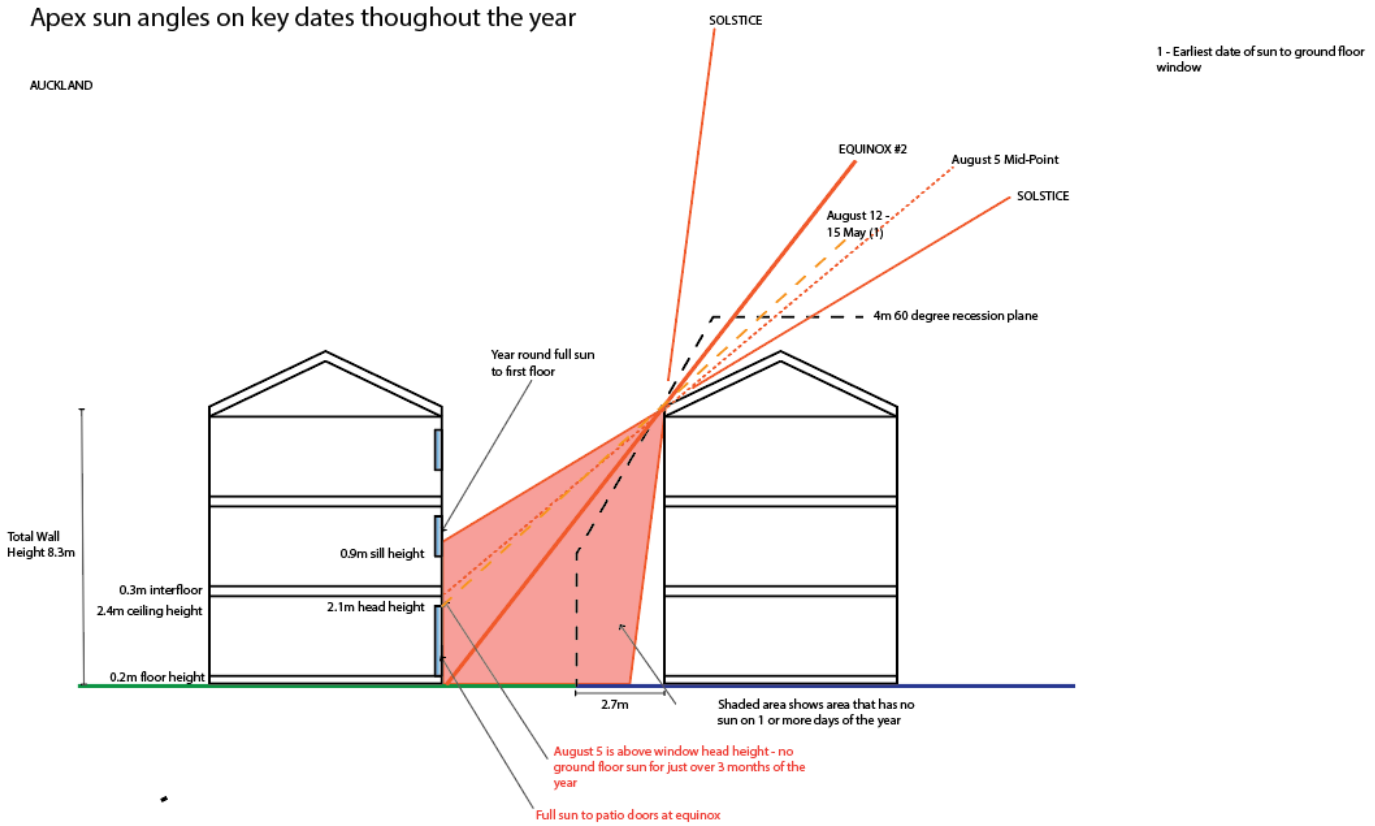
- responds to the dynamic relationship between proximity and height to provide sunlight access;
- would likely result in greater setbacks from side boundaries, providing additional climate resilience; and
- does not overly restrain site development: construction is possible along the plane and three storey development is still possible.

6.30.10 In testing controls, Council has also tested the assumptions in the MDRS that 12m building heights needed to achieve a three storey typology. Drafting of building height controls to enable greater heights to give effect to Policy 3 of the NPS-UD have been built on the basis of 3m per level, plus 2m for roof height. This is on a generous application of a 2.7m ceiling height and 0.3m between floors for coverings, insulation, and structural elements. On this basis, a building height of 9m would be enabled for three storeys, with a further 2m for roof height: 11m in total. This is 2m less than MDRS building height controls and 1m less overall.

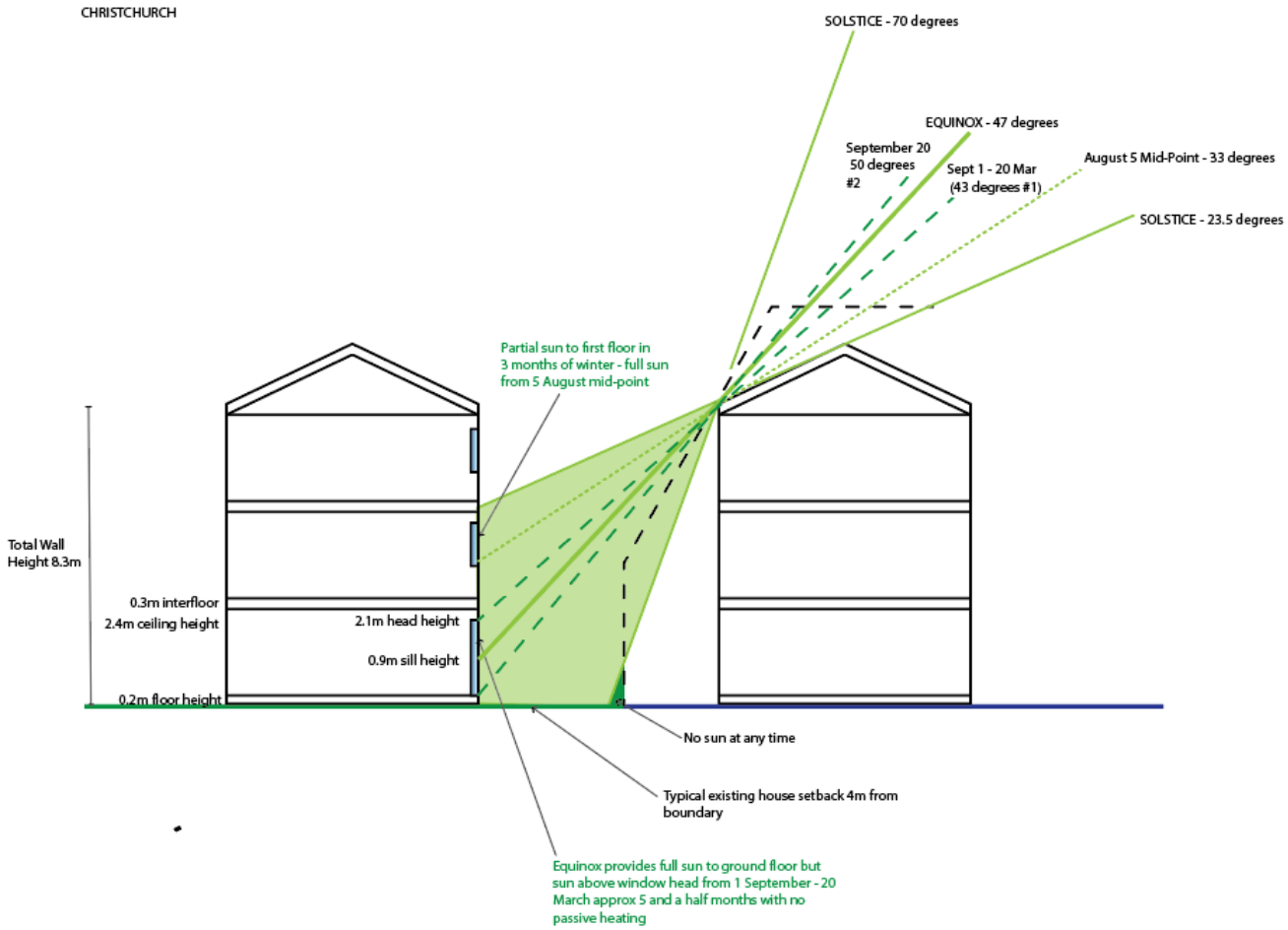
6.30.11 Since introduction of the Replacement District Plan in 2017, three storey development has been possible in select locations across the city. Appendix 6.30.1 shows an example of three storey developments consented in Christchurch. Evaluating designed three storey developments heights shows realistically what three storey building heights are in practice. In most cases, development seek to adopt a ceiling height of the minimum prescribed by the Building Code of 2.4m (about 2.455m). In some cases, instances of about 2.55m ceiling heights are also created (typical for more up-market units), and sometimes a mix of

the two is also done. In no cases was a 2.7m ceiling height observed. Overall, observations of three storey developments show that a building height of about 8.3m above ground level is sufficient to realistically provide for a three-storey typology (excluding roof). This informs the basis of comparable assessments between Auckland and Christchurch.

6.30.12 The diagram below shows the sum shaded area in an Auckland MDRS development scenario. Under this scenario, the total shade experienced at ground floor is 3.5 month in the year and the window on the second storey receives year-round sun access.



6.30.13 Applying the same development scenario in a Christchurch context result in 2 extra months of no sunlight access at the ground floor, being 5.5 months of no sunlight access. The below also shows that sun access on the second for is reduced from little to none. This forces outdoor living on the top floor.



6.30.14 This shows that applying the same development scenario across cities results in an additional two months of impacted sunlight access, demonstrating incompatibility of the height in relation to boundary MDRS density standard. More importantly, in the Auckland scenario the ground level enjoys full sun exposure and sunlight to the second level. As above, this is important as MDRS means that each level can contain a separate residential unit. By comparison, the same typology in Christchurch only achieves partial sunlight access on the ground floor, with the ground floor window in shade for about 5.5 months of

the year, and partial sun to the second level over a three-month period. This would limit sunlight access for residents on each level and any passive solar gains.

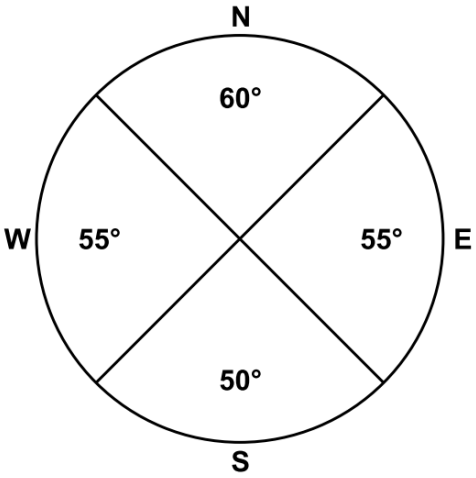
6.30.15 *Proposed alternative and development impacts* - The objective of the Sunlight Access qualifying matter is to provide a more comparable sunlight access outcome and to still readily enable three storey developments across relevant residential zones (subject to any other applicable qualifying matters). The impact on solar access is explored in some detail in the accompanying report (Technical Report – Residential Recession Planes in Christchurch). For the above examples, the new MDRS compliant building is located to the north. However, the effect on solar access varies with the site orientation. North-South oriented sites receive some direct sunlight all year round (which can be measured in hours). East-West oriented sites may receive no direct winter sun, with the number of days without sun increasing further south.

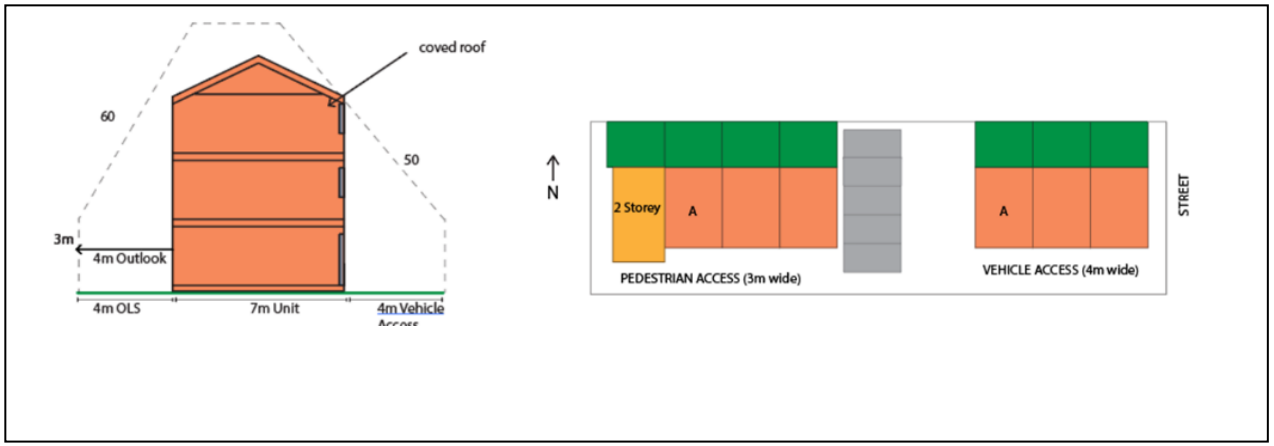
- Sites orientated roughly north to south can expect around 2 hours of mid-winter sun to the ground floor in Auckland, but sites in Christchurch generally receive 20-25 minutes less.
- Sites oriented east-west can expect 131 days without ground floor solar access in Auckland under an MDRS scenario, but 170 days in Christchurch

6.30.16 Reporting shows that the current operative District Plan recession plane controls are largely inappropriate, and an alternative recession plane is needed. It shows that the following approach best delivers a more comparable sunlight access outcome, whilst also delivering three storeys (see table below). The approach creates an orientation-based response, with three different angles based on the orientation to boundaries. The methodology is similar to the current operative District Plan controls whereby a compass dial is placed within the site and the applicable angle is that which is tangential to the site boundary: With reference made to the Technical Report[179], the below example tests the proposed alternative recession plane, based on a 15 x 50m site (750m2 site), typical of single-lot development sites. Based on this, the alternative recession plane achieves 96% of the building footprint MDRS would provide.

	MDRS	**Council Sunlight Access QM**
Height	Taken at 4m above ground level	Taken at 3m above ground level
Northern boundary angle	60°	60°
Southern boundary angle	60°	50°
East-west boundary angle	60°	55°

[179] Technical Report – Recession Planes in Christchurch





6.30.17 This shows that achieving a more comparable sunlight access outcome only results in a slight change in development outcomes. Using the above example, the only loss of capacity is that one unit is reduced by one storey. The impact of this qualifying matter has also been assessed at scale using computer modelling. This process is carried out by estimating the floor area available in the building envelope provided with the MDRS and the alternative QM MDRS. A sample of sites was selected based on current site boundaries and zoned under the Operative Christchurch District Plan as Residential Suburban (RS), and between 300m^2 and 2000m^2 in size, providing a sample size of 76,000 sites (approximately 98% of RS zoned site). RS sites were modelled, firstly, to avoid the small subdivided sites found in the RSTD/RMD that are already developed and would not be representative of sites that would be intensified, and secondly, as they represent a significant proportion of urban residential sites and are considered statistically representable.

6.30.18 The building envelope is calculated based on the MDRS and the QM MDRS. Some assumptions are required for the typology outcomes, specifically:

- Three storeys, with a floor height of three meters.
- A minimum floor width of five meters.

6.30.19 Summary of results:

- The sum total floor area, levels 1 to 3, calculated across all sites for the QM MDRS is ~96% of that for the MDRS.
- The total floor area for levels 1 and 2 for the QM MDRS is >99% of that for the MDRS.

- The total floor area for level 3 for the QM MDRS is ~88% of that for the MDRS.

6.30.20 How this translates to the outcome for dwelling capacity is uncertain, however the above results indicate that capacity loss will be <5% overall. The modified MDRS allows for a multitude of potential development outcomes and a development typology can be substituted for another if by necessity it is a better fit for a site. For example, building two storey townhouses rather than three storey townhouses. The actual dwellings may be individually smaller and of a different typology but the dwelling yield may not necessarily be changed. Considering the existing sufficiency of housing supply in Christchurch and the limited effect the qualifying matter has on development capacity, it is considered that this adequately responds to the national importance of urban development, being limited to residential development, only.

6.30.21 **Justification of QM in light of objectives of the NPS-UD:** (s77L(b)) – The following provides an assessment of the proposed QM against the relevant objectives of the NPS-UD:

Assessment of relevant objectives of the NPS-UD	
Relevant Objective	***Qualifying matter compatibility***
Objective 1: *New Zealand has well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future.*	There is only a slight change made to MDRS height in relation to boundary controls (on average, 1m less and 5° less). Modelling shows that this is unlikely to have a significant impact on developments across Christchurch given its residential parcel make-up (see below), with greater sunlight access having a positive influence on property values, overall improving the functioning of development throughout the city. Consultation that Council has undertaken as part of PC14 pre-notification shows that sunlight access is likely the greatest concern across responders to date. Better providing for sunlight access is likely to improve overall wellbeing and health.
Objective 2: *Planning decisions improve housing affordability by supporting competitive land and development markets.*	The alternative recession plane the Sunlight Access QM proposes still readily provides for three storey development across MRZ (subject to other QMs) and may have a positive benefit to property values, meeting the outcomes set by Objective 2 of the NPS-UD.

Objective 3: *Regional policy statements and district plans enable more people to live in, and more businesses and community services to be located in, areas of an urban environment in which one or more of the following apply:* *(a) the area is in or near a centre zone or other area with many employment opportunities* *(b) the area is well-serviced by existing or planned public transport* (c) *there is high demand for housing or for business land in the area, relative to other areas within the urban environment.*	The Sunlight Access QM is likely to have the greatest effect in MRZ. The fundamental NPS-UD response is captured in HRZ, which contains several incentives through more lenient MDRS controls to better deliver the outcomes of the NPS-UD encouraging scale development within and near larger commercial centres. More lenient height in relation to boundary controls are unaffected through this QM. Overall, this may help to better achieve the outcomes of Objective 3, as when compared to the QM approach, the more lenient controls in HRZ are more pronounced than compared to when not applying the Sunlight Access QM. Reference is made to Part 3 of the s32 report, covering residential controls.
Objective 4: *New Zealand's urban environments, including their amenity values, develop and change over time in response to the diverse and changing needs of people, communities, and future generations.*	The QM better assists in providing for improved sunlight access across all levels of an MDRS-style development. The QM only influences the Clause 12 controls, with more lenient controls proposed by Council in HRZ being unaffected. This provides for a dynamic mix of development opportunities across the city, assisting in providing for multigenerational housing needs.
Objective 6: *Local authority decisions on urban development that affect urban environments are:* *(a) …* *(b) strategic over the medium term and long term; and* *(c) …*	The introduction of a QM on Sunlight Access is strategic in nature and better supports the delivery of scale MDRS development across the relevant residential zones.

Objective 8: *New Zealand's urban environments:* *(a) support reductions in greenhouse gas emissions; and* *(b) are resilient to the current and future effects of climate change.*	Providing for improved sunlight access better responds to Christchurch's climatic conditions by providing improved passive heating options. This approach has shown to reduce energy consumption for urban environments, enhancing the city's resilience to the current and future effects of climate change. Climate change reporting for Canterbury shows how average temperatures are likely to increase until at least 2090. A more restrictive recession plane reduces bulk at the boundary, reducing heat island effects and increasing opportunities for tree planning to reduce heating effects on dwellings.

6.30.22 **The impact that limiting development capacity:** 77J(3)(b) - As above, the Sunlight Access Qualifying Matter is limited to modifying Clause 12 of the MDRS density standards. Reporting testing this the building form outcomes has shown that about 96% of what MDRS would otherwise provide for is achievable under the qualifying matter. It is noted that the qualifying matter is only seeking to modify the permitted standard. Any additional changes that Council is proposing to make recession planes more lenient under specific circumstances (see proposed HRZ controls) would still apply. Council's feasibility model has assessed the impact of this qualifying matter at scale as previously described above.

6.30.23 **Broader impacts of proposed qualifying matter**: 77J(3)(c) - The Act directs how MDRS can be restricted using qualifying matters, including the implications at notification under s86BA. It states that:

(1) A rule in a proposed plan has immediate legal effect if the rule meets all of the following criteria:

(a) the rule is in an IPI prepared using the ISPP:

(b) the rule authorises as a permitted activity a residential unit in a relevant residential zone in accordance with the density standards set out in Part 2 of Schedule 3A:

(c) the rule does not apply to either of the following areas:

(i) a new residential zone:

(ii) *a qualifying matter area.*

…

6.30.24 As a result, MDRS density standards do not have immediate legal effect upon notification and operative zone controls will apply. Their legal status, including other density standards, will be dependent on s86F of the Act:

> *(1) A rule in a proposed plan must be treated as operative (and any previous rule as inoperative) if the time for making submissions or lodging appeals on the rule has expired and, in relation to the rule,—*
>
> *(a) no submissions in opposition have been made or appeals have been lodged; or*
>
> *(b) all submissions in opposition and appeals have been determined; or*
>
> (c) *all submissions in opposition have been withdrawn and all appeals withdrawn or dismissed.*
>
> *…*

6.30.25 Changes made to Schedule 1 through the Enabling Housing Act mean that the Independent Hearing Panel can make decisions on elements of the plan change[180]. A possibility therefore exists that the IHP release an interim decision before the hearing concludes, to provide clarity to applicants and consenting staff. However, generally, the operative Plan controls will prevail (subject to s86F). As shown earlier in reporting and the 2021 HBA update, Christchurch is in an advantageous position regarding the sufficiency of housing supply under current Plan controls, with many areas where medium density development able to be progressed near the city centre and other larger commercial centres. Between 2021 and 2022, approximately 75% of all building consents issued were for multi-unit developments – a continuing increase in multi-unit development over the last few years[181]. Together, this shows that in the absence of MDRS applying upon notification, existing Plan settings are likely to be able to provide for an adequate degree of housing development before IHP recommendations on the IPI are released.

6.30.26 When MDRS and the Sunlight Access qualifying matter becomes fully operative, there is potential for a more commercially viable development framework to be in effect. Work completed by Motu Research[182] test the financial impacts of sunlight loss in a New Zealand housing market context. They show that features that block sunlight led to a loss in property values, with each hour of daily sunshine adding on average 2.4% to a dwelling's market value[183]. The example provided considered the effect of a multi-storey development on two houses, each valued at $1M, which block three hours of direct sunlight per day. From an economic perspective, this would result in $144,000 of property value loss across dwellings. Wider to the implications of scale MDRS development, the inverse is likely also true: better enabling sunlight access for new developments generates high values (returns to the developer) and

[180] See Clause 100, Schedule 1 of the Resource Management Act 1991.
[181] Results were up from 2021, in which 62% of consents were for multiunit developments. See: https://ccc.govt.nz/culture-and-community/statistics-and-facts/built-environment-reporting/
[182] Fleming, D., Grimes, A., Lebreton, L., Maré, D., Nunns, P. 2017. Valuing Sunshine. *Motu Working Paper 17-13, Motu Economic and Public Policy Research.*
[183] Authors acknowledge that the value is 'naturally context-specific' and may increase or decrease based on the likes of relative differences in climate, topography, city size, and incomes.

better guarantees that prospective adjoining MDRS development do not further excessively reduce sunlight access. At a parcel level, there could therefore be a positive economic benefit where greater sunlight access means units are more likely to sell, having greater returns to developers, and assisting in the transition to a more intensified urban form. Anecdotally, this appears true, with developers generally being in favour of oriented-adapted recession planes as it means they can better market northern facing units. A more restrictive recession plane also means greater chances for views, a value commonly associated with increased property values[184].

6.30.27 **How modification to the MDRS are applied and the site-specific characteristics** - The Sunlight Access QM will only modify the Clause 12 – height in relation to boundary – MDRS density standard. MRZ and HRZ have been used as the relevant residential zones and the QM will only apply to these zones. Whereas other QMs are geographically isolated and captured in either area specific controls within the zone chapter, or within district-wide controls through Chapters 5 and 6, the vast scope of this QM means that it is more efficient and clearer to Plan users for this to simply apply within zone Build Form standards. No spatial layers will be required.

6.30.28 *Area and site assessment* - The analysis above has demonstrated how the area this qualifying matter influences is at a district-wide level, as it pertains to the latitude of Christchurch and its consequential differing sun plane. This means that the appropriate area that reflects this characteristic is all sites within relevant residential zones. A geospatial analysis has been completed to summarise what the parcel make up is of residential parcels where MDRS would otherwise apply, with a summary of results detailed in Appendix 6.30.2. This has been completed to address the site-specific characteristic assessment required under the Act to provide an overview of sites should be tested to be statistically representative of sites across Christchurch. For MRZ sites, it shows that almost two-thirds of parcels are between 500 to 900m^2, with most being between 500 to 700m^2. Across the full MRZ extent, the average road frontage is about 21m in length. It is important to remember that Council is also proposing a Low Public Transport Accessibility QM (LPTAA). This QM only reduces MRZ extent, reducing this by about 40,000 parcels, or about 31% of total parcels captured as relevant residential zones. Within the enabled area, the overall parcel size in MRZ is reduced by 15.4% to 886m^2. HRZ parcel make-up is more diverse, with most (27%) being between 500m^2 to 700m^2, followed closely by parcels less than 300m^2 at about a quarter of all parcels (this demonstrates the uptake of RMD medium density to date). Across the fill HRZ extent, the average road frontage is about 20m in length. Determining the effect of recession planes is governed by the site's width, dictating the ultimate building envelope that can be constructed. It is therefore important that development models use realistic site widths to determine the implications of the QM. To address this, a geospatial query has evaluated the frontages[185] of parcels outside of the QM extent. The results for various site sizes are as follows:

[184] Nunns, P. and Denne, T. 2016. The costs and benefits of urban development: A theoretical and empirical synthesis. Paper presented at the 2016 New Zealand Association of Economists Conference.

[185] To avoid capturing accessways for rear lots, the analysis has ignored values less than 6 metres. The assessment has also only focused on larger sites that are commonly seen as being feasible to develop, ensuring results relate to real development situations.

Medium Density	Average road frontage
Average Road Frontage in Medium Density (All Parcels)	20.3
Average Road Frontage in Parcels 700-900	20.4
Average Road Frontage in Parcels Greater than 900	19.9

High Density	Average road frontage
Average Road Frontage in High Density (All Parcels)	19.8
Average Road Frontage in Parcels 500-700	20.2
Average Road Frontage in Parcels 700-900	19.8
Average Road Frontage in Parcels Greater than 900	19.2

6.30.29 Overall, there is not a great degree of variation in average road frontages across the spectrum of site sizes that would likely be open to greater intensification. Broadly, an assumed frontage of 19m appears to be an appropriate test case. However, to ensure that that the sensitivity of provisions and analysis outputs are addressed, a lesser frontage is thought to be suitable, because a wider site is less constrained. It is also noted that 15m was a common dimension for sites, particularly those created before approximately 1970, and there are a very large number of these sites throughout the city. So far in reporting, testing has focused on a hypothetical site of 750m^2 with a 15m frontage. As shown in the outcomes of the analysis above, this is a more restrictive site size than the typical parcel make-up of residential parcels. The outcomes of testing this site size still show the high degree to which MDRS development is achievable, indicating that testing according to the above is likely to result in a similar result.

6.30.30 **Options to achieve the greatest heights and densities while managing specific characteristics:** 77L(c)(ii) - Analysis of the capacity of different recession planes on a typical narrow development site has been carried out (Technical Report – Residential Recession Planes in Christchurch). This shows the results of testing 10 different scenarios, as summarised below:

Group	Scenario	Summary	Units	Floor space	% of MDRS
1	1	MDRS - 4m+60	7	735	100
	2	4m+60	7	735	100
	3	4m+60	7 (inc. 1 2-storey)	700	95
2	4	4m+50	7	735	100
	5	3m+50	7 (inc. 1 2-storey)	700	95
3	6	Variable – 4m+ 60-45	7 (inc. 1 2-storey)	700	95
	7	Variable – 3m+ 60-45	7 (inc. 1 2-storey)	670	91
	8	Variable – 3m+ 60-50	7 (inc. 1 2-storey)	700	95
4	9	RCC – 2.3m+ 65-50	7 (inc. 1 2-storey)	670	91
	10	RMD – 2.3m+ 55-35	7 2-storey, 1 1-storey	385	52

6.30.31 The purpose of this reporting was to test the suitability of operative District Plan controls and any other alternative, in terms of their ability to provide of an MDRS typology. It shows that operative controls are largely unsuitable to provide for an MDRS typology, especially for the RMD zone, which was only able to provide for 52% of what MDRS controls would otherwise provide for. The above also shows the little influence dropping the MDRS recession plane angle by 10° has on development capacity, with Scenario 4 showing that 100% of an MDRS three storey typology can be constructed under a plane of 4m and 50°. Scenario 8 was selected because:

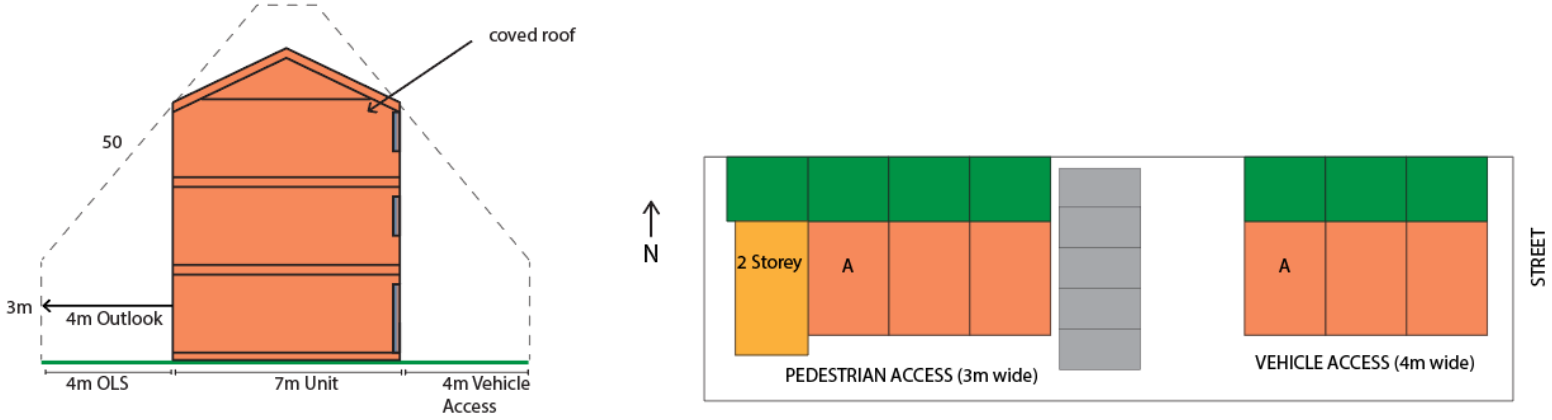
- It provides for a level of sunlight access in Christchurch similar to that in the upper north island cities for most site orientations.
- It has a relatively small impact on development capacity (for instance compared to scenario 7 or 9).

- It manages the impact from both two- and three-storey development in the winter months.

6.30.32 **Reasonable practical options for provisions** - The below considers options to address the intended outcome of the QM. As previous, existing Plan controls for RMD have shown not to provide for a three-storey typology and is therefore not reasonably practical.

OPTION 1 – Reducing all height and angle metrics: 3m and 50°

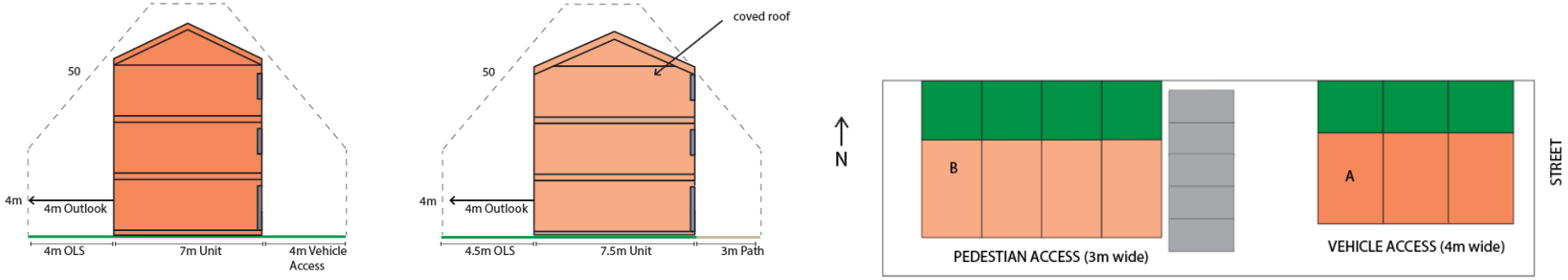
- In this option, height is reduced by 1m and the plane angle is reduced by 10° to increase sun exposure. The angle remains fixed, in a similar fashion to MDRS height in relation controls. This Option is scenario 5 in the above table.



Above: Development envelope showing a 3 storey unit and possible site layout on a typical development site

OPTION 2 – Reducing angle only: maintaining 4m and 50°. This is Option is scenario 4 in the above table.

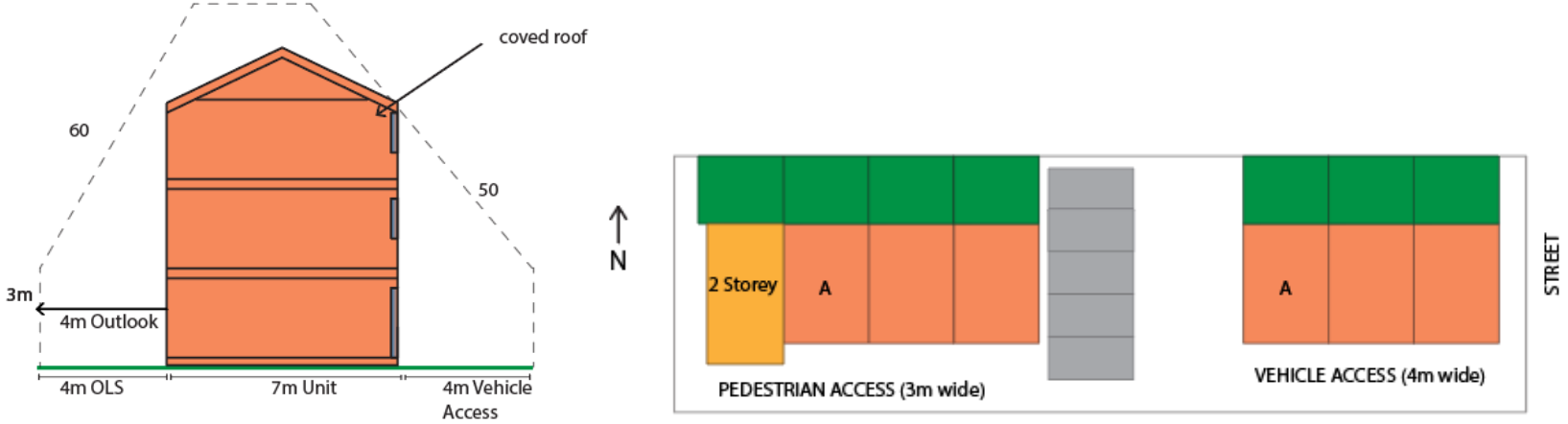
- In response to the outcomes of testing, the height of the plane is retained in this option, with a 10° drop in the plane. Again, this option affixes the angle.



Above: Development envelope showing options for 3 storey unit typologies and a possible site layout on a typical development site

OPTION 3 – Reducing height and introducing oriented-based approach: 3m and 60° at north, 55° at east/west, and 50° only along southern boundary

- The plane height is reduced by 1m and an oriented-based approach provides for an adaptive recession plane angle to respond to the relative importance of the building's aspect. Here, the east/west boundary angle is reduced by 5° and the southern boundary angle by 10°. No change is applied along the northern boundary, which is retained at 60°.



Above: Development envelope showing a 3 storey unit and possible site layout on a typical development site

6.30.33 **Evaluation of options for provisions** - The following provides an evaluation of the practical options to address the qualifying matter.

<table>
<tr><th colspan="2">Option 1 – Reducing all height and angle metrics relative to MDRS</th></tr>
<tr><th>Benefits</th><th>Appropriateness in achieving the objectives/ higher order document directions</th></tr>
<tr><td>Environmental:
This option is for a more restrictive recession plane that will increase sunlight access along boundaries and provide the greatest opportunity for increased sunlight along the northern plane. This will also increase the proxy setback that buildings need to be constructed to, vertically, ensuring greater opportunity to manage heat island effects and options for additional tree planting to manage increased heating effects anticipated as the climate changes in Canterbury.</td><td rowspan="3">Efficiency:
Modifying the MDRS height to boundary control through modifying the height and angle will be more restrictive, which is less necessary on the northern boundary (because it does not affect the level of winter sun received). It is therefore less efficient than option 3.

It may give rise to unnecessary resource consents, although the number of such consents is likely to be quite small because consent is expected to be required for a large proportion of medium density developments.

Effectiveness:
Reducing the height and plane angle of the recession plane is an effective means of improving sunlight access, as this influences both setback and building height. This has been shown to be an effective means of improving sunlight access to neighbouring housing units.

The option still achieves 95% of capacity otherwise enabled by MDRS. In the scenario presented above, it enables 7 units on a site, which is comparable to MDRS, albeit one unit having 2 storeys rather than 3.

In the context of Objective 2 in Schedule 3A of the enabling housing legislation, this option therefore provides for a variety of housing types</td></tr>
<tr><td>Economic:
New Zealand research shows that each extra hour of sunlight increases the value of property. This indicates the value that people place on sunlight access, and this option may therefore positively influence the feasibility of development on neighbouring sites, with greater returns possible on sites with certainty of better solar access;

This option provides for sunlight access on each floor, including the ground floor,, increasing opportunities for vertical stacking of residential units with improved appeal.</td></tr>
<tr><td>Social:
Increasing sunlight access positively increases people’s wellbeing, particularly in the winter. Providing a level of sunlight across each level of a residential unit ensures greater social equity across a building block, potentially reducing conflict.</td></tr>
</table>

Cultural: While no direct cultural benefits have been considered, Ngāi tahū have expressed support for QMs that seek to reduce greenhouse gas emissions and respond to the current and future effects of climate change.	and sizes that respond to needs and demand as well as the neighbourhood's planned urban built character. However, it is to a lesser extent than the alternatives on the basis that it is more restrictive.
Costs	
Environmental: No environmental costs have been identified.	
Economic: There is anticipated to be a reduction of the development capacity MDRS density standards would otherwise collectively provide for. Modelling shows that this may result in 7 units on a typical site, which is comparable to MDRS, albeit one unit having 2 storeys rather than 3. Three storey units are relatively uncommon in Christchurch at present, in part due to higher construction costs, so this reduction will not affect the majority of developments in the short term.	
Social: The proxy effect of this QM is that there will be no immediate legal effect of MDRS controls upon notification of the IPI. This potentially delays development in areas that may have otherwise seen development.	
Cultural: No cultural costs have been identified.	
Risk of acting/not acting: Not applying a Sunlight Access QM results in significant additional shading of neighbouring sites in Christchurch compared to cities in the upper north island. The impact depends on site orientation but can be an extra two months without ground floor sun for some sites (being almost half the year) and risks reducing community wellbeing and resilience to the current effects of climate change, increasing the potential for greenhouse gas emissions.	
Recommendation: This option is the most restrictive of those evaluated. It is effective but similar levels of sunlight access can be obtained by other options and as a result it is not the preferred option.	

<table>
<tr><th colspan="2">Option 2 – Reducing plane angle only relative to MDRS</th></tr>
<tr><th>Benefits</th><th>Appropriateness in achieving the objectives/ higher order document directions</th></tr>
<tr><td>Environmental:
This option is less effective than option 1 because it does not manage the effects from two storey units, which could still be placed 1m from the boundary where they would create significant shading impacts.</td><td rowspan="8">Efficiency:
This option is the least restrictive of the three options, but does not manage the issue for the majority of developments anticipated. As a result it is not the most efficient option.

Effectiveness:
This option is not effective because it does not manage the issue of shading for the majority of developments anticipated.

In the context of Objective 2 in Schedule 3A of the enabling housing legislation, this option therefore provides for a variety of housing types and sizes that respond to needs and demand as well as the neighbourhood's planned urban built character. However, it is not effective at managing shading effects on neighbouring properties.</td></tr>
<tr><td>Economic:
Benefits would be similar to option 1.</td></tr>
<tr><td>Social:
Benefits would be similar to option 1 but the option is less effective because it would only manage the impact from three storey buildings (and would not manage the impact from two storey units which are more common in Christchurch at present).</td></tr>
<tr><td>Cultural: While no direct cultural benefits have been considered, Ngāi tahū have expressed support for QMs that seek to reduce greenhouse gas emissions and respond to the current and future effects of climate change.</td></tr>
<tr><th>Costs</th></tr>
<tr><td>Environmental:
Shading effects will arise from two storey units, which could be 1m from the boundary.</td></tr>
<tr><td>Economic:
There is anticipated to be a level of capacity comparable to MDRS density standards with a similar amount of floorspace.</td></tr>
</table>

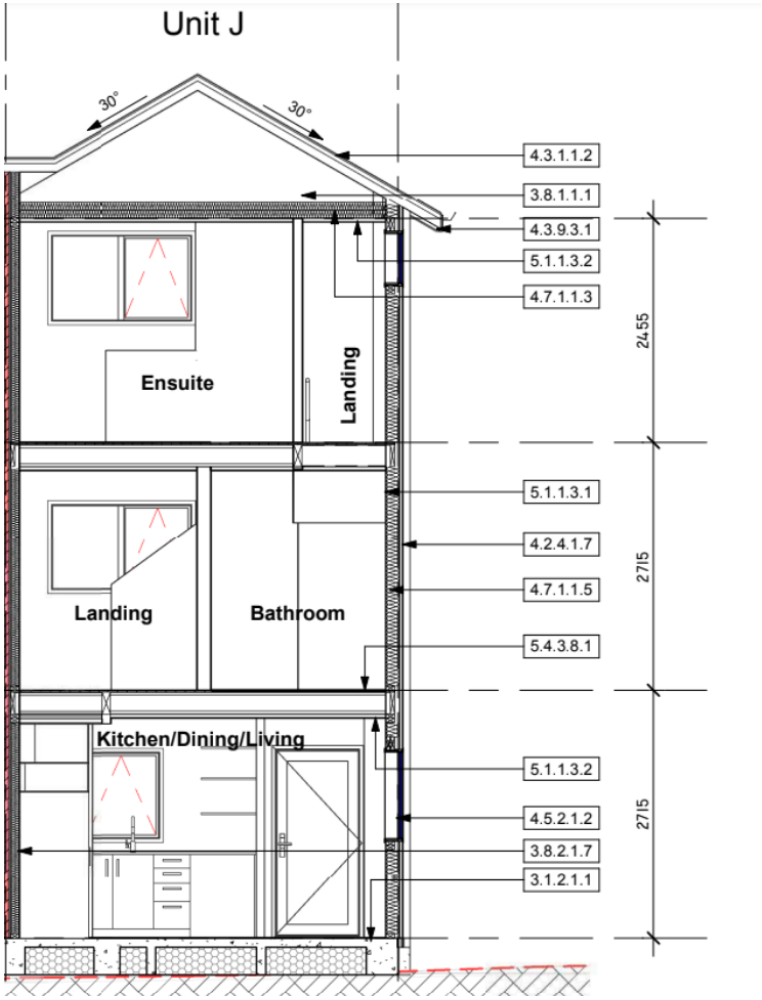
Social: The proxy effect of this QM is that there will be no immediate legal effect of MDRS controls upon notification of the IPI. This potentially delays development in areas that may have otherwise seen development.	
Cultural: No cultural costs have been identified.	
Risk of acting/not acting: Not applying a Sunlight Access QM results in significant additional shading of neighbouring sites in Christchurch compared to cities in the upper north island. The impact depends on site orientation but can be an extra two months without ground floor sun for some sites (being almost half the year) and risks reducing community wellbeing and resilience to the current effects of climate change, increasing the potential for greenhouse gas emissions.	
Recommendation: It is not recommended to proceed with Option 2 because it would be ineffective at addressing the QM for two storey developments.	

Option 3 –Reducing height and introducing oriented-based approach relative to MDRS

Benefits	**Appropriateness in achieving the objectives/ higher order document directions**
Environmental: This option preserves the most of the environmental benefits outlined in option 1 and achieves a similar level of solar access to upper North Island cities. Whilst the recession plane angles are reduced for some boundary orientations, they are tailored to that orientation.	Efficiency: Modifying the MDRS height to boundary control through modifying the plane will be adapt the plane in a way similar to the operative Plan method, only applying a more restrictive angle over orientations with greatest sun exposure, thereby increasing efficiency of land use.
Economic: Benefits would be similar to option 1 as a similar scale of access is provided.	Effectiveness: Reducing the plane angle is an effective means of improving sunlight access, as this influences both setback and building height. This has been shown to be the most effective means of improving sunlight access Taking into account the orientation of the site.

Social: Benefits would be similar to option 1. Increasing sunlight access positively increases people's wellbeing. Providing a level of sunlight across each level of a residential unit ensures greater social equity across a building block, potentially reducing conflict.	The option still achieves 95% of capacity otherwise enabled by MDRS. It enables 7 units on a site, which is comparable to MDRS, albeit one unit having 2 storeys rather than 3. This option effectively manages the issue of sunlight access to neighbouring units of the expected (planned) typologies, and reduces capacity only where necessary. In the context of Objective 2 in Schedule 3A of the enabling housing legislation, this option therefore provides for a variety of housing types and sizes that respond to needs and demand as well as the neighbourhood's planned urban built character.
Cultural: While no direct cultural benefits have been considered, Ngāi tahū have expressed support for QMs that seek to reduce greenhouse gas emissions and respond to the current and future effects of climate change.	
Costs	
Environmental: No environmental costs have been identified.	
Economic: There is anticipated to be a small reduction of the development capacity MDRS density standards would otherwise collectively provide for, but less than for option 1. Modelling shows that this may result in 7 units on a typical site, which is comparable to MDRS, albeit that sometimes (depending on site orientation) one unit may be reduced to 2 storeys rather than 3.	
Social: The proxy effect of this QM is that there will be no immediate legal effect of MDRS controls upon notification of the IPI. This potentially delays development in areas that may have otherwise seen development.	
Cultural: No cultural costs have been identified.	
Risk of acting/not acting: Not applying a Sunlight Access QM results in an extra two months of shaded area associated with complying MDRS units and risks reducing community wellbeing and resilience to the current effects of climate change, increasing the potential for greenhouse gas emissions.	
Recommendation: Option 3 provides more capacity than option 1 and is more effective than option 2 at managing the issue of shading, in a wider range of circumstances. It is therefore considered the most efficient and effective option and it is recommended to progress with Option 3 to address the Sunlight Access QM.	

Appendix 6.30.1 – Three storey consented examples

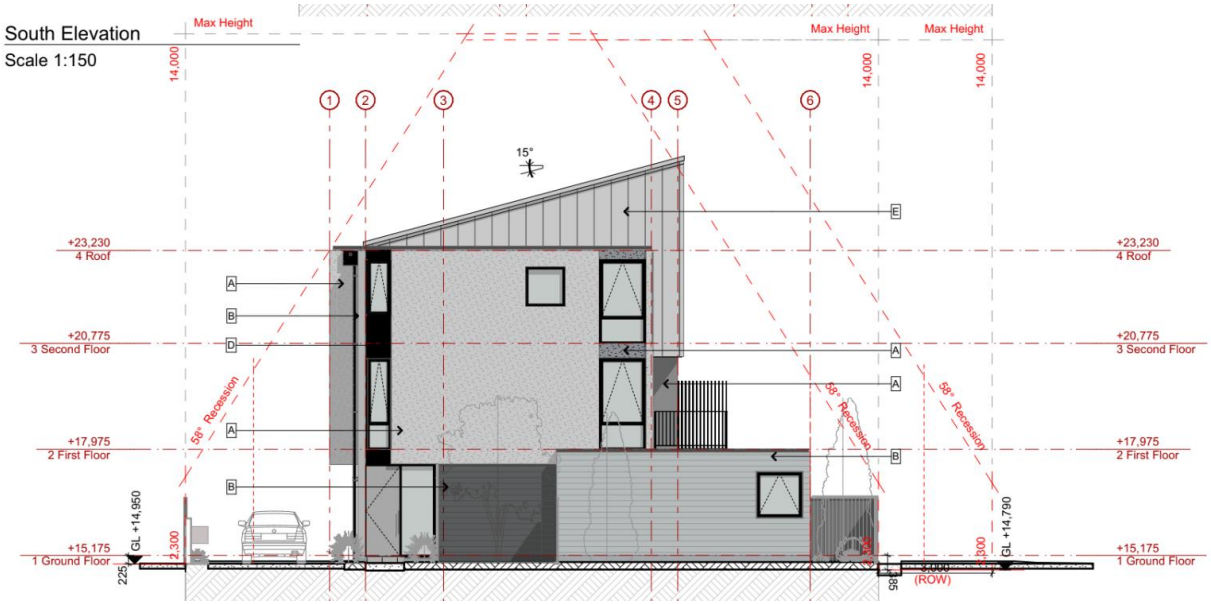


RMA/2021/2644 – 338-342 Cashel Street – Williams Corporation

Floor separations are: 2.715 – 2.715 – 2.455 (excludes ceiling)

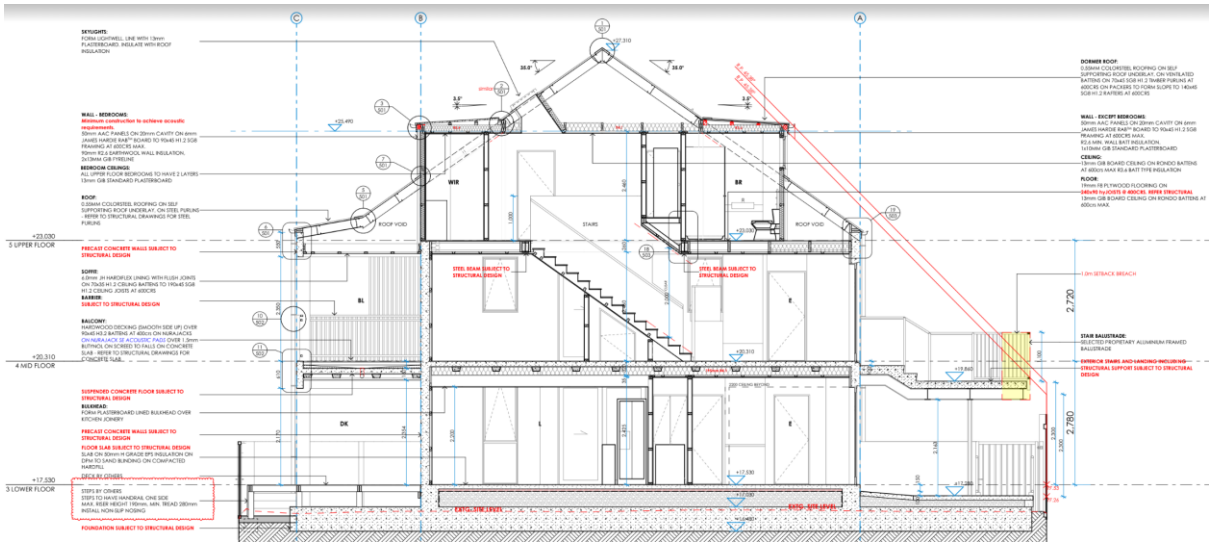
RMA/2021/3144 – 7 Spencer Street – Williams Corporation

Floor separations are: 2.715 – 2.455 (excludes ceiling) – 2.715



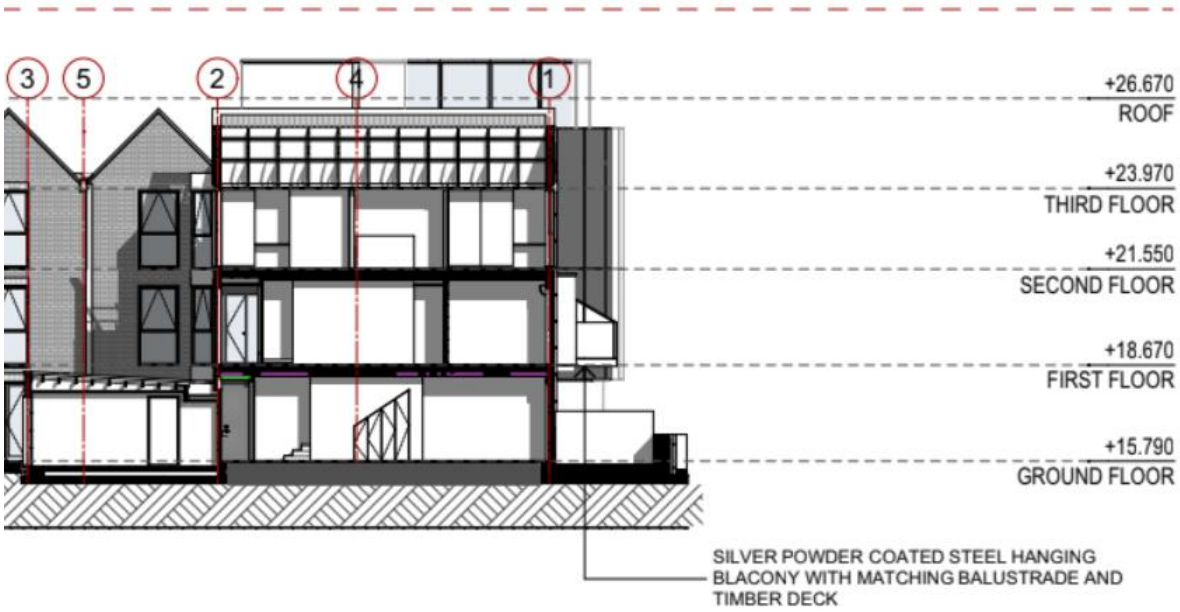
RMA/2021/4202 – 240 Worcester Street – 240 Ltd

Floor separations are: 2.8 - 2.8 - 2.445 (excludes ceiling)



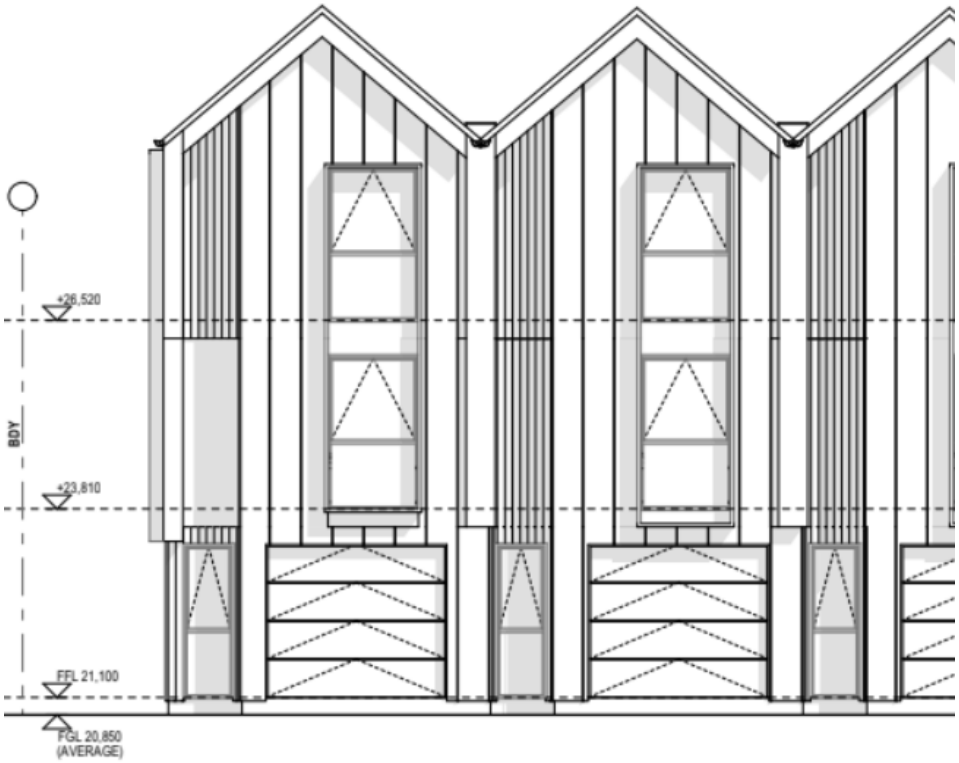
RMA/2019/1746 – 27 Carlton Mill Road – Aria Apartments Limited

Floor separations are: 2.72 – 2.72 – [ceiling height not stated]



RMA/2021/2180 – 33 Kilmore Street - Cranmer Gardens Limited

Average= 2.72m for each floor. Floor separations are: 2.88 – 2.88 – 2.42 – 2.7



RMA/2021/4173 – 16-20 Church Square - Growcott Freer Property

Floor separations are: 2.71 – 2.71 – [top ceiling not stated]

Appendix 6.30.2 – Summary of PC14 Residential Zone Make-up

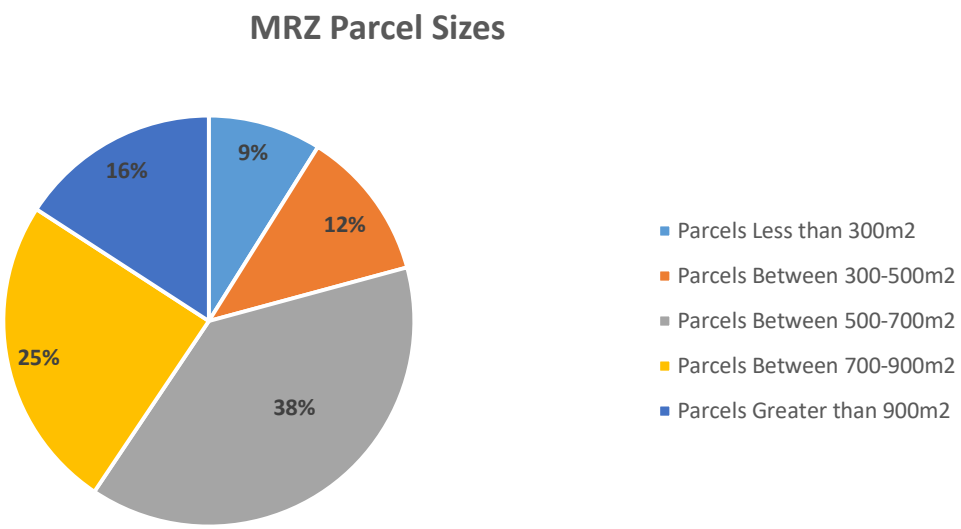
Relevant residential zones described under the Act are divided into Medium Density Residential Zone (MRZ) and High Density Residential Zone (HRZ). Council is also proposing to introduce a Public Transport qualifying matter (QM), limiting the full extent of where MDRS development is enabled. The following provides a statistical summary of parcel make-up across proposed zones and within the area where MDRS would be enabled when the QM is applied.

Overall parcel make-up:

There are a total of 128,204 residential parcels within these zones, 88.5% of sites (113,448) are MRZ and 11.5% are HRZ (14,756). Average parcel sizes across each zone are 1,047m^2 in MRZ and 788m^2 in HRZ. These are distributed as follows:

MRZ parcels:

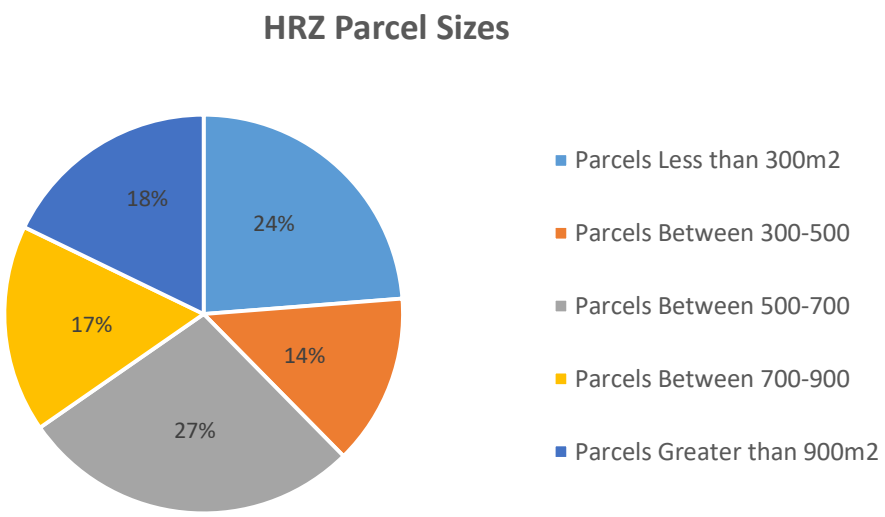
MRZ parcel size	Number or parcels	%
Parcels Less than 300m2	9,713	9
Parcels Between 300-500	13,235	12
Parcels Between 500-700	44,052	39
Parcels Between 700-900	28,623	25
Parcels Greater than 900m2	17,825	16
Total parcels	**113,448**	**100%**



Almost two-thirds of parcels are between 500 to 900m^2, with most being between 500 to 700m^2. Across the full MRZ extent, the average road frontage is about 21m in length.

HRZ parcels:

HRZ parcel size	Number or parcels	%
Parcels Less than 300m2	3,490	24
Parcels Between 300-500	2,063	14
Parcels Between 500-700	4,090	28
Parcels Between 700-900	2,467	17
Parcels Greater than 900m2	2,646	18
Total parcels	**14,756**	**100%**



HRZ parcel make-up is more diverse, with most (27%) being between 500m^2 to 700m^2, followed closely by parcels less than 300m^2 at about a quarter of all parcels.

Across the fill MRZ extent, the average road frontage is about 20m in length.

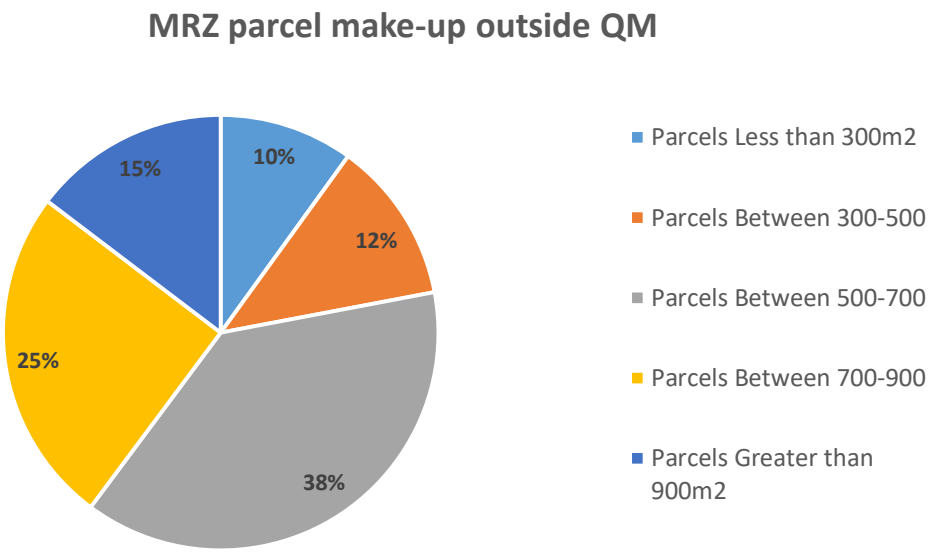
Low Public Transport Accessibility Area QM extent

This QM only reduces MRZ extent, reducing this by about 40,000 parcels, or about 31% of total parcels captured as relevant residential zones. Within the enabled area, the overall parcel size in MRZ is reduced by 15.4% to 886m^2. HRZ is uneffaced by the QM.

The full adjusted zone make-up for MRZ outside of the QM is as follows:

MRZ sites outside QM	Number or Parcels Medium	%
Parcels Less than 300m2	7,319	9.96
Parcels Between 300-500m2	8,859	12.06
Parcels Between 500-700m2	28,059	38.18

Parcels Between 700-900m2	18,471	25.14
Parcels Greater than 900m2	10,779	14.67
Total parcels	**73,487**	**100%**



Road frontages for sites outside QM

A geospatial query has evaluated the frontages of parcels outside of the QM extent. The results for various site sizes are as follows:

Medium Density	**Average road frontage**
Average Road Frontage in Medium Density (All Parcels)	20.3
Average Road Frontage in Parcels 700-900	20.4
Average Road Frontage in Parcels Greater than 900	19.9

High Density	Average road frontage
Average Road Frontage in High Density (All Parcels)	19.8
Average Road Frontage in Parcels 500-700	20.2
Average Road Frontage in Parcels 700-900	19.8
Average Road Frontage in Parcels Greater than 900	19.2

Overall, there isn't a great degree of variation in average road frontages across the spectrum of site sizes that would likely be open to greater intensification. Broadly, an assumed frontage of 19m appears to be an appropriate test case. However, to ensure that that the sensitivity of provisions and analysis outputs are addressed, a lesser frontage is thought to be suitable.

In terms of testing site sizes, the analysis detailed above suggests that that the following sizes would be suitable to use for provision testing:

- MRZ: ~700m^2
- HRZ: ~600m^2

For testing purposes, when applying a reduced road frontage of, say, 17m, a parcel depth of about 42m should be appropriate to achieve the average allotment.

6.31 City Spine Transport Corridor Section 32 evaluation

6.31.1 **Identification and spatial extent of the City Spine Transport Corridor qualifying matter** – The City Spine Transport Corridor includes those properties adjoining the following arterial roads running from Belfast in the north to Hornby in the south through the central city, including:

- Main South Road (Carmen/Shands to Riccarton Roads)
- Riccarton Road (Yaldhurst to Deans Avenue)
- Papanui Road (Bealey Avenue to Harewood Road)
- Main North Road (Harewood to Northcote Roads).

6.31.2 **Issue:** This corridor, herewith called the City Spine, has been has been identified under a number of planning and transport plans[186] and One Network Framework[187] (road classification system) as a core priority transport route. The City Spine is the same delineation as the preferred route[188] identified by Waka Kotahi in association with the Stage 1 of the Public Transport Futures Mass Rapid Transit (MRT) indicative Business Case[189] (see diagram below). It is emphasised however, that the basis for this proposed qualifying matter is not predicated on a decision to invest in mass rapid transport along this corridor. The need for this proposed building setback in some locations, is to achieve good integration between land use and infrastructure, being an overarching objective of a number of higher order documents. The City Spine (core corridor) is of high importance given it fulfils a range of transport and land-use functions including (see also further background information in Part 2, Appendix 45 of this assessment):

- connects the city's three largest activity centres (Riccarton, Hornby and Papanui) to each other and the Central City[190] and three smaller centres of Merivale, Church Corner and Belfast;
- accommodates a high proportion of the city's future expected growth[191];
- is the city's busiest public transport route;

[186] Our Space Greater Christchurch Settlement Pattern Update 2018-2048, Canterbury Regional Public Transport Plan, Christchurch Strategic Transport Plan 2012-2042, and Greater Christchurch Public Transport Business Case

[187] Classification within this corridor include City Hub, Main Street, Activity Street or Urban Connector, see maps via https://gis.ccc.govt.nz/portal/apps/webappviewer/index.html?id=f5d8cbedc3674ca5a28b4397ca7eac42

[188] See Greater Christchurch Spatial Plan engagement material

[189] https://www.greaterchristchurch.org.nz/assets/Documents/greaterchristchurch/Mass-Rapid-Transit/Greater-Christchurch-Mass-Rapid-Transit-Interim-Report-June-2021

[190] PC14 identifies status of different centres: https://ccc.govt.nz/the-council/haveyoursay/show/505

[191] PC14 has info on this: https://ccc.govt.nz/the-council/haveyoursay/show/505

- is an urban attractor with significant opportunity and need for increased tree canopy to improve urban amenity, user comfort and mitigation of heat island effects;
- has high levels of pedestrian activity and high comparative demand for micromobility (such as e-scooters),
- has reasonable demand for cycling (being the quickest route between centres and level of mixed activity long the corridor) requiring a minimum safe level of cycling service; and
- whilst being a lower priority for freight and general traffic, still requiring an adequate level of service be maintained and potentially improved to service the broad range of uses within the spine/corridor.

6.31.3 Consequently, the protection of this corridor is highly important to ensure long term city outcomes can be achieved, principally its potential for development as a sub-regional greenway, multi-modal and city-shaping asset. It is recognised that achieving outcomes for the City Spine along its full length, may take many decades and require a number of future local and central government planning and investment decisions. Ensuring appropriate protection mechanisms are in place today however, is a key first critical step. A qualifying matter is one potential method of protection available to be applied through Plan Change 14. Other programmes and processes to establish additional protection mechanisms, such as business cases, designations and strategic land purchase, can follow (subject to Crown and Council decisions). Decisions on such mechanism are however unlikely to be sufficiently advanced nor implemented, such to have any effect in the short to medium term.

6.31.4 The extent of potential residential and business enablement along this corridor is significant to give effect to the Enablement Act and NPS-UD. Most relevant to this proposed qualifying matter, are the permitted building setbacks associated with each adjoining zone. Without a qualifying matter in place to vary the setback requirement, these would range from 1.5m to 4m (refer to Table 6.31.1). In addition to buildings, the location of outdoor living spaces and associated fencing to screen living areas (outdoor and indoor) from the street, has the potential to significantly reduce the available property frontage available for tree planting (medium and large specimens) and any future possible requirement for road widening to achieve sought outcomes for this core corridor. The key arising issue, is how to give effect to the level of intensification appropriate to this priority development location, but in a form that achieves good integration with the future long term form and function of the corridor. Further, achieving an appropriate balance such to maximise benefits to property owners, together with the local neighbourhood and wider sub-regional community.

Table6.31.1- Permitted (MDRS) and proposed PC14 road boundary building setbacks without application of the proposed City Spine qualifying matter		
Minimum building setback	***Rule***	***Standard***
Medium Density Residential Zone	*14.5.2.7.i*	***Buildings must be set back from the relevant boundary by the minimum depth listed in the yards table below: Front: 1.5 metres***
	14.5.2.7.iii	***Eaves and roof overhangs and guttering - Only road boundary: Eaves and roof overhangs to a maximum of 300mm in width measured from the wall of a building and guttering up to 200mm in width***

High Density Residential Zone	*14.6.2.3.a*	***Buildings must be set back from the relevant boundary by the minimum depth listed below: i. Front: 1.5 metres***
Town Centre Zone	*15.4.2.3.a.i*	*The minimum building setback from road boundaries shall be as follows:* *On the road frontage of a site identified as a Key pedestrian frontage (identified on the planning maps), all buildings shall:* A. *be built up to the road boundary except for:* *I. a setback of up to a maximum of 4 metres from the road boundary for a maximum width of 10 metres.* *II. any pedestrian or vehicle access.* B. *have visually transparent glazing for a minimum of 60% of the ground floor elevation facing the street.* C. *have visually transparent glazing for a minimum of 20% of each elevation above ground floor and facing the street.* D. *This rule shall not apply to emergency service facilities (P22).* *On Colombo Street, between Moorhouse Ave and Brougham Street, buildings shall be set back no more than 2 metres from the road boundary and the setback shall not be used as a parking area.*
	15.4.2.3.a.ii	*On the road frontage of a site that is not identified as a Key pedestrian frontage on the planning maps, all buildings shall:* A. *be set back a minimum distance of 3 metres from the road boundary unless the building is built up to the road boundary; and have visually transparent glazing for a minimum of 40% of the ground floor elevation facing an arterial road or collector road.*
	15.4.2.3.a.iii	*On the road frontage of a site that is not identified as a Key pedestrian frontage on the planning maps and is opposite a residential zone, and/or has a road frontage to a local road:* A. *the road frontage shall have a landscaping strip with a minimum width of 1.5 metres, and a minimum of 1 tree for every 10 metres of road frontage or part thereof for that part of the frontage not built up to the road boundary (excluding pedestrian and vehicle accesses).*
Local Centre Zone	*15.5.2.3.a* *15.5.2.3.a.i*	*a. The minimum building setback from road boundaries shall be as follows:* *On the road frontage of a site identified as a Key pedestrian frontage (identified on the planning maps), all buildings shall:* A. *be built up to the road boundary except for:* *I. a setback of up to a maximum of 4 metres from the road boundary for a maximum width of 10 metres.* *II. any pedestrian or vehicle access.*

		B. *have visually transparent glazing for a minimum of 60% of the ground floor elevation facing the street.* C. *have visually transparent glazing for a minimum of 20% of each elevation above ground floor and facing the street.* D. *This rule shall not apply to emergency service facilities (P22).* *On Colombo Street, between Moorhouse Ave and Brougham Street, buildings shall be set back no more than 2 metres from the road boundary and the setback shall not be used as a parking area.*
	15.5.2.3.a.ii	*On the road frontage of a site that is not identified as a Key pedestrian frontage on the planning maps, all buildings shall:* A. *be set back a minimum distance of 3 metres from the road boundary unless the building is built up to the road boundary; and have visually transparent glazing for a minimum of 40% of the ground floor elevation facing an arterial road or collector road.*
	15.5.2.3.a.iii	*On the road frontage of a site that is not identified as a Key pedestrian frontage on the planning maps and is opposite a residential zone, and/or has a road frontage to a local road:* B. *the road frontage shall have a landscaping strip with a minimum width of 1.5 metres, and a minimum of 1 tree for every 10 metres of road frontage or part thereof for that part of the frontage not built up to the road boundary excluding pedestrian and vehicle accesses).*
Neighbourhood Centre Zone	*15.6.2.2.a*	*The minimum building setback from road boundaries shall be as follows:*
	15.6.2.2.a.i	*A. Outside the Central City, on sites with a road frontage, all buildings shall:* i. *be built up to the road boundary, with buildings occupying the full length of the road frontage of the site, except for any pedestrian or vehicle access or for a setback of up to 3 metres from the road boundary for a maximum width of 6 metres;* ii. *provide pedestrian access directly from the road boundary;* iii. *have visually transparent glazing for a minimum of 60% of the ground floor elevation facing the street; and* iv. *have visually transparent glazing for a minimum of 20% of each elevation above ground floor and facing the street.* *This rule shall not apply to service stations, drive-through services and emergency service facilities.*
	15.6.2.2.a.ii	*In the Central City, all buildings shall be set back 3 metres from the road frontage and the frontage shall be landscaped, where any wall of a building does not have display windows along the full road frontage at ground floor level.*
Large Format Retail Zone	*15.8.2.2.a*	*The minimum building setback from road boundaries shall be as follows:*
	15.8.2.2.a.i	*Any activity unless specified in ii – v below – 3 metres*

	15.8.2.2.a.ii	*Ancillary offices – 1.5 metres*
Mixed Use Zone	*15.10.2.2.a*	*The minimum building setback from road **and rear** boundaries shall be **3 metres.***
	15.10.2.6.a Landscaping and trees	*i. The area adjoining the road frontage **and rear** of all sites shall be landscaped in accordance with the following standards:* *A. Minimum width - **3** metres* *B. Minimum density of tree planting - 1 tree for every 10 metres of road frontage or part thereof, evenly spaced.* ***ii. Any building setback required under Rule 15.10.2.3 shall contain landscaping for its full width and length (excluding any part required for pedestrian access) and this area planted in a combination of shrubs, trees and grasses including a minimum of 1 tree for every 10 metres of site boundary length;*** *iii. 1 tree shall be planted for every 5 car parking spaces (or part thereof) within any car parking area and along any pedestrian routes;* ***v. Trees shall be provided with a minimum area for root growth of 1.5m depth x 1.5m width x 1.5m width, and canopy growth of 4 x 4m dimension; and*** ***v.** All landscaping / trees required for these rules shall be in accordance with the provisions in Appendix 6.11.6 of Chapter 6.* ***vi.** Clause (a)(i) shall not apply to emergency service facilities.*
City Centre Zone	*15.11.2.1.a*	*On sites in the area identified as the Core on the Planning Map titled 'Central City Core, Frame, Large Format Retail, and Health, Innovation, Retail and South Frame Pedestrian Precincts planning map', buildings (excluding fences for the purposes of this standard) shall be built:* *i. up to road boundary, except that where the allotment fronts more than one road boundary, buildings shall be built up to all boundaries of the allotment; and across 100% of the width of an allotment where it abuts all road boundaries (excluding access ways and service lanes), except that one vehicle crossing may be located on each road frontage of the site.*
	15.11.2.1.b	*On sites outside the area identified as the Core on the planning map titled 'Central City Core, Frame, Large Format Retail, and Health, Innovation, Retail and South Frame Pedestrian Precincts planning map', buildings (excluding fences for the purposes of this standard) shall be built:* *i. up to a road boundary, except that where the allotment fronts more than one road boundary, buildings shall be built up to all road boundaries of the allotment; and across a minimum of 65% of the width of an allotment where it abuts all road boundaries (excluding access ways and service lanes).*

	15.11.2.2 Verandas	*In the areas shown on the 'Central City Active Frontages and Verandas and Building Setback planning map' as Central City Active Frontage and Veranda, every building shall provide a veranda or other means of weather protection with continuous cover for pedestrians.*
Central City Mixed Use Zone		*No building setback is required but where setback landscape rules apply*
Central City Mixed Use South Frame	*15.13.2.4*	*Street scene, landscaping and open space a. On sites that have road frontage to Colombo Street or High Street, buildings shall be built up to these boundaries, across the entire width of the Colombo or High Street boundary;*
	15.13.2.4.b	*With the exception of sites that have road frontage to Colombo or High Street, the maximum building setback from an existing road boundary shall be 4 metres, except:* *i. Where a garage has a vehicle door facing a Main Distributor or Local Distributor road, the garage shall be setback a minimum of 4.5 metres from the road boundary unless the garage door projects outward, in which case it shall be setback a minimum of 5.5 metres;* *Where a garage has a vehicle door facing a shared access way, the garage door shall be setback a minimum of 7 metres, measured from the garage floor to the furthest formed edge of the adjacent shared access unless the garage door projects outwards, in which case it shall be setback a minimum of 8 metres.*
	15.13.2.4.c	*Where buildings do not extend to the road boundary of a site, a minimum ~~2~~ 3 metre wide landscaping strip shall be provided along the full frontage of the site that is not built up to. The landscaped areas shall be planted in a combination of shrubs, trees and groundcover species; except that for any areas required for access, or outdoor courtyards used by patrons in association with food and beverage outlets , a landscaping strip is not required;*
	15.13.2.4.d	*Where landscaping is required in accordance with c. above, sites shall be planted with a minimum of one tree, plus one additional tree for every 10 metres of that frontage. Trees shall be capable of reaching a minimum height at **maturity** of 8 metres and shall not be less than 1.5 metres high at the time of planting~~;~~ **and shall be provided with a minimum area for root growth of 1.5m depth x 1.5m width x 1.5m width, and canopy growth of 4 x 4m dimension, extending above the area identified.***

6.31.5 An additional building setback is proposed only in locations where the current road width is narrow. Street widths along this corridor vary from 20-30m wide (some small sections wider), but large sections exist where the width is only 20m, including from between Cranford Street to Bealey Avenue, Bealey Avenue to the Central Business District, Riccarton Avenue to the Deans Avenue intersection, and along most of Riccarton Road to Church Corner (refer to supporting information contained in Appendix 45 of this assessment). Road widths of 20m make it challenging to provide dedicated space for all users, whilst also achieving quality urban environments through integrated landscape amenity and tree canopy cover. Waka Kotahi best practice guidance[192] indicate a 27-30m corridor is required to achieve multiple outcomes. By permitting new building developments to be only setback 1.5m from the road

[192] Available here: https://nzta.govt.nz/about-us/about-waka-kotahi-nz-transport-agency/environmental-and-social-responsibility/urban-street-guide/

boundary, the amount of available space between buildings either side of the road (irrespective of whether it is in private or public ownership), may only result in a 23m useable space. This makes it extremely challenging to achieve tree planting (for medium and/or large trees), leading to reduced environmental conditions, lower amenity, with a greater dominance of hard infrastructure and high activity public thoroughfares (i.e. footpaths, cycleways, public transport facilities) located closer to residential homes.

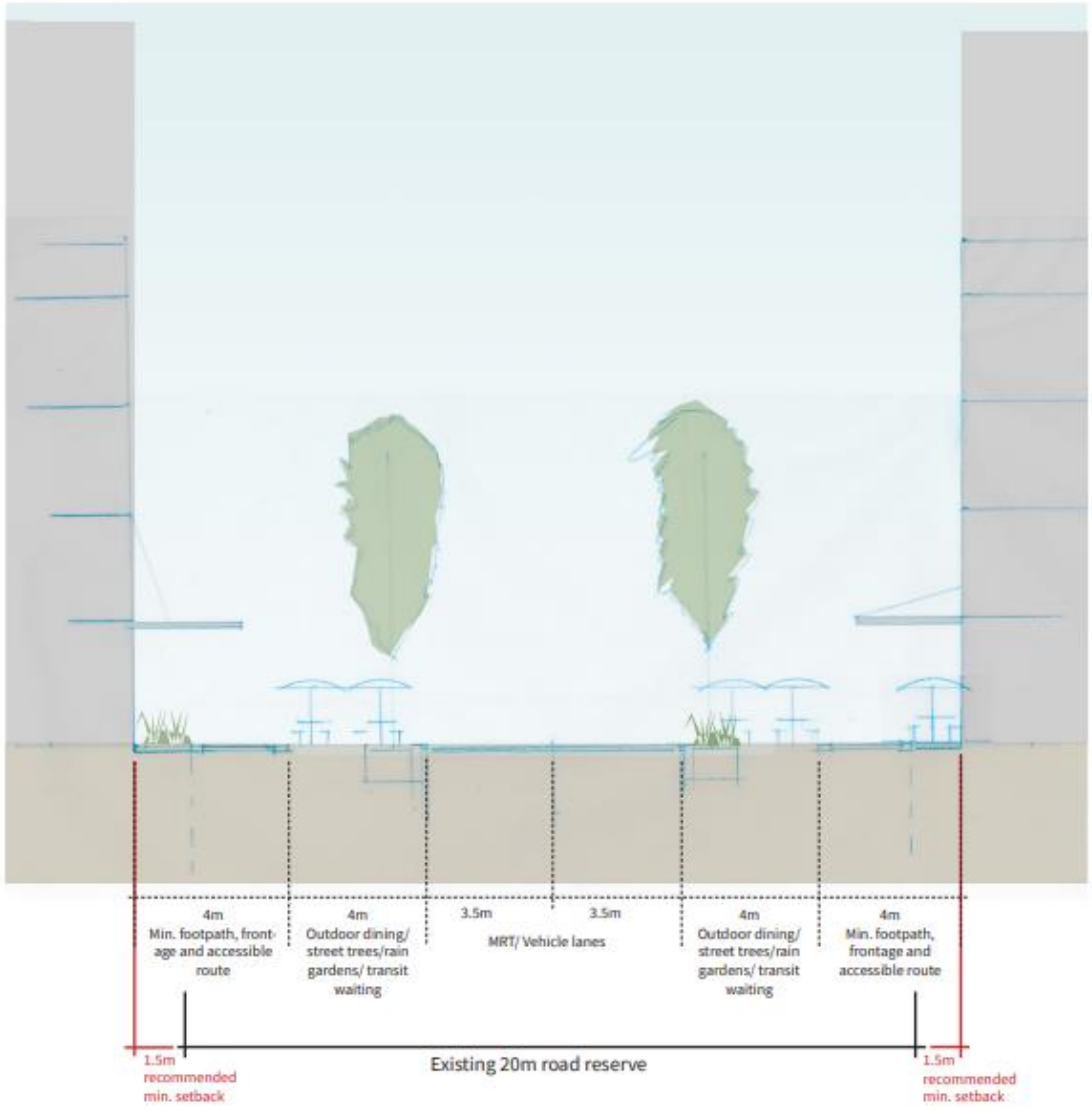
6.31.6 The cross-sections and concept diagrams below (also contained in Appendix 45 of this report) illustrate the optimal outcomes at various points and settings along the corridor, taking account of the different land uses and District Plan zones. The focus being on what is plan-enabled as compared to existing development and associated setbacks set under the Operative District Plan. Consideration has also been given to the spatial requirements for tree canopy cover, drawn from the Council's draft Ōtautahi Christchurch Urban Forest Plan[193] and proposed Tree Canopy Cover Financial Contributions (refer to Part 7 of the section 32 assessment). The draft Urban Forest Plan provides a long-term vision and strategy to maximise the health and sustainability of the city's urban trees and forests and the benefits we receive from them. The table below (refer to proposed Tree Canopy Cover Financial Contributions standards) sets out the required land area associated with different tree classes, indicating that a 1.5m building setback would be challenging to provide sufficient land area to plant even a small tree, given a land area of 3.8m^2 is required. Under such circumstances, no medium or large trees could be established where a 1.5m setback applied.

Table 1 - The tree size classes with their corresponding height and projected canopy size:

Tree size classes	*Tree height (m)*	*Projected tree canopy cover at maturity (m^2)*	*Land area required (m^2) **
Small	*0-5*	*10*	*3.8 **
Medium	*6-12*	*67*	*25.5 **
Large	*13-20*	*186*	*70.8 **
Very Large	*20+*	*250*	*95.4 **
Average tree size	*-*	*130*	*50.0 **

**** Soil volume required for a tree (m^3) equals the land area (m^2) x 1m depth.***

[193] Urban forests : Christchurch City Council (ccc.govt.nz)



Additional Considerations:

- Traffic design geometry and safety requirements
- Crime prevention through environmental design (CPTED)
- Street activation
- Stormwater management
- Infrastructure elements
- Cycle and car parking
- Loading zones
- Public street furniture
- Street signage and lighting
- Waka Kotahi table below shows indicative minimum footpath dimensions. These do not allow for outdoor dining or transit provisions, or an area as 'shared space'. (nzta.govt.nz/walking-cycling-and-public-transport/walking/walking-standards-and-guidelines/pedestrian-network-guidance/design/paths/footpath-design-geometry/footpath-width/)

Table: Minimum footpath dimensions

Location (place type)	Maximum flow (p/min)[1]	Zone				Total (m)
		Kerb (m)	Street Furniture if provided[2] (m)	Through route (m)	Frontage[3] (m)	
Main Streets, arterial streets in pedestrian districts	220+	0.15	2.5	3.0+	1.0	6.65

Note: Other streetscape configurations with cycle and vehicle lanes would further reduce areas for street trees, footpaths, and outdoor hospitality.

Neighbourhood, Town, Local Centre Zones / Transit Malls (Shared Space) - Indicative Required Corridor Width (NTS)

HRZ/MRZ Transport Corridor - Indicative Required Corridor Width (NTS)

Additional Considerations:

- Street tree planting
- Crime prevention through environmental design (CPTED)
- Traffic design geometry and safety requirements
- Space for future increased pedestrian and cycle demand.
- Residential and neighbourhood amenity
- Stormwater management
- Infrastructure elements
- Cycle and car parking
- Loading zones
- Street signage and lighting
- Boundary fencing
- Waka Kotahi table below shows indicative minimum footpath dimensions.

www.nzta.govt.nz/walking-cycling-and-public-transport/cycling/cycling-standards-and-guidance/cycling-network-guidance/designing-a-cycle-facility/between-intersections/separated-cycleways/

www.nzta.govt.nz/walking-cycling-and-public-transport/walking/walking-standards-and-guidelines/pedestrian-network-guidance/design/paths/footpath-design-geometry/footpath-width/

Table 1: Base widths of one-way separated cycleways

Cyclists / hour (peak period)	Ideal minimum	Tolerable minimum	Absolute minimum (isolated sections only)
< 150	2.1 m	1.8 m	1.6 m
150 – 500	2.4 m	2.1 m	1.8 m
> 500	3.0 m	2.6 m	2.4 m

Table: Minimum footpath dimensions

Location (place type)	Maximum flows (p/min)[1]	Zone				Total (m)
		Kerb (m)	Street furniture if provided[2] (m)	Through route (m)	Frontage[3] (m)	
Main Streets: arterial streets in pedestrian districts	200+	0.35	2.0	3.0+	1.0	6.45
Activity Streets: alongside parks, schools and other major pedestrian generators	80	0.35	1.5	2.4	0.75	4.8
Local streets near schools and other activities that generate pedestrian activity	80	0.35	1.5	1.8	0.45	3.9
Commercial/ industrial areas outside the CBD						
Urban connectors (collector streets)	80	0.35	0.6	1.8	0.35	3.0
Local streets in residential areas	50	0.35	0.6	1.5	0.35	3.0
Absolute minimum[4]		0.35	0.6	1.5	0.6	3.05

6.31.8 **Additional assessment under the Act (Sections 77I – 77R) and the NPS-UD (Clause 3.33)** - Section 77I and Section 77O allow for territorial authorities to apply standards less enabling than provided for under MDRS and/or Policy 3 of the NPS-UD, where a qualifying matter applies, but no more than is necessary to accommodate the qualifying matter. The proposed qualifying matter is limited to locations only where the existing road width is narrow, and is still enabling of development to occur to deliver medium, high and mixed use development, provided assessment criteria can be met.

6.31.9 **Reason the area is subject to a qualifying matter (s77I (j) and s77O(j))**- This qualifying matter is an 'other matter' and relates only to the building setback from the road boundary adjoining this core corridor, to ensure new building development does not significantly limit sought outcomes for this core corridor and achieves good land use transport integration.

6.31.10 **Reason the qualifying matter is incompatible with the level of development permitted (s77J (3)(a)(ii) and s77P (3)(a)(ii))** – Without a qualifying matter in place to setback buildings further than would otherwise be permitted under the MDRS and application of high density to give effect to Policy 3 of the NPS-UD, it will very difficult to achieve a quality multi-functional corridor, particularly when road widths are 20m.

6.31.11 **Impact of lesser enablement under the proposed qualifying matter (s77J (3)(b) and s77P (3)(b))** – Whilst the application of the proposed greater setback does infringe into the buildable area of the site (similar to the waterbody impingement as illustrated in section 2.3 of this report) the impact is minor as for most sites more than 50% of the site remains buildable. Only shallow sites with wide road frontages onto the City Spine Transport Corridor are likely impacted, but such sites are not typical along this corridor and a consenting pathway is still possible.

6.31.12 **The costs and broader impacts of imposing lesser enablement (s77J (3)(c) and s77P (3)(c))** - The costs and broader impacts of imposing those limits are set out in the s32 evaluation table below.

6.31.12 **Option evaluation** – In evaluating the options to best address the identified issue, the planning framework of the operative Christchurch District Plan requires consideration, more specifically the efficiency and effectiveness of each option in achieving the relevant District Plan's objectives and policies. Those most relevant (key parts underlined for emphasis) to the corridor include the following:

3.3.7 Objective - Urban growth, form and design

1. *A well-integrated pattern of development and infrastructure, a consolidated urban form, and a high quality urban environment that:*
   - i. *Is attractive to residents, business and visitors; and*
   - ii. *Has its areas of special character and amenity value identified and their specifically recognised values appropriately managed; and*
   - iii. *Provides for urban activities only:*
     - A. *within the existing urban areas unless they are otherwise expressly provided for in the CRPS; and*

B.on greenfield land on the periphery of Christchurch's urban area identified in accordance with the Greenfield Priority Areas in the Canterbury Regional Policy Statement Chapter 6, Map A; and

iv. *Increases the housing development opportunities in the urban area to meet the intensification targets specified in the Canterbury Regional Policy Statement, Chapter 6, Objective 6.2.2 (1); particularly:*

A.in and around the Central City, Key Activity Centres (as identified in the Canterbury Regional Policy Statement), larger neighbourhood centres, and nodes of core public transport routes; and

B.in those parts of Residential Greenfield Priority Areas identified in Canterbury Regional Policy Statement Chapter 6, Map A; and

C.in suitable brownfield areas; and

v. *Maintains and enhances the Central City, Key Activity Centres and Neighbourhood Centres as community focal points; and*

vi. *Identifies opportunities for, and supports, the redevelopment of brownfield sites for residential, business or mixed use activities; and*

vii. *Promotes the re-use and re-development of buildings and land; and*

viii. *Improves overall accessibility and connectivity for people, transport (including opportunities for walking, cycling and public transport) and services; and*

ix. *Promotes the safe, efficient and effective provision and use of infrastructure, including the optimisation of the use of existing infrastructure; and*

x. *Co-ordinates the nature, timing and sequencing of new development with the funding, implementation and operation of necessary transport and other infrastructure.*

3.3.12 Objective - Infrastructure

a.The social, economic, environmental and cultural benefits of infrastructure, including strategic infrastructure, are recognised and provided for, and its safe, efficient and effective development, upgrade, maintenance and operation is enabled; …..

ii. *Strategic infrastructure, including its role and function, is protected from incompatible development and activities by avoiding adverse effects from them, including reverse sensitivity effects. ……*

b. *The adverse effects of infrastructure on the surrounding environment are managed, having regard to the economic benefits and technical and operational needs of infrastructure.*

7.2.1 Objective - Integrated transport system for Christchurch District

a. *An integrated transport system for Christchurch District:*

i.that is safe and efficient for all transport modes;

ii.that is responsive to the current recovery needs, future needs, and enables economic development, in particular an accessible Central City able to accommodate projected population growth;

iii.that supports safe, healthy and liveable communities by maximising integration with land use;

iv.that reduces dependency on private motor vehicles and promotes the use of public and active transport;
v.that is managed using the one network approach.

7.2.1.6 Policy - Promote public transport and active transport

a.Promote public and active transport by:

i.ensuring new, and upgrades to existing, road corridors provide sufficient space and facilities to promote safe walking, cycling and public transport, in accordance with the road classification where they contribute to the delivery of an integrated transport system;
ii.ensuring activities provide an adequate amount of safe, secure, and convenient cycle parking and, outside the Central City, associated end of trip facilities;
iii.encouraging the use of travel demand management options that help facilitate the use of public transport, cycling, walking and options to minimise the need to travel; and
iv.requiring new District Centres to provide opportunities for a public transport interchange.
v.encouraging the formation of new Central City lanes and upgrading of existing lanes in the Central City, where appropriate, to provide for walking and cycling linkages and public spaces.
vi.developing a core pedestrian area within the Central City which is compact, convenient and safe, with a wider comprehensive network of pedestrians and cycle linkages that are appropriately sized, direct, legible, prioritized, safe, have high amenity, ensure access for the mobility impaired and are free from encroachment.

6.31.13 In addition to the Operative District Plan, the Christchurch Transport Plan contains three goals of particular relevance, being to:

- Goal 1: Improve access and choice
- Goal 2: Create safe, liveable and healthy communities
- Goal 4: Create opportunities for environmental enhancements

6.31.14 The table below summarises the efficiency (costs and benefits) and effectiveness of different options in achieving the District Plan objectives and outcomes sought for the City Spine, and the risk of acting or not acting.

Table 6.31.14 Option evaluation for the City Spine Transport Corridor	
Option 1- Apply MDRS permitted setback of 1.5m and other road boundary setbacks of 4m or less for properties adjoining the core corridor (spine)	**Option 2 – Apply a qualifying matter to require road boundary setbacks of 1.5m within business zones and 4m for medium and high density residential zones, where the road width is 24m or less, together with managing the location of fencing and outdoor living space in the front yard.**

Option description - This option does not increase building setbacks from the road boundary through a qualifying matter resulting in permitted setback ranging from 1.5m to 4m depending on the specific zone.	**Option description** - For medium and high density zones apply a minimum setback of 4m and in business zones apply a minimum road boundary setback of 1.5m, where the road width is 24m or less, together with limiting the location of outdoor living spaces no closer than 1.5m from the road boundary and managing the height and transparency of fencing. Except in the City Centre Zone where a minimum building setback does not apply.
Appropriateness in achieving the objectives and higher order documents	
Efficiency – The main benefit of this option is it maximises the options to locate buildings on a site, which may facilitate some additional land development layouts to be achieved. However, not necessarily greater residential densities given other minimum standards such as site coverage and recession planes have the greatest impact on density yields. The cost of this option is the opportunity cost of limiting the ability for front yards to achieve good integration between transport and land use outcomes, specifically to create healthy and liveable communities. **Effectiveness** – The effectiveness of this option to achieve District Plan objectives specifically relating to healthy environments and high quality urban environments, will be challenging as a 1.5m building setback will likely limit the ability for the corridor and adjoining land to achieve multiple outcomes. **Risk of Acting/Not Acting** – Whilst a key objective (direction of the NPS-UD) for the corridor and adjoining areas is to achieve greater intensification and business opportunities, equally fundamental is the need to achieve good land use integration alongside initiatives and investment to improve urban mobility and environmental conditions. Proceeding with a small setback could result in new development be built close to the road boundary, before other protection mechanisms such as designation and strategic land purchase to be implemented (subject to Crown and Council planning and investment decisions).	**Efficiency** – The benefit of this option arises from the retention of the front yard being available to achieve or contribute to achieving multiple outcomes for the corridor and more integrated land use and transport outcomes. As a minimum, sufficient space needs to be provided for tree planting so to better integrate with the main transport corridor, providing better amenity for the development site and residents, whilst also contributing to the greening and environment conditions of a high activity urban environment. The cost to the development site is deemed minor given a 4m setback still provides significant opportunity to achieve the anticipated site density for the Medium Density and High Density Zones. Site coverage and recession plane standards are the leading determinants in a sites development potential, with building setbacks having only a minor impact (estimated at 1-2% reduction) on total developable floorspace. Actual impact and additional cost through impacted development opportunity, albeit expected to be very minor, will depend on the shape and size of a site, and design and layout of the development. In regard to potential benefits of this option, the first is to the wider community in terms of providing for, and not foreclosing, multiple outcomes being achieved along the corridor. Secondly, to directly affected property owners as increase street amenity, can contribute to improved property values and market demand. Further, for local residents health and well-being, providing more liveability and quality urban environments, through more space to provide for environmental improvements to offset or reduce impacts from this high activity corridor. **Effectiveness** – This option is effective in achieving the sought city outcomes, as it requires greater consideration of how the front yard should be developed in a manner that will better integrate infrastructure and land use outcomes. Should

	a consent be sought to reduce the building setback, matters of discretion provide a pathway to consider land development proposals that may demonstrate through appropriate design and building layout, corridor outcomes can be achieved. It further provides a greater degree of future-proofing such not to foreclose achievement of long term outcomes. **Risk of Acting/Not Acting** – The risk of not acting is that new development may significantly reduce opportunities to achieve amenity, liveability, form and functional outcomes as promoted through best practice guidelines and the draft Urban Forest Plan. Leading to large section of the corridor being dominated by hard infrastructure and buildings, together with high activity levels, such to create poorer living environments, than what may otherwise be achieved through increased setbacks.
Recommendation – Option 2 is recommended as it achieves better land use transport integration and long term outcomes and city objectives for this priority corridor.	

6.32 Low Public Transport Accessibility Areas

6.32.1 **Identification and spatial extent of the proposed qualifying matter S77I(J) as an 'other matter' -** A Qualifying Matter is proposed to be applied to areas of low public transport accessibility where the Residential Suburban Zone, Residential Banks Peninsula and Residential Hills Zone and their current standards in the District Plan will continue to apply. This will limit the application of the Medium Density Residential Zone (and the MDRS standards) to residential areas with the following spatial characteristics:

- Residential areas within 800m walk from five High Frequency (Core) Routes[194]
- Residential areas within 800m walk from additional bus routes with significant potential to connect employment centres together[195]
- Residential areas more than 200m from High Density Residential Zones and the application of Policy 3 in relation to centres, snapping to the nearest city block
- Areas zoned Residential Suburban Density Transition Zone, Residential New Neighbourhoods and Residential Medium Density within the Qualifying Matter area will be zoned Medium Density Residential and apply MDRS standards.

6.32.2 **Issues** - A number of residential areas located further from the core of Ōtautahi Christchurch's existing network of centres, main transport corridors and planned public transport improvements have been identified by the Council as areas of lesser accessibility to centres and public transport. If medium density residential development is enabled in these areas, the resulting development has the potential to provide poor levels of accessibility and wellbeing for new residents, and potential to increase traffic congestion generally because people in these areas would be highly reliant on accessing day to day activities by private car. This can increase greenhouse gas emissions by reducing walking and the use of lower emission modes of transport. It can also reduce the amount of development in areas more accessible to high quality public transport and with better access to everyday needs and centres of activity such as local service, shopping and employment centres and the city centre.

6.32.3 The council has also identified that it could be disruptive, costly and potentially impractical to provide the three waters and public transport infrastructure to service medium density residential development in more peripheral areas of the city and that this would diminish the benefits of intensification in more accessible areas. The programme of investment for improving public transport within the likely life of the District Plan set out in the Greater Christchurch

[194] Greater Christchurch Public Transport Combined Business Case 2020, The Blue Line, Orange Line, Orbiter, Purple Line and Yellow Line, Attachment II 34, Figure 57, page 43.

[195] No. 17 route Merivale/Bryndwr; No. 29 route Fendalton to Airport; No. 44 route City to Shirley; No. 125 route Redwood to Halswell (connects Hornby, Airport, Papanui, and almost Belfast).

Public Transport Combined Business Case and the Mass Rapid Transit Indicative Business Case is best supported by a more compact land-use scenario and would not be supported by medium density residential development in these areas.

6.32.4 **Options evaluation -** The evaluation which follows relates to the identification of low public transport areas as a qualifying matter under s77I(j) and sets out what the specific characteristics of these areas are and summarises why they have been identified as making the level of development provided by Policy 3 of the NPS-UD and the MDRS inappropriate. Following the table is an assessment of the proposed change in respect of the additional relevant assessments required in the Act for qualifying matters in residential zones and in the NPS-UD (Clause 3.33). This includes the impacts of limiting development capacity, building height and density within the qualifying matter area and the costs and broader impacts of the limits proposed. The assessment is supported by the information obtained through a series of technical reports. Evaluation of options has focused on the consideration of two options being:

i. Applying the MDRS and Medium Density Residential Zone provisions from national plan standards to all relevant residential zones and Policy 3 of the NPS UD to land in and around centres (**Option 1.**) This option is evaluated as the "status quo" option.

ii. Application of the MDRS and the Medium Density Residential Zone to residential zones within the urban environment and applying the existing zoning objectives, policies, plan standards and other methods of the Residential Suburban, Residential Banks Peninsula and Residential Hills Zone of the current district plan in areas identified as a Low Public Transport Accessibility qualifying matter (**Option 2**).

6.32.5 Further options that fall somewhere in between Option 1 and Option 2 have not been evaluated in detail on the basis that it (the proposed qualifying matter) responds to Council's evaluating the extent of feasible development capacity proposed to be enabled by its PC14 proposals for residential and business activities across residential areas and in and around commercial centres (currently zoned as Medium Local Centres, Large Local Centres Town Centres, Large Town Centres and the City Centre[196]) with particular regard to the advantages of a more compact and consolidated urban form with land use intensification occurring on and around selected public transport routes that connect centres and major employment centres. The Council has also reflected on relevant NPSUD objectives and policies and come to the view that medium density residential development should be concentrated in advantageous areas through applying the proposed qualifying matter. Other options may have varying degrees of compatibility to the matters addressed by the proposed qualifying matter however they do not fundamentally address the issue and are not readily distinguishable from the effects captured by considering the above two options. However, for completeness it is noted that further reasonably practicable options could include:

- Varying specific development standards within the MDRS (height, density, site coverage and bulk and location rules) to allow slightly lower levels of intensification than the status quo within a qualifying matter overlay to somewhere in-between those in the MDRS and those of the Residential Hills,

[196] These centres have been categorised as their nearest equivalent category within National Planning Standards - Local Centres, Town Centres, and Central City and standards for height and density are applied in accordance with Policy 3 of the NPS UD.

Residential Banks Peninsula and Residential Suburban Zones to allow more height and density while addressing some of the characteristics of the qualifying matter (**Option 3**).

- Expanding the distance where the qualifying matter is applied from a network of core and high frequency bus routes (800m) and High Density Residential Zoned areas (200m) to 1200 metres and 400 metres respectively to reduce the size of the qualifying matter (**Option 4)** and its effect on the MDRS.

- Limiting the qualifying matter to only apply to the large discrete contiguous residential areas affected by the QM farthest from and with the least accessibility to the City Centre in the Port Hills and Lyttleton through a variation of Option 4 (**Option 5**).

- Adding a further policy and new assessment matters for multi-unit developments exceeding permitted MDRS standards within a qualifying matter overlay which addresses the effects of increased levels of development in areas with poor accessibility to public transport and where development does not align with a strategy for integration of intensification with planned infrastructure upgrades (**Option 6**).

- Using a form of financial incentive to encourage medium density residential development in locations that support a compact urban form and align with planned public transport and network infrastructure. (**Option 7**).

Table 6.32.5 Option evaluation for the Low Public Transport Accessibility qualifying matter	
Option 1 – Status Quo	**Option 2 – Proposed Change**
Option description - This option is to apply MDRS in residential zones, (alongside the approach to Policy 3 of the NPS-UD in and around centres and the City Centre), without a qualifying matter for low public transport accessible areas.	**Option description -** This option is to apply MDRS in residential zones, and Policy 3 of the NPS-UD in commercial zones, with a qualifying matter for Low Public Transport Accessibility Areas applying the existing District Plan zoning objectives, policies, plan standards and other methods of the Residential Suburban, Residential Banks Peninsula and Residential Hills Zone in areas identified as a Low Public Transport Accessibility qualifying matter.
Appropriateness in achieving the objectives/ higher order document directions	
Efficiency: Enabling medium density development and intensification across the majority of residential areas of Christchurch has important measurable benefits and costs which, will vary depending on the location where that development happens.	Efficiency: The proposed QM will facilitate medium density residential development in the most efficient locations within Christchurch and constrain it from happening in less efficient locations.

In areas that are more distant from destinations and activities such as employment, education, shopping and recreation destinations, medium density development is less efficient to service with the sorts of high-quality public transport which is likely to be needed to avoid increasing dependency on private vehicle use, traffic congestion inefficiency and increasing greenhouse gas emissions. This approach would enable a more efficient housing market (in terms of house prices) by maximising the buffer between the surplus of capacity relative to expected demand. The costs of this approach may outweigh the benefits due to the uncertainty about the degree of benefits from greater location choice, greater resilience to uncertain future demand, greater availability of medium density housing, more competition in the housing market and reduced housing costs, relative to the more certain costs associated with reduced transport efficiency, increased infrastructure costs and social costs of intensification in inaccessible areas. A further factor in assessing efficiency is the likelihood this option will be contrary to objectives in the NPS UD noted below and explained in further detail in relation to the s77 tests set out in the following sections of this evaluation. <u>Effectiveness:</u> This option is less effective in relation to well-functioning urban environments that enables all people and communities to provide for their social, economic and cultural wellbeing, and health and safety now and into the future (NPS UD Objective 1) but more effective in achieving the outcomes in objectives relating to competitive development markets (Objective 2). It is less effective in enabling people to live in areas in which the area is in or near a centre zone or other area with many employment opportunities, where the area is well – serviced by public transport, and there is high demand for housing in the area relative to other areas (Objective 3). It is neutral in terms of Objective 4 in that it does not seek to protect existing amenity values and allows for	Affecting the location of medium scale residential development through this QM is likely to improve transport efficiency which in turn will reduce transport infrastructure costs for the community and total vehicle kilometres travelled. It will also increase efficiency relating to other forms of infrastructure by intensifying residential development and reducing the marginal (long term) costs of infrastructure provision and maintenance by promoting a more focussed and targeted approach to infrastructure investment. The benefits of this approach are likely to outweigh the costs due to the likelihood the qualifying matter will better achieve higher order document directions noted below and explained in detail in relation to the s77 tests evaluated below and (as noted in relation to the status quo option) there is more certainty about the benefits of applying the qualifying matter and the costs of intensification in peripheral areas than the more generalised benefits of greater capacity, more competition in the housing market and greater location choice for intensification by not applying the QM. <u>Effectiveness:</u> This option is assessed to be highly effective in addressing the issue of low public transport accessible areas by significantly reducing development potential within the area of the qualifying matter whilst enabling significant intensification in other areas. This option may not be effective in that demand that would otherwise be accommodated in these more suburban locations within the urban environment, will be met elsewhere, but not necessarily within more desired locations such as the central city, high density residential zones and medium density residential zones that are accessible to public transport. There is potential for such demand to be met within, and drawn to neighbouring districts and greenfield areas, resulting in a less compact urban form. As discussed in relation to option 1, option 2 is more effective in relation to well-functioning urban environments and providing for wellbeing and safety now and into the future (NPS-UD objective 1) and other objectives such as enabling people to live

changing needs and diverse needs. It is less effective in terms of integration of infrastructure planning and funding decisions (Objective 6). It is less effective in supporting reductions in greenhouse gas emissions (Objective 8) but could make Christchurch more resilient to the current and future effects of climate change by allowing more capacity to absorb more population influx's associated with climate change and limiting the likelihood of development demand being pushed (by lack of availability and price pressure into locations that are less resilient to climate change effects). It is noted that under s77G(8) of the Act the requirement to incorporate the MDRS applies irrespective of a regional policy statement so the CRPS, although it contains directive objectives and policies that are not consistent with this approach to medium density residential development, is not a key consideration. **Benefits** <u>Environmental:</u> Environmental benefits include potentially reducing the need for more greenfield development by offering a greater number of locational opportunities and development capacity within the urban environment, which will ultimately reduce the pressure for urban development to locate outside of the urban environment and onto potentially productive rural land, reduce the amount of waterways impacted by urban development and reduce vehicle kilometres travelled and reduce carbon emissions. <u>Economic:</u> Intensification would be enabled which would provide immediate economic benefits for large numbers of people with a higher density enabled in these areas. However, the affordability outcomes are not clearly better between this more dispersed development pattern and a more consolidated or compact development pattern due to the number of factors that influence affordability other than urban form and	in areas in which the area is in or near a centre zone or other area with many employment opportunities, where the area is well -serviced by public transport and there is high demand for housing in the area relative to other areas (Objective 3). It is more positive in relation to Objective 4 in preserving a wider range of zones which could better service the needs of different generations of people. In assisting the development of a more compact urban form focused on greater intensification in centres and along transit corridors, the proposed QM is more aligned with Objective 5 regarding the Principles of the Treaty of Waitangi in that it reduces expansion over wāhi tapu and wāhi taonga and best reduces expansion over sensitive areas, rural and natural environments. It is more effective in integrating infrastructure planning and funding decisions (Objective 6) and neutral in terms of the requirement in Objective 7 to keep robust and updated information about urban environments. It is likely to be more effective in supporting reductions in greenhouse gas emissions but it will not make Christchurch more resilient to the current and future effects of climate change. Embedding the intended constraints on medium density development by retaining the current zones that apply within the QM (RS, RH and RBP Zones) rather than varying specific standards within the MDRS will be more effective as it will clearly signal that different outcomes are anticipated and will reduce the uncertainty of having a city-wide issue being addressed on a site by site, application by application basis. **Benefits** <u>Environmental:</u> The QM provides an opportunity to improve accessibility in new developments resulting in decreases in traffic congestion and air pollution by improving the alignment of intensification with the capacity of existing and planned public transport infrastructure. Carbon emissions are likely to be reduced in this option relative to option 1. <u>Economic</u>: Focussing intensification in areas with relatively high accessibility to public transport services and amenities has a range of economic benefits including improved efficiency viability and reliability for transport and other network infrastructure, and

the inertia in affordability that will take a long time to be overcome as new dwelling stock is created[197]. Intensification is less likely to require consents than for other options and will more easily enable more development. Adverse effects on increased traffic congestion and low accessibility as well as more expensive infrastructure costs will partially offset these benefits. Social: Medium density residential development within the areas of the QM could provide for increased social opportunities and benefits with a higher density of residents in the area and encourage a greater extent of commercial activities and employment. Opportunities for intensification will be provided away from busy and noisy transport routes which may better suit some people and improve amenity outcomes. Increased housing supply and variety of housing will be available however this is offset by the constrained accessibility employment, education and community services. Cultural: Cultural benefits have not been assessed at this time. **Costs** Environmental: Poor alignment between intensification and public transport infrastructure and the location of intensification in more distant parts of the City is likely to increase traffic congestion, vehicle kilometres travelled and therefore pollution due to insufficient public transport infrastructure to support intensification in areas with reduced opportunities for employment and education.	reduced public transport costs. Providing greater 'critical mass' in defined locations will support greater levels of diverse goods and services which will improve the function and vitality of centres and lead to benefits from greater agglomeration. Social: Improved public service provision and access will improve well-being and promote greater equality of opportunities outside of the QM area. At the same time, it will also limit opportunities for business and services to grow alongside housing and intensification in areas with issues with low accessibility leading to no change to levels of equality in these areas. Cultural: Cultural costs have not been assessed at this time. **Costs** Environmental: Crowding within and around high frequency corridors and areas accessible to amenities and employment could see increased local congestion and reduced amenity which could put pressure on development to locate further out in greenfield areas which if significant will impact on the availability of productive land and increase impacts on waterways and natural areas. Economic: Likely to reduce housing supply by reducing the overall number of opportunities for medium density residential development which has the potential to impact on the sufficiency of capacity and overall housing affordability. In reducing locational choices for development, option 2 could decrease the variety of housing types available by preventing change and intensification in some areas - although it is noted that it would take an unusually high proportion of opportunities for intensification to be taken up and fully developed under option 1 for this to be significant.

[197] Greater Christchurch Spatial Plan Dwelling Affordability Assessment Aug 2022, page 9.

Economic: This option would add costs such as time lost commuting, greater demands to provide upgrades to public transport and three waters network infrastructure across wider areas of the city, which will come at a cost to what can be done elsewhere. Although there is clear evidence that this would be challenging and costly, further clarity around the costs of changing plans for the provision of public transport and three waters network infrastructure within the proposed QM area to respond to this option would be helpful for comparing the significance of these economic costs. Social: This option could lead to the creation of car dependent "dormitory" suburbs within the proposed QM area which can be socially isolating and are detrimental to mental and physical wellbeing. Poor access to jobs, education, shopping and community services could bring about high levels of social costs. Social costs from a possible lack of available choices for larger homes and larger sites suitable for larger households are not considered likely to be significant. It is more likely that the number of sites redeveloped for medium density housing utilising the MDRS will only make up a small percentage of the overall housing supply as it is unrealistic to assume that a large proportion of the capacity enabled by the MDRS will be taken up and developed to its maximum. Cultural: No significant cultural costs have been identified for this option. **Risk of acting/not acting** The risks of not acting are largely captured by the assessment of costs and benefits above and are well understood. The advantages for medium density residential development in locating in areas with better public transport accessibility and therefore access to	Intensification outside of the QM is more likely to require consents and will greatly add to the costs and uncertainty of the development of medium density residential development within the QM area. Intensification is maintained at a level that can be supported by existing infrastructure capacity. Levels of accessibility to jobs, education, shopping services will remain the same or improve in the QM area. Social: Ability to provide for more opportunities for smaller and more intensive housing types in a diverse range of locations within the QM area is significant curtailed. At the same time development is likely to continue to provide for larger housing types that will suit larger household sizes through the exclusion of MDRS from the QM area. Cultural: No significant cultural costs have been identified for this option. **Risk of acting/not acting** There is sufficient evidence to understand the issue and its effects, with the likely result of no action being taken being a less viable and less well-funded public transport infrastructure which people are less likely to utilise which will discourage future investment and perpetuate the accessibility, social and economic cost issues identified above. While it is illogical to assume that funding and providing high frequency highly accessible public transport can be delivered in all parts of the city in order to enhance wellbeing for MDRS development around the periphery of Christchurch, there is some uncertainty about the practical difficulties and cost of providing improved public transport accessibility in areas where the QM is proposed. The amount of feasible development capacity for medium density residential development and other housing types enabled by PC14 elsewhere has been assessed as being more than sufficient to meet expected demand and to allow an efficient

centres, services, activities and employment, and the large amount of capacity available in and around centres and near to public transport routes under PC14 may mean that although it is has been assessed to be economically feasible to develop large numbers of sites within this proposed QM area, the take up of the capacity provided by the MDRS may be sporadic and limited during the life of the plan such that the overall outcomes of having or not having the QM are not significant. In comparing the two options, option 1 is more likely to achieve more downward pressure on house prices as it enables more development capacity in more areas, however this advantage will be lessened if a more than adequate supply of feasible and realisable development capacity is provided elsewhere This option will better address risks of not planning for an ample supply of capacity for development in the event that internal and external migration motivated by climate change, changes to immigration policies or other unforeseen circumstances mean that the numbers projected by Stats NZ are not adequate.	development market, therefore the risk of the qualifying matter inflating house prices or causing significant pressure for urban development in greenfield areas outside of Christchurch or displacement of demand to Selwyn or Waimakariri is assessed to be a low risk. However, by removing a significant amount of feasible capacity it does increase the risk that the amount of development capacity may not be enough to place downward pressure on the housing market in terms of house prices in the event that demand changes significantly. This scenario could reduce the likelihood of achieving the compact urban form it aims to promote.

6.32.6 **Section 77J(3)(a)(i); 77L(c)(i) - Why the area is subject to a qualifying matter and Section 77L(c)(ii) evaluation of specific characteristics of sites to determine the area where intensification needs to be compatible with the specific matter.** The areas proposed to be subject to this qualifying matter are extensive, covering approximately 12,096 hectares of land[198] around the periphery of Ōtautahi Christchurch. Within the Residential Suburban Zone, the proposed qualifying matter affects 1,7267 properties with potential to add capacity for development and captures approximately 29% of properties within the zone. Within the Residential Hills Zone the proposed QM proposed affects 5,315 sites where development is feasible and affects approximately

[198] This equates to 8.5% of the area of Christchurch.

78% of properties within the zone. Within the Residential Banks Peninsular Zone in Lyttleton the QM affects XX development feasible sites and affects all the residential properties in Lyttleton within the zone.

6.32.7 Starting in the north of the city, the qualifying matter is proposed to capture substantial areas around Casebrook, Styx, Northwood, Marshland, Parklands, Queenspark and Westhaven. Along the coast, the areas of Waimakariri Beach and North and South New Brighton are located in the proposed qualifying matter area. Moving around to the south and the Avon River, Avondale, Darlington, Avonside are substantially affected. To the south and west of the city, large patches of Westmoreland, Heon Hay, Sockburn, Riccarton Park are affected. Within the area of the hills to the south, the proposed qualifying matter affects Cashmere, Clifton Hill, Huntsbury, Mount Pleasant, Redcliffs, Sumner and Westmorland.

6.32.8 District plan zones within the qualifying matter include the Residential Suburban Zone which provides for traditional types of housing in Christchurch in the form of predominantly single or two storeyed detached or semi-detached houses, with garage, ancillary buildings and provision for gardens and landscaping. The Residential Banks Peninsula Zone in Lyttelton includes urban and commuter accommodation with a distinctive urban character with small lot sizes and narrow streets, with development constrained by the capacity of reticulated services and land suitability. The Residential Hills Zone covers all the living environments that are located on the slopes of the Port Hills from Westmorland in the west to Scarborough in the east. It provides principally for low density residential development that recognises the landscape values of the Port Hills, including opportunities for planting and landscaping, and control of reflectivity of roof finishes in order to blend buildings into the landscape.

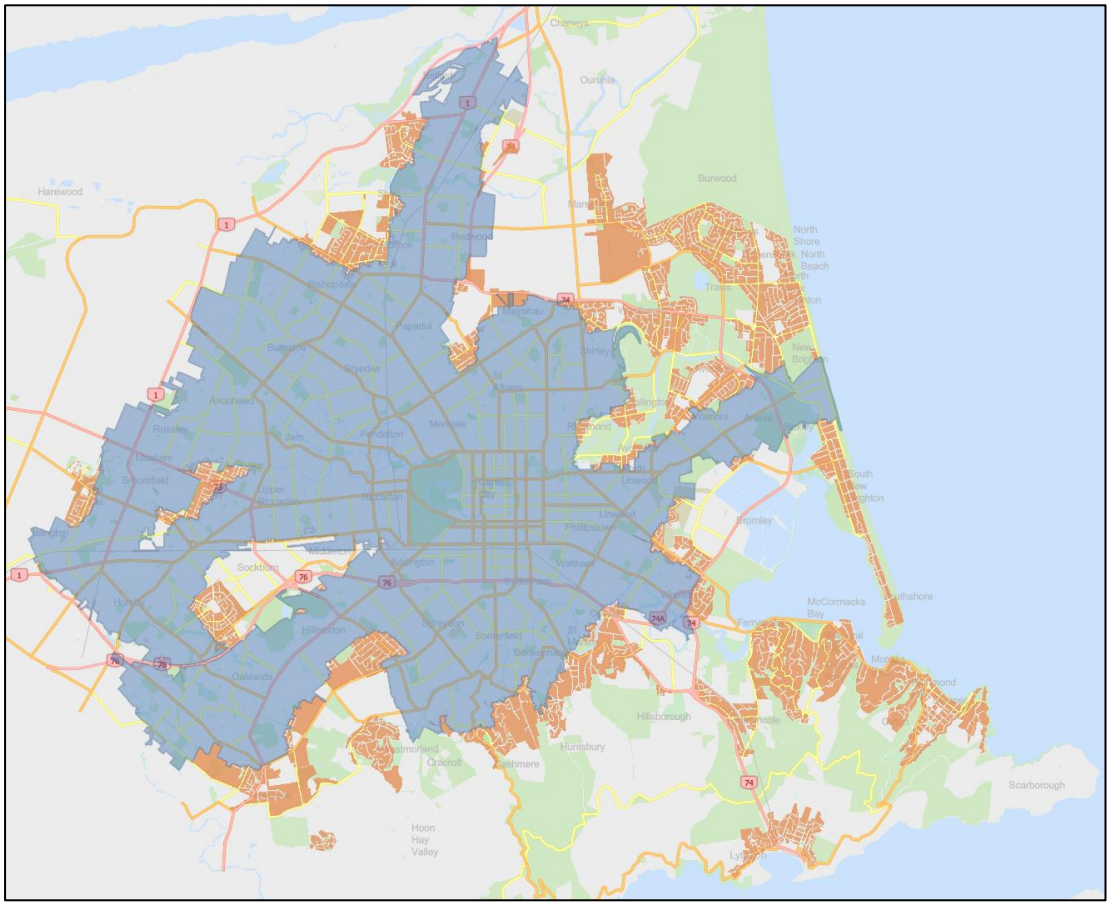


Figure 6.32.1 Extent of proposed Low Public Transport Accessibility Areas Qualifying Matter – area is shaded brown with blue shaded area making up an "intensification area" where the MDRS and the standards consistent with Policy 3 in relation to centres and the city centre are proposed.

6.32.9 A strong driver for this qualifying matter is to align with the Spatial Plan work for Greater Christchurch[199]. The draft Greater Christchurch Spatial Plan includes consideration of a scenario for a population of one million across the Greater Christchurch area (beyond 30 years) as part of ensuring the longer term is well planned for. This work has undertaken a quantitative qualitative and mana whenua evaluation of a range of options for implementing national

[199] The purpose of the Spatial Plan is to consider how Greater Christchurch can cater for future projected growth and future-proof its urban area to respond to faster, for further growth beyond that; drive productivity and be resilient in the context of climate change and shocks.

policy direction to understand the implications and intersections of land-use and transport planning, investment and policy interventions[200]. Application of this qualifying matter is consistent with (and potentially necessary) to achieve the compact land-use scenarios (focused on greater intensification in centres and along transit corridors) and transport packages that has been assessed will best:

- achieve higher density typologies consistent with household and demographic trends towards demand for smaller housing
- limit impact on productive soils and deliver positive outcomes for air quality and water use
- enhance accessibility and lower vehicle kilometres travelled and greenhouse gas emissions
- support opportunities for economic agglomeration and redevelopment
- mitigate risks associate with hazards
- reduce expansion over wāhi tapu and wāhi tāonga
- provide economies of scale to fund delivery[201].

6.32.10 The areas where the qualifying matter is proposed derive from a walkable catchment (set at 800m's walk) from core bus routes and routes connecting employment centres and have the effect of focussing growth and intensification to be more consistent with strategic planning promoting an integrated approach to growth and intensification, recovery from the 2011 earthquakes and a coordinated approach to infrastructure and place-making.

6.32.11 A particular intended effect of the qualifying matter is to align the location of medium density development with existing and committed structural investments and cross organisational planning for the provision of public transport in Greater Christchurch. The Greater Christchurch Public Transport Combined Business Case 2020 (the PT Combined Business Case) contains a detailed evaluation of the strategic case, options assessment including key problems and rationale for investing, recommended option and staged delivery programme for future public transport. It also has measured costs and benefits for its assumptions around where growth and intensification is planned to occur and the likely outcomes of certain combinations of interventions. The PT Combined Business Case focuses on the inner core due to the high concentration of the population within a 5km radius from the central city as this is where the biggest potential market for future PT users and cycling exists. 67% of all boardings occur within 5km of the Christchurch city centre and it contains 44% of the population and 60% of all employment opportunities within Greater Christchurch[202].

[200] Greater Christchurch Spatial Plan and Mass Rapid Transit Indicative Business Case Briefing, Urban Form Scenarios Evaluation, Whakawhanake Kāinga Committee Urban Growth Partnership for Greater Christchurch, August 2022.
[201] Ibid.
[202] Greater Christchurch Public Transport Combined Business Case 2020, page 72.

6.32.12 The evaluated options for the PT Combined Business case address supply and demand measures and interventions and this assessment favours increased frequency supported by measures that improve journey time and strengthening the core network of frequent services on foundation routes supported by more direct services from the larger towns in Selwyn (Rolleston and Lincoln) and Wamakariri (Kaiapoi and Rolleston). The programme features additional buses and shelters and info display units, bus lanes, bus priority intersections, park and ride facilities, and bike parking, most of which could be located in different locations in response to changes in land use intensification, but which make sense to apply in tandem with focused intensification of land use to maximise chances of achieving the intended outcomes of more services connecting residents more directly to social and economic opportunities such as:

- Increased annual PT trips by 35 million growing at a 4.9% compound average rate from 2022-2028 (a 44% increase from 2018)
- The 2028 annual PT trips per capita improves from 31 to 38 trips per capita
- Total private vehicle km's travelled on the Greater Christchurch network decrease by 19.7 million per year reducing emissions from private vehicles.
- In vehicle journey times decrease and improved wait times crease the overall end-to-end journey times.
- The number of households that can access the Central City within 30 minutes on PT increases by 56% to 262,000 households
- The number of jobs that can be accessed within 30 minutes from PT increases by 31% to 464,000.

6.32.13 The wider costs and benefits of applying the qualifying matter in alignment with the above strategy are discussed in the table above but in summary, the effect of the proposed restrictions in the application of the MDRS and Medium Density Residential Zone through a qualifying matter will be to:

(a) limit intensification outside current and future high accessibility areas leading to improved transport efficiency and reduced transportation infrastructure costs for the community
(b) improve the viability and reliability of public transport with the increased population within a smaller geospatial extent leading to higher utilisation and improved coverage
(c) increase community accessibility with a greater proportion of residential development and therefore population growth being accommodated within 800m of core high frequency public transport routes providing greater access to employment, amenity services and communities facilities
(d) reduce carbon emissions by increasing the share of trips travelled by walking, cycling and public transport and decreasing dependence on private vehicle trips for everyday travel needs
(e) improve the function and vitality of centres by making it easy for large numbers of people to access goods and services cheaply and conveniently.

6.32.14 The recommended Public Transport network is outlined in Figure 6.32.2 below and includes the following elements:

- Approximately 100 more buses providing more trips to more locations more often
- 229 more bus shelters providing better waiting facilities
- 190 more real time display units providing accurate information on bus arrival times

- On-board audio-visual announcements providing information on upcoming stops and transfers
- Approximately 22 kilometres of bus lanes making buses more reliable and faster
- Priority measures for buses at key intersections across the city making journeys more reliable
- Park and ride facilities at larger towns making it easier to access the bus network
- Secure bike parking at key stops providing more options with a greater catchment to frequent bus routes.

6.32.15 The above program also relies on high levels of land use integration (which it is noted would be enabled through the proposed qualifying matters and intensification opportunities proposed) and the recommended option assessment stresses that:

> *"The recommended option of increased frequency (resulting partly because of associated branching along the core routes), bus lane investment and route changes (i.e. more direct routes)) in areas of intensification and planned growth and in connecting key destinations will result in additional passenger uptake in key areas of Greater Christchurch. This includes those areas within a 5-6km radius from the central city (St Albans, Sydenham, Spreydon, Riccarton), but also identified greenfield priority areas such as Halswell, Prestons and Belfast. This is a targeted approach to better align current land use planning and PT investment, achieving improved integration and setting the scene for ongoing future investment in key growth locations and along key corridors"*

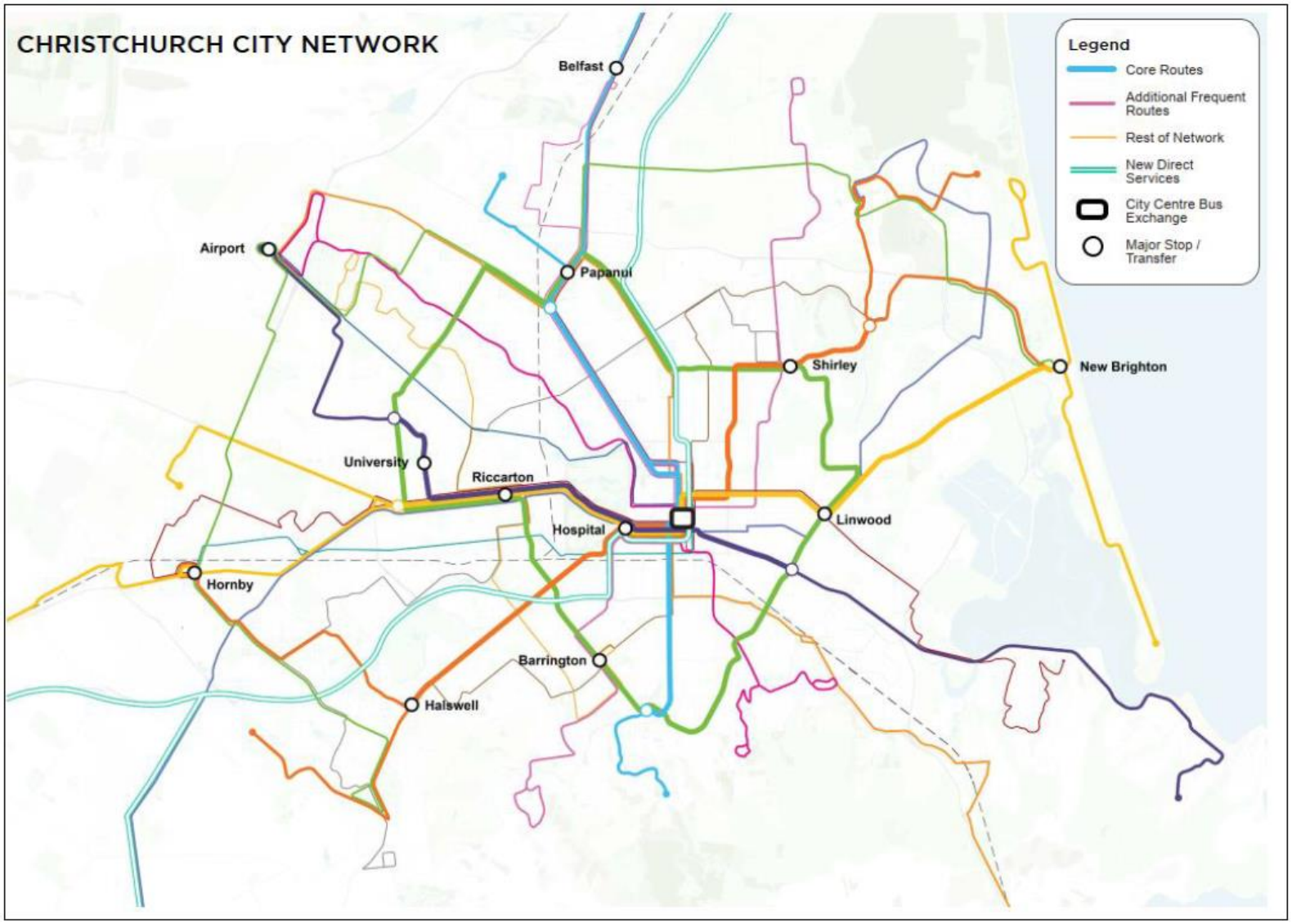


Figure 6.32.2 Summary of the recommended network in the Greater Christchurch Public Transport Combined Business Case

6.32.16 Section 77L(c)(ii) requires analysis of the specific characteristics of sites that determine the area where intensification needs to be compatible with the specific matter. The 800m walkable catchments around core public transport routes beyond which the low accessibility qualifying matter is proposed to be applied, are based on walkable catchments from existing and planned high quality public transport connections. 800 metres represents a 10-minute walk for an average person on normal terrain and is considered to be the distance an average person is likely walk to a high frequency public transport route, or walk to local centres, the city centre, or an employment destination in Christchurch[203]. The walkable catchments are demarcated based on the distances people can walk along streets, rather than direct distances 'as-the-crow-flies' taking into account location specific barriers, and snapping to the nearest city block.

6.32.17 Data from the 2018 census shows that residents living within 800m of a high frequency bus stop are roughly twice as likely to catch the bus to work as households living further away than 800m[204]. The above broadly aligns with the University of Waikato National Survey on Living Locally in Aotearoa, New Zealand: Survey results on the 20 Minute City. This nationwide study found that, averaging across age and sex and ethnic categories, people are willing to travel on average 19.61 minutes for a distance of 4.9km cycling, 18.54 minutes for a distance of 1.48 km walking, and 19.96 minutes for a distance of 7.9 km using micro mobility to their preferred amenities. An overall conclusion of the research was that people only want to travel for 20 minutes regardless of how they choose to travel. The idea of the 20-Minute City based on living locally, with residents able to access the services and amenities they need within 20 minutes of their home has relevance for the preferences of residents in New Zealand.

6.32.18 Christchurch's flat terrain and network of footpaths make it highly walkable in most parts of the urban environment, however there are some barriers to connections in areas adjoining the proposed qualifying matter such as busy roads with limited crossings, railway lines and areas in the Port Hills and Lyttleton which have steeper terrain and a more limited network of footpaths, as well as lesser offerings in terms of goods and services. In establishing the walkable catchments used with this qualifying matter, areas were mapped using GIS and applied by "mapping distances along footpaths and taking into account the ability to use alleyways. Once the catchment was mapped, planners reviewed the extent of these thresholds and realigned the 'boundary' so it was appropriate in relation to built form, road networks and natural features such as rivers etc"[205].

6.32.19 Focussing medium density residential development within 10 minutes' walk of high frequency and core bus routes with the proposed approach to this qualifying matter aligns with these urban planning concepts as it allows for time waiting for the bus and travel time by bus, in addition to the time to walk to and from the bus route. It is also consistent with the outcomes of Council's modelling of Density Enablers through GIS analysis of areas that have good

[203] Plan Change 14 Section 32 Accessibilty – Qualifying Matters, Christchurch City Council Technical Report July 2022.
[204] Strategic Trasnport Memo, Chris Morohan, Principal Advisor, 15 February 2023.
[205] Plan Change 14 Section 32 Accessibilty – Qualifying Matters, Christchurch City Council Technical Report July 2022..

access to a range of services and amenities. The map below identified those areas with the strongest levels of accessibility (shown in red and orange) and this has a strong alignment with the proposed qualifying matter area mapping in Figure 6.32.1 above.

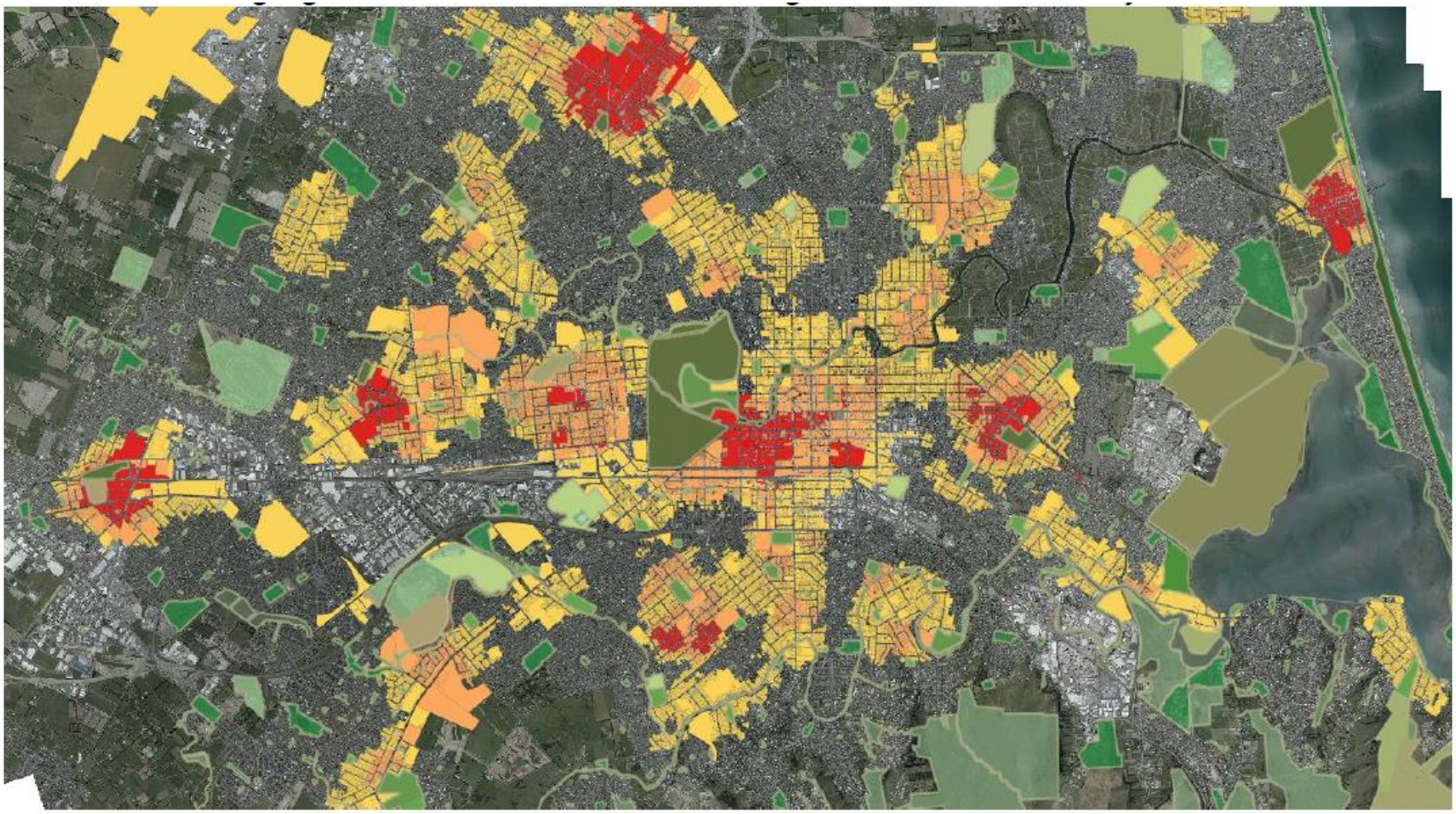


Figure 6.32.3 Plan Change 14 Section 32 Accessibility – Qualifying Matters, Christchurch City Council Technical Report July 2022, Page 2.

6.32.20 **Alignment with Infrastructure Planning (other than Transport)** - The proposed qualifying matter is located where it is, in part to address ad-hoc and sporadic city-wide growth (intensification) which will potentially trigger demand for upgrades to three waters infrastructure sized to service the maximum amount of growth enabled by the MDRS, out of step with where or when such intensification occurs. This can lead to untimely and increased capital expenditure and see other infrastructure remaining constrained because of funding and resource constraints. Without having development adhere to a spatial growth plan, there is high risk that infrastructure will not be "right sized" and that required upgrades may not be delivered in time to meet future demand[206].

6.32.21 The costs of providing additional three waters infrastructure upgrades to provide for intensification under the MDRS over and above what can be recovered through development contributions has not been quantified at this time. However, the above memo goes on to discuss how the qualifying matter will address a significant logistical issue and be more efficient in terms of three waters infrastructure:

> *"Intensification* [being located] *within 800 metres of the core public transport routes only will alleviate the additional demand impact on Three Waters infrastructure, because:*
> - *Peripheral infrastructure will not have to be upgraded and the possible cumulative effects on the downstream or source infrastructure will be contained. It will be particularly helpful to avoid infrastructure upgrades in areas where access is difficult (i.e. residential hills suburbs);*
> - *The development of additional peripheral infrastructure to service urban fringe areas and the resulting cumulative effects on the downstream or source infrastructure will be avoided. The current infrastructure plans / infrastructure strategy does not provide for extending infrastructure into urban fringe areas and therefore no provision is made in the development contributions policy;*
> - *Although some intensification could be feasible in Greenfield residential new neighbourhood areas, for the most part, the Three Waters infrastructure constructed to service these areas have been sized for the zoning as per the operative District Plan. It will not be cost-effective nor economically feasible to upgrade infrastructure that is less then 10 years old."*
>
> *"It is expected that the containment of intensification to within 800 metres of core public transport routes will, when compared to the previous proposal:*
> - *reduce the need for the extension of infrastructure;*
> - *reduce additional demand placed on existing infrastructure;*
> - *reduce adverse stormwater effects of additional development on hill land; and*

[206] Three Waters perspective on proposed qualifying matter to focus intensification within 800 metres of public transport routes, Michele McDonald, Team Leader Asset Planning – Water and Wastewater, 10 February 2023.

- *reduce the size of infrastructure upgrades needed to respond to MDRS within the intensification zone.*[207]*"*

6.32.22 **Alignment with Market Preferences and Opportunities for Intensification -** The proposed area affected by the proposed qualifying matter is well aligned with the diverse range of drivers that affect the availability and affordability of housing. A detailed analysis of the housing enabled by the new MDRS in Christchurch by the Property Group report on potential for medium density residential development [208] shows that when development costs, rising land values, and differences of land value are factored in, the realisable capacity for medium density development will most likely focus development in certain catchments that are generally one suburb back from the city in areas with good accessibility and amenity[209]. The map below (Figure 6.32.3) shows a greater density of sites that are feasible for medium density residential development in areas within close proximity to the central city with Addington, Fendalton/St Albans, Greater Hornby, Addington, Northlands/Papanui, Riccarton, Shirley/Edgeware, Summerfield, St Martins and Sydenham having the largest capacity for feasible medium density development. These areas have been assessed as having potential to "absorb a significant proportion of residential growth anticipated in Christchurch"[210]. This aligns well with the areas proposed for the qualifying matter in Figure 6.32.1 which focus MDRS into areas where medium density residential is most feasible and excludes MDRS in areas where the market conditions for medium density residential development are less favourable.

6.32.23 The Greater Christchurch Public Transport Combined Transport Case report (Figure 6.32.4) below, maps recently approved building consents and existing high-frequency PT network. It illustrates the demand for medium density residential development within the proposed qualifying matter by mapping the following attributes:

- new consented dwellings for 3 or more dwellings (which demonstrates a level of demand for medium density development),
- a heat map of existing residential density (which shows locations where densities over 20 dwellings per hectare are mapped)
- a heat map of new consented dwellings (which shows demand for housing – but not necessarily medium density residential development)
- Kainga Ora ownership (which provides a further indication of opportunities for intensification).

6.32.24 The capacity assessment carried out for PC14 provides a further indication of the qualifying matter's alignment with market conditions for medium density residential development in that this analysis takes into account price points, development costs, tax and profit margins to assess the feasibility of development. Assuming there is likely to be a lag in any market response to enabling medium density residential development in these areas, this

[207] Three Waters perspective on proposed qualifying matter to focus intensification within 800 metres of public transport routes, Michele McDonald, Team Leader Asset Planning – Water and Wastewater, 10 February 2023.
[208] Potential for Medium Density Residential Development, The Property Group, January 2022.
[209] Ibid, page 34
[210] Ibid, page 39.

assessment shows good alignment in that there is assessed to be almost no feasible capacity for development in the Operative District Plan Rules in the land affected by the qualifying matter. This is mainly because there are few sites that meet the minimum subdivision size and the net gain in dwellings is mostly limited to one, with the price needed to cover the site purchase, demolition and development costs, tax and profit being too high for the local market. There are large numbers of sites that are of sufficient size to accommodate a net increase in dwellings in the hills. However, the feasibility of clearing the site of an existing dwelling and redevelopment does not "stack up" due to the high value of homes across the hills. Feasibility for development is however very different with the MDRS applied as shown in Table 6 evaluated (plan-enabled) development and feasible dwelling capacity impacted by qualifying matters (paragraph 2.3.30 of this report).

6.32.25 **Alignment with other Higher Order Land Use Planning** - An overarching urban development strategy for Greater Christchurch is set out in Our Space 2018-2048: Greater Christchurch Settlement Pattern Update (Our Space) developed by the Greater Christchurch Partnership. It builds on the work of the Urban Development Strategy 2007 (UDS) and the Land Use Recovery Plan 2013 prepared under the Canterbury Earthquake Recovery Act 2011 and responds to land use patterns established in the current District Plan and a series of proposed greenfield developments. The UDS 2007 was created following a three year-long consultation and development process that sought to provide a guiding vision for development in Greater Christchurch. The UDS sets a vision for Greater Christchurch to have a "vibrant inner city and suburban centres surrounded by thriving rural communities and towns, connected by efficient and sustainable infrastructure". It outlines an urban limit and identified greenfield development areas, and an overall proposed settlement pattern where growth in Greater Christchurch to 2041 would be directed to 71% within Christchurch City, 16% in Selwyn District and 13% in Waimakariri District.

6.32.26 The Land Use Recovery Plan 2013 (LURP) was developed in response to land use changes following the earthquakes and identified greenfield priority areas agreed by CCC, WDC and SDC for implementation through district planning processes in Rolleston and Lincoln, to the north of Christchurch City in Kaiapoi and Rangiora and within Christchurch at Hornby, Halswell, Casebrook, and Belfast/Redwood. Consequently, post-earthquake development resulted in growth around the urban fringes of the City and the larger towns in Selwyn and Waimakariri. It has resulted in additional demand on the existing road network along the western corridor, as well as on the northern and southern approaches to the Central City. The LURP also included amendments to the Canterbury Regional Policy Statement seeking intensification of urban areas, with higher density residential development particularly in and around the Central City, Key Activity Centres, larger neighbourhood centres and in greenfield and brownfield areas (Objective 6.2.2).

6.32.27 Research to inform the Greater Christchurch Spatial Plan includes an analysis of on 'Urban form direction' to inform engagement with stakeholders and the development of the draft spatial plan, which evaluates a series of urban form scenarios. A preferred route for Mass Rapid Transit along Riccarton Road and Papanui Road corridors has also been completed as part of this work (Mass Rapid Transit Indicative Business Case (IBC) State 1). This proposed MRT route is included in the intensification area outside of the proposed qualifying matter area. Although the planning for MRT is still in an early stage of development, the Mass Rapid Transit IBC identifies Hornby, Riccarton and Papanui as emerging metropolitan centres, which will have significant implications for urban form under the NPS UD noting that this preliminary work does not constitute a trigger for the requirement in NPS Policy 3(c)(i) and (iii) to provide 6 storey building heights within the walking catchments of these locations.

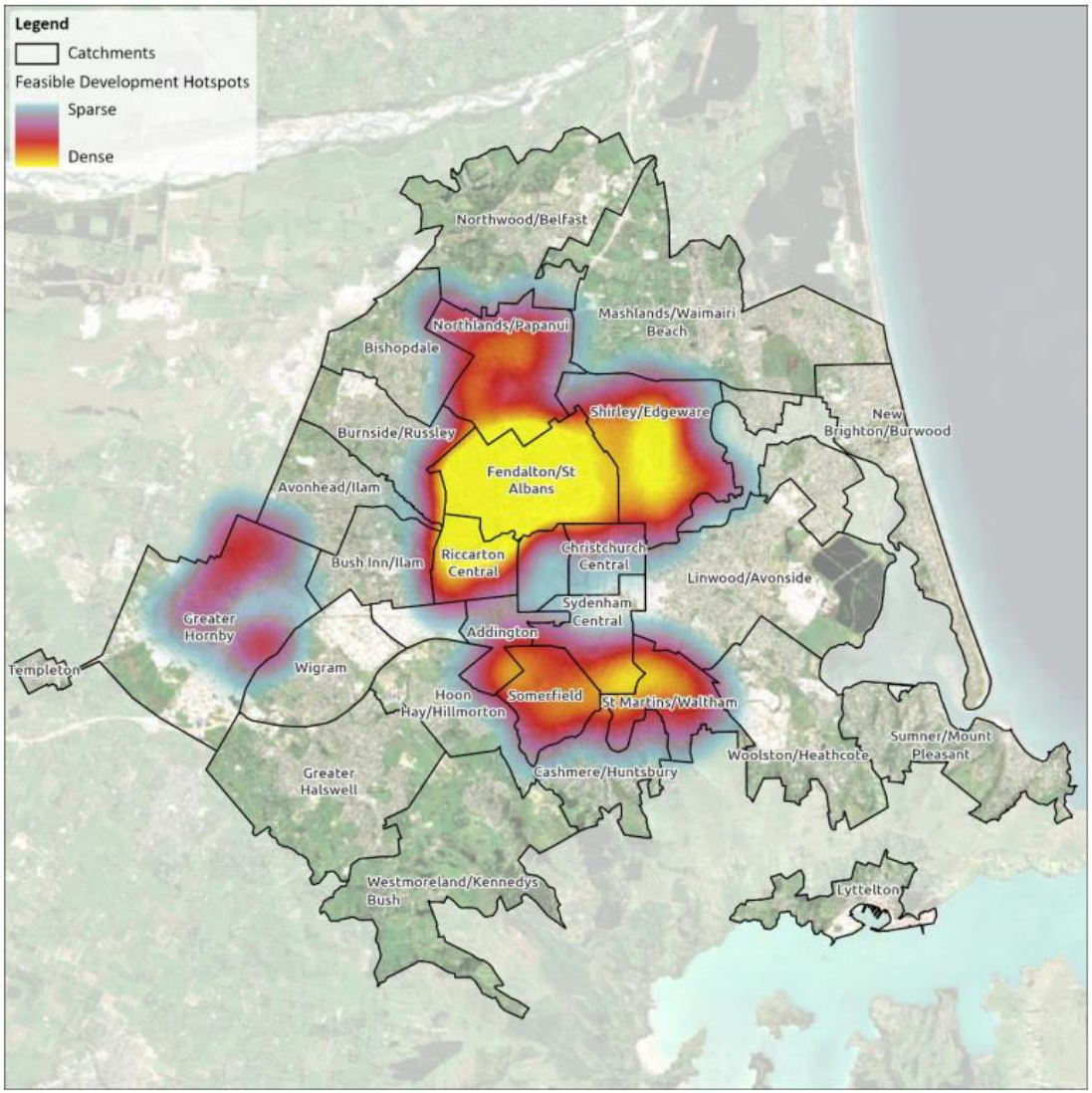


Figure 6.32.4 Potential for medium density residential development, The Property Group, January 2022, page 5

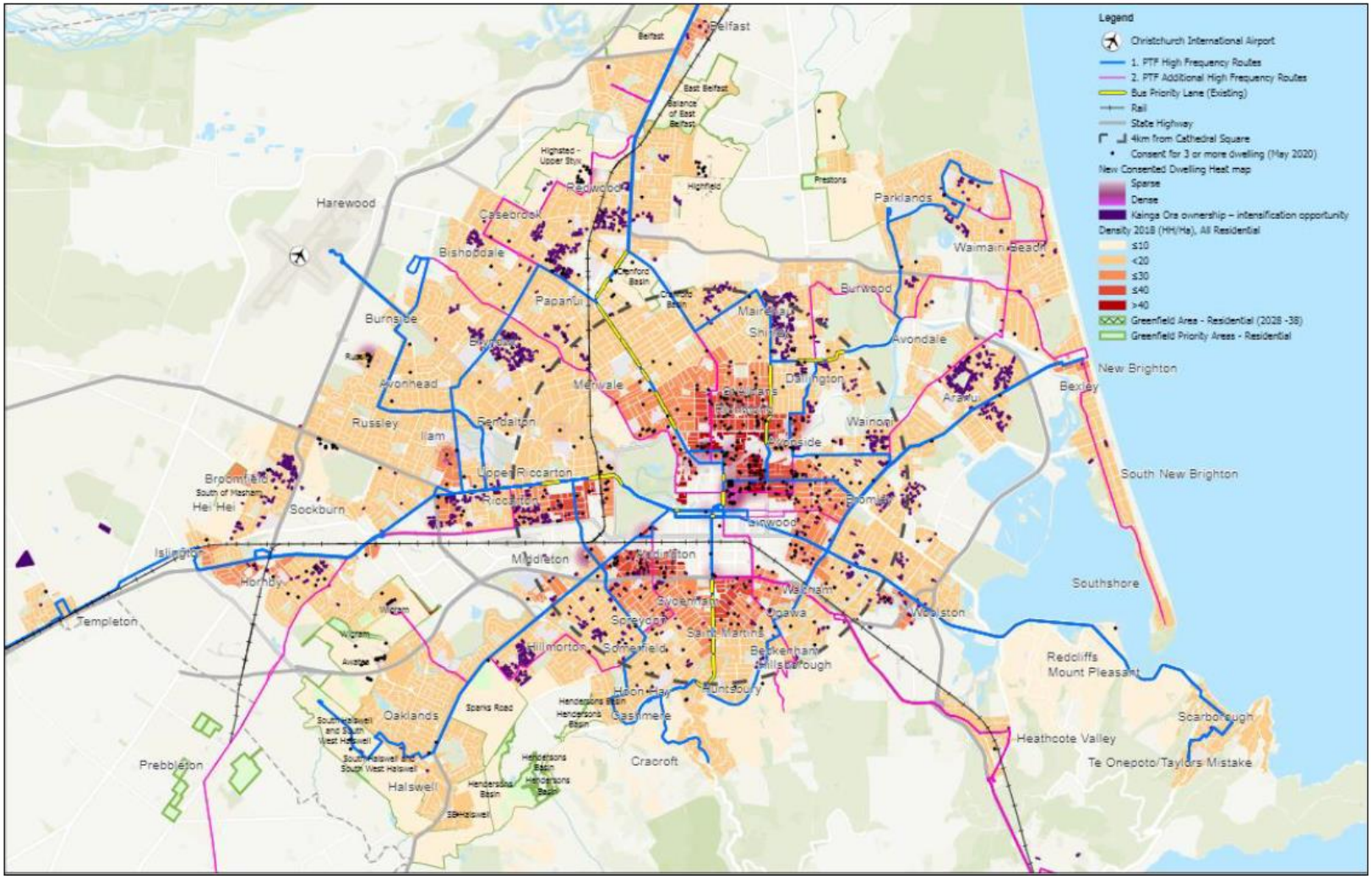


Figure 6.32.5 Greater Christchurch PT Combined Business Case Christchurch residential density 2018, recently approved building consents and existing high-frequency PT network

6.32.28 Comparing Figure 6.32.5 with the area where MDRS is proposed to be enabled and where the LPTA qualifying matter applies shows the areas are strongly aligned with areas of Christchurch where indications point towards market preferences and opportunities for intensification. Notable exceptions to this are located in the eastern part of Christchurch where there are large numbers of Kainga Ora owned properties in areas within the proposed qualifying matter area. Areas include land around Avondale golf course, Woolston in the south and Upper Riccarton in the west.

6.32.29 It is important to note the limitations of the above analysis as indicators of the function of the housing market. Development in these locations will of course be significantly affected by the enablement, or lack of enablement in the current District Plan. A range of factors particular to the owners of land, housebuilders, financiers, the age and value of existing housing stock, physical constraints on land development such as coastal inundation risk, flooding and liquefaction risks are all hugely influential in shaping market preferences.

6.32.30 **77J(3)(a)(ii) & 77L(a) - (b) Why the qualifying matter is incompatible with the level of development permitted by the MDRS and why it might be inappropriate, in light of the national significance of urban development and the objectives of the NPS-UD. -** In order to limit repetition, this evaluation reflects on several similar and overlapping relevant assessments required in the Act for qualifying matters in residential zone under section 77(L) and (J). An analysis of why the proposed qualifying matter is incompatible with the level of development permitted by the MDRS under s77J(3)(a)(ii) is essentially the same issue as s77L(a) and (b) which require the evaluation report to identify and justify specific characteristics that makes the level of development inappropriate.

6.32.31 **Level of development** - The Medium Density Residential Standards have an 11m height standard and limit density to 3 residential units per site with no minimum site size and a limit of 50% site coverage of the net site area which provide for medium density residential development as a permitted activity. In contrast, the Residential Suburban and Residential Hills Zone limit density through a range of standards including requirements for each residential unit to be contained within its own separate site with minimum net site areas of 450m^2 and 650m^2 respectively and an 8m permitted height limit (with up to 9m as a restricted discretionary activity) and 35% site coverage (and 40% for single storey multi-unit development). The Residential Banks Peninsula Zone limits density through requirements for each unit to be in a site of 400m^2, by limiting a site coverage to 35% and limiting the maximum height limit to 7m. These zones also contain standards that require restricted discretionary for multi-unit developments. The above controls are key standards however other relevant matters are landscape area coverage, outdoor living space, daylight recession planes, and building setbacks which also affect the level of development permitted.

6.32.32 The level of development enabled by the MDRS compared with the existing zone standards in these areas will permit additional effects but this is not considered incompatible with the issue of low accessibility to public transport in these areas. When considered on an individual site-specific basis and

taking into account the importance of enabling urban development and the objectives of the NPS UD (see detailed analysis below). It is only in considering the total amount of development enabled in these locations that it is clearly inconsistent with certain objectives of the NPS UD.

6.32.33 This simple calculation of plan enabled capacity within the qualifying area at 80 households per hectare shows a yield of 216,280 households that would be impacted by applying this qualifying matter, based on hills precinct applying. Where the hillside precinct is applied (which sets a minimum subdivision allotment size of 650m^2 thereby having the effect of further reducing development potential) the plan-enabled capacity impacted by the Low PT Access QM is reduced to 188,970. When assessed in terms of feasible capacity impacted, where no hills precinct applies the amount of feasible capacity impacted is 34,100 dwellings. Where the hills precinct does apply the impacted feasible capacity has been assessed as 26,400 dwelling.

6.32.34 **National significance of urban development** - The national significance of urban development is shown in many ways including a series of recent national policy statements and changes to the RMA. Ensuring there is sufficient development capacity in respect of housing and business land to meet the expected demands of the district (and enable urban development) is a primary function of regional and territorial authorities under the RMA (s30(1)(ba) and s31(aa). More recently the national significance of urban development (and enabling urban development) is shown with the content and objectives of the Enabling Housing Supply Amendment Act (HSAA) and the NPS UD 2020. The HSAA amends the RMA to rapidly accelerate the supply of housing where the demand of housing is high and to help address some of the issues with housing choice and affordability in larger cities. It amends the RMA to rapidly accelerate the supply of housing by requiring Tier 1 councils such as Christchurch to set more permissive land use regulations to enable greater housing intensification. The MDRS standards set a minimum level of development for relevant residential areas including enabling three dwellings of up to three storeys per site or greater, to be built "as of right" across Christchurch's urban environment – apart from where qualifying matters apply.

6.32.35 The NPS-UD does not have an overall purpose statement however its 8 objectives set out the scope of the policy statement. These objectives seek to support better functioning urban environments; make housing more affordable and land markets more competitive; enable more people to live close to centres and public transport; allow cities to adapt to changing preferences; make planning decisions more responsive; better integrate land use with infrastructure and support greenhouse gas emissions. The following table sets out an analysis of the Low Public Transport Accessibility qualifying matter against these objectives focussing on whether the qualifying matter is inappropriate or incompatible with the MDRS.

Objectives of the NPS UD	**Assessment in relation to the LPTAA QM**
Objective 1: New Zealand has well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future.	Objective 1 is open to a range of interpretations however the direct meaning of "well-functioning urban environments that" "enable people" "to provide for their" "wellbeing" is consistent with enabling medium density residential development in locations with high accessibility to public transport.

	The principle that in well-functioning urban environments, intensification (in particular higher density development) is focussed around public transport is embodied in the NPS UD, policies relating to this objective: NPS UD Policy 1 also stresses the importance of good accessibility between housing jobs community services open spaces and public and active transport and reducing greenhouse gases (albeit within a context of focussing on enabling an appropriate supply and variety of housing and the housing market). Policy 3(c)(i) "building heights of at least 6 storeys within at least a walkable catchment of the following: i. existing and planned rapid transit stops" and Policy 3(d)(i) "in all other locations in the tier 1 u urban environment, building heights and density of urban form commensurate with the greater of: i. the level of accessibility by existing or planned active or public transport to a range of commercial activities and community services" Medium density development in poorly accessible areas with no focus around public transport is likely to be incompatible and inappropriate with aspects of well-functioning urban environments that require strategic infrastructure spending and planning that integrates the provision of infrastructure with development. Most householders in these areas with lower frequency public transport will find it unattractive to use public transport and continue to drive. This will increase dependency on private vehicle use and aspects of wellbeing such as walkability and health and equality of access will not be maintained or enhanced. This scenario is likely to be contrary to achieving a well-functioning urban environment and providing for the future wellbeing of people and communities.
Objective 2: Planning decisions improve housing affordability by supporting competitive land and development markets.	Analysis of the benefits and costs associated with a compact, consolidated urban form and a dispersed pattern of development by examining different urban form scenarios [211] illustrates that the potential impacts of this qualifying matter can be expected to have a significant influence on

[211] In the report 'Greater Christchurch Spatial Plan Dwelling Affordability Assessment' by Formative (Aug 2022), "Consolidated" is a pattern of development which assumes that current growth trends in Christchurch continue with increasing intensive development; "Compact" assumes more multi-unit dwellings are developed within the central parts of

	the housing market. However, in terms of affordability "moving some growth from one area to the next does result in changes in overall price points, but in the context of the inertia created by the bulk of the existing dwelling stock the impacts are relatively small[212]". Even so, the analysis shows that the lowest price points in Christchurch City would be achieved under the Consolidated pattern followed by the Compact option with the smallest share of affordable priced dwelling under the Dispersed option. • For Christchurch Inner, there would be an improvement in the number of low price point dwellings under the Compact option, followed by the Consolidated. • For Christchurch Outer, there is minimal difference between the three development pattern options, with small improvement in price points for the Compact option and Consolidated. This result is because it assumes more of the Christchurch demand is met through greenfield in the city, rather than through redevelopment/intensification. • For Waimakariri, there would be a larger improvement in dwelling price points under the Dispersed option, followed by the Consolidated. • For Selwyn, there would be a larger improvement in dwelling price points under the Dispersed option, followed closely by the Consolidated[213]. The NPS UD policies relating to this objective (Policy 2) emphasise the provision of sufficient development capacity to meet demand for housing and business land, and (Policy 3) enabling heights and density of urban form in city centres and centres and edge of city centre zones have been addressed by the other proposals in the proposed intensification planning instrument. Taking the above context into account, enabling MDRS or limiting medium density residential development within the proposed QM area is neither incompatible with, nor inappropriate in terms of Objective 2. There is no clear downside in providing additional capacity over and above what is needed to meet this objective in terms of the outcomes sought by Objective 2 and its associated policies.

the urban area; "Dispersed" assumes a pattern that with more standalone dwellings developed on the edge of the urban areas. Application of the qualifying matter is most similar to the Compact pattern and general application of the MDRS is most similar to the Consolidated pattern.

[212] Greater Christchurch Spatial Plan Dwelling Affordability Assessment, Formative, Aug 2022, page 8.

[213] Ibid.

Objective 3: Regional policy statements and district plans enable more people to live in, and more businesses and community services to be located in, areas of an urban environment in which one or more of the following apply: a) the area is in or near a centre zone or other area with many employment opportunities b) the area is well-serviced by existing or planned public transport **c)** there is high demand for housing or for business land in the area, relative to other areas within the urban environment.	Table 3 of this report summarises the suite of permitted activity and readily enabled heights to be enabled in the Medium Density Residential, High Density Residential, City Centre, Central City Mixed Use and Mixed Use Zones ranging from 12-90 metres and 30-100 households / hectare to 50-250 hh/ha with the proposed approach to implementing objective 3 and policy 3 and of the NPS UD. This is a significant uplift in capacity and is wholly consistent with parts (a) and (c) of Objective 3. However, applying MDRS to enable medium density residential development in the Low Public Transport Accessibility Area is considered inappropriate and incompatible with achieving part (b) of this objective as these areas are not well-serviced by existing or planned public transport or readily accessible to areas that are.
Objective 4: New Zealand's urban environments, including their amenity values, develop and change over time in response to the diverse and changing needs of people, communities, and future generations.	The proposed QM is not based on the protection of amenity values and is consistent with objective 4 in that Christchurch's urban environment will be enabled to change over time in response to a range of current and future needs. Medium Density Residential development under the MDRS within this proposed QM area, is neither incompatible with the QM nor inappropriate in the light of objective 4. Applying the objectives and policies and other methods that focus on maintaining amenity in the Residential Suburban, Residential Hills and Residential Banks Peninsula Zones within the QM area is not considered to be incompatible with Objective 4 in that a diverse range of housing types could be enabled with lower density development that suits communities with a preference for larger homes and larger sites predominating in these areas.
Objective 5: Planning decisions relating to urban environments, and FDSs, take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).	Medium Density Residential development under the MDRS within this proposed QM area, is neither incompatible with the QM or inappropriate in the light of objective 5 and the principles of Te Tiriti being: • Kawanatanga and sovereignty of the Crown • Rangatiratanga and acknowledgement of Māori self-determination and control of their affairs • Equity and the principle of partnership between Māori and the Crown (and its successors) • Duty of active protection on the Crown

	• Duty of the Crown to remedy past breaches and a right to redress[214] Assessments undertaken to inform the draft Greater Christchurch Spatial Plan included a mana whenua evaluation that concluded that a compact scenario was preferred because it: • reduces expansion over wāhi tapu and wāhi tāonga • reduces the irreversible loss of productive soils • provides opportunities to restore and enhance the natural environment • is more likely to achieve policy directives for integrated planning (land + water)[215]. The mana whenua evaluation was not an evaluation against the principles of Te Tirity, however to the extent that they (the principles) relate to planning decisions on urban environments, there is a degree of alignment with the mana whenua evaluation of urban form scenarios and it is considered that the qualifying matter will better achieve the principles without it being clear that taking into account the principles could be inappropriate or incompatible with MDRS.
Objective 6: Local authority decisions on urban development that affect urban environments are: a) integrated with infrastructure planning and funding decisions; and b) strategic over the medium term and long term; c) and responsive, particularly in relation to proposals that would supply significant development capacity.	Regarding clause (a) infrastructure planning and associated funding decisions that affect urban environments is based on medium density residential development and intensification occurring in the locations current zoned in the District Plan and planned growth areas. Planning for urban environments is focussed in and around the city centre, town centres, local centres, centres of employment and core public transport routes and (regarding clause (b)) takes into account both medium and long-term timescales. General application of the MDRS to areas at the periphery of the City has the potential to disperse growth away from these areas where growth is currently planned which, were it to occur in significant numbers, would be contrary to this strategic approach, and incompatible with the integration of infrastructure planning and funding. Confining the spatial extent of intensification through the proposed QM means better integration of infrastructure spending on three waters, roading and future PT investment including potential MRT.

[214] A Guide to the Principles of the Treaty of Waitangi as expressed by the Courts and the Waitangi Tribunal, December 2022.
[215] Greater Christchurch Spatial Plan and Mass Rapid Transit Indicative Business Case Briefing, Urban Form Scenarios Evaluation, Whakawhanake Kāinga Committee Urban Growth Partnership for Greater Christchurch, August 2022.

	Regarding clause (c) being responsive to the significant increase in development capacity requires careful consideration be given to the benefits and costs of the significant amount of additional feasible capacity that removing this qualifying matter would enable capacity for a further 188,970 to 216, 280 households depending on whether the hills precinct applied or not. At the same time, the requirement to be responsive to increases in development capacity also implies a requirement to respond to any significant projected differential between the amount of development capacity provided by a district plan and the amount of demand projected. NPS UD Policy 8 clarifies that key tests to consider relating to clause (c) are whether the additional development capacity is "significant" or will contribute to functioning urban environments. It also states the requirements to be responsive to plan changes applies, whether or not it is "unanticipated by RMA planning documents" or is "out of sequence with planned land release". It does not however, mean that any amount of urban development in a given area must be supported by local authorities (provided it is significant) or that proposals that make a trifling or negative contribution to well-functioning urban environments on balance should be accepted. Although there is no doubt that removing the QM would add significantly to development capacity, overall, it is considered that applying MDRS into the proposed QM area is inappropriate and incompatible with objective 6.
Objective 7: Local authorities have robust and frequently updated information about their urban environments and use it to inform planning decisions.	The Council has up to date and robust information about the urban environment within the proposed QM. Medium Density Residential development under the MDRS within this proposed QM area, is neither incompatible with the QM nor inappropriate in the light of objective 7.
Objective 8: New Zealand's urban environments: a) support reductions in greenhouse gas emissions; and b) are resilient to the current and future effects of climate change.	Regarding clause (a) 41% of greenhouse gas emissions for Greater Christchurch are attributed to land transport[216] so it is important to consider the extent to which a more dispersed urban form increases the propensity for private vehicle use and emissions. The evaluation of urban form scenarios for the Greater Christchurch draft Spatial Plan shows that a compact urban form where intensification is focused around public transport routes (in a way that aligns with this QM) has

[216] Greater Christchurch Public Transport Combined Business Case, December 2020, page 15.

	been modelled to have roughly 9% lower vehicle kilometres travelled than a dispersed urban form, all else being equal[217]. Noting that this is the result of improving public transport, not the result of applying this particular qualifying matter, the recommended programme for public transport investment is expected to reduce the total private vehicle kilometres travelled on the Greater Christchurch network by 19.7 million per year[218], which will result in corresponding reductions in emissions from private vehicles. Regarding clause (b) spreading the population outwards by removing the qualifying matter may reduce resilience due to a greater number of isolated communities experiencing growth through the increased opportunities for medium density residential development. Retaining the qualifying matter will concentrate the population within more accessible areas where services (food, health care, power, water, emergency shelter) are more easily able to be reached and provided. However, internal and external migration motivated by climate change may require Ōtautahi Christchurch to accommodate significantly greater numbers than are currently projected by Stats NZ, noting that many assumptions underpin these projections which may not come to pass. By reducing the amount of capacity located in the QM area this will reduce resilience to climate shocks that could trigger waves of internal migration. Medium Density Residential development under the MDRS within this proposed QM is overall not better aligned with Objective 8 and potentially inappropriate and incompatible with it.

6.32.36 The Intensification Planning Instrument for Christchurch will respond to the statutory hierarchy of statutory policy statements, standards and plans whereby the requirements of the enabling Housing Supply and Other Matters Amendment Act and the National Policy Statement Urban Development sit

[217] Greater Christchurch Spatial Plan and Mass Rapid Transit Indicative Business Case Briefing, Urban Form Scenarios Evaluation, Whakawhanake Kāinga Committee Urban Growth Partnership for Greater Christchurch, August 2022.

[218] Greater Christchurch Public Transport Futures Combined Business Cases Non-technical Summary, Greater Christchurch Public Transport Joint Committee, December 2020, page 31.

above (and take precedence over) those of the Canterbury Regional Policy Statement where they differ. PC14 is therefore not required to give effect to the Canterbury Regional Policy Statement as a plan change would otherwise be required to under section 75(3)(c) of the RMA. Section 77G(8) clarifies that:

> *"The requirement to incorporate the MDRS into a relevant residential zone applies irrespective of any inconsistent objective or policy in a regional policy statement."*

6.32.37 While it is noted that the Canterbury Regional Policy Statement contains a number of strong objectives and policies supporting a more compact and consolidated urban form than would occur if the level of the development permitted by the MDRS is enabled within the qualifying matter area, the question of whether the qualifying matter is incompatible is required to be focussed on the national significance of urban development and the objectives of the NPS-UD as discussed above.

6.32.38 **77J(3)(b) and 77J(3)(c) The impact that limiting development capacity, building height, or density (as relevant) will have on the provision of development capacity and the costs and broader impacts of imposing those limits.** The July 2021 Greater Christchurch Housing Development Capacity Assessment, has assessed that in the short term (next three years) there is sufficient urban capacity within each territorial authority and a surplus capacity in Christchurch of 83,770 of feasible capacity in the medium term (next ten years)[219] without implementing the changes required by the NPS UD and Enabling Housing Supply and Other Matters Amendment Act. Analysis of the feasible and realisable development capacity of a regulatory framework that implements proposed plan change 14 including a range of density assumptions, with upzoning in and around centres and the Central City and application of the MDRS across residential zones meeting statutory requirements for a Tier 1 city (in terms of building heights and density and implementation of Policy 3), indicates a raw capacity (without taking into account feasibility of 880,000 household units across the City, which equates to a surplus of feasible capacity of approximately 69,000 with the LPTA qualifying matter applied[220]. This is a significant differential between the assessment of expected demand and the proposed provision of capacity and is an important context for the consideration of the effect of this qualifying matter, as it differs from other cities in Aotearoa New Zealand.

6.32.39 The total number of housing units in the area enabled with the application of MDRS within the area of the proposed qualifying matter amounts to 21-25% of the total plan-enabled capacity (where the total is based on no qualifying matters applying). This is likely to have some impact on costs and benefits of urban development identified as having the highest magnitude of effects being:

[219] Potential shortfalls in Waimakariri and Selwyn have been addressed through plan changes in Rolleston in July 2021 and new policy provisions promote the consideration of rezoning proposals to meet shortfalls in capacity in Selwy and Waimakariri District Councils. Demand for housing is based on projections that the resident population of Greater Christchurch will increase from 536.860 in 2021 to 705,600 in 2051 creating a 37% increase in households over this period (77,100).
[220] see Part 1, Appendix 1 of the section 32 report.

- Costs of living that are internalised by residents - households typically spend 25-30% of their income on housing, transport and utility services
- Agglomeration benefits - normally greatest with new development in central areas closer to existing concentrations of employment
- Distributional impacts on house prices and rents – enabling urban development and increasing housing supply should reduce pressure on prices and rents, leading to a more equitable distribution of income and wealth[221].

6.32.40 Commenting on impacts of this qualifying matter, a high level overview of the economic costs and benefits from Property Economics identifies particular impacts including:

- The ability and extent of choice for residential housing is likely to be reduced outside current and future high accessibility areas.
- Residential land value (per square metre) is likely to rise [in the areas] with [good] access to these routes (within 800m).
- There is, essentially, a competitive advantage provided for residential development within this 'intensification zone'.
- Given the advantage afford through this provision, there is likely to be increased competition (and pressure) to plan for these 'routes' in expanded / new areas[222].

6.32.41 Direct economic benefits as a result of increased residential development within existing and proposed transport routes identified are:

- Improved transport efficiency. This is likely to lead to reduced transportation infrastructure costs for the community.
- Reduced public transport marginal costs, viability, and reliability. As a result of an increased population within a smaller geospatial extent, this generally leads to higher utilisation and improved coverage.
- Increased community accessibility. With a greater proportion of residential development and therefore population growth being accommodated within 800m of a core public transport route, this provides greater access to employment, amenity services, and community facilities (including healthcare).
- Reduced carbon emissions[223].

6.32.42 Indirect economic benefits identified in the Property Economics report include:

- Increased efficiency relating to other forms of infrastructure. The resulting intensification of residential development is likely to increase the utilisation of existing infrastructure capacity (lower marginal costs) and also reduce the marginal (long-term) costs of infrastructure provision and maintenance.

[221] The Costs and Benefits of Urban Development, Final Report, Prepared for Ministry for the Environment, MRCagney, page 10.
[222] PC14 Public Transport Accessibilty QFM Economic Overview, Property Econmics, Report for Christchurch City Council, February 2023.
[223] Ibid, page 3.

- Increased Amenity. The resulting intensification of residential growth and lowering of marginal costs is likely to lead to greater amenity benefits through improved service provision and access.
- Improved diversity and choice. This relates to both housing as well as providing for a greater 'critical mass' that supports greater level of diverse goods and services.
- Improved accessibility and equality of opportunity.
- Improved function and vitality of centres[224].

6.32.43 Potential economic costs of reduced residential capacity and reduced extent of location choice are identified as the key economic costs associated with this qualifying matter. It has been identified as having potential to impact upon the sufficiency of capacity, overall housing affordability, and locational choices. However, it is noted that due to the level of sufficient capacity remaining, the extent to which this materially impacts on the Christchurch housing market is significantly reduced[225]. Other costs identified by the Property Economics report include (noting impacts will also include social environmental cultural and risks described in the table evaluating the key options above):

- Crowding out effects such as congestion. This relates to the capacity of existing infrastructure and the relative cost of upgrading this infrastructure to meet greater levels of capacity.
- Reduced market signals. This cost relates to the introduction of public transportation access as a predetermination of locational efficiency for increased residential density. This factor is unlikely to be the dynamic factor behind efficient locations as other factors such as wastewater infrastructure, may have an equal or larger bearing on efficiency and relative costs.

6.32.44 **77J(4)(b) and 77L(c)(iii) How modifications to the MDRS applied to the relevant residential zones are limited to only those modifications necessary to accommodate qualifying matters and, in particular, how they apply to any spatial layers relating to overlays, precincts, specific controls, and development areas, and including evaluation of a range of options to achieve the greatest heights and densities permitted by the MDRS (as specified in Schedule 3A) or as provided by policy 3 while managing the specific characteristics. -** Modifications to the MDRS that successfully address the qualifying matter are considered unlikely to realise significantly more feasible development capacity within the proposed qualifying matter as the amount of development capacity in areas with low accessibility to public transport is the fundamental issue. The qualifying matter addresses the advantages of a more compact and consolidated urban form from land use intensification occurring on and around selected public transport routes that connect centres and major employment centres. However, it is noted that reasonably practicable options for modifying the MDRS have been considered including:

[224] Ibid, page 4.
[225] Ibid, pages 4-5

(a) Varying specific development standards within the MDRS (height, density, site coverage and bulk and location rules) to allow lower levels of intensification to a level that is similar to what is enabled by retaining the Residential Hills, Residential Banks Peninsula and Residential Suburban Zones.
(b) Expanding the distance where the MDRS is applied from a network of core and high frequency bus routes (800m) and High Density Residential Zoned areas (200m) to 1200 metres and 400 metres respectively to reduce the size of the qualifying matter.
(c) Further expanding the above distances to a point where the qualifying matter only applies to the large discrete contiguous residential areas affected by the QM farthest from and with the least accessibility to the City Centre in the Port Hills and Lyttleton.
(d) Adding a further policy and new assessment matters for multi-unit developments exceeding permitted MDRS standards within a qualifying matter overlay which addresses the effects of increased levels of development in areas with poor accessibility to public transport and where development does not align with a strategy for integration of intensification with planned infrastructure upgrades.

6.32.45 Regarding the above options, the Council has reflected on relevant NPSUD objectives and policies and reached the view that medium density residential development should be concentrated in the most advantageous areas through applying the proposed qualifying matter. Other options (along the lines of a-d above) may have varying degrees of compatibility to the matters addressed by the proposed qualifying matter. However, if they significantly increase the extent to which development enabled by applying the MDRS within the qualifying matter is enabled, it is likely they do not fundamentally address the issue, and will lead to outcomes not supported by the objectives of the NPS UD, particularly Objectives 1, 3, 6 and 8. Conversely, if they do address the issue in a robust way, they are unlikely to be significantly more enabling than applying the qualifying matter.

6.32.46 The existing operative district plan zones (the RS, RH and RBP zones) where the qualifying matter is proposed to be applied have been evaluated through an extensive process of testing and development, including section 32 evaluation, a submission process, and consideration of evidence through the Independent Hearing Panel process. Although not subject to the current context of the NPS UD, the earthquake recovery context at the time placed a not altogether dissimilar emphasis on providing for urban development and activities with minimal reliance on resource consent assessment processes as can be seen in Strategic Directions Objectives 3.3.1 Enabling recovery and facilitating the future enhancement of the district and 3.3.2 Clarity of language and efficiency. This plan development process found these zones (as a suite of provisions) were largely appropriate in allowing modest levels of intensification and consolidation to occur in these areas. These proven methods would be retained and this provides a high degree of confidence that the anticipated outcomes in these zones will be achieved.

6.32.47 **Clause 3.33 (3)(b) Requirements if qualifying matter applies -** This provision within the NPS UD relates to qualifying matters affecting the implementation of Policy 3 which addresses the scale of development to be enabled within and around centres. The LPTAA qualifying matter should complement the implementation of increased heights and level of development within centres and the walking catchment of centres under Policy 3 of the NPS UD as set

out in PC14. Policy 3 does not address the implementation of the MDRS within residential areas of Christchurch and is therefore not relevant in evaluating this qualifying matter.

6.32.48 **Summary and Overall Conclusion** - The purpose of the Low Public Transport Accessibility qualifying matter is to restrict the application of medium density residential development enabled and the application of a Medium Density Residential Zone and MDR standards to residential zoned areas within 800m walk from high frequency public transport routes, bus routes between employment centres, and areas within 200m of High Density Residential Zones, in addition to areas zoned Residential Suburban Density Transition Zone, Residential New Neighbourhoods and Residential Medium Density.

6.32.49 This qualifying matter will provide for a level of intensification within the qualifying matter area consistent with the level of existing and likely future accessibility to employment, education and community services in these areas and promote an integrated and more efficient and effective approach to the provision of public transport and three waters network infrastructure focussed on areas most suited to enable intensification close to centres and areas with relatively strong demand. It will support well-functioning urban environments reductions in greenhouse gas emissions and support resilience to climate change effects without significantly impacting on housing affordability and competitive land and development markets.

6.32.50 The social and environmental benefits of this qualifying matter are considered to outweigh the economic benefits of reducing the development capacity from what could be achieved if this qualifying matter was not applied. The above analysis of the proposed qualifying matter in terms of the NPS UD finds the recommended approach strongly aligns with Objectives 1, 3, 6 and 8 of the NPS-UD. Accordingly, the recommended qualifying matter and the manner in which it is applied is justified under the relevant legislation in s77 of the RMA and overall will better manage the effects of intensification proposed by PC14 to provide a well-functioning urban environment.