

## Our proposed Housing and Business Choice Plan Change (14)

### Submitter Details

**Submission Date:** 01/05/2023

**First name:** John **Last name:** Hudson

**On behalf of:**

**Preferred method of contact:** Postal

**Postal address:** 12 Watford St

**Suburb:** Strowan

**City:** Christchurch

**Country:** New Zealand

**Postcode:** 8052

**Daytime Phone:** 0274362699

I could not  
 Gain an advantage in trade competition through this submission

I am not  
 directly affected by an effect of the subject matter of the submission that :  
 a. adversely affects the environment, and  
 b. does not relate to the trade competition or the effects of trade competitions.

Note to person making submission:

If you are a person who could gain an advantage in trade competition through the submission, your right to make a submission may be limited by clause 6(4) of Part 1 of Schedule 1 of the Resource Management Act 1991

**Would you like to present your submission in person at a hearing?**

- Yes
- I do NOT wish to speak in support of my submission and ask that the following submission be fully considered.

Additional requirements for hearing:

### Attached Documents

File
Appendices submission - John Hudson
Submission - John Hudson

# Have your say

## Housing and Business Choice Plan Change 14 and Heritage Plan Change 13

Received by City Planning 11/5/23.

Clause 6 of Schedule 1 Resource Management Act 1991

Before we get started we'd like to ask a few questions about you. This helps us better understand who we are hearing from.

Gender:  Male  Female  Non-binary/another gender

Age:  Under 18 years  18-24 years  25-34 years  35-49 years  50-64 years  
 65-79 years  over 80 years

Ethnicity:  New Zealand European  Māori  Pacific Peoples  Asian  
 Middle Eastern/Latin American/African  Other European  Other

**\* Required information**

Name\* John HUDSON  
 Address\* 12 WATFORD ST Postcode\* 8052  
 Email j.hudson@xtra.co.nz Phone no. 0274362699

If you are responding on behalf of a recognised organisation, please provide:

Organisation's name —  
 Your role —

**Trade competition and adverse effects\* (select appropriate)**

I could /  could not gain an advantage in trade competition through this submission.

If you are a person who could gain an advantage in trade competition through this submission, are you directly affected by an effect of the proposed plan change/part of the plan change that -

- (a) adversely affects the environment, and
- (b) does not relate to the trade competition or the effects of trade competition?  Yes  No

\* A person who could gain an advantage in trade competition through the submission may make a submission only if you answered Yes to the above, as per clause 6(4) of Schedule 1 of the Resource Management Act 1991.

**Please indicate by ticking the relevant box whether you wish to be heard in support of your submission\***

- I wish to speak in support of my submission on Plan Change 13
- I wish to speak in support of my submission on Plan Change 14
- I do not wish to speak.

**Joint submissions (Please tick this box if you agree)**

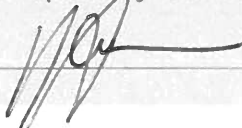
If others make a similar submission, I will consider presenting a joint case with them at the hearing.

**If you have used extra sheets for this submission, please attach them to this form and indicate below\***

Yes, I have attached extra sheets.  No, I have not attached extra sheets.

**Signature of submitter (or person authorised to sign on behalf of submitter)**

A signature is not required if you make your submission by electronic means.

Signature  Date 1/5/2023

Have your say

## Housing and Business Choice Plan Change 14

The specific provisions of the plan change that my submission relates to are as follows:\*

(Please continue on separate sheet(s) if necessary.)

Chapter 5 Natural Hazards  
 Flooding. The intersection of Brendley Ave  
 and Watford St is prone to severe flooding, most  
 recently Feb 2023.

My submission is that:\*

(You should clearly state whether you support or oppose the specific proposed provisions or wish to have them amended. You should also state the reasons for your views. Please continue on separate sheet(s) if necessary.)

High density housing (HRZ) is not suitable  
 with this persistent, unresolved flooding  
 likely to recur.

I seek the following decision from the Council:\*

(Please give precise details stating what amendments you wish to see made to the proposed Plan Change.

Please continue on separate sheet(s) if necessary.)

Change Watford St from HRZ to MRZ

Have your say

## Housing and Business Choice Plan Change 14

The specific provisions of the plan change that my submission relates to are as follows:\*

(Please continue on separate sheet(s) if necessary.)

TRAFFIC

Chapter 7 There is an existing problem with heavy traffic congestion due to St Andrews College traffic, and a major parking problem with the entire length of Watford St congested by school parking every day of term time.

My submission is that:\*

(You should clearly state whether you support or oppose the specific proposed provisions or wish to have them amended. You should also state the reasons for your views. Please continue on separate sheet(s) if necessary.)

Transition to HRZ will exacerbate traffic congestion (more residents = more cars).  
Transition to HRZ will exacerbate the already overcrowded parking in Watford St.  
(More residents = more cars needing "on road" parking. Congestion is already at a peak. Significant Health + Safety issues.

I seek the following decision from the Council:\*

(Please give precise details stating what amendments you wish to see made to the proposed Plan Change.

Please continue on separate sheet(s) if necessary.)

Change Watford St from HRZ to MRZ

Have your say

## Housing and Business Choice Plan Change 14

The specific provisions of the plan change that my submission relates to are as follows:\*

(Please continue on separate sheet(s) if necessary.)

Chapter 14 Character of Area.

I have lived at 12 Watford St since 1953. I know the area! Watford St has many character family homes with attractive trees and gardens. Intensification will destroy the character of this attractive Street

My submission is that:\*

(You should clearly state whether you support or oppose the specific proposed provisions or wish to have them amended. You should also state the reasons for your views. Please continue on separate sheet(s) if necessary.)

Watford St is in close vicinity to neither Merivale nor Papanui. There is no good reason to intensify housing in this street and destroy character homes and gardens suitable for families with children. The surrounding streets are MRZ. Watford St appears to have been 'picked out' for HRZ for NO GOOD REASON. Please let sanity prevail.

I seek the following decision from the Council:\*

(Please give precise details stating what amendments you wish to see made to the proposed Plan Change.

Please continue on separate sheet(s) if necessary.)

Change Watford St from HRZ to MRZ

## Our proposed Housing and Business Choice Plan Change (14)

### Submitter Details

**Submission Date:** 12/05/2023

**First name:** Helen **Last name:** Broughton

**Organisation:** Waipuna Halswell-Hornby-  
 Riccarton Community Board

**On behalf of:**

**Preferred method of contact** Email

**Postal address:**

**Suburb:**

**City:** Christchurch

**Country:** New Zealand

**Postcode:** 8154

**Email:** helen.broughton@ccc.govt.nz

**Daytime Phone:** 027 640 4935

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**Would you like to present your submission in person at a hearing?**

- Yes
- I do NOT wish to speak in support of my submission and ask that the following submission be fully considered.

Additional requirements for hearing:

### Attached Documents

File
Waipuna Halswell-Hornby Riccarton Community Board - email

File

FINAL- Draft Housing and Business Choice Plan Change 14 Submission

**Mulder, Andrea**

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**From:** Collins, Faye  
**Sent:** Friday, 12 May 2023 4:21 pm  
**To:** Engagement  
**Cc:** Broughton, Helen  
**Subject:** WAIPUNA HALSWELL HORNBY RICcarton SUBMISSION ON PLAN CHANGE 14  
**Attachments:** FINAL- Draft Housing and Business Choice Plan Change 14 Submission.pdf

Good afternoon,

Please find attached the community Board's submission on Plan Change 14 -Housing and Business Choice

## Faye Collins

### Community Board Adviser

Comm. Governance Team (Hal-Hor-Ric)



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PO Box 73022, Christchurch 8154



[ccc.govt.nz](http://ccc.govt.nz)



## Draft Housing and Business Choice Plan Change 14

### Waipuna Halswell Hornby Riccarton Community Board

#### **1. Introduction**

- 1.1. The Waipuna Halswell-Hornby-Riccarton Community Board (“the Board”) appreciates the opportunity to make a submission on Draft Housing and Business Choice Plan Change 14 the (“the Plan”).
- 1.2. The Board wishes to be heard in support of its submission.
- 1.3. The Board’s responses to the specific detailed changes to the District Plan will be provided separately.
- 1.4. The Board recognises that the purpose of the proposed changes in the Draft Housing and Business Choice Plan Change 14 (“the Plan”) is to address population growth, housing issues, including affordability, and climate change and to bring the District Plan in line with government direction of the National Policy Statement-Urban Development and the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021 (“the Act”) to enable more development in the city’s existing urban footprint by allowing higher height limits within and around the City Centre and suburban commercial centres.

#### **Tier 1 City**

- 1.5. The Board considers, however, that it is unnecessary and inappropriate for Christchurch City Council to be included as a Tier 1 territorial authority under the Act. The Board submits that, unlike other cities controlled by Tier 1 authorities, Christchurch has sufficient land capacity for housing in the short, medium, and long term. This is largely the result of the recovery plans, regeneration plans and Independent Hearings Panel process for the Christchurch District Plan following the 2010-11 earthquake sequence that have produced land use planning changes that have already enabled Christchurch to provide better for housing supply and intensification than other cities. In these circumstances the “one size fit all” approach of the Act is clearly not justified. Mayor’s letter to the Minister of the Environment dated 2019 to be provided.

#### **Population Projections**

- 1.6. The Board questions the population projections used. It understands a team of staff from Christchurch City Council and The Canterbury Regional Council (Environment Canterbury) formed projections based on the Livingstone Report. The Board considers the projected population increase used for the Plan to be far higher than previous projections.
- 1.7. The Chairperson of the Board has received advice from Blackburn Management Ltd, a company monitoring construction levels in Canterbury, that indicates the population of Christchurch has been in recent decline - "not by a tremendous amount but it is definitely not growing". (- 0.5% in 2021 and - 0.2% in 2022.) Compare this to neighbouring Selwyn (+5% in 2022) and Waimakariri (+2% in 2022.) 'The Blackburn report indicates that medium density dwellings are oversupplied. Please find refer to the graph and Executive Summary in the attached document. Mr Mike Blackburn Is prepared to be a technical witness at the Independent Panels’ Hearings in October 2023.

- 1.8. The Board requests that population projections and the need for high and medium density housing are based on accurate figures. The Christchurch District Plan should be based on accurate indications of growth. It is sad that existing communities are being destroyed or affected in a major way for a theory that may be based on inadequate figures.

### Concerns

- 1.9. The Board is concerned that some areas are moving from suburban density to high density. This means that some citizens are in a suburban density area, where the maximum is currently two storeys, now moving to high density, six storeys. There are three areas in the Board are facing this scenario - Church Corner represented by the Church Corner Residents' Association, the area around Riccarton House and Bush, represented by the Riccarton Bush / Kilmarnock Residents' Association and Hornby represented by the Greater Hornby Residents Association. Obviously, this affects longstanding residents, but at a recent meeting new residents who bought character homes or built new homes in Riccarton expressed anger - they had bought in an area that was low density to now find there was a government mandate for high density. Hornby similarly has some areas where this is occurring. This seems particularly unfair for the residents affected in this way. The Board requests that a rule be included providing that no area that is suburban density currently should be re-zoned high density.
- 1.10. Regarding housing affordability, the Board highlights that the Council's Section 32 analysis recognises that housing affordability is unlikely to be achieved via the proposals in the Plan.
- 1.11. The Board is also concerned that the city's infrastructure will not be able to cope with the level of intensification proposed and it understands that no full assessment of the capacity of infrastructure (electricity and water) has been undertaken. It notes and shares the concerns raised by Orion in feedback submitted on 4 February 2022 in response to the Council's original engagement.
- 1.12. Additionally, the Board notes that no social impact assessment has been undertaken as part of the plan despite the enormous social implications of the proposal. The Board understands that this would normally be done prior the plan change being released for consultation (Section 32, 1(c) and 2(a) Resource Management Act 1991. There were 700 submissions in a pre-formal consultation phase that could have formed the basis of a social impact report.
- 1.13. The Board recognises also that the proposed changes **aim** to provide for more houses in the parts of the city that are close to growing commercial centres, where there is good access to services, public transport networks and infrastructure and that building more homes on the existing urban footprint will protect versatile soils. The Board is conscious, however, that there has been no independent assessment of services, public transport networks and infrastructure to determine their ability to cope with the level of intensification proposed in the Plan.
- 1.14. The Board understands that some of the proposed changes are legal requirements of the new national direction and cannot be easily influenced by the Council, or community feedback. The Board nevertheless considers that it is important to record and support the views of many residents who are strongly opposed to the imposition of the government mandated intensification proposals.
- 1.15. The Board understands the Council has discretion around matters including:
- walkability,
  - building height etc.
  - whether small scale retail is included in the definition of Town Centres.

## Earthquake city

1.16. The Board notes that “Qualifying Matters” in terms of the Resource Management Act 1991 are characteristics or qualities specific to some areas or properties, which means the rules enabling increased development will be modified to the extent necessary to maintain and protect values or manage effects and includes “any other matter that makes higher density, as provided for by the MDRS or policy 3, inappropriate in an area, but only if section 77L is satisfied”.

1.17. **The Board queries whether the effects of the major earthquake sequence suffered by Christchurch in 2010-11 should be regarded a qualifying matter for the whole city? Residents of Christchurch are understandably concerned about increased height of buildings proposed by the intensification not only because of the actual earthquake risks of taller buildings, but also the psychological effects (as referred in 1.19 no social impact assessment has been undertaken to date) of these buildings on residents who have been traumatised by the earthquake experience. The Board is aware that has been no geotechnical assessment or report undertaken as part of the Plan, but believes strongly that the city’s proven ongoing earthquake susceptibility should be accepted as a qualifying matter and that the whole of Christchurch should not be subject to the proposed intensification requirements. See the video at <https://af8.org.nz/af8-scenario> re Alpine Fault risk.**

The Board stresses that if this is accepted it will not prevent intensification in the city but will change the focus to building taller buildings in parts of the city where they are acceptable to residents and providing the Council with more discretion about the type of intensification that is appropriate for Christchurch. In the event that earthquake susceptibility of the whole city is not accepted as a qualifying matter, the Board considers that at least the most susceptible TC3 land should be a qualifying matter.

1.18. The Board feels compelled to record the views of many residents who have expressed concern that the directions from central government being given effect to remove the opportunity for them to have any meaningful voice in planning the city they have chosen to live in and will destroy the unique character of Christchurch. Many recall post-earthquake agreements with central and local government representatives, that Christchurch would be low rise in the future. They regard the proposed changes as a breach of trust for those who have invested in the city and their local areas in good faith.

1.19. The Board reiterates its concern that there have **not** been assessments on:

- **social impacts**
- **infrastructure capacity**
- **citywide geotechnical stability**

provided as part of the consultation. The Board is concerned that the absence of these assessments makes it extremely difficult for residents to make fully informed submissions.

1.20. The Board appreciates that Riccarton Bush Interface has been accepted as a qualifying matter in the Plan, but considers further adjustment to the area is required. This is further referred to below in Riccarton Issues.

## 2. Medium Density Residential Zoning

- 2.1. As indicated above the Board is concerned at “the one size fits all” approach that will see most residential areas of Christchurch become a Medium Density Residential Zone as it considers that this zoning, that allows development of up to three homes of up to 12 metres high on a single property, without resource consent, is not suitable for many areas.

### Baseline

- 2.2. The Board notes that the Medium Density Residential Zone does not limit development to three stories/12metres but creates a permitted base line for housing developments. Development higher than three storeys will be considered via the resource consent process that will focus on the effects of the development above the baseline. This means that the effects of a proposed five storey building will be considered as the effects of the additional two storeys only. There was a recent example of a development in Riccarton in a medium density residential zoned area that would normally lead to 3 storey town houses of a five storey, 42 apartment building being approved by way resource consent without notification or hearing- Resource Consent RMA2016/1434 attached.

### Qualifying Matters

- 2.3. The Board considers that many areas of the city are unsuitable for the proposed increased development that is enabled by The Plan. The Board **notes** that strong evidence is required for something to be a Qualifying Matter and considers that the threshold for qualifying matters is too high with the criteria including: matters of national importance, nationally significant infrastructure, heritage and public open space and ‘other matters’, requiring significant evidence, including site-by-site evaluation and full consideration of what housing or business capacity is likely to be lost by stopping or limiting more homes from being built and an options analysis for how higher densities can still be achieved.
- 2.4. The Board supports the Qualifying matters proposed in the Plan but **does not consider** that the categories are sufficient to represent many areas of the city that ought to be exempt from the intensification proposals in the Plan. The Board **considers** that there needs to be recognition of a range of other matters that render areas of the city unsuitable for the type of intensification proposed. These matters include land stability and the height of the water table in some areas, as well as the capacity of infrastructure such as roading to cope with additional development particularly in areas of already rapid growth. In Halswell there is evidence that roads are already struggling to cope with the traffic generated by the growth. The Board **notes** that the removal of the requirement for developments to provide on-site parking is already causing parking and traffic issues. There are vehicles having to be parked on pavements and illegally in suburban streets; this is likely to become much more severe with the proposed allowable intensification (Any requirement for onsite parking was removed in February 2021).

### Trees and Financial contributions

- 2.5. In recognition of the many environmental economic, cultural and social benefits, Christchurch is currently planning to increase its tree canopy focusing firstly on those areas of the city that currently have lower percentage of trees. One of these areas, Hornby is in the Board area and parts of it are proposed to be zoned higher density under the Plan. The Board understands that it is proposed as part of the Plan to require Financial Contributions from developers where trees are not retained or planted as part of a development. The purpose of the contributions is to help fund increasing the tree canopy cover in the city. The Board submits that these financial contributions will not necessarily help to increase the urban forest in the parts of the city where it is most needed due to a current deficit. It is

critical that financial contributions regarding trees be used in the ward that the development occurs in. There needs to be a change to the financial contributions policy to address this.

- 2.6. Christchurch is known as the Garden City, but in terms of tree canopy cover it has fallen below other cities. The move to enhance tree canopy cover via Ōtautahi Christchurch Urban Forest Plan is undermined by the intensification requirements of central government. The two policies are contradicting each other.
- 2.7. It is important to note that Council has no discretion over the removal of roadside trees if a developer wants a different entrance to a new development compared to the older development. Often a replacement tree is planted that will take many years to fully grow. The Board suggests there be no discretion for roadside reserve trees - that a tree be replanted on the roadside where trees have been removed and that it be as mature as possible. In terms of the Resource Management Act it should be a “discretionary activity”.
- 2.8. Trees on site – The Board suggests the aim of 20% minimum tree coverage is positive, but unlikely to be achieved. The Board envisages medium or high-density developments will find it difficult to meet the 20% minimum cover. It is likely a financial contribution will need to be paid instead. The Board suggests the financial contribution be used for trees in the vicinity or at the very least within the same ward area.
- 2.9. The Board does not have sufficient expertise to comment on the level of the financial contribution although it does support financial contributions being paid where the developer is unwilling or unable to plant trees. The Board is very clear about the strong requirement to plant mature trees on roadside reserve.

### **Recession Planes and Sunlight**

- 2.10. The Board fully supports the modified approach to recession planes to better reflect Christchurch's specific latitude. However, we suggest it does not go far enough. The Board requests that there is provision for all ground floor dwellings to have access to sunlight all year round.

### **Noise Contours**

- 2.11. Noise Contours- The Board understands a final noise contours proposal will be produced shortly. The Board supports noise contours being a qualifying matter. The Board suggests that contours be extended further as some residents seek clarification as to why one side of the street was included and not the other. The Board will seek more clarification of the modelling.

## **3. Higher Density Zoning**

- 3.1. The Board notes that under the National Policy Statement – Urban Development 2020 building development even greater than what is allowed under the Medium Density Residential Standards is to be enabled within and around the central city and suburban commercial centres. The Board considers that the current zonings levels appear unnecessarily complex and that it would be preferable that there be Town Centres, Local Centres and Neighbourhood Centres only.
- 3.2. All Town Centres are enabled to go to six stories. Removing the “Larger Local Centre” would mean that the maximum height of housing around the Bush Inn Centre would be 14 metres. This would be well welcomed by the local community and appropriate given that the Bush

Inn Centre is currently hard to categorize as a larger local Centres without a supermarket and is more akin to a Local Centre. Many of the shops are currently closed. More evidence is likely to be produced on this at the hearing.

- 3.3. The Board is opposed to a residential building height increase beyond 12 metres in areas other than the City Centre. It considers development up to 20 metres to be to be totally inappropriate for Town Centres including North Halswell and Large local Centres such as Church Corner and will be totally at odds with the character of these areas.
- 3.4. Commercial buildings proposal for an increase of building heights to 20 or 22 metres (six storeys, depending on building design) in line with High Density Residential Zone in Riccarton and Hornby. The Board recognises that the proposed changes aim to provide for more houses in the parts of the city that are close to growing commercial centres, where there's good access to services, public transport networks and infrastructure, but considers that meeting this aim as proposed in these areas will destroy the character of the area. While the Board understand the importance of intensification the Plan change as it stands seems likely to achieve this at the cost of the character and livability of these areas for both existing and new residents.
- 3.5. The Board also questions whether provision for six stories is required since development to three stories is generally mandated across the city? Victoria Street residents have information that questions "Has government overcooked intensification?" The Board is concerned that Central Government when it required six storey development in August 2020 had no idea that three storeys across Tier One Cities would be mandated as well in November 2021 with the support of the opposition.

### Central City

- 3.6. The Board believes high- density residential development in areas such as Riccarton and Hornby will detract from intensification in the Central City and Council's aim for a vibrant central city. Since at least 2001, Council has argued for more residents to live in the central city to make a viable city centre. High rise developments in Riccarton, Hornby, Papanui will undermine this objective. As land will be less expensive, developers will tend to build in the suburban locations and the goal of revitalising the central city may be lost for now and future generations. It is critical that the central city is considered a priority. There is strong consensus from residents on the need to revitalise the central city. Riccarton is particularly affected, having two Commercial Centres close together- Westfield and Bush Inn Centre. It is very unusual to have a large Town Centre close to the Central City - added to this is the fact the Bush Inn Centre is very close to Westfield. In fact, if the intensification was to go ahead as planned much of Riccarton would be zoned for up to six stories. The Board doubts that this was intended or foreseen by the parliamentarians passing the legislation. To avoid this situation an additional "qualifying matter" could be introduced that there needs to be significant distance between Town Centres. The Board will access technical evidence before the hearing.

### Commercial Centres

- 3.7. Certain sections of Chapter 15 of the District Plan are to change with Plan Change 14.

There are two major concerns:

- Height: The Board opposes changing the provisions for the maximum height of a building from 20 to 22 metres. The currently plan allows a height of 20 metres but the proposal is to allow 22 metres. The Board's understanding is the increased

height was requested by Scentre in the informal consultation stage. The Board has no objection to the increased height for a large complex such as Westfield, but is concerned at currently low level commercial buildings alongside residential areas being 22 metres. One example is the low-level commercial buildings on the northern side of Riccarton Road. The height of 20 metres was allowed in the 2016 Christchurch District Plan; until then building was allowed to 12 metres. The area of Kauri/Rata/Rimu has been viewed as critical to protect. The Riccarton Borough Council considered zoning the area residential, but settled on low rise commercial. The low-rise commercial has worked reasonably well. The Board requests a change of policy that the maximum height of low rise commercial buildings by a residential sector be reduced to 14 metres. We will advance more detailed argument {if more technical evidence can be provided} but at a minimum, it requests the height remain at the current level of 20 metres.

- **Setback.** 15.4.2.4 the Board supports the proposed distance between the commercial and residential but would prefer greater distance. (More technical evidence may be available at the Hearing). The Board considers that the height of a commercial building alongside a residential area needs to be adjusted if the residential area is not zoned for 20 metres. The Board supports in such instances the height be reduced to 14 metres, but is aware this may not be possible if the 20 metre height is already approved in the current District Plan. There are concerns if there is little or no separation between the commercial and residential. There is an example on the northern side of Riccarton Road, where there is no buffer due to a previous rezoning in 2015. (More technical evidence will be supplied at the hearing if available). The Board does not know if this is an individual situation or more widespread.

## Local Issues

### Hornby

- 3.8. This is a suburb with many industrial and other commercial buildings. The roads carry many heavy vehicles. It is also the area that most residents of other suburbs use to travel south. Hornby residents are a tightly connected inter-generational community and there is a deep concern that six storey development will break up this strongly linked community. Hornby residents have indicated that they are opposed to the possibility of six storied development. At a recent Greater Hornby Residents' Association meeting that was attended by five Board members, all 60 residents present expressed opposition to the possible development of six stories. Indeed, the Board understands that the community has concerns regarding three-storied development. The Board understands that the Greater Hornby Residents Association will be making a submission on behalf of residents.
- 3.9. The Board Chairperson has spoken with Ravensdown, a fertiliser manufacturer, located in Hornby. The company expresses concern regarding the proposal for six storey development in its vicinity. There have been difficulties in the past between Ravensdown and local residents regarding the company's activities including discharges, traffic movements and noise. Ravensdown was functioning before Hornby was developed.
- 3.10. The Board is aware that Ravensdown will be making its own submission on the plan and fully supports its request. The Board suggests there is a strong constraint on residential height and a wide buffer provided between residential areas and any industrial development. There may be other housing areas close to Industrial plants where there should also be a constraint on residential height and a wide buffer provided.

### Riccarton Issues

- 3.11. The face of Riccarton will change dramatically with two defined commercial Centres. Much of Riccarton could become six stories. On Page 9 of the Council's "Have Your Say" Booklet for Plan Change 14 it is clear that the majority of centres are in Riccarton and Hornby. There are very few Town Centres in the north/north-east of Christchurch. The Board considers that Riccarton and Hornby will be overburdened by six storey intensification at the same time undermining the Central City.
- 3.12. The Board is aware that all five Riccarton Residents' Groups are strongly opposed to the proposed six stories. The issues for each are slightly different.

### Lower Riccarton

- 3.13. Deans Avenue Precinct is represented by the Deans Avenue Precinct Society and covers the area from Matai Street East to Blenheim Road and from Deans Avenue to the Railway line. This area is already zoned medium density which the residents feel comfortable with. The Plan proposes the area will be high density. There appears to be no rationale for this as the area is well outside the 600 metres walking distance from Riccarton Town. When the Board Chairperson asked Council planning staff why this area was zoned high density they indicated this was "for consistency".
- 3.14. The Board does not consider the Council should be going beyond what is mandated by Central Government and, on further consideration, the Board can see no reason why the area should not continue as medium density. The land that could be zoned High Density is the former Addington saleyards site. At a recent Annual General Meeting of the Deans Avenue Precinct Society, most residents indicated that they felt quite comfortable with this area being zoned high density residential. Please leave the remaining area as medium density.

### Riccarton House and Bush Wider Area

- 3.15. The Board supports the recognition of the importance of Riccarton Bush and the Riccarton Bush Interface. As noted above the proposals for a High-Density residential zone in Riccarton are regarded by many Riccarton residents as a breach of trust of their "good faith" investment in the area.
- 3.16. This area is represented by the Riccarton Kilmarnock Residents' Association. The residents of the area from Kauri Street to Matai Street have expressed particular concerns as the area will be moving to High-density (six storeys) under the Plan. Technical evidence on this area was submitted to the Independent Hearings Panel on the Christchurch Replacement District Plan chaired by Sir John Hansen in 2015, with the panel deciding to retain suburban density and residential suburban transitional density zoning, influenced by the need for particular care in ensuring appropriate residential design outcomes, especially given the established amenity values in the vicinity of Riccarton Bush, coupled with the concerns expressed by residents as to how Residential Medium Density zoning would impact on the amenity values of their neighbourhood.
- 3.17. There was considerable stress on the community at that time and many residents have expressed that they feel highly concerned to be going through this again. The Board **supports** the view of residents that this should be accepted as a "qualifying matter" given that the appropriate density was so recently judged by the Independent Hearings Panel.



- 3.18. The Board notes that the only other area maintaining low density through that Independent Hearings Panel's consideration was the Condell Avenue/St James Avenue area. In the Plan this area is designated as a heritage area.
- 3.19. The Board notes that as the foundation borough of Christchurch Riccarton is has many historical buildings: Riccarton House and Bush; Deans Cottage; Kahu Street Bridge; the farm buildings, Christchurch Boys High School and war memorial; proposed 35 Rata Street; possible recognition of Britten's Stables; and on the far side Mona Vale; Jane Deans Close has a plaque commemorating the departure of the 20<sup>th</sup> battalion to leave NZ for the Second World War; the War Memorial At Christchurch Boys' High School; the original Riccarton estate farm buildings; a large number of pre world two residential buildings; and eleven notable mature trees. Many visitors visit these places and the Board contends that the whole ambience of the area would be affected by possible six storied buildings surrounding these historical buildings. It would be cold and uninviting.
- 3.20. Riccarton House and Bush are particularly noteworthy. The Bush is over 600 years old and is an extraordinary remnant of the bush that covered Christchurch in the time of pre-European settlement. The Bush is of National Significance. Please note there was Ngai Tuahiwi involvement before the arrival of the first European settlers, the Deans brothers.
- 3.21. The landscape architect from WSP NZ focused in her report on views of Riccarton Bush. An area was suggested for lower height. (The report will be provided at a later date). However, Council planners made the decision that only partly met the suggested mapping. The Board supports that Riccarton House and Bush as a qualifying matter but suggests that a broader area be included. The two areas included in WSP's mapping, but not in the final proposal are:
- The southern side of Rata Street to Rimu Street and Kauri Street.
  - Kahu Road opposite the entrance to Riccarton House.
- 3.22. These areas are proposed to be medium density with a two storeyed height limit. The Board supports of these heights limits as a minimum but requests that suburban density is retained. There does not appear to be any clear reason to put aside the mapping of WSP.
- 3.23. The Kauri Cluster - This should be seen as a qualifying matter in its own right or included within the Riccarton House and Bush qualifying matter. The Board's preference would be to include it within the Riccarton House and Bush qualifying matter. The Kauri Cluster is the precinct beside Riccarton House and Bush on the southern side. It was developed into a precinct in 2007. See attached.
- 3.24. The carriageway was narrowed; grass berms were widened, street thresholds were introduced or upgraded, a water feature installed at the corner of Rata/ Rimu and native trees were planted, named in accordance with the street names - ie Rata trees for Rata Street, Rimu trees for Rimu Street. The Board understands there is history in naming the streets. When the sections were sold in 1927 by the Deans family, they wanted the streets named after native trees in honour of the original Māori people, who were there before European settlement.  
(The Board considers roadside reserve trees will be removed with medium density development).
- 3.25. The precinct nature is further developed with 30 kilometres per hour speed and long-standing parking restrictions that allows parking for the Riccarton market and shoppers at Christmas and other major shopping days. There will be little parking available for the Riccarton House Farmers market, if the area is zoned medium density.

- 3.26. This area is a precinct with the backdrop of Riccarton House and Bush. The Board requests it retains its suburban density zoning. It is an appropriate entrance to Riccarton House and Bush. If this is zoned medium density, Riccarton House and Bush will be diminished. The heritage of this area is possibly taken for granted, but will become more important in future years. With the current eight metre setback for suburban density most residents have flourishing front gardens.
- 3.27. The Board fully supports the submission by the Riccarton Bush /Kilmarnock Residents' Association that a broader area be considered to retain suburban density. There are three critical issues:
- The Board further advocates for all of Ngahere Street to be included (It does not make sense to have just one side) and similarly for Girvan Street.
  - Houses adjoining the Avon should also be included. e.g. 36a Kahu Road and adjoining houses.
  - The Board also supports the larger area as indicated by the Riccarton Bush /Kilmarnock Residents' Association. It makes sense to have a coherent Riccarton House and Bush precinct for future generations.
- 3.28. The Board has submitted on Plan Change 13 that this wider area is a significant heritage setting but does not satisfy the proposed significant framework and has argued for a change to this policy to allow the whole area to be included.
- 3.29. Matai Street has a Council tree-lined cycleway. The Board shares residents' view that if housing was to go to six stories on both sides of the street this would be an uninviting and cold part of the current tree lined Central City/University cycleway. It is also some distance from the main commercial centre. The Cycle Route was named the Supreme Winner of the National Bike to the Future Awards in 2018.
- 3.30. In addition to making the road and cycle way uninviting, six storey developments on both sides would also probably lead to the removal of trees. The Board knows through experience that a developer can choose the access to the property. If roadside trees have to be cut down to facilitate access there is little that can be done other than require replacement trees which are generally young saplings in place of mature trees. They take many years to grow.
- 3.31. The Board suggests the existing suburban density be retained in this area. This may be through an additional qualifying matter or recognition that Matai Street should never have been included because of its distance from the commercial centre.
- 3.32. The Riccarton Town Centre as previously delineated operated from Picton Avenue and its counterpart opposite Caltex Service Centre, there was a stone wall that showed Riccarton Town Centre. It appears now that Council proposes to include a suburban type shopping complex in the main commercial centre (this means that Matai Street is potentially included in the higher density area). Evidence on the walkable distance from the Town centre will be provided at the hearing.
- 3.33. Jane Deans Close Cul -de- Sac was formed and developed in the late 1990s. All of the houses are two storied with substantial gardens, some of them award-winning. There is a war memorial statue, erected soon after the street was formed post 1997, replacing the original 1948 memorial. The statue recognises the soldiers of the 20th Infantry Battalion and Armoured Regiment who lost their lives in Greece, Crete, North Africa from 1939 to 1945. An Anzac Day commemoration is held there every year to which the Board sends a representative.

The Board requests this memorial be recognised as a Heritage Item and has included this in its submission on Plan Change 13.

### **Central Riccarton**

- 3.34. Central Riccarton Residents' Association represents the area from Matipo Street to the Railway line. The area has been zoned medium density from at least 1995. This not been successful and has led to largely rental properties and a more transient population. On demolition of a house, frequently four units are built on the site often with three occupants per unit and eight cars. There is traffic congestion in the area, parking on berms and pavements, difficulties on rubbish collection days, rubbish in streets, residents at potential risk when having to park at night some distance from their residence. Much of the ward is not well served by public transport and residents complain the lack of space between houses means the sunlight is not coming in, and even with double glazing it is difficult to heat a home in winter. The Residents' Association has been active in presenting the problems to the Community Board and Council and each incoming Mayor is asked to walk around the area. However, it is proposed to create high density living in this area.
- 3.35. The Board suggests the Independent Hearings Panel walks around this area to see the current effects of medium density. The Board is totally opposed to imposing high density on an area already struggling with medium density. The Board questions the walkability of this large area and will provide evidence at the Hearing.

### **Upper Riccarton area**

- 3.36. In Upper Riccarton there are two residents' associations. The Ilam Upper Riccarton Residents' Association (IURRA) represents residents around the Bush Inn complex extending to the University of Canterbury's Dovedale Campus. The area around the Bush Inn is already highly intensified with small single or two storied units. The units house single people or couples. There is no need for six storey development in this area. The rules regarding Boarding houses were established by the Independent Hearings Panel after detailed submissions from IURRA.
- 3.37. The area around the Dovedale campus is intensifying through groups of students living in family homes. The Dovedale campus is intended as a future film school, which will include commercial filming. There are a number of boarding houses in the area i.e. houses which are let out to six or more people on a room basis. The rules regarding boarding houses were established by the previous Independent Hearings Panel
- 3.38. Further evidence will be supplied about the intensification of this area at the Hearing. There is also the question of whether the Bush Inn should be considered a Large Local Centre. The Board questions the need for so many different categories of Centres. If the Board's submission is accepted the Bush Inn Would be defined as a Local Centre which would require 14 stories.

### **Church Corner Area**

- 3.39. The Church Corner Residents' Association is a recently formed group through concerns relating to an intensive development by Kainga Ora on a previous workingmen's camp site during the earthquake. A five storied apartment block is planned for this site and over 300 people will be based on this site.
- 3.40. The current zoning is suburban density and the Board considers areas should not be moving from suburban density to high density. (Refer a requested policy change on this).

- 3.41. There are yellow lines down the Main South Road going south which means no traffic will be able to park on this road and it is difficult to enter properties. Vehicles will be entering from Ballantyne Avenue which is a quiet road, currently a suburban density residential zone.
- 3.42. St Peter's Church, Christchurch oldest Anglican Stone Church, Highly Significant in Council's Heritage listings and Class 2 in Heritage NZ listings, is across the extremely busy road. St Peter's was affected by the earthquake and has only recently been restored. It is at an extremely busy intersection and the prominence of the Church would be affected by high rise buildings on both sides either commercial or residential.

### **Halswell**

- 3.43. The Halswell Residents Association suggests that intensification should be prioritised in the central city before it occurs in the Suburbs. Some Halswell residents have expressed concern about the effects of intensification in what was formerly swampland areas. Although the area has been drained many fear that in the event of any future earthquake activity the nature of the land would want to drive back to its natural state of swampland. Refer to the video link above regarding the risk of a future earthquake.
- In addition, there is concern that Halswell is already at bottle neck during peak traffic hours and additional traffic is likely to result from the intensification proposal local with additional pressure on the road network.

### **General**

- 3.44. There is also the question whether provision for six stories is needed since development up to three stories is generally mandated across the city? Victoria Street residents have interesting information that questions "Has government overcooked intensification?". The Board is concerned that Central Government when it mandated six stories in August 2020 had no idea that three stories across the Tier One Cities would be mandated as well in November 2021.

## **4. Conclusion**

- 4.1. The Board requests that the matters set out above in relation to Plan change 14 be taken into consideration.

The Board would like to speak to its submission.



Helen Broughton

CHAIRPERSON Waipuna Halswell-Hornby-Riccarton Community Board

Dated 12 May 2023.



# CANTERBURY CONSTRUCTION REPORT<sup>©</sup>



REGISTERED MASTER BUILDERS  
**ASSOCIATE  
MEMBER**

## MULTI-UNIT DEVELOPMENTS CHRISTCHURCH CITY



# Canterbury Construction Report<sup>©</sup>

## 2018 to 2022

### Multi-Unit Developments

### Christchurch City

Release date: January 2023  
This report is prepared by  
Blackburn Management Limited

The data used in this report has been taken from the  
Monthly Building Consent Reports and other information provided by:

Christchurch City Council  
Selwyn District Council  
Waimakariri District Council  
CoreLogic  
Statistics New Zealand

#### **Please Note:**

The analysis contained in this report is based on information that has been supplied by the above mentioned Territorial Authorities and data providers, which is released as a matter of public record.

Additional information and market commentary is sought and provided by industry participants.

Although all attempts are made to verify the data where possible, no representation is made by Blackburn Management, its agents or staff as to the accuracy of this information.

This report provides an analysis of the multi-unit residential construction market in Canterbury. It focuses on new residential dwellings.

This report excludes certain data relating to rest home facilities or elderly persons housing, sleepouts or secondary buildings and relocatable buildings (not being built for a specific site).

No information in this report is provided with respect to Kāinga Ora.

Some residential consents are issued across multiple stages. Information relating to these building consent applications are only included when the final stage has been consented.

#### **Photographs, Images and Pictures**

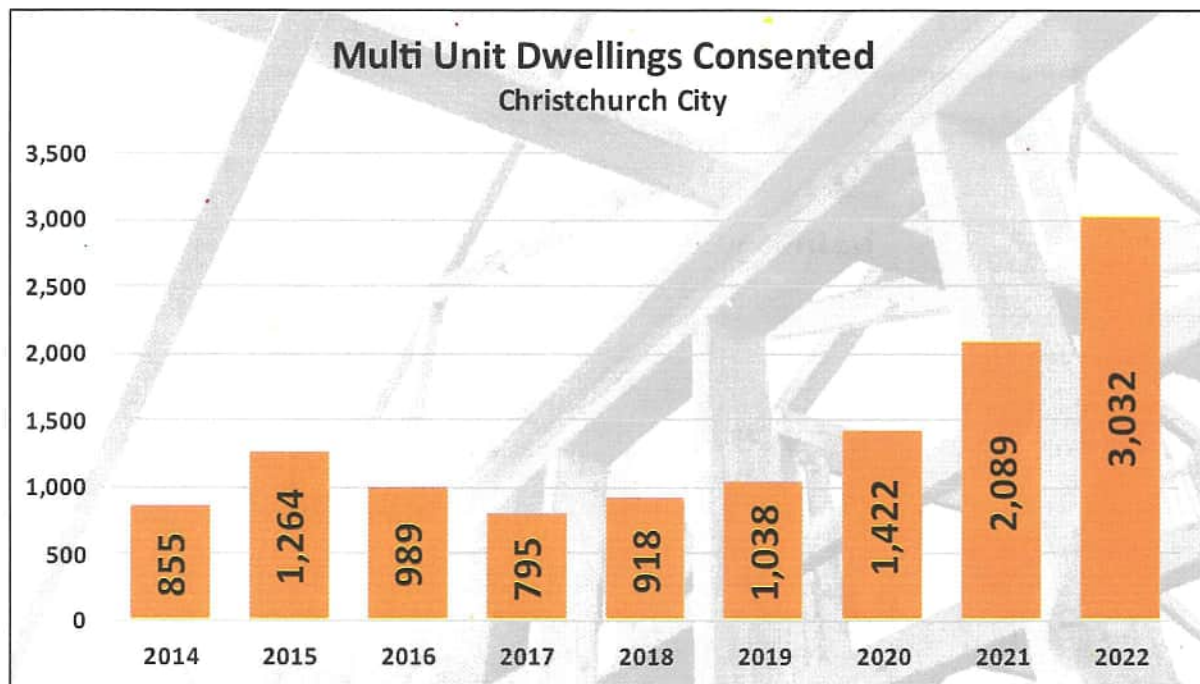
All Photographs, Images and Pictures in this report are used with permission, or are without copyright restriction in the public domain.

## Executive Summary

I believe that the market for medium density multi-unit dwellings in Christchurch is currently oversupplied (I've been saying this for the past year).

I predict that the number of new residential units being consented in Christchurch in 2023 will fall by 20% to 30% over the next 12 to 18 months.

In the 12 months to December 2022 there were 3,032 multi-unit dwellings consented across 456 building consent applications (that's an average of 6.6 units per building consent application).



This is a 45% increase (943 units) over the 2,089 multi-unit dwellings consented in 2021.

Which was a 47% increase (667 units) over the 1,418 multi-unit dwellings consented in 2020.

New residential multi-units account for almost 7 out of 10 new dwellings consented across the City in 2022.

This has been a continuing trend since 2017.

The median size of these multi-unit dwellings is just 77 m<sup>2</sup> (on average, that's about 1.5 bedrooms).

The average household occupancy of Christchurch is 2.7 persons per household...you simply can't fit 2.7 people into a 1.5 bedroom unit (not as a short or medium term housing strategy for the City).

Over the past two years, the population of Christchurch has been in decline. Not by a tremendous amount, but it's definitely not growing (-0.5% in 2021 and -0.2% in 2022). Compare this to neighboring Selwyn (+5.0% in 2022) and Waimakariri (+2.0% in 2022).

You don't need more houses when your population is not growing (certainly not at the rate we have been building them over the past couple of years). To be fair...that's a very broad statement...but you get the idea.

Almost every builder and developer I have spoken to (pretty much from the start of 2022) has told me that unit sales are down (sales appear to be down across all parts of the market, including units, individual dwellings and sections).

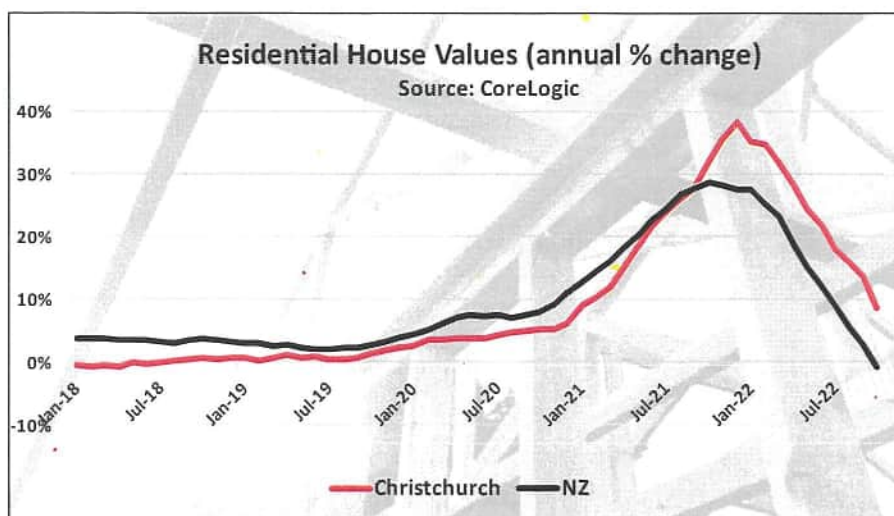
Many of the developments currently under construction were sold six or 12 months ago. With projects taking longer to sell in 2022, this will inevitably flow through to a slowdown in new building consents into 2023.

Property values aren't what they were this time last year (that's probably an understatement), but you could also argue that annual increases in value of 38.0% (December 2021, via CoreLogic) were never real and that values today aren't too far off what they would have been without the artificial bubble of 2021 and 2022.

I guess your point of view will depend on when and what you brought.

Unfortunately, this (and a projected ongoing increase in interest rates) will see a number of buyers (including builders and developers) now unable to settle these purchases, most likely forfeiting their deposit (and hopefully not much more) just to get out of the deal.

On-selling in a crowded market will further depress prices.



I suspect that the above graph probably looks like many developers sales charts.

Economically, it's going to be a tough year. A recession will make it harder to borrow money, which will be at higher interest rates. Developers will find it harder (than it already is) to find money for "spec" projects, which will inevitably be competing for fewer buyers (and most certainly, fewer investor buyers).



However, despite all of the above, it's not like the arse is going to completely fall out of the market.

Even if the market did come back by 30%, this still means that there would be somewhere around 2,000 new units consented across the city in 2023. This could still be a bit on the high side, given the limited population growth, but it often takes the building sector 12 months or more to catch up to the market.

We could see this decline continue through into 2024.

During the market crash of 2008 (following the Global Financial Crisis), building consent numbers dropped by around 45% over two years (before the earthquakes). Everything I have read and watched on in the pending economic recession suggests that 2023 won't be as bad as 2008...but how really knows?

I know many developers who are well prepared for this change in market conditions. The "writing has been on the wall" for anyone to see (if you were paying attention) for some time now. The market will slowdown...but we will keep on building, certainly not as many, but developers will adapt to the requirement of the market (what buyers want) and will change what, how many and where they build.

Unfortunately, this will be bad news for some developers who will need to redesign or potentially shelve some projects or (worst case scenario) look to sell out of others at a loss (again, on a crowded market). I expect that it will be a tough time for many builders and developers, with some not making it to the end of the year.

It's hard not to sound like the Grim Reaper, delivering this executive summary, but this is the state of the current market for multi-unit construction in Christchurch (and I suspect, across most of the Country).

In 2021, I issued a caution to the market, I am now upgrading that to a warning.

Anyone, working in, or building in, or investing in, or supplying to this market should read this report. It will change / crystallise your thinking on business for the coming year.

As always, I appreciate your comments and views on this report and the broader market.

Please give me a call if you have any questions.

A handwritten signature in black ink that reads "Mike Blackburn". The signature is written in a cursive, slightly slanted style. A horizontal line is drawn underneath the name.

Mike Blackburn  
January 2023.

## Report / decision to determine public notification, limited notification, or non-notification of a resource consent application

(Sections 95A / 95B)

<b>Application Number:</b>	<b>RMA/2016/1434</b>
<b>Applicant:</b>	McConnell Property Ltd
<b>Site address:</b>	189 Deans Avenue and 9 Matai Street East
<b>Legal Description:</b>	Lot 1 DP 51050 and Lot 1 DP 6807
<b>Zoning:</b>	<b>Christchurch City Plan:</b> Living 5 (Travellers Accommodation) <b>Proposed Replacement District Plan:</b> Guest Accommodation <b>Operative Replacement District Plan:</b> n/a
<b>Overlays and map notations:</b>	Liquefaction Management Area
<b>Activity Status:</b>	<b>Christchurch City Plan:</b> Non-complying <b>Proposed Replacement District Plan:</b> Restricted discretionary <b>Operative Replacement District Plan:</b> n/a

**Description of Application:** Construct 12 townhouses, 42 apartment units, alter and add to a heritage building and setting, and remove 4 notable trees

### Introduction

The proposal is described in detail at section 3 of the applicant's AEE. In brief, the key aspects are:

- The north-western corner of the site will be redeveloped as a terrace of 12 residential townhouses, with these townhouses being a mix of two or three stories in height. The townhouses are to be accessed via a new driveway onto Darvel Street.
- The heritage-listed pump house is to be retained, and a new single storey pavilion and north-facing garden courtyard will be constructed behind it with a link into an existing doorway on the pump house's southern façade. This will be used as a café.
- The north-eastern portion of the site will be developed as a 42 unit apartment building
- The apartment building is to have parking contained within a semi-basement accessed from the existing driveway that connects onto Matai Street



A pre-application meeting was held on 19 April 2016, and the proposal was considered by the Urban Design Panel on 2 May 2016. Following lodgement of the application for resource consent, a site visit was carried out on 28/06/2016.

## The existing environment

### *The application site*

The portion of the application site used for the proposal (approximately 8189.9m<sup>2</sup>) is the northern half of an entire block bound by Deans Avenue to the east, Darvel Street to the west and Matai Street East to the north. The central and southern parts of the site are occupied by the existing hotel operation, the Chateau on the Park. The address 9 Matai Street East (271m<sup>2</sup>) sits within the northern boundary of the site, and contains the heritage pump house and some surrounding land. Existing vehicle access to the site is from Kilmarnock Street, Matai Street East and the south end of Darvel Street.

### *The surrounding environment*

The proposal site is across Deans Avenue from the north west corner of Hagley Park to the east, Christchurch Girls High School (CGHS) to the north, and residential dwellings along Darvel Street to the west. Further south there is another hotel operation on the other side of Kilmarnock Street (The Towers on the Park) and residential units. The part of CGHS which is closest to the proposed apartment building is the site of a proposed performing arts centre. The residential dwellings on Darvel Street range from single storey dwellings on their own sites to attached single and two-storey units. The existing dwellings nearest the proposal are single storey units joined at their garages but on their own sites. Deans Avenue is a four lane road classified as a major arterial road. Across Deans Avenue is a part of Hagley Park that is relatively dense with tall trees with a walking track running beneath. Further into Hagley Park is a large open space and sports fields.



Application site and surrounding area – © 2016 GeoMedia Ltd

## Planning Framework

The operative Christchurch district plans are under review. The Independent Hearings Panel has made a number of decisions on specific parts of the Proposed Replacement Christchurch District Plan, including 'Strategic Directions and Strategic Outcomes'. Some of the rules have legal effect pursuant to section 86B of the Resource Management Act, while others are fully operative or treated as operative pursuant to section 86F of the Act. The rules applicable to this proposal have been assessed and the breaches are identified below.

If this recommendation to not notify the proposal is adopted by the Officer Panel, a separate section 104 report has been prepared to allow the substantive decision to be made immediately.

### Christchurch Replacement District Plans

The site is proposed to be zoned Guest Accommodation in the proposed Christchurch Replacement District Plan. There has not yet been a decision made on the proposed zoning of this site or the Guest Accommodation zone rules. There has been no other proposed zoning for this site (i.e. Residential Medium Density), hence the proposal has been assessed under the operative City Plan zoning.

The proposal includes the address 9 Matai Street East, which has a former pump house that is listed as a Group 4 protected building under Appendix 1, Part 10 of the operative City Plan. The former pump house building and setting are proposed to be protected as a Group 2 – Significant heritage item and setting under Appendix 9.3.6.1.1 of the proposed Christchurch Replacement District Plan.

The Independent Hearings Panel has not yet released a decision on the proposed *Chapter 9 Natural and Cultural Heritage*, however under s.86B(3) a rule in a proposed plan has immediate legal effect if the rule protects historic heritage. Therefore the proposal must be considered under both the operative City Plan rules and the proposed heritage rules when determining the activity status of the proposal.

A decision on the proposed Chapter 7 Transport (Part) was released by the Independent Hearings Panel on 15/08/2015, and became operative on 18/12/2015.

The proposal is a restricted discretionary activity under the Proposed Replacement Christchurch District Plan as it breaches the following rules:

#### Heritage

The proposal involves works within the heritage item and the heritage setting. The proposed works are: to seismically upgrade the unreinforced brick walls of the pump house by the introduction of steel portal frames; repoint brickwork and make plastered surfaces good; repair and repaint existing windows and doors; add a new timber floor; add a new single level pavilion to the rear of the pump house for a kitchen, utilities and seating for the café; and to landscape the setting around the pump house with a terrace, outdoor seating, a bicycle stand and access ramp.

- Pursuant to Rule 9.3.3.2.2 C1 consent is required for a controlled activity as the proposal includes heritage upgrade works. Council's control is limited to the matters set out in Clause 9.3.4.1 a to h.
- Pursuant to Rule 9.3.3.2.3 RD1 consent is required for a restricted discretionary activity as the proposal includes alteration of a heritage item. Council's discretion is limited to the matters set out in Clauses 9.3.5.1 a to l and 9.3.5.2 a to h.
- Pursuant to Rule 9.3.3.2.3 RD2 consent is required for a restricted discretionary activity as the proposal includes alteration of a heritage setting - new buildings. Council's discretion is limited to the matters set out in Clauses 9.3.5.1 a to l and 9.3.5.4 a to e.

#### Transport

- Pursuant to Rule 7.2.2.2 RD1 consent is required for a restricted discretionary activity as the proposal does not achieve Rule 7.2.3.2 which seeks that at least the minimum amount of cycle parking facilities in accordance with Appendix 7.2 shall be provided on the same site as the activity. Under appendix 7.2(2)(c), staff/ residents/ tertiary students' cycle parking facilities shall be located in a covered and secure area. The proposed café requires 2 staff cycle parking spaces, and the cycle parking provided is not located in a covered area.

### Christchurch City Plan

The site is zoned Living 5 (Travellers Accommodation). Under Clause 2-5.1.1 *Residential activities and other activities (except travellers' accommodation) - all standards (Living 5 Zone)*, all standards for residential and other activities in Riccarton, Kilmarnock, Raceway and Merivale shall be as for the Living 3 Zone. Therefore, the application is to be considered under the rules for the Living 3 Zone, for both the residential activity and the café.

The Living 3 (Medium Density) zone provides principally for medium-density residential accommodation. It is anticipated that the zone provisions will encourage diverse residential development, redevelopment and infill to medium densities and moderate heights, compatible with the character of existing development in the area while maintaining a reasonable degree of open space. The exception is on the former "saleyards site" fronting Deans Avenue where greater height and densities have been allowed to reflect the site's location adjoining Hagley Park and commercial areas. Similarly, some additional height is provided for in areas of central New Brighton to reflect the area's location adjoining the district centre and coastline. Given the building densities anticipated the retention of a high level of residential amenity, through landscape planting, scale and privacy requirements, will be an essential feature of this environment.

The proposal is a non-complying activity as it breaches the following rules:

### Residential development

- *Development Standard 2-4.2.7 Urban design appearance and amenity – residential and other activities* – The erection of new buildings and alterations or additions to existing buildings that result in three or more residential units including all accessory buildings, fences and walls associated with that development, alteration or addition, shall be a discretionary activity, with the exercise of the Council's discretion limited to the assessment matters listed in clause 15.2.8. The proposal would result in 54 residential units.
- *Development Standard 2-4.2.10 Ground floor habitable room - residential activities* - In the Living 3 Zone, where the permitted height limit is 11m or less at least 50% of all residential units within a development shall have a habitable space located at the ground level. Except that, any residential units fronting a road or public space, except those built over access ways, shall have a habitable room located at the ground level. Each of these habitable spaces located at the ground level shall have a minimum floor area of 12m<sup>2</sup> and a minimum internal dimension of 3m and be internally accessible to the rest of the unit. 25 of the proposed residential units (out of a total of 54 units) would have a habitable space at the ground floor. 27 of the units would need to have a habitable space at the ground floor, so the proposal is 2 units short of providing a complying number of units with habitable rooms on the ground floor.
- *Development Standard 2-4.2.11 Outdoor Living Space – residential activities* – 30m<sup>2</sup> of outdoor living space shall be provided on site for each unit. This required outdoor living space can be provided through a mix of private and communal areas, at the ground level or in balconies provided that each unit shall have private outdoor living space of at least 16m<sup>2</sup> in total. There is no communal outdoor living space identified on the site plan. All of the proposed apartment units, with the exception of apartments 2-9, are each provided with an outdoor terrace or balcony with an area of between 4.8m<sup>2</sup> and 8.5m<sup>2</sup>. Each of these private outdoor living spaces fall short of meeting the required 16m<sup>2</sup> minimum area by between 11.2m<sup>2</sup> and 7.5m<sup>2</sup>.
- *Development Standard 2-4.2.12 Service and Storage Spaces* – Each residential unit shall be provided with outdoor service, rubbish, and recycling space of 5m<sup>2</sup> with a minimum dimension of 1.5m; and a single, indoor storage space of 4m<sup>3</sup> with a minimum dimension of 1m. Except that if a communal outdoor service, rubbish, and recycling space with a minimum area of 10m<sup>2</sup> is provided within the site, the outdoor service, rubbish and recycling space may reduce to 3m<sup>2</sup> for each residential unit. Each outdoor service, rubbish, and recycling space shall not be located between the road boundary and any habitable room and shall be screened from adjoining sites, conservation or open space zones, roads, and adjoining outdoor living spaces to a height of 1.5 metres. Each of the townhouses (except townhouse 12) has been provided with an outdoor storage space of between 2-2.5m<sup>2</sup> with a 1m minimum dimension. This would be 2.5-3m<sup>2</sup> and 0.5m short of the minimum area and dimension requirements. Townhouse 12 has not been provided with an outdoor service space. A communal outdoor service space with an area of approximately 21m<sup>2</sup> is provided in the basement of the apartment units, which reduces the minimum requirement for the apartments to 3m<sup>2</sup> for each residential unit. None of the townhouses or apartment units meet the minimum area requirement for the single indoor storage space of 4m<sup>3</sup>.
- *Critical Standard 2-4.4.3 Building height – residential and other activities* – For All other parts of the Living 3 zone, except for central New Brighton, the maximum height of any building shall be 11m. The apartment building is 17.35m high at its highest point; 6.35m higher than the maximum permitted height.

### Café in a heritage item and setting

- *Community Standard 2-4.3.3 Hours of Operation* – The maximum total number of hours the site shall be open to visitors, clients or deliveries for any activity other than a residential activity shall be 50 hours per week. Hours of operation shall be limited to between the hours of 0700 - 2300 Monday to Friday, and 0800 - 2300 Saturday, Sunday and public holidays. Consent is sought for 75 hours of operation per week.
- *Community Standard 2-4.3.4 Traffic generation – other activities* – For sites with frontage to local roads, the maximum number of vehicle trips per site shall be: Heavy vehicles - 2 per week, and Other vehicles - 32 per day. Consent is sought for over 32 vehicle trips per day.
- *Community Standard 2-4.3.6 Residential Coherence* – At least one person engaged in the activity shall reside permanently on the site. Consent is sought for not having someone engaged in the other / café activity residing on the site.
- *Specific Rule 10-1.3.2* – Group 3 and Group 4 Buildings, places and objects (Listed in Appendix 1) outside of the Central City. Any alteration of a Group 4 building, place or object, or the erection of any additional building(s) on a site containing a Group 4 building, place or object shall be a controlled activity, with the exercise of the Council's discretion limited to matters concerning the heritage values of a protected building, place or object.

### Notable Tree removal

- *Development Standard 10-2.3.1* – Any work defined by Clause 2.2.4 (b), (c) or (d) affecting a notable tree identified in Appendix 4, shall be a discretionary activity, with the exercise of the Council's discretion limited to the impact of the works on the tree. For the purposes of these rules, any work affecting a protected tree (whether on the site or not) shall be deemed to include removal of any tree or; the construction of any building, or laying of overhead or underground services, any sealing, paving, soil compaction, or any alteration of more than 75mm to the ground level existing prior to work commencing, any depositing of chemical or other substances harmful to the tree within 10 metres of the base of any protected tree.

The proposal includes the removal of the *Fraxinus excelsior* (English Ash) notable tree, the *Betula pendula* (Silver Birch) notable tree, the *Magnolia grandiflora* (Southern Magnolia) notable tree, and the *Eucalyptus delegatensis* (Alpine Ash) notable tree. There would be works within 10m of the English Oak (*Quercus robur*) notable tree and the Pink Horse Chestnut (*Aesculus x carnea*) notable tree.

### Adverse effects of the activity on the environment [Section 95A]

As a non-complying activity the Council's assessment is unrestricted and all actual and potential effects of this proposal must be considered. Relevant guidance is contained in the reasons for the rules breached and the relevant assessment matters as to the effects that require consideration.

Having regard to this planning framework I consider that the adverse effects of the proposal on the environment are:

- shading, dominance and overlooking from the over-height apartment building;
- reduced onsite amenity due to undersized outdoor living spaces, service spaces and less habitable spaces at ground floor than is required;
- transport effects;
- heritage effects;
- effects on residential coherence from the café operation; and,
- effects on notable trees.

### Apartment building height - Shading, dominance and overlooking

The maximum height of any building shall be 11m, but the proposed apartment building would be 17.35m high at its highest point, exceeding the maximum by 6.35m. The highest point of the building would be located near the north east corner of the site, and the rest of the building steps down over two stories to reach the maximum height limit, as shown in the two elevations below. I consider that the adverse effects of the height exceedance relate to visual dominance, compatibility with the surroundings, overlooking, and shading.

Although Council's discretion is not restricted, Clause 2-15.2.2 provides some guidance on the relevant assessment matters for a building height exceedance, which include compatibility with other buildings in the area, visual dominance and overshadowing, privacy of neighbouring sites, and any ability to mitigate adverse effects.



*Apartment east elevation*



*Apartment north elevation*

### *Visual dominance*

The apartment building would be noticeably high against the lower existing buildings on the site and the open space at Hagley Park. The dominance of the building in this context would be noticeable to those moving along Deans Avenue and Matai Street East, and to users of the north west corner of Hagley Park and Christchurch Girls High School (CGHS). There is also the potential for it to be seen from the residential neighbours on Darvel Street.

The visual dominance would only be perceived for a short duration by those using Matai Street East, Deans Avenue and Hagley Park. The nearby residential sites at Darvel Street would be separated from the apartment building by approximately 150m, and space within which there would be 12 townhouses of a permitted height. CGHS would have longer duration experiences of the visual dominance, but the nearest school building would be the proposed performing arts centre which is of a similar scale.

I also consider that there are a number of mitigating factors for the visual dominance of the apartment building.

The scale and dominance of the apartment building could be balanced by the proposed 15.6m high performing arts centre to be located across Matai Street East which will be located near Matai Street East.

The north and east elevations of the apartment building have been broken up by the design of the units, so well-articulated elevations are presented to the street rather than a monotonous structure.

The retained tall trees and the proposed trees (with a minimum height at planting of 2m) located between the apartment building and the street would soften the structure and echo the type of environment present in the north west corner of Hagley Park where there are dense, tall trees.

The highest part of the apartment building is set back further than the rest of the building from the road boundary on the Matai Street East frontage, so as it gets higher and more dominant it is further distanced from other sites and public spaces, mitigating its own dominance by its layout.

The short duration of use of the nearest surrounding spaces and sites, and the mitigating factors noted above, have led me to consider that the extent of the visual dominance for nearby sites would be less than minor. Any other users of the surrounding public spaces would be experiencing the dominance of the building for short durations but given the busy nature of Deans Avenue, the heavy use of Hagley Park and prominent location of

the apartment building on the corner of the site, I consider that the extent of the visual dominance on the wider environment would be minor.



*Existing trees, proposal site at left, looking west down Matai Street East from Hagley Park*



*Existing trees at the north west corner of Hagley Park, looking east*

#### *Compatibility with the surrounding area*

The apartment building would be noticeably higher than those around it, in particular the other Hotel buildings at 189 Deans Avenue, and the nearby dwellings along Darvel Street.

There are other apartment buildings of similar heights near the edges of Hagley Park. These examples range in height and distance from the road: 26 Carlton Mill Road at approximately 22m in height and 28m from the road; 50 Carlton Mill Road at approximately 20m in height and 32m from the road; and 138 Park Terrace at approximately 15.3m in height and 30m from the road. There would be less space provided between the apartment building and the road than there has been provided with the other examples of tall apartment buildings near Hagley Park, however the space that is provided is landscaped and contains tall trees. While the setback from the site's eastern boundary is only approximately 5.5m, there is an easement with planting between the site's road boundary and the kerb of Deans Avenue, providing a setback of approximately 12m for the apartments. Hagley Park would balance the scale of the apartment building and create distance for those viewing the building in its wider surrounding environment.

The scale of the apartment building would be compatible with the school buildings at CGHS (and the proposed performing arts centre at 15.6m in height).

Council's Principal Adviser Urban Design, Hugh Nicholson, provided urban design advice for this proposal. Mr Nicholson noted that the additional height emphasizes the corner and is appropriate for and in scale with its surroundings.



I agree that the scale of the apartment building would be compatible with its surroundings, in particular the CGHS buildings and other existing apartment buildings on the edges of Hagley Park. The Townhouses provide a transition from the apartment scale to the single storey dwelling scale on the other side of Darvel Street.

I consider the apartment building would appear larger than other surrounding buildings, but that it would be appropriate for the context. I consider the incompatibility with neighbours would be noticeable but that none of the surrounding neighbours would be directly affected. The compatibility with the wider environment is greater, so I consider the extent of the incompatibility on the wider environment to be less than minor.

#### *Overlooking*

There are no existing adjoining residential neighbours for the apartment units to overlook, but the apartment building would establish indoor living areas and balconies with an elevated view of Matai Street East, CGHS, Deans Avenue and Hagley Park, and there is the potential for a view as far as Darvel Street from the highest apartment units.

I consider there would be little additional effect on privacy for the already public spaces that surround the site, although there could be some perceived effects of feeling overlooked from the apartments while using the public spaces. However, there are trees on both sides of Matai Street East and Deans Avenue which would partly screen the view from the apartment units, and to be overlooked from dwellings while using a street is a reasonable expectation within an urban setting.

The apartment building is separated from the Darvel Street dwellings by approximately 150m, which I consider to be a sufficient separation for the extent of the potential overlooking and any loss of privacy of these sites to be less than minor.

I consider any effects on nearby sites would be less than minor, due to their non-residential nature or distance from the building, and any effects on the wider environment would also be less than minor due to the more public nature of the surrounding wider environment.

#### *Shading*

A sun study of the shading effects of the apartment building was provided with the application. There are no adjoining sites, and shading effects would be on the site itself and Deans Avenue. The sun study does not show how far the shading would reach over Deans Avenue and if it would reach Hagley Park, but I consider that any shading over the nearby part of Hagley Park would be short-lived, and that the existing tree cover at the edge of the Park would create a greater shading effect than the proposed apartment building.

For these reasons, I consider there would be no shading effects on nearby sites, and any shading effects on the Hagley Park and the wider environment would be less than minor.

#### *Conclusion*

In conclusion, I consider the extent of the effects of the apartment building height (shading, overlooking and visual dominance) would be less than minor for the surrounding sites and no person will be affected. I also consider that the extent of these effects on the wider environment would be less than minor, with the exception of visual dominance which I think will be a minor effect on the wider environment.

#### On-site amenity

The proposal has undersized outdoor living spaces for the apartment units, and undersized service and storage spaces for both the townhouses and apartment units. Adverse effects of these non-compliances are reduced access to outdoor living, the balance of buildings to open space, and potentially inadequate service and storage spaces.

#### *Outdoor living*

A minimum of 30m<sup>2</sup> of outdoor living space shall be provided on site for each unit, which may be provided at ground level or in balconies provided that each unit has a private outdoor living space of at least 16m<sup>2</sup> in total. There is no communal outdoor living space identified on the site plan, and all apartment units (with the exception of apartments 2-9) are each provided with an outdoor terrace or balcony with an area of between 4.8m<sup>2</sup> and 8.5m<sup>2</sup>.

While discretion is not restricted, the assessment matters at Clause 2-15.2.12 provide some guidance on relevant matters which include adverse effects on the ability of the site to provide for outdoor living needs, alternative

provision of outdoor living spaces to meet these needs, how commensurate the reduction in outdoor living space is with the scale of the residential unit, and impacts on overall openness and amenity.

In his urban design advice, Mr Nicholson noted that each of the apartments is provided with a balcony facing either north, west (overlooking the 'village green' and internal courtyard) or east (overlooking Hagley Park). Mr Nicholson considered that 'the outdoor living spaces are well designed and will contribute to the amenity of the proposed development and there is high quality access to outdoor spaces for residents'. There are also generous landscape areas at ground level, and Hagley Park is nearby and provides an alternative space for outdoor recreation.

The reduction in outdoor living space is in proportion to the apartment units, which are inherently limited for outdoor living space. The outdoor living spaces are directly accessible from the indoor living spaces which would also have good access to sunlight and fresh air through sliding doors to the balconies. The proposal's apartment building sun study shows that all the units would receive sunlight either early or late in the day.

Due to the orientation of the balconies and the alternative nearby outdoor spaces, I consider the extent of this adverse effect would be less than minor for those living in the apartment units.

#### *Habitable spaces at ground level*

At least 50% of all residential units within this development should have a habitable space located at the ground level, but the total proposal is 2 units short of providing a complying number of units with habitable rooms on the ground floor. While discretion is not restricted, the assessment matters at Clause 2-15.2.11 provide some guidance on relevant matters. Adverse effects of this non-compliance relate to the balance of open space and buildings.

The balance of open space to buildings would not be noticeably different if there were two more units on the ground floor of the apartment building. As noted above, each unit has adequate outdoor living space for the nature for the unit, with open space onsite and nearby to balance with buildings. I consider that the extent of the imbalance between open space and buildings would be less than minor for those living in the apartment units.

#### *Outdoor service, rubbish, and recycling space*

Each residential unit shall be provided with an outdoor service, rubbish, and recycling space of 5m<sup>2</sup> with a minimum dimension of 1.5m; and a single, indoor storage space of 4m<sup>3</sup> with a minimum dimension of 1m. If a communal outdoor service, rubbish, and recycling space with a minimum area of 10m<sup>2</sup> is provided within the site, the outdoor service, rubbish and recycling space may reduce to 3m<sup>2</sup> for each residential unit.

Each of the townhouses (except townhouse 12) has been provided with an outdoor service space of between 2 and 2.5m<sup>2</sup> with a 1m minimum dimension. Townhouse 12 does not have identified outdoor storage space. A communal indoor service space with an area of approximately 21m<sup>2</sup> is provided in the basement of the apartment units, which reduces the minimum requirement for each of the apartment units to 3m<sup>2</sup>. Not all of the apartment units meet the minimum dimension requirement for the single indoor storage space of 1m.

While discretion is not restricted, the assessment matters at Clause 2-15.2.13 provide some guidance on relevant matters, and include the adequacy of communal or alternative areas provided, the ability to use those spaces, and impacts of visual amenity within the site and for the street scene. The adverse effect of the undersized service and storage spaces relates to the adequacy of the spaces that have been provided.

In his urban design advice, Mr Nicholson considered that the service and storage areas proposed to be provided were adequate.

The apartment units are provided with a space within the building in the underground parking area, which I would consider to be convenient as it is located within the building, and accessible by a lift. The apartments have not been provided with any private outdoor service, rubbish, and recycling space but this seems appropriate given the nature of a multi-storey apartment building.

Each of the townhouses (except townhouse 12) has an outdoor service, rubbish, and recycling space but not of a compliant size. Townhouse 12 has no outdoor service space, but it has two single garages. I consider the space provided would be adequate for the storage of rubbish bins, and the extra garage at townhouse 12 could accommodate bins.

Some of the apartment units do not have a storage space with a 1m minimum dimension. The first 3 floors of the building are provided an extra 8m<sup>2</sup> of storage space located in the hallway of the building that would also be available for use. I consider that the storage space provided is adequate and in proportion to the size of the apartment units.

The adverse effects of the lack of service or storage space may be felt by those using the units, but I consider that the provision of the alternative and communal service and storage spaces mitigate these effects on those who will occupy the units, so that the extent of the adverse effects would be less than minor.

No parties outside the site will be adversely affected in respect of these on-site amenity matters, nor will there be any effects on the wider environment.

#### Alterations and additions to heritage item and setting

The proposal involves works within the pump house heritage item and the surrounding heritage setting, as described in the planning framework section above.

Under the City Plan, any alteration of a Group 4 building, place or object, or the erection of any additional building(s) on a site containing a Group 4 building, place or object shall be a controlled activity, with the exercise of the Council's discretion limited to matters concerning the heritage values of a protected building, place or object.

Under the proposed Christchurch Replacement District Plan, consent is required for a controlled activity as the proposal includes heritage upgrade works to the Matai Street East pump house. Council's control is limited to the matters set out in Clause 9.3.4.1 a to h.

Consent is also required for a restricted discretionary activity for two reasons: the proposal includes alteration of a heritage item; and alteration to a heritage setting with the addition of new buildings. Council's discretion is limited to the matters set out in Clauses 9.3.5.1 a to l and 9.3.5.2 a to h, and Clauses 9.3.5.1 a to l and 9.3.5.4 a to e.

The effects of the proposed works on the heritage item and within the heritage setting (a seismic upgrade, brickwork repointing, repair and repainting of windows and doors, the addition of a new timber floor, and a new single level building at the rear of the pump house to accommodate a kitchen and seating for café use) have been assessed by the Council's Heritage Advisor, Gareth Wright, whose comments should be read in conjunction with this report.

Mr Wright noted that the seismic upgrade would avoid altering the exterior envelope of the building and that the steel frames would not be at odds with the industrial nature of the building. As details have not been provided for the works on the heritage building, they have been addressed through the recommended conditions. The elevations of the building would be largely unchanged and there would be minimal penetrations required for services. Mr Wright considered that the new pavilion would contrast with the pumphouse and be only lightly joined to it. The existing rear doors would be retained in-situ.

Mr Wright concluded that:

*The conversion of the Matai Street Pumphouse to a café is an innovative example of adaptive reuse, securing the future of this under-utilized and neglected building. The manner in which the building is being converted is also exemplary. Heritage form, fabric and appearance are being maintained, upgraded and restored. The new pavilion addition strikes the right balance between contrast and compatibility, whilst being appropriately subordinate.*

I accept Mr Wright's assessment and on this basis consider the adverse effects on heritage values to be less than minor.

#### Protected Trees

Any work defined by Clause 2.2.4 (b), (c) or (d) affecting a notable tree identified in Appendix 4, shall be a discretionary activity, with the exercise of the Council's discretion limited to the impact of the works on the tree. The work affecting the protected trees would be the construction a townhouse, the apartment building, and the decking attached to the café, and sealing, paving, or soil compaction within 10 metres of the base of two protected trees (the English Oak (*Quercus robur*) notable tree and the Pink Horse Chestnut (*Aesculus x carnea*) notable tree). The proposal also involves the removal of the *Fraxinus excelsior* (English Ash) notable tree, the *Betula pendula* (Silver Birch) notable tree, the *Magnolia grandiflora* (Southern Magnolia) notable tree, and the *Eucalyptus delegatensis* (Alpine Ash) notable tree.

Council Arborist, Mr John Thornton, considered that;

*in terms of the removal of the existing Notable trees on site i.e. that is the English Ash, Silver Birch, the Southern Magnolia and the Alpine Ash (technically missing though there is a Eucalyptus in that spot), I would expect that some reasonably large replacement trees be provided, as their removal will be a significant loss of vegetation to the landscape. Also of note is the loss of one of*

*the best Rimu trees I have seen in the city boundaries. This is both a very large example of an urban Rimu, which is also of very good form and health.*

*In particular the English Ash is a very large tree and currently has a trunk diameter of over 96 cm, is 17 m tall and 18.5 m in crown width. Although the trees have been rated as below the level to qualify for continued protection under the proposed District Plan, the criteria for inclusion is far more severe than the current assessment system uses, with which they were assessed in the 1990's. This does not mean they are not worth retaining, just that they are not at a Notable tree level according to the proposed new CTEM system of appraisal.*

*However, if new trees of a species that will grow into large enough trees to replace the ones lost are provided, this would mitigate to a reasonable extent the loss of the trees.*

*Therefore I recommend that the planting of four replacement trees ... at least 3 metres high at the time of planting for exotics, and 2 metres high for natives.*

*The replacement trees should be planted in a suitable location, preferably where they are most visible. The replacement trees are to be maintained in accordance with internationally recognised Arboricultural practice and should not be topped.*

Mr Thornton originally included a list of preferred species for the above mentioned four trees, but subsequent discussion with Mr Thornton established that a number of the species proposed for the site would be adequate.

The removal of four notable trees would reduce the amount of existing planting retained on the site. However more trees are proposed to be planted between the proposed buildings and the road boundaries, which would be in a more visible location in terms of the view of the site from the street.

The applicant has proposed a number of trees be planted on the site, and the applicant has accepted conditions recommended by Mr Thornton to manage the works within 10m of the two retained notable trees (the English Oak (*Quercus robur*) and the Pink Horse Chestnut (*Aesculus x carnea*)).

I consider the extent of the reduced amenity from loss of trees on the site would be less than minor, and that the extent of this effect on the wider environment would also be less than minor

### Transport

There are two transport related non-compliances, which relate to trip generation from the café operation (greater than the permitted 32 trips per day) and staff cycle parking provision for the café (not under cover or secure as required). The transport effects of the whole development on the surrounding transport network have also been considered. Vehicle and cycle parking numbers, parking manoeuvring, increased use of the Matai Street East and Darvel Street vehicle accesses, effects on the major cycle way along Matai Street East have been assessed by a consultant Transport Engineer from Novo Group Limited, Mr Nick Fuller, whose comments should be read in conjunction with this report.

Mr Fuller considered that more than the required number of cycle parks had been provided for the café and that the proposed provision would be acceptable. With regard to traffic generation at the vehicle accesses, Mr Fuller agreed with the integrated transport assessment provided with the application that traffic generation at the Darvel Street access would be very low and that the access would operate satisfactorily. Changes at the Kilmarnock Street access were anticipated to be negligible.

Regarding the Matai Street East vehicle access, Mr Fuller considered that 'whilst we note that it is not ideal to increase the volume of traffic using this access and therefore crossing the Major Cycle Route, we consider that it can occur safely.' The cross-section of the Matai Street East access contains a footpath, planting strip, cycle way and then the road carriageway, with no parking permitted on the proposal's side of the street. A visibility splay would also be provided, so Mr Fuller was satisfied that visibility for pedestrians would be improved and that drivers leaving the site would be able to see cyclists. Mr Fuller also considered that vehicles entering the site would need to give way and that the possible delay for them would not create adverse traffic effects for the road network. The possibility of each townhouse having their own access to Matai Street East was considered as creating worse effects than the proposal.

Regarding the trip generation associated with the café operation, Mr Fuller considered the transport effects of the café operation would be less than minor.

Mr Fuller concluded that he was satisfied that the transport effects of the proposed development on the safety and efficiency of the surrounding transport network would be less than minor. Accordingly, he could support the proposal from a traffic perspective.

I have relied on the advice of Mr Fuller and accept his advice that the transport effects of the proposal would be less than minor. I do not consider that any parties will be adversely affected in terms of traffic.

### Café operation

At least one person engaged in the activity shall reside permanently on the site, and the maximum total number of hours the site shall be open to visitors, clients or deliveries for any activity other than a residential activity shall be 50 hours per week. Consent is sought for not having someone engaged in the café activity residing on the site, and for 75 hours of operation per week. Adverse effects of the café are on the residential coherence and character of the area.

While discretion is not restricted, the assessment matters under Clauses 15.2.25 and 15.2.27 provide some guidance and include the extent the surrounding area will be dominated by residential activity, the presence of residential neighbours for residential sites, any cumulative effects of loss of residential activity in the area, traffic and pedestrian movements that are out of character with the area, inconsistent noise, disturbance and loss of privacy, and mitigating aspects of the activity.

The immediately surrounding area contains CGHS, the existing hotels on the site and across Kilmarnock Street, and Hagley Park, so the area is already dominated by non-residential activities. The café component is a part of the whole proposed development which will introduce more residential activity to the proposal site than currently exists. These proposed residential neighbours would have neighbours in the townhouses or apartment building, and would mitigate any impact on residential coherence caused by the café.

There is already pedestrian traffic along Matai Street East, being a quiet route to Hagley Park and Christchurch Girls High School. The existing major cycle way travels along the front of the proposed café site, and would already be anticipated to encourage cycle traffic along this road frontage. The proximity of the proposed café near a large open space in Hagley Park also makes the presence of a café compatible in terms of people frequenting the area.

Given the receiving environment and context, I consider the adverse effects of the proposed café operation (residential coherence and pedestrian, bicycle and vehicle traffic, and additional noise) on surrounding neighbours and the wider environment would be less than minor.

### Urban design

The proposal would result in 54 residential units, making it a restricted discretionary activity, to be assessed against the urban design matters listed in Clause 15.2.8. The council's discretion is not limited, but the assessment matters listed in Clause 15.2.8 provide some guidance to establish whether the proposal achieves a good outcome in terms of urban design principles. For completeness, I have summarised the advice from Council's Principal Adviser Urban Design, Hugh Nicholson, whose comments should be read in conjunction with this report.

Mr Nicholson made a number of points about the visual effects of the scale of the proposed buildings on the site and context. The proposed townhouses were considered to be of an appropriate scale for Matai Street East, and the residential components appropriately address the street. In particular, the ground floor living areas of the proposed apartments would provide for some interaction with the street, and the articulation of the proposed buildings would provide visual interest and human scale.

Mr Nicholson concluded that:

*In general this is a high quality proposal which will provide an attractive medium density living environment adjacent to Hagley Park and the existing Chateau on the Park hotel. The residential terrace housing and apartments are well-designed and the extra height in the proposed apartment building overlooking the park is appropriate reinforcing the corner and providing a high quality living environment with views over Hagley Park.*

I have relied on the advice of Mr Nicholson and accept his advice that the proposal is of high quality and takes into account the relevant urban design principles.

Both the townhouses and the apartment building present a large amount of solid built form to the street, but for the reasons discussed above I agree that the development is appropriate for the context, and the units at ground level would connect with the street frontage. The articulated form of the townhouses and apartment building avoid a monotonous structure on the street front, and parking and garages have been mostly kept away from the surrounding streets. Trees have been retained and while some are being removed there are more proposed to be planted, many between the buildings and the road boundaries.

I only consider the height above ground level of the apartment building's ground floor (1.25m above ground level) to present an adverse visual effect to the street frontages on Deans Avenue and Matai Street East because in the context of the whole building the height of the first floor would not be obvious when viewed at a greater distance. The visual impact of the ground floor height is mitigated by planting and direct accesses to courtyards which creates a more human scale at ground level. I consider that CGHS and the performing arts centre, and users of the north west corner of Hagley Park may notice the apartment building's ground floor design, but only for short durations. I therefore consider this adverse effect to be less than minor for surrounding sites and the wider environment.

### Conclusion

Due to the nature of nearby neighbours and buildings, the separation provided between the proposed apartment building and the nearest existing residential dwellings, and the balancing and mitigating effect of Hagley Park and the existing and proposed trees, I have considered that the extent of the effects of the proposal on nearby residential neighbours and users of CGHS, Hagley Park and the surrounding streets would be less than minor.

While I consider that most of the effects are not of a scale to adversely affect any particular persons who might own or occupy nearby sites, I have concluded that the extent of the visual dominance of the apartment building on the wider environment would be minor. This is because the scale of the building would be noticeable to the general public but would not have a significant adverse impact as it is appropriate for its context.

Pursuant to Section 95E(1) of the Act a person is not deemed affected by an activity where the adverse effects are less than minor, hence no persons are considered to be adversely affected.

### **Recovery Plans and Regeneration Plans**

Section 60((2) of the Greater Christchurch Regeneration Act 2016 requires that decisions and recommendations on resource consent applications are not inconsistent with Recovery Plans and Regeneration Plans.

I consider that non-notification of the proposal is not inconsistent with the Christchurch Central Recovery Plan, which seeks to enable residential activity within the Central City as the proposal is likely to support recovery of the Central City despite not being located within the four avenues.

There are no Regeneration Plans relevant to this application.

### **Special circumstances [Section 95A(4)]**

There are no special circumstances or other aspects of the application that warrant public notification of this application.

### **RECOMMENDATION ON PUBLIC NOTIFICATION**

That, for the reasons outlined above, the application **need not be publicly notified** in accordance with Section 95A of the Resource Management Act 1991.

### **Persons who may be adversely affected by the activity [Section 95E]**

As concluded above, I consider that the effects of the proposal are not of a scale to adversely affect any particular persons, including those who might own or occupy nearby sites. The extent of any effects on owners or occupiers of the surrounding sites have been assessed as less than minor.

**Objective 3.3.2 of the Christchurch Replacement District Plan**

Chapter 3 of the Operative Replacement District Plan contains a number of high level strategic objectives to guide the recovery and future development of the City. Objective 3.3.2 states that requirements for notification and written approval are to be minimised when implementing the Plan. A decision not to notify the application is consistent with this objective.

**RECOMMENDATION ON LIMITED NOTIFICATION OR NON-NOTIFICATION**

That the application be processed on a **non-notified** basis in accordance with Sections 95A – 95F of the Resource Management Act 1991.

**Reported and recommended by:** Shona Jowett, Planner

**Date:** 22 August 2016

**Reviewed by:** Ruth Markham-Short, Planner

**Date:** 22 August 2016

**Decision**

That the above recommendation be adopted for the reasons outlined in the report.

**Delegated officer:**



Christofferson, Andy  
23/08/2016 2:12 PM  
Planning Team Leader

## Report / Decision on Non-notified Resource Consent Application

(Sections 104 / 104B /104D)

<b>Application Number:</b>	<b>RMA/2016/1434</b>
<b>Applicant:</b>	McConnell Property Ltd
<b>Site address:</b>	189 Deans Avenue and 9 Matai Street East
<b>Legal Description:</b>	Lot 1 DP 51050 and Lot 1 DP 6807
<b>Zoning:</b>	<b>Christchurch City Plan:</b> Living 5 (Travellers Accommodation) <b>Proposed Replacement District Plan:</b> Guest Accommodation <b>Operative Replacement District Plan:</b> n/a
<b>Overlays and map notations:</b>	Liquefaction Management Area
<b>Activity Status:</b>	<b>Christchurch City Plan:</b> Non-complying <b>Proposed Replacement District Plan:</b> Restricted discretionary <b>Operative Replacement District Plan:</b> n/a
<b>Description of Application:</b>	Construct 12 townhouses, 42 apartment units, alter and add to a heritage building and setting, and remove 4 notable trees

### Introduction

The proposal is described in detail at section 3 of the applicant's AEE. In brief, the key aspects are:

- The northwestern corner of the site will be redeveloped as a terrace of 12 residential townhouses, with these townhouses being a mix of two or three stories in height. The townhouses are to be accessed via a new driveway onto Darvel Street.
- The heritage-listed pump house is to be retained, and a new single storey pavilion and north-facing garden courtyard will be constructed behind it with a link into an existing doorway on the pump house's southern façade. This will be used as a café.
- The northeastern portion of the site will be developed as a 42 unit apartment building
- The building is to have parking contained within a semi-basement accessed from the existing driveway that connects onto Matai Street





## The existing environment

A pre-application meeting was held on 19 April 2016, and the proposal was considered by the Urban Design Panel on 2 May 2016. Following lodgement of the application for resource consent, a site visit was carried out on 28/06/2016.

### *The application site*

The portion of the application site used for the proposal (approximately 8189.9m<sup>2</sup>) is the northern half of an entire block bound by Deans Avenue to the east, Darvel Street to the west and Matai Street East to the north. The central and southern parts of the site are occupied by the existing hotel operation, the Chateau on the Park. The address 9 Matai Street East (271m<sup>2</sup>) sits within the northern boundary of the site, and contains the heritage pump house and some surrounding land. Existing vehicle access to the site is from Kilmarnock Street, Matai Street East and the south end of Darvel Street.

### *The surrounding environment*

The proposal site is across Deans Avenue from the north west corner of Hagley Park to the east, Christchurch Girls High School (CGHS) to the north, and residential dwellings along Darvel Street to the west. Further south there is another hotel operation on the other side of Kilmarnock Street (The Towers on the Park) and residential units. The part of CGHS which is closest to the proposed apartment building is the site of a proposed performing arts centre. The residential dwellings on Darvel Street range from single storey dwellings on their own sites to attached single and two-storey units. The existing dwellings nearest the proposal are single storey units joined at their garages but on their own sites. Deans Avenue is a four lane road classified as a major arterial road. Across Deans Avenue is a part of Hagley Park that is relatively dense with tall trees with a walking track running beneath. Further into Hagley Park is a large open space and sports fields.



Application site and surrounding area – © 2016 GeoMedia Ltd

## Planning Framework

The operative Christchurch district plans are under review. The Independent Hearings Panel has made a number of decisions on specific parts of the Proposed Replacement Christchurch District Plan, including 'Strategic

Directions and Strategic Outcomes'. Some of the rules have legal effect pursuant to section 86B of the Resource Management Act, while others are fully operative or treated as operative pursuant to section 86F of the Act. The rules applicable to this proposal have been assessed and the breaches are identified below. The operative Christchurch district plans are under review. The Independent Hearings Panel has made a number of decisions on specific parts of the plan, including 'Strategic Directions and Strategic Outcomes'. Some of the rules have legal effect pursuant to section 86B of the Resource Management Act, while others are fully operative or treated as operative pursuant to section 86F of the Act. The rules applicable to this proposal have been assessed and the breaches are identified below. Relevant objectives and policies are discussed in a later section of this report.

### Christchurch Replacement District Plans

The site is proposed to be zoned Guest Accommodation in the proposed Christchurch Replacement District Plan. There has not yet been a decision made on the proposed zoning of this site or the Guest Accommodation zone rules. There has been no other proposed zoning for this site (i.e. Residential Medium Density), hence the proposal has been assessed under the operative City Plan zoning.

The proposal includes the address 9 Matai Street East, which has a former pump house that is listed as a Group 4 protected building under Appendix 1, Part 10 of the operative City Plan. The former pump house building and setting are proposed to be protected as a Group 2 – Significant heritage item and setting under Appendix 9.3.6.1.1 of the proposed Christchurch Replacement District Plan.

The Independent Hearings Panel has not yet released a decision on the proposed *Chapter 9 Natural and Cultural Heritage*, however under s.86B(3) a rule in a proposed plan has immediate legal effect if the rule protects historic heritage. Therefore the proposal must be considered under both the operative City Plan rules and the proposed heritage rules when determining the activity status of the proposal.

A decision on the proposed Chapter 7 Transport (Part) was released by the Independent Hearings Panel on 15/08/2015, and became operative on 18/12/2015.

The proposal is a restricted discretionary activity under the Proposed Replacement Christchurch District Plan as it breaches the following rules:

#### Heritage

The proposal involves works within the heritage item and the heritage setting. The proposed works are: to seismically upgrade the unreinforced brick walls of the pump house by the introduction of steel portal frames; repoint brickwork and make plastered surfaces good; repair and repaint existing windows and doors; add a new timber floor; add a new single level pavilion to the rear of the pump house for a kitchen, utilities and seating for the café; and to landscape the setting around the pump house with a terrace, outdoor seating, a bicycle stand and access ramp.

- Pursuant to Rule 9.3.3.2.2 C1 consent is required for a controlled activity as the proposal includes heritage upgrade works. Council's control is limited to the matters set out in Clause 9.3.4.1 a to h.
- Pursuant to Rule 9.3.3.2.3 RD1 consent is required for a restricted discretionary activity as the proposal includes alteration of a heritage item. Council's discretion is limited to the matters set out in Clauses 9.3.5.1 a to l and 9.3.5.2 a to h.
- Pursuant to Rule 9.3.3.2.3 RD2 consent is required for a restricted discretionary activity as the proposal includes alteration of a heritage setting - new buildings. Council's discretion is limited to the matters set out in Clauses 9.3.5.1 a to l and 9.3.5.4 a to e.

#### Transport

- Pursuant to Rule 7.2.2.2 RD1 consent is required for a restricted discretionary activity as the proposal does not achieve Rule 7.2.3.2 which seeks that at least the minimum amount of cycle parking facilities in accordance with Appendix 7.2 shall be provided on the same site as the activity. Under appendix 7.2(2)(c), staff/ residents/ tertiary students' cycle parking facilities shall be located in a covered and secure area. The proposed café requires 2 staff cycle parking spaces, and the cycle parking provided is not located in a covered area.

### Christchurch City Plan

The site is zoned Living 5 (Travellers Accommodation). Under clause 2-5.1.1 *Residential activities and other activities (except travellers' accommodation) - all standards (Living 5 Zone)*, all standards for residential and other activities in Riccarton, Kilmarnock, Raceway and Merivale shall be as for the Living 3 Zone. Therefore, the application is to be considered under the rules for the Living 3 Zone, for both the residential activity and the café.

The Living 3 (Medium Density) zone provides principally for medium-density residential accommodation. It is anticipated that the zone provisions will encourage diverse residential development, redevelopment and infill to medium densities and moderate heights, compatible with the character of existing development in the area while maintaining a reasonable degree of open space. The exception is on the former "saleyards site" fronting Deans Avenue where greater height and densities have been allowed to reflect the site's location adjoining Hagley Park and commercial areas. Similarly, some additional height is provided for in areas of central New Brighton to reflect the area's location adjoining the district centre and coastline. Given the building densities anticipated the retention of a high level of residential amenity, through landscape planting, scale and privacy requirements, will be an essential feature of this environment.

The proposal is a non-complying activity as it breaches the following rules:

### Residential development

- *Development Standard 2-4.2.7 Urban design appearance and amenity – residential and other activities –* The erection of new buildings and alterations or additions to existing buildings that result in three or more residential units including all accessory buildings, fences and walls associated with that development, alteration or addition, shall be a discretionary activity, with the exercise of the Council's discretion limited to the assessment matters listed in clause 15.2.8. The proposal would result in 54 residential units.
- *Development Standard 2-4.2.10 Ground floor habitable room - residential activities -* In the Living 3 Zone, where the permitted height limit is 11m or less at least 50% of all residential units within a development shall have a habitable space located at the ground level. Except that, any residential units fronting a road or public space, except those built over access ways, shall have a habitable room located at the ground level. Each of these habitable spaces located at the ground level shall have a minimum floor area of 12m<sup>2</sup> and a minimum internal dimension of 3m and be internally accessible to the rest of the unit. 25 of the proposed residential units (out of a total of 54 units) would have a habitable space at the ground floor. 27 of the units would need to have a habitable space at the ground floor, so the proposal is 2 units short of providing a complying number of units with habitable rooms on the ground floor.
- *Development Standard 2-4.2.11 Outdoor Living Space – residential activities –* 30m<sup>2</sup> of outdoor living space shall be provided on site for each unit. This required outdoor living space can be provided through a mix of private and communal areas, at the ground level or in balconies provided that each unit shall have private outdoor living space of at least 16m<sup>2</sup> in total. There is no communal outdoor living space identified on the site plan. All of the proposed apartment unit, with the exception of apartments 2-9, are each provided with an outdoor terrace or balcony with an area of between 4.8m<sup>2</sup> and 8.5m<sup>2</sup>. Each of these private outdoor living spaces fall short of meeting the required 16m<sup>2</sup> minimum area by between 11.2m<sup>2</sup> and 7.5m<sup>2</sup>.
- *Development Standard 2-4.2.12 Service and Storage Spaces –* Each residential unit shall be provided with outdoor service, rubbish, and recycling space of 5m<sup>2</sup> with a minimum dimension of 1.5m; and a single, indoor storage space of 4m<sup>3</sup> with a minimum dimension of 1m. Except that if a communal outdoor service, rubbish, and recycling space with a minimum area of 10m<sup>2</sup> is provided within the site, the outdoor service, rubbish and recycling space may reduce to 3m<sup>2</sup> for each residential unit. Each outdoor service, rubbish, and recycling space shall not be located between the road boundary and any habitable room and shall be screened from adjoining sites, conservation or open space zones, roads, and adjoining outdoor living spaces to a height of 1.5 metres. Each of the townhouses (except townhouse 12) has been provided with an outdoor storage space of between 2-2.5m<sup>2</sup> with a 1m minimum dimension. This would be 2.5-3m<sup>2</sup> and 0.5m short of the minimum area and dimension requirements. Townhouse 12 has not been provided with an outdoor service space. A communal outdoor service space with an area of approximately 21m<sup>2</sup> is provided in the basement of the apartment units, which reduces the minimum requirement for the apartments to 3m<sup>2</sup> for each residential unit. None of the townhouses or apartment units meet the minimum area requirement for the single indoor storage space of 4m<sup>3</sup>.
- *Critical Standard 2-4.4.3 Building height – residential and other activities –* For All other parts of the Living 3 zone, except for central New Brighton, the maximum height of any building shall be 11m. The apartment building is 17.35m high at its highest point; 6.35m higher than the maximum permitted height.

### Café in a heritage item and setting

- *Community Standard 2-4.3.3 Hours of Operation* – The maximum total number of hours the site shall be open to visitors, clients or deliveries for any activity other than a residential activity shall be 50 hours per week. Hours of operation shall be limited to between the hours of 0700 - 2300 Monday to Friday, and 0800 - 2300 Saturday, Sunday and public holidays. Consent is sought for 75 hours of operation per week.
- *Community Standard 2-4.3.4 Traffic generation – other activities* – For sites with frontage to local roads, the maximum number of vehicle trips per site shall be: Heavy vehicles - 2 per week, and Other vehicles - 32 per day. Consent is sought for over 32 vehicle trips per day.
- *Community Standard 2-4.3.6 Residential Coherence* – At least one person engaged in the activity shall reside permanently on the site. Consent is sought for not having someone engaged in the other / café activity residing on the site.
- *Specific Rule 10-1.3.2* – Group 3 and Group 4 Buildings, places and objects (Listed in Appendix 1) outside of the Central City. Any alteration of a Group 4 building, place or object, or the erection of any additional building(s) on a site containing a Group 4 building, place or object shall be a controlled activity, with the exercise of the Council's discretion limited to matters concerning the heritage values of a protected building, place or object.

### Notable Tree removal

- *Development Standard 10-2.3.1* – Any work defined by Clause 2.2.4 (b), (c) or (d) affecting a notable tree identified in Appendix 4, shall be a discretionary activity, with the exercise of the Council's discretion limited to the impact of the works on the tree. For the purposes of these rules, any work affecting a protected tree (whether on the site or not) shall be deemed to include removal of any tree or; the construction of any building, or laying of overhead or underground services, any sealing, paving, soil compaction, or any alteration of more than 75mm to the ground level existing prior to work commencing, any depositing of chemical or other substances harmful to the tree within 10 metres of the base of any protected tree.

The proposal includes the removal of the *Fraxinus excelsior* (English Ash) notable tree, the *Betula pendula* (Silver Birch) notable tree, the *Magnolia grandiflora* (Southern Magnolia) notable tree, and the *Eucalyptus delegatensis* (Alpine Ash) notable tree. There would be works within 10m of the English Oak (*Quercus robur*) notable tree and the Pink Horse Chestnut (*Aesculus x carnea*) notable tree.

### Actual and potential effects on the environment of allowing the activity [Section 104(1)]

As a non-complying activity the Council's assessment is unrestricted and all actual and potential effects of this proposal must be considered. Relevant guidance is contained in the reasons for the rules breached and the relevant assessment matters as to the effects that require consideration.

Having regard to this planning framework I consider that the adverse effects of the proposal on the environment are:

- shading, dominance and overlooking from the over-height apartment building;
- reduced onsite amenity due to undersized outdoor living spaces, service spaces and less habitable spaces at ground floor than is required;
- transport effects;
- heritage effects;
- effects on residential coherence from the café operation; and,
- effects on notable trees.

### Apartment building height - Shading, dominance and overlooking

The maximum height of any building shall be 11m, but the proposed apartment building would be 17.35m high at its highest point, exceeding the maximum by 6.35m. The highest point of the building would be located near the north east corner of the site, and the rest of the building steps down over two stories to reach the maximum height limit, as shown in the two elevations below. I consider that the adverse effects of the height exceedance relate to visual dominance, compatibility with the surroundings, overlooking, and shading.

Although Council's discretion is not restricted, Clause 2-15.2.2 provides some guidance on the relevant assessment matters for a building height exceedance, which include compatibility with other buildings in the area, visual dominance and overshadowing, privacy of neighbouring sites, and any ability to mitigate adverse effects.



*Apartment east elevation*



*Apartment north elevation*

### *Visual dominance*

The apartment building would be noticeably high against the lower existing buildings on the site and the open space at Hagley Park. The dominance of the building in this context would be noticeable to those moving along Deans Avenue and Matai Street East, and to users of the north west corner of Hagley Park and Christchurch Girls High School (CGHS). There is also the potential for it to be seen from the residential neighbours on Darvel Street.

The visual dominance would only be perceived for a short duration by those using Matai Street East, Deans Avenue and Hagley Park. The nearby residential sites at Darvel Street would be separated from the apartment building by approximately 150m, and space within which there would be 12 townhouses of a permitted height. CGHS would have longer duration experiences of the visual dominance, but the nearest school building would be the proposed performing arts centre which is of a similar scale.

I also consider that there are a number of mitigating factors for the visual dominance of the apartment building.

The scale and dominance of the apartment building could be balanced by the proposed 15.6m high performing arts centre to be located across Matai Street East which will be located near Matai Street East.

The north and east elevations of the apartment building have been broken up by the design of the units, so well-articulated elevations are presented to the street rather than a monotonous structure.

The retained tall trees and the proposed trees (with a minimum height at planting of 2m) located between the apartment building and the street would soften the structure and echo the type of environment present in the north west corner of Hagley Park where there are dense, tall trees.

The highest part of the apartment building is set back further than the rest of the building from the road boundary on the Matai Street East frontage, so as it gets higher and more dominant it is further distanced from other sites and public spaces, mitigating its own dominance by its layout.

The short duration of use of the nearest surrounding spaces and sites, and the mitigating factors noted above, have led me to consider that the extent of the visual dominance for nearby sites would be less than minor. Any other users of the surrounding public spaces would be experiencing the dominance of the building for short durations but given the busy nature of Deans Avenue, the heavy use of Hagley Park and prominent location of

the apartment building on the corner of the site, I consider that the extent of the visual dominance on the wider environment would be acceptable.



*Existing trees, proposal site at left, looking west down Matai Street East from Hagley Park*



*Existing trees at the north west corner of Hagley Park, looking east*

#### *Compatibility with the surrounding area*

The apartment building would be noticeably higher than those around it, in particular the other Hotel buildings at 189 Deans Avenue, and the nearby dwellings along Darvel Street.

There are other apartment buildings of similar heights near the edges of Hagley Park. These examples range in height and distance from the road: 26 Carlton Mill Road at approximately 22m in height and 28m from the road; 50 Carlton Mill Road at approximately 20m in height and 32m from the road; and 138 Park Terrace at approximately 15.3m in height and 30m from the road. There would be less space provided between the apartment building and the road than there has been provided with the other examples of tall apartment buildings near Hagley Park, however the space that is provided is landscaped and contains tall trees. While the setback from the site's eastern boundary is only approximately 5.5m, there is an easement with planting between the site's road boundary and the kerb of Deans Avenue, providing a setback of approximately 12m for the apartments. Hagley Park would balance the scale of the apartment building and create distance for those viewing the building in its wider surrounding environment.

The scale of the apartment building would be compatible with the school buildings at CGHS (and the proposed performing arts centre at 15.6m in height).

Council's Principal Adviser Urban Design, Hugh Nicholson, provided urban design advice for this proposal. Mr Nicholson noted that the additional height emphasizes the corner and is appropriate for and in scale with its surroundings.

I agree that the scale of the apartment building would be compatible with its surroundings, in particular the CGHS buildings and other existing apartment buildings on the edges of Hagley Park. The Townhouses provide a transition from the apartment scale to the single storey dwelling scale on the other side of Darvel Street.

I consider the apartment building would appear larger than other surrounding buildings, but that it would be appropriate for the context.

I consider that the extent of the dominance from the over-height apartment building is acceptable.

#### *Overlooking*

There are no existing adjoining residential neighbours for the apartment units to overlook, but the apartment building would establish indoor living areas and balconies with an elevated view of Matai Street East, CGHS, Deans Avenue and Hagley Park, and there is the potential for a view as far as Darvel Street from the highest apartment units.

I consider there would be little additional effect on privacy for the already public spaces that surround the site, although there could be some perceived effects of feeling overlooked from the apartments while using the public spaces. However, there are trees on both sides of Matai Street East and Deans Avenue which would partly screen the view from the apartment units, and to be overlooked from dwellings while using a street is a reasonable expectation within an urban setting. I note that this can be seen as a positive effect in some situations by providing passive surveillance opportunities and enhancing neighbourhood safety.

The apartment building is separated from the Darvel Street dwellings by approximately 150m, which I consider to be a sufficient separation for the extent of the potential overlooking and any loss of privacy of these sites to be acceptable.

I consider any effects on nearby sites, due to their non-residential nature or distance from the building, and any effects on the wider environment would be acceptable

#### *Shading*

A sun study of the shading effects of the apartment building was provided with the application. There are no adjoining sites, and shading effects would be on the site itself and Deans Avenue. The sun study does not show how far the shading would reach over Deans Avenue and if it would reach Hagley Park, but I consider that any shading over the nearby part of Hagley Park would be short-lived, and that the existing tree cover at the edge of the Park would create a greater shading effect than the proposed apartment building.

I consider that the extent of the shading effect of the apartment building is acceptable.

#### *Conclusion*

In conclusion, I consider that the adverse effects of the apartment building height (shading, overlooking and visual dominance) are acceptable, given the site's context.

#### On-site amenity

The proposal has undersized outdoor living spaces for the apartment units, and undersized service and storage spaces for both the townhouses and apartment units. Adverse effects of these non-compliances are reduced access to outdoor living, the balance of buildings to open space, and potentially inadequate service and storage spaces.

#### *Outdoor living*

A minimum of 30m<sup>2</sup> of outdoor living space shall be provided on site for each unit, which may be provided at ground level or in balconies provided that each unit has a private outdoor living space of at least 16m<sup>2</sup> in total. There is no communal outdoor living space identified on the site plan, and all apartment units (with the exception of apartments 2-9) are each provided with an outdoor terrace or balcony with an area of between 4.8m<sup>2</sup> and 8.5m<sup>2</sup>.

While discretion is not restricted, the assessment matters at Clause 2-15.2.12 provide some guidance on relevant matters which include adverse effects on the ability of the site to provide for outdoor living needs, alternative provision of outdoor living spaces to meet these needs, how commensurate the reduction in outdoor living space is with the scale of the residential unit, and impacts on overall openness and amenity.

In his urban design advice, Mr Nicholson noted that each of the apartments is provided with a balcony facing either north, west (overlooking the 'village green' and internal courtyard) or east (overlooking Hagley Park). Mr Nicholson considered that 'the outdoor living spaces are well designed and will contribute to the amenity of the proposed development and there is high quality access to outdoor spaces for residents'. There are also generous landscape areas at ground level, and Hagley Park is nearby and provides an alternative space for outdoor recreation.

The reduction in outdoor living space is in proportion to the apartment units, which are inherently limited for outdoor living space. The outdoor living spaces are directly accessible from the indoor living spaces which would also have good access to sunlight and fresh air through sliding doors to the balconies. The proposal's apartment building sun study shows that all the units would receive sunlight either early or late in the day.

Due to the orientation of the balconies and the alternative nearby outdoor spaces, I consider that the provision of outdoor living space for the apartment building units will be adequate for the needs of future residents and therefore acceptable.

#### *Habitable spaces at ground level*

At least 50% of all residential units within this development should have a habitable space located at the ground level, but the total proposal is 2 units short of providing a complying number of units with habitable rooms on the ground floor. While discretion is not restricted, the assessment matters at Clause 2-15.2.11 provide some guidance on relevant matters. Adverse effects of this non-compliance relate to the balance of open space and buildings.

The balance of open space to buildings would not be noticeably different if there were two more units on the ground floor of the apartment building. As noted above, each unit has adequate outdoor living space for the nature for the unit, with open space onsite and nearby to balance with buildings. I consider that the balance between open space and buildings in the proposal is acceptable.

#### *Outdoor service, rubbish, and recycling space*

Each residential unit shall be provided with an outdoor service, rubbish, and recycling space of 5m<sup>2</sup> with a minimum dimension of 1.5m; and a single, indoor storage space of 4m<sup>3</sup> with a minimum dimension of 1m. If a communal outdoor service, rubbish, and recycling space with a minimum area of 10m<sup>2</sup> is provided within the site, the outdoor service, rubbish and recycling space may reduce to 3m<sup>2</sup> for each residential unit.

Each of the townhouses (except townhouse 12) has been provided with an outdoor service space of between 2 and 2.5m<sup>2</sup> with a 1m minimum dimension. Townhouse 12 does not have identified outdoor storage space. A communal indoor service space with an area of approximately 21m<sup>2</sup> is provided in the basement of the apartment units, which reduces the minimum requirement for each of the apartment units to 3m<sup>2</sup>. Not all of the apartment units meet the minimum dimension requirement for the single indoor storage space of 1m.

While discretion is not restricted, the assessment matters at Clause 2-15.2.13 provide some guidance on relevant matters, and include the adequacy of communal or alternative areas provided, the ability to use those spaces, and impacts of visual amenity within the site and for the street scene. The adverse effect of the undersized service and storage spaces relates to the adequacy of the spaces that have been provided.

In his urban design advice, Mr Nicholson considered that the service and storage areas proposed to be provided were adequate.

The apartment units are provided with a space within the building in the underground parking area, which I would consider to be convenient as it is located within the building, and accessible by a lift. The apartments have not been provided with any private outdoor service, rubbish, and recycling space but this seems appropriate given the nature of a multi-storey apartment building.

Each of the townhouses (except townhouse 12) has an outdoor service, rubbish, and recycling space but not of a compliant size. Townhouse 12 has no outdoor service space, but it has two single garages. I consider the space provided would be adequate for the storage of rubbish bins, and the extra garage at townhouse 12 could accommodate bins.

Some of the apartment units do not have a storage space with a 1m minimum dimension. The first 3 floors of the building are provided an extra 8m<sup>2</sup> of storage space located in the hallway of the building that would also be available for use. I consider that the storage space provided is adequate and in proportion to the size of the apartment units.

The adverse effects of the lack of service or storage space may be felt by those using the units, but I consider that the provision of the service and storage spaces for each residential unit, in addition to the alternative and



communal service and storage spaces will meet the needs of future residents and any adverse effects are acceptable.

#### Alterations and additions to heritage item and setting

The proposal involves works within the pump house heritage item and the surrounding heritage setting, as described in the planning framework section above.

Under the City Plan, any alteration of a Group 4 building, place or object, or the erection of any additional building(s) on a site containing a Group 4 building, place or object shall be a controlled activity, with the exercise of the Council's discretion limited to matters concerning the heritage values of a protected building, place or object.

Under the proposed Christchurch Replacement District Plan, consent is required for a controlled activity as the proposal includes heritage upgrade works to the Matai Street East pump house. Council's control is limited to the matters set out in Clause 9.3.4.1 a to h.

Consent is also required for a restricted discretionary activity for two reasons: the proposal includes alteration of a heritage item; and alteration to a heritage setting with the addition of new buildings. Council's discretion is limited to the matters set out in Clauses 9.3.5.1 a to l and 9.3.5.2 a to h, and Clauses 9.3.5.1 a to l and 9.3.5.4 a to e.

The effects of the proposed works on the heritage item and within the heritage setting (a seismic upgrade, brickwork repointing, repair and repainting of windows and doors, the addition of a new timber floor, and a new single level building at the rear of the pump house to accommodate a kitchen and seating for café use) have been assessed by the Council's Heritage Advisor, Gareth Wright, whose comments should be read in conjunction with this report.

Mr Wright noted that the seismic upgrade would avoid altering the exterior envelope of the building and that the steel frames would not be at odds with the industrial nature of the building. As details have not been provided for the works on the heritage building, they have been addressed through the recommended conditions. The elevations of the building would be largely unchanged and there would be minimal penetrations required for services. Mr Wright considered that the new pavilion would contrast with the pump house and be only lightly joined to it. The existing rear doors would be retained in-situ.

Mr Wright concluded that:

*The conversion of the Matai Street Pumphouse to a café is an innovative example of adaptive reuse, securing the future of this under-utilized and neglected building. The manner in which the building is being converted is also exemplary. Heritage form, fabric and appearance are being maintained, upgraded and restored. The new pavilion addition strikes the right balance between contrast and compatibility, whilst being appropriately subordinate.*

I consider that the effects of the proposal on the heritage item and setting are acceptable.

#### Protected Trees

Any work defined by Clause 2.2.4 (b), (c) or (d) affecting a notable tree identified in Appendix 4, shall be a discretionary activity, with the exercise of the Council's discretion limited to the impact of the works on the tree. The work affecting the protected trees would be the construction a townhouse, the apartment building, and the decking attached to the café, and sealing, paving, or soil compaction within 10 metres of the base of two protected trees (the English Oak (*Quercus robur*) notable tree and the Pink Horse Chestnut (*Aesculus x carnea*) notable tree). The proposal also involves the removal of the *Fraxinus excelsior* (English Ash) notable tree, the *Betula pendula* (Silver Birch) notable tree, the *Magnolia grandiflora* (Southern Magnolia) notable tree, and the *Eucalyptus delegatensis* (Alpine Ash) notable tree.

The removal of four notable trees would reduce the amount of existing planting retained on the site. However more trees are proposed to be planted between the proposed buildings and the road boundaries, which would be in a more visible location in terms of the view of the site from the street.

Council Arborist, Mr John Thornton, considered that;

*in terms of the removal of the existing Notable trees on site i.e. that is the English Ash, Silver Birch, the Southern Magnolia and the Alpine Ash (technically missing though there is a Eucalyptus in that spot), I would expect that some reasonably large replacement trees be provided, as their*

*removal will be a significant loss of vegetation to the landscape. Also of note is the loss of one of the best Rimu trees I have seen in the city boundaries. This is both a very large example of an urban Rimu, which is also of very good form and health.*

*In particular the English Ash is a very large tree and currently has a trunk diameter of over 96 cm, is 17 m tall and 18.5 m in crown width. Although the trees have been rated as below the level to qualify for continued protection under the proposed District Plan, the criteria for inclusion is far more severe than the current assessment system uses, with which they were assessed in the 1990's. This does not mean they are not worth retaining, just that they are not at a Notable tree level according to the proposed new CTEM system of appraisal.*

*However, if new trees of a species that will grow into large enough trees to replace the ones lost are provided, this would mitigate to a reasonable extent the loss of the trees.*

*Therefore I recommend that the planting of four replacement trees ... at least 3 metres high at the time of planting for exotics, and 2 metres high for natives.*

*The replacement trees should be planted in a suitable location, preferably where they are most visible. The replacement trees are to be maintained in accordance with internationally recognised Arboricultural practice and should not be topped.*

Mr Thornton originally included a list of preferred species for the above mentioned four trees, but subsequent discussion with Mr Thornton established that a number of the species proposed for the site would be adequate.

The removal of four notable trees would reduce the amount of existing planting retained on the site. However more trees are proposed to be planted between the proposed buildings and the road boundaries, which would be in a more visible location in terms of the view of the site from the street. While Mr Thornton recommended that four of the replacement trees be 3m in height at the time of planting, I consider that a condition requiring the two trees labelled plan reference 19 on the Proposed Tree Plan (at page 93 of the consent document) to be 3m in height at the time of planting would mitigate the effects of the loss of mature trees on the site.

I consider that the removal of four notable trees and works within 10m of two retained notable trees are acceptable, based on the recommended conditions that would manage the works.

## Transport

There are two transport related non-compliances, which relate to trip generation from the café operation (greater than the permitted 32 trips per day) and staff cycle parking provision for the café (not undercover or secure as required). The transport effects of the whole development on the surrounding transport network have also been considered. Vehicle and cycle parking numbers, parking manoeuvring, increased use of the Matai Street East and Darvel Street vehicle accesses, effects on the major cycle way along Matai Street East have been assessed by a Transport Engineer from Novo Group Limited, Mr Nick Fuller, whose comments should be read in conjunction with this report.

Mr Fuller considered that more than the required number of cycle parks had been provided for the café and that the proposed provision would be acceptable. With regard to traffic generation at the vehicle accesses, Mr Fuller agreed with the ITA (provided with the application) that traffic generation at the Darvel Street access would be very low and that the access would operate satisfactorily. Changes at the Kilmarnock Street access was anticipated to be negligible.

Regarding the Matai Street East vehicle access, Mr Fuller considered that 'whilst we note that it is not ideal to increase the volume of traffic using this access and therefore crossing the Major Cycle Route, we consider that it can occur safely.' The cross-section of the Matai Street East access contains a footpath, planting strip, cycle way and then the road carriageway, with no parking permitted on the proposal's side of the street. A visibility splay would also be provided, so Mr Fuller was satisfied that visibility for pedestrians would be improved and that drivers leaving the site would be able to see cyclists. Mr Fuller also considered that vehicles entering the site would need to give way and that the possible delay for them would not create adverse traffic effects for the road network. The possibility of each townhouse having their own access to Matai Street East was considered as creating worse effects than the proposal.

Regarding the trip generation associated with the café operation, Mr Fuller considered the transport effects of the café operation would be less than minor.

Mr Fuller concluded that he was satisfied that the transport effects of the proposed development on the safety and efficiency of the surrounding transport network would be less than minor. Accordingly, he could support the proposal from a traffic perspective.

I have relied on the advice of Mr Fuller and accept his advice. I consider that the transport effects of the proposal are acceptable.

### Café operation

At least one person engaged in the activity shall reside permanently on the site, and the maximum total number of hours the site shall be open to visitors, clients or deliveries for any activity other than a residential activity shall be 50 hours per week. Consent is sought for not having someone engaged in the café activity residing on the site, and for 75 hours of operation per week. Adverse effects of the café are on the residential coherence and character of the area.

While discretion is not restricted, the assessment matters under Clauses 15.2.25 and 15.2.27 provide some guidance and include the extent the surrounding area will be dominated by residential activity, the presence of residential neighbours for residential sites, any cumulative effects of loss of residential activity in the area, traffic and pedestrian movements that are out of character with the area, inconsistent noise, disturbance and loss of privacy, and mitigating aspects of the activity.

The immediately surrounding area contains CGHS, the existing hotels on the site and across Kilmarnock Street, and Hagley Park, so the area is already dominated by other activities. The café component is a part of the whole proposed development which will introduce more residential activity to the proposal site than currently exists. These proposed residential neighbours would have neighbours in the townhouses or apartment building, and would mitigate the residential incoherence of the café.

There is already pedestrian traffic along Matai Street East, being a quiet route to Hagley Park and Christchurch Girls High School. The existing major cycle way travels along the front of the proposed café site, and would already be anticipated to encourage cycle traffic along this road frontage. The proximity of the proposed café near a large open space in Hagley Park also makes the presence of a café compatible in terms of people frequenting the area.

I consider that the effects of the café operation on residential coherence are acceptable.

### Urban design

The proposal would result in 54 residential units, making it a restricted discretionary activity, to be assessed against the urban design matters listed in Clause 15.2.8. The council's discretion is not limited, but the assessment matters listed in Clause 15.2.8 provide some guidance to establish whether the proposal achieves a good outcome in terms of urban design principles. For completeness, I have summarised the advice from Council's Principal Adviser Urban Design, Hugh Nicholson, whose comments should be read in conjunction with this report.

Mr Nicholson made a number of points about the visual effects of the scale of the proposed buildings on the site and context. The proposed townhouses were considered to be of an appropriate scale for Matai Street East, and the residential components appropriately address the street. In particular, the ground floor living areas of the proposed apartments would provide for some interaction with the street, and the articulation of the proposed buildings would provide visual interest and human scale.

Mr Nicholson concluded that:

*In general this is a high quality proposal which will provide an attractive medium density living environment adjacent to Hagley Park and the existing Chateau on the Park hotel. The residential terrace housing and apartments are well-designed and the extra height in the proposed apartment building overlooking the park is appropriate reinforcing the corner and providing a high quality living environment with views over Hagley Park.*

I have relied on the advice of Mr Nicholson and accept his advice that the proposal is of high quality and takes into account the relevant urban design principles.

Both the townhouses and the apartment building present a large amount of solid built form to the street, but for the reasons discussed above I agree that the development is appropriate for the context, and the units at ground level would connect with the street frontage. The articulated form of the townhouses and apartment building avoid a monotonous structure on the street front, and parking and garages have been mostly kept away from the surrounding streets. Trees have been retained and while some are being removed there are more proposed to be planted, many between the buildings and the road boundaries.

I only consider the height of the apartment building's ground floor to present an adverse visual effect to the street frontages, but this is mitigated by planting and direct accesses to courtyards which creates a more human scale at ground level. I consider that CGHS and the performing arts centre, and users of the north west corner of Hagley Park may notice the apartment building's ground floor design, but only for short durations. I therefore consider this adverse effect to be acceptable.

### Positive effects of the proposal

Positive effects of the proposal may be considered under section 104(1). I consider that these are:

- introducing permanent residential activity into the application site
- re-using and restoring a heritage item
- creating a strong built edge along Matai Street and around the corner of Deans Avenue
- providing passive surveillance to Hagley Park and a section of Matai Street East
- locating residential units near a major cycle route.

It is my opinion that while the proposal would establish higher density residential units and a non-residential activity (a café) in an area with predominantly single or two-storey dwellings, the proposal would have the positive effect of establishing more residential activity in a location dominated by a high school and a hotel operation. The housing is of a different nature to the existing housing nearby, but I consider it has been designed in a way that is sympathetic to this existing housing stock, specifically by graduating the density from higher at the Park to lower adjacent to the established residential area.

The proposal creates a number of active frontages along Deans Avenue and Matai Street with outdoor and indoor living spaces facing the street, and pedestrian access from the street for the townhouses and some of the ground floor apartment units. In establishing more residential use the proposal would also provide for more passive surveillance over Matai Street East, Deans Avenue and a densely planted part of Hagley Park. Mr Nicholson, in his urban design advice, also considered that 'Hagley Park would benefit from increased levels of surveillance provided by additional residential units overlooking the park'.

Mr Nicholson also considered that a positive effect of the proposal would be to create a;

*'Strong built edge along Matai Street and around the corner onto Deans Avenue. The proposed apartments would overlook Hagley Park and provide an attractive edge to Deans Avenue. The additional height emphasizes the corner. In my opinion the development responds to the corner site positively and would create a legible street corner.'*

The proposal would locate more dwellings near to a major cycle route, a pleasant pedestrian route and existing public transport routes that ideally will encourage people to adopt more active modes of transport.

The application site includes the site of the heritage item pump building, and has incorporated the restoration and seismic strengthening of this building into the proposal. Re-use and repair of a heritage item is a positive effect of the proposal as it will retain the building's existing heritage values and contribute to the character of the area.

### Conclusion

Due to the nature of nearby neighbours and buildings, the separation provided between the proposed apartment building and the nearest existing residential dwellings, and the balancing and mitigating effect of Hagley Park and the existing and proposed trees, I consider that the adverse effects of the proposal are acceptable. There are also a number of positive effects that the proposal will have on the site and the surrounding area, which will mitigate these minor adverse effects.

In my view, the proposal would be an appropriate use of the site.

## Recovery Plans and Regeneration Plans

Section 60(5) of the Greater Christchurch Regeneration Act 2016 states that Recovery Plans and Regeneration Plans are a matter over which discretion is restricted.

I consider that the proposal is not inconsistent with the Christchurch Central Recovery Plan, which seeks to enable residential activity within the Central City, as the proposal is likely to support recovery of the Central City despite not being located within the four avenues.

There are no Regeneration Plans relevant to this application.

<p><b>Relevant objectives, policies, rules and other provisions of the Plan and proposed Plan [Section 104(1)(b)(vi)]</b></p>
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Regard must be had to the relevant objectives and policies in the Operative City Plan, and those in the Proposed Replacement District Plan. Of particular note, Chapter 3 of the Operative Replacement District Plan contains a number of high level strategic objectives to guide the recovery and future development of the City. Chapter 14 contains objectives and policies for high quality residential environments, Chapter 7 contains objectives and policies for the transport system, and Chapter 9 contains objectives and policies for maintaining historic heritage.

Objective 3.3.1 seeks to enable recovery and facilitate the future enhancement of the district in a manner that meets the community's needs for housing, infrastructure and transport. I consider that the proposal is consistent with this objective.

#### *Heritage*

Under the operative City Plan, *Policy 4.3.1 – Heritage Items* aims to identify and provide for the protection of heritage items having regard to their significance. Under the proposed Christchurch Replacement District Plan, *Policy 9.3.2.7 - Ongoing, Viable Use of Heritage Items and Heritage Settings* seeks to provide for the ongoing, viable use including adaptive reuse of heritage items and heritage settings, including recognising and providing for works necessary as a result of damage incurred from the Canterbury earthquakes of 2010 and 2011. The proposal would reuse and seismically strengthen the heritage pump house, and the works on the heritage item would be managed by the proposed conditions of this resource consent. In my view, the proposal is consistent with the heritage objectives and policies in both Plans.

#### *Trees*

Under the operative City Plan, *Policy 4.3.7 – Protected trees* aims to identify and provide for the protection of trees having special value to the community.

*Policy 9.4.2.3 - Trees in Road Corridors, Parks, Reserves, and Public Open Space* seeks to ensure that road corridors, parks, reserves, and public open space are planted with trees to enhance environmental, landscape, cultural, social and economic values. *Policy 9.4.2.4 – Felling of significant trees* endeavours to avoid the felling of significant trees identified as having exceptional values and limit the felling of other significant trees identified as not having exceptional values.

Under the proposed Christchurch Replacement District Plan *Objective 9.4.1 – Trees* aims to maintain and enhance the contribution of significant trees and trees in road corridors, parks, reserves and public open space.

Four trees listed as notable under the City Plan are proposed to be removed. Under the proposed Christchurch Replacement District Plan, none of these trees are retained as notable. As the four trees to be removed have not been retained as notable under the proposed District Plan, I consider that the felling of these trees is not inconsistent with the proposed policies and objectives. The two notable trees under the City Plan that the proposal will retain are located near to Matai Street East and Deans Avenue, which is consistent with *Policy 9.4.2.3* for trees in road corridors. While the proposal will remove some trees adjacent to the road corridor, the applicant will plant replacement trees to work with the proposed townhouses and apartment building.

#### *Transport*

Under the operative City Plan *Policy 7.1.1* seeks to remedy, mitigate or avoid the adverse effects of the use of the transport system, and *Policy 7.1.4* aims to make efficient use of the transport system, particularly its infrastructure. Under the proposed Christchurch Replacement District Plan, *Policy 7.1.1.6* aims to promote public

and active transport, and *Policy 7.1.1.2* seeks to manage the adverse effects of high trip generating activities on the transport system by assessing their location and design.

The transport advice received for this proposal was that any effects of the proposal on the transport system would be less than minor, which I accept. I therefore consider that the proposal is consistent with the objective and its policies. I also consider that the proposal places more residential units close to the central city, existing bus routes, pedestrian routes and a major cycle way, which would make efficient use of existing public transport systems.

#### *Residential*

Under the operative City Plan, urban growth objectives and policies include *Objective 6.1 – Urban consolidation* - to accommodate urban growth with a primary emphasis on consolidation, and *Policy 6.1.2 – Redevelopment and infill* - to promote redevelopment and more intensive use of the urban area in a manner that maintains and improves neighbourhood character and amenity values and the quality of the built environment, while being sensitive to the receiving environment and avoiding and mitigating adverse effects. The proposal would redevelop an area of land close to the city centre and support urban consolidation, with anticipated positive effects for cost effective services, energy efficiency and reduced or shorter private car-borne trips by locating housing close to employment, schools and business areas. I consider that the proposal is compatible with and sensitive to its receiving environment.

Under the operative City Plan, living environment objectives and policies are for diverse living environments (*Objective 11.1*), providing various densities accounting for existing residential characters (*Policy 11.1.4*), locating higher rise buildings adjacent to Hagley Park (*Policy 11.1.5*), and ensuring open space reflects local character (*Policy 11.4.1*). I consider the proposal is consistent with these objectives, by locating the apartment building near to Hagley park, providing a range of living densities, and providing a range of on-site open space areas consistent with expectations for a townhouse, ground floor apartment unit, and above ground apartment unit.

Under the proposed Christchurch Replacement District Plan, a strategic objective (3.3.4) is to enable an additional 23,700 dwellings through a combination of residential intensification, brownfield and greenfield development, and for a range of housing opportunities to meet diverse and changing needs of Christchurch residents. I consider the proposal to be consistent with this objective as it will produce 54 new residential units over less than a hectare of land, and will locate them near the Central City.

#### *Non-residential activity*

*Under the operative City Plan*, living environment *Policy 11.4.12 – Scale* is to ensure that the scale of non-residential buildings and activities is compatible with the scale of those of the surrounding living environment. I consider that the scale of the café is compatible with the existing surroundings of the proposal site, and that the proposal is consistent with this policy.

Note: Strategic Objective 3.3.2 of the Christchurch Replacement District Plan states that requirements for notification and written approval are to be minimised when implementing the Plan. Regard was had to this objective at the time the decision on notification was made.

Overall, I consider the application to be consistent with the relevant objectives and policies in the operative and proposed plans, as it will:

- reuse and retain heritage fabric in the pump house;
- retain notable trees in the road corridor;
- not adversely affect the transport system and will provide residential units near to public and active transport infrastructure;
- consolidate residential units in an existing urban area near the central city in manner that is not incompatible with the receiving environment; and
- will create a high quality residential environment (in particular I consider that the café operation would be not be of an incompatible scale for the proposal site and its surroundings).

<b>Weighting of the City Plan and Christchurch Replacement District Plans</b>
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The Strategic Directions and Strategic Outcomes chapter of the Replacement District Plan became operative on 25 May 2015, therefore the strategic objectives must be given significant weight.

The rules within the notified Chapter 9 Natural and Cultural Heritage of the proposed Christchurch Replacement District Plan have immediate legal effect under section 86B(3)(d), and should be given some weight along with the operative rules for protected buildings, places and objects and protected trees.

Decision 7 – Transport (Part) on the proposed Christchurch Replacement District Plan is operative as of 18 December 2015, so must be given full weight.

**Relevant provisions of a National Environmental Standard, National Policy Statement, Regional Plan, Regional Policy Statement or Coastal Policy Statement [Section 104(1)(b)]**

Environment Canterbury and Council records indicate that the application site has not been used for an activity on the Hazardous Activities and Industries List (Ministry for the Environment) therefore the National Environmental Standard for managing contaminants in soil to protect human health does not apply.

**Any other matters which are relevant and reasonably necessary to determine the application [Section 104(1)(c)]**

**Precedent / Plan Integrity**

Given the non-complying status of this application it is appropriate to have regard to the issue of precedent, as well as the effect of granting consent upon the integrity of the City Plan and public confidence in its consistent administration. Case Law has established however, through the High Court in *Rodney District Council v Gould*, that concerns relating to plan integrity and precedent effect are not mandatory considerations. The Court held that they are matters that decision makers *may have regard to*, depending on the facts of a particular case including:

1. Whether a proposal is contrary to the objectives and policies of the plan; and if so
2. Whether in the circumstances of a particular case a proposal can be seen as having some unusual quality.

In this case the proposal is not contrary to the objectives and policies, therefore I am satisfied that issues of precedent or plan integrity do not arise.

In my opinion the proposal and the application site have a number of unique characteristics which would distinguish it from other applications for over-height activities in a living zone. These include:

- the location of the proposal site near non-residential activities (a high school and a hotel)
- the use of the whole site bound by Darvel Street, Matai Street East and Deans Avenue for a single development with three components
- the location of the site adjacent to Hagley Park

Given these factors, I consider that granting consent to this application is unlikely to give rise to any significant precedent effect which would challenge the integrity of the City Plan.

**Part II of the Resource Management Act 1991 [Section 104(1)]**

The above considerations are subject to Part II of the Act which outlines its purpose and principles.

The proposal is considered to be consistent with Part II matters as it will maintain the amenity of the surrounding environment, in accordance with Section 7(c) and 7(f), it will be an efficient use of land (providing residential units and a café in space occupied by gardens near the central city and transport links), in accordance with Section 7(b), and it will protect historic heritage from inappropriate use and development, in accordance with Section 6(f) of the Resource Management Act 1991.

**Non complying activity threshold tests [Section 104D(1)]**

The application satisfies both tests as the adverse effects on the environment will be no more than minor and the application is not contrary to the objectives and policies of the Plan.

#### Section 104(3)(d) notification consideration

No matters have arisen in the assessment of this application which would indicate that the application ought to have been notified.

**Recommendation:** That for the above reasons the application **be granted** pursuant to Sections 104, 104B, 104D and 108 of the Resource Management Act 1991, subject to the following conditions:

1. The development shall proceed in accordance with the information and plans submitted with the application, including the further information and amended plans submitted on 5/08/2016, except as amended by the subsequent conditions. The Approved Consent Documentation has been entered into Council records as RMA/2016/1434 (160 pages) and includes the stamped approved plans RMA/2016/1434 pages 46 to 104.

#### Notable trees

2. The applicant shall appoint a suitably experienced and qualified Arborist that is approved by the City Arborist, Christchurch City Council, to monitor and supervise all works within 10 metres of the protected trees (labelled numbers 23 and 51 on sheet 7 of the Landscape plan, or page 91 of the consent document) for the duration of proposed works. This person is to be engaged by the applicant and is to liaise with the project manager, supervisory staff and the contractors carrying out the works on site to ensure that tree protection occurs for the duration of the works (see advice note 1).
3. The arborist appointed under condition 2 above shall attend a pre-commencement meeting, where the arborist will outline tree protection requirements to the contractors carrying out the proposed works.
4. Soil excavation within 10 metres of the protected trees (23 and 51 on sheet 7 of the Landscape plan) shall occur under the direction and supervision of the appointed Arborist.
5. Hand-digging shall be used under the supervision and direction of the appointed Arborist when excavating soil within the 10 metre setback areas when determining the location of significant roots for foundations, or other locations specified by the appointed Arborist.
6. The laying of any services within the 10 metre setback of the protected trees shall, where practicable, use a boring/thrusting technique at a minimum depth of 600 mm below ground level. If not practicable, it shall be carried out in accordance with condition 5.
7. A 1.8m high fence with wire mesh panels shall be erected around the protected trees (23 and 51 on sheet 7 of the Landscape plan) on the site that may be affected by the construction activities, to exclude the tree root protection zone from site activity.
8. The fence required under condition 7 above shall be well braced to resist impacts, and shall be put in place prior to commencement of site work under the supervision of the Arborist appointed under condition 2, and remain in place until all site work has been completed.
9. There should be no alteration to the barrier fencing or access to the tree root protection zone without prior approval by the Project Manager, stating the purpose and duration of the proposed access, unless the Project Manager is on site and attending in person.
10. When soil is cleared around any tree roots they must not be left exposed for an extended time, and they shall be protected from desiccation and damage by the use of damp Hessian or good quality topsoil, as specified by the appointed Arborist.
11. If any roots encountered at the levels to be excavated have to be severed, they shall be severed cleanly with pruning secateurs or a hand saw, and no ripping or breaking of roots is to occur. All root pruning is to be carried out by the appointed Arborist.
12. Any heavy machinery used on site shall avoid coming within 8 metres of the base of the tree, except where the surface is already sealed.
13. No materials or machinery/vehicles are to be stored/parked within 10 metres of the base of the tree during the construction work, including excavated soil, chemicals or building materials.



14. Disposing of water used to wash down machinery (e.g. concrete mixers) within 10m of the protected trees (labelled numbers 23 and 51 on sheet 7 of the Landscape plan) is prohibited.
15. The appointed Arborist shall advise the City Arborist in writing, within twenty-four hours of any damage to the protected trees (23 and 51 on sheet 7 of the Landscape plan) resulting from the works, which in the opinion of the appointed Arborist is likely to result in more than minor adverse effects on the tree. If damage is caused to the protected trees as a result of the works, then the resource consent holder shall be responsible for rectifying the damage to the best possible extent. In the event of damage to the protected trees, the appointed arborist shall prepare a report detailing what damage occurred, how it will be rectified and how further damage would be prevented. The report shall then be submitted to the council arborist for approval.

### **Landscaping**

16. The proposed landscaping shall be established in accordance with the Proposed Tree Plan at page 93 of 160 of the consent document , with the exception of the two Quercus rubra (plan reference 19 on the Proposed Tree Plan) to be 3m in height at time of planting (all other trees to be 2m in height at time of planting)
17. All required landscaping shall be provided on site within the first planting season (April to October) after the date of issue of the code of compliance certificate under the Building Act. For avoidance of doubt, if the development is staged then this condition shall apply to each stage of the development.
18. All landscaping required for this consent shall be maintained. Any dead, diseased, or damaged landscaping is to be replaced immediately with plants of a similar species.

### **Parking and transport**

19. 3 vehicle parking spaces to the south of the apartment building shall be allocated for apartment use.
20. If the proposed café is to operate under hours of darkness, lighting of parking and loading areas shall be maintained at a minimum level of two lux, with high uniformity, during the hours of operation. Lighting shall still comply with relevant District Plan standards for controlling glare.
21. A visibility splay in accordance with Appendix 7.9 of Chapter 7 of the replacement Christchurch District Plan (as at 23/8/2016) shall be maintained on the west side of the Matai Street East vehicle crossing, and the south side of the Darvel Street vehicle crossing. Any landscaping within the visibility splay shall be kept below 0.5m in height.

### **Acoustic insulation**

22. Any new habitable space within the proposed apartment building which is within 40 metres of the edge of the nearest marked traffic lane of Deans Avenue, shall achieve a minimum external to internal noise reduction of 30 dBA (Dtr, 2m, nT).

### **Heritage**

23. The applicant must advise the CCC Heritage Team leader or nominee of the imminent commencement of works at least ten working days in advance so that it can be ensured that those conditions of consent that require prior agreement are verified.
24. The applicant shall not commence or shall cease work in a given area if there are any changes proposed to the submitted and approved plans in relation to that area. These changes must be discussed and agreed with the CCC Heritage Team Leader or nominee before work is commenced or further work undertaken. See advice note 7.
25. A photographic record of the works must be undertaken before commencement, at regular intervals during works and after completion. This record shall be provided to the CCC Heritage Team leader or nominee within one month of completion. This record shall be executed as per the matters outlined in the City Plan: vol. 3, s. 10, clause 1.3.5 – Photographic Records (Group 1 – 4 heritage items) - except that it is not required that the photographs be taken by a professional photographer. They must however be in a high quality, high resolution digital format. See advice note 5.
26. The applicant must provide a Temporary Protection Plan (TPP) to the CCC Heritage Team Leader or nominee for discussion and approval before the commencement of works on site. Once works are underway, the TPP should be reviewed on a weekly basis to ensure that any immediate risks to heritage fabric are highlighted and necessary mitigation measures undertaken.
27. Copies of the approved consent documentation and the TPP must be held on site at all times; form part of the site induction process; be read, signed and complied with by all tradespeople working on site; and be made available on request to Council employees or their representatives.

28. Heritage joinery must be left in-situ if possible, and original finishes and heritage patina maintained. If the removal of the joinery is required, then it shall be removed with care and marked to permit reinstatement in its original location. Reproduction joinery must only be employed where reinstatement of the original is not possible. Reproduction is to be undertaken on a 'like for like' basis in terms of materials and profile, and must be identified as new work by date stamping or other means of identification. See advice note 3.
29. The mortar mix to be employed for brickwork repair and repointing shall be provided to the CCC Heritage Team Leader or nominee for discussion and approval before the commencement of works on site.
30. The applicant shall provide full structural drawings for the seismic upgrade to the CCC Heritage Team Leader or nominee for discussion and approval before the commencement of works on site.
31. The applicant shall provide the structural detail for the new timber floor to the CCC Heritage Team Leader or nominee for discussion and approval before the commencement of works on site.
32. The applicant shall submit their selected portal frame paint colour to the CCC Heritage Team Leader or nominee for discussion and approval before this element of works commences.

#### Advice Notes:

#### Trees

1. The following local Arboricultural firms are considered acceptable to Christchurch City Council:
  - a) Advanced Tree Services - 03 344 6162/ Mathew Palmer 027 2202724
  - b) Arbor-Tek Ltd - 03 3497143 / Joe Berryman 027 272 6710
  - c) City Care - 03 941 7200 Fax 03 941 7250
  - d) Four Seasons Tree Care (Otautahi) Limited - 03 381 1422, Mobile: 021 029 66714, email [bek@fourseasonstrecare.co.nz](mailto:bek@fourseasonstrecare.co.nz)
  - e) Treetech Specialist Treecare Ltd - 03 383 9370/ 0800 873378, Chris Walsh 027 2297499
  - f) Arbor Vitae - Laurie Gordon (Tree Reports/Assessments only) 027 229 2536
  - g) Warner Tree Care Limited (Tree Reports/Assessments only) 03 3394412, Liz Warner 0211206913 email [Liz@warnertreecare.co.nz](mailto:Liz@warnertreecare.co.nz)

#### Heritage

2. All works should be carried out with regard to the conservation principles contained within the ICOMOS New Zealand Charter for the Conservation of Places of Cultural Heritage Value (ICOMOS New Zealand Charter 2010).
3. The dating of new or introduced fabric may be undertaken by any permanent means including marker pen. Marking should be in unobtrusive locations. Not all new fabric requires dating; only where there is the potential for the future misinterpretation of replica fabric or introduced old fabric as original heritage fabric should it be marked.
4. All works to be undertaken on the repair and replacement of heritage fabric should be undertaken by tradespeople experienced in working with such fabric.
5. The purpose of this photographic record (see condition 25) is the recording of changes to the fabric of the heritage item as a consequence of the programme of works. The focus of the images should be the areas in question rather than individual elements.
6. The CCC Heritage Team nominee for this project is currently Gareth Wright [gareth.wright@ccc.govt.nz](mailto:gareth.wright@ccc.govt.nz) DD: 941 8026.
7. With reference to Condition 24; a further consent will be required for proposed changes which are considered by the CCC Resource Consent Unit to be beyond the scope of this consent.

#### Monitoring

8. The Council will require payment of its administrative charges in relation to monitoring, as authorised by the provisions of section 36 of the Resource Management Act 1991. The current monitoring charges are:
  - (i) A monitoring fee of \$298 to cover the cost of setting up a monitoring programme and carrying out two site inspections to ensure compliance with the conditions of this consent; and
  - (ii) Time charged at an hourly rate of \$116 incl. GST if additional monitoring is required, including non-compliance with conditions.

## Development Contribution Assessment

9. Development Contributions have been assessed in accordance with the Development Contributions Policy 2015, which has been established under the Local Government Act 2002. Full details of the policy are available at <http://www.ccc.govt.nz/consents-and-licences/development-contributions/>.

Payment of Development Contributions can be made at any time following the issue of this consent. Payment in full must be made before either commencement of the Resource Consent activity, issue of Code Compliance Certificate for a building consent, issue of section 224 Certificate for a subdivision consent, or authorisation of a service connection.

### Development Contribution Summary as at 17 June 2016:

DEVELOPMENT CONTRIBUTIONS SUMMARY			PIM or Building Consent Ref:		RMA/2016/1434			
Customer Name	Rexton Global Limited				ASSESSMENT			
Project Address	189 Deans Avenue							
Assessment Date	17/06/2016							
<b>Assessment Summary</b>								
		HUE Credits						
		Current	Assessed	Discounts	Assessed HUE After Discount	Change	DC Rate (incl GST)	DC Charge (incl GST)
<b>Location:</b>								
<b>Riccarton</b>								
<b>Activity</b>	<b>Catchment</b>	<b>HUE A</b>	<b>HUE B</b>	<b>C</b>	<b>HUE D</b>	<b>HUE E</b>	<b>G</b>	<b>F= Ex G</b>
<b>Network Infrastructure</b>								
Water supply	District-wide	0.00	54.83	0%	54.83	54.83	\$2,785.59	\$152,719.83
Wastewater collection	District-wide	0.00	54.83	0%	54.83	54.83	\$6,582.60	\$360,891.05
Wastewater treatment and disposal	District-wide	0.00	54.83	0%	54.83	54.83	\$3,385.35	\$185,601.65
Stormwater & flood protection	Avon	0.00	6.26	0%	6.26	6.26	\$982.82	\$6,157.04
Road network	Inner City	0.00	59.51	0%	59.51	59.51	\$1,011.36	\$60,180.74
Active travel	District-wide	0.00	59.51	0%	59.51	59.51	\$375.35	\$22,335.11
Public transport	District-wide	0.00	59.51	0%	59.51	59.51	\$488.96	\$29,095.39
<b>Total Community and Network Infrastructure</b>								\$816,980.81
<b>Reserves</b>								
Regional parks	District-wide							\$154,090.13
Garden and heritage parks	District-wide							\$10,478.84
Sports parks	District-wide							\$143,595.82
Neighbourhood parks	Inner City							\$160,039.84
							15.00%	\$167,632.88
<b>Total Development Contribution</b>								<b>\$1,285,185.44</b>

### Reconsideration and/or objection

A request for reconsideration of development contributions or an objection to development contributions may be made if you have grounds to believe:

- the development contribution was incorrectly calculated or assessed under the territorial authority's development contributions policy; or
- the territorial authority incorrectly applied its development contributions policy; or
- the information used to assess the person's development against the development contributions policy, or the way the territorial authority has recorded or used it when requiring a development contribution, was incomplete or contained errors.

A Request for Reconsideration Form must be lodged with Council within 10 working days of receiving this notice. A Request for Reconsideration form can be found at [www.ccc.govt.nz](http://www.ccc.govt.nz).

An Objection to Development Contributions form must be lodged with Council within 15 working days of receiving this notice. An Objection to Development Contributions form can be found at [www.ccc.govt.nz](http://www.ccc.govt.nz).

### Notes:

- This assessment is valid for 24 months from the date of issue. Reassessment of this development contribution assessment will occur after 24 months only when an invoice is generated, and this original assessment (or subsequent reassessment) has expired.
- This assessment supersedes any estimate you may have received on a Project Information Memorandum (PIM) or Development Check.
- If you have any queries regarding the Development Contribution please contact our Development Contributions Assessors on ph. 03 941-8999.

**Reported and recommended by:** Shona Jowett, Planner

**Date:** 22 August 2016

**Peer reviewed by:** Ruth Markham-Short, Planner

**Date:** 22 August 2016

**Decision**

That the above recommendation be adopted for the reasons outlined in the report.

**Delegated officer:**



Christofferson, Andy  
23/08/2016 2:13 PM  
Planning Team Leader

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# Kauri Cluster Street Renewals

- Kauri Street (Riccarton Road to Rata Street)
- Rata Street (Kauri Street to Straven Road)
- Rimu Street (Riccarton Road to Titoki Street)

## A Christchurch City Council Consultation Newsletter—April 2007

The Christchurch City Council has initiated this project to renew the kerb and channel along Kauri Street, Rata Street and Rimu Street during the 2007/2008 and 2008/2009 financial years.

Kauri Street, Rata Street and Rimu Street are all classified as local residential roads within the Council's roading hierarchy, with a low to medium level of through traffic. Kauri Street and Rimu Street are linked to Riccarton Road at the southern end with threshold treatments and landscaping and then extend northward. Rata Street runs parallel to Riccarton Road.

The historical Riccarton House and Riccarton Bush are located near to the project area.

This cluster of streets is located in the Riccarton area, which falls within the jurisdiction of the Riccarton/Wigram Community Board.

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**Kauri Cluster - Kauri Street, Rata Street and Rimu Street**

*This newsletter was produced by the Capital Programme Group of the Christchurch City Council.*

*For further information please contact  
Kirsty Ferguson,  
Consultation Leader  
Ph (03) 941 8662 or  
Email  
[kirsten.ferguson@ccc.govt.nz](mailto:kirsten.ferguson@ccc.govt.nz)*

*A feedback form is provided as an insert in this newsletter. Please return it by freepost by Monday, 30 April 2007.*



## Objectives

The primary aim of this project is to renew the kerb and channel along both sides of Kauri Street, Rata Street and Rimu Street.

The primary objectives for the project are:

- To renew the kerb and dish channel with kerb and flat channel.
- To improve safety for pedestrians, cyclists and vehicles, where practicable.
- To ensure adequate drainage design.
- To upgrade lighting, if appropriate.
- To reflect the local road nature of the street.

The secondary objectives for the project are:

- To ensure the design meets the demand for on-street parking.
- To provide landscape enhancement, where possible.

## Previous Consultation

In January 2007, an update newsletter was distributed to residents and local stakeholders to advise them of the issues raised during previous consultation undertaken within Kauri Street and Rata Street (between Kauri Street and Rimu Street).

An initial survey was carried out with Kauri Street residents in October 2004, while another survey was undertaken with Kauri Street and part of Rata Street residents in May/June 2006.

The key issues raised related to:

- **Parking** - There is a mixed reaction from residents to the existing parking restrictions along Kauri and Rata Streets. The Riccarton/Wigram Community Board has resolved that existing parking restrictions in Rata Street, Rimu Street, Kauri Street and Titoki Street will continue (14 Feb 2006). Westfield Mall shoppers still park in these streets.
- **Speed Reduction** - The corner of Kauri Street and Rata Street needs to be changed to slow vehicles down. This route is used as a short cut by motorists wanting to avoid Riccarton Road.
- **Landscaping** - Residents have requested landscaping and street trees that complement Riccarton Bush.
- **Street lighting** - More street lighting has been requested to improve pedestrian safety.
- **Cycling / Pedestrian Route** - This cluster of streets is a short cut for pedestrians and cyclists travelling to and from Deans Bush and nearby schools, so linkages with paths and crossing points should be considered.

## Street Trees and Landscaping Features



*Kauri trees (Agathis) have a straight, smooth trunk, develop massive ascending limbs with age, and the peeling bark produces distinctive patterns. Its broad leathery leaves, with no midrib, are arranged in almost opposite pairs, and its cones are almost globular with tightly packed scales. The Agathis australis is famous as New Zealand's largest native tree, and is generally found in swampy lowland forests in the North Island. Its small leaves (35mm long) are closely crowded on the adult branches. It is slow growing, with dense conical or columnar form. The bark is dappled gray and brown with small thick scales detaching, and bluish cones in summer.*



*The rata tree (Metrosideros robusta) is also known as the Northern rata. It is a tall tree found in New Zealand's North Island and northern South Island. It is slow growing, beginning as an epiphyte, with thick leathery leaves. It has red bottlebrush-like flowers in summer, although it does take several years to flower. The Southern rata (Metrosideros umbellata) is a native of New Zealand from the high rainfall areas of the South Island's west coast. While it is similar to its northern counterpart, it is smaller and not an epiphyte. Its leathery leaves are more lance-shaped. It also has red flowers in summer, but is very slow growing and it may take decades for flowers to appear.*



*The rimu tree (Dacrydium cupressinum) is also known as the New Zealand red pine. It is a native of New Zealand and is a slow-growing evergreen tree, which bears tiny leaves on pendulous, bronzy green branchlets. This species resents transplanting, is drought tender, and produces only tiny nutlets.*

*A water feature is proposed in the landscaping area at the intersection of Rata Street and Straven Road, which may be similar to the spring-fed water feature at Jellie Park (shown below).*



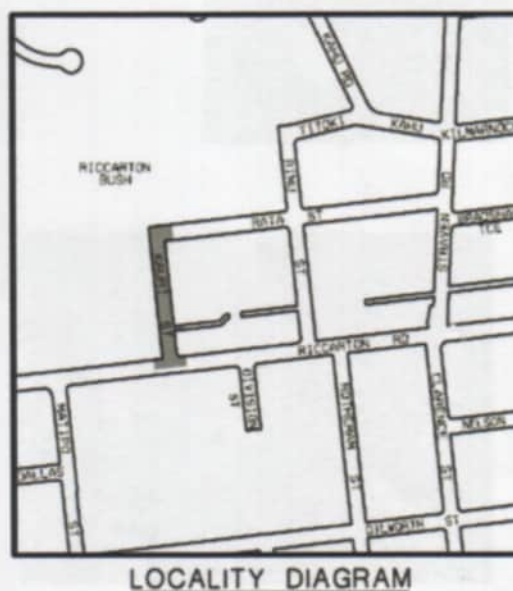
## Kauri Street

Kauri Street is 120 metres long, north of the existing build-out, with an existing carriageway width of approximately 13 metres. There is 60 minute parking restrictions and kerbside footpaths along both sides of the street. A service lane and threshold treatment is located on the eastern side of Kauri Street, approximately 40 metres north of the intersection with Riccarton Road. The road reserve is 20 metres wide. There are no overhead services along Kauri Street, except for the kerb-side street light poles. There are approximately 930 vehicles per day travelling along the street.

### The Concept Plan

The proposed plan for Kauri Street is shown below and includes the following key features:

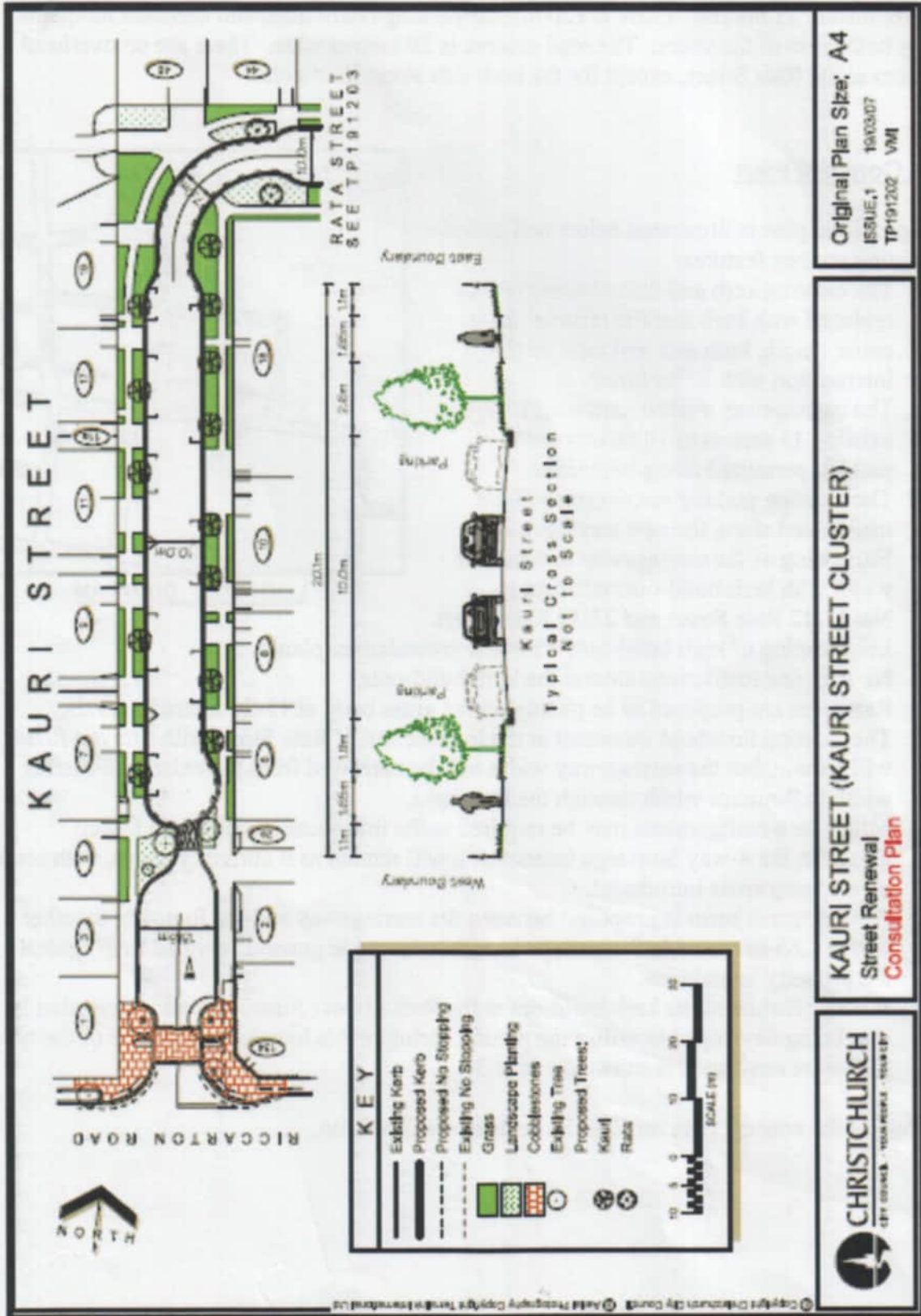
- Full kerb and channel renewal. The existing kerb and dish channel will be replaced with kerb and flat channel for its entire length.
- The carriageway will be narrowed from the existing 13 metres to 10 metres with parking permitted along both sides.
- The existing parking restrictions will be maintained along the new carriageway.
- Parking bays will be marked on both kerbs with a through carriageway width of 6 metres.
- There will be no change to the location or design of the existing threshold treatments both at the intersection with Riccarton Road and north of the intersection of Riccarton Road.
- Wider grass berms (between 1.9 metres and 2.6 metres wide) will be located between the parking areas and the footpaths.
- Footpaths will be 1.65 metres wide with a 1.1-metre grass service strip adjacent to the property boundaries.
- Kauri trees are proposed to be planted in the grass berm at 15-20-metre intervals, with low level landscaping at the intersection of Kauri Street and Rata Street.
- The carriageway around the intersection of Kauri Street and Rata Street is narrowed to 7 metres to slow vehicle speeds around the bend.
- No stopping restrictions will be introduced around this corner.



A copy of the concept plan for Kauri Street is shown opposite.



# Kauri Street - Concept Plan



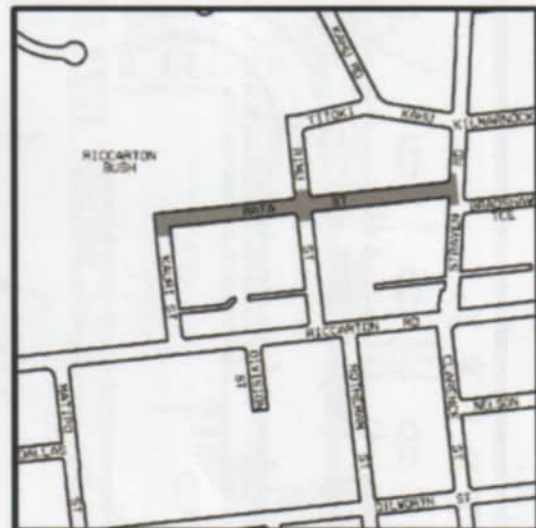
## Rata Street

Rata Street is approximately 400 metres long, with an existing carriageway width of approximately 13 metres. There is 120 minute parking restrictions and kerbside footpaths along both sides of the street. The road reserve is 20 metres wide. There are no overhead services along Rata Street, except for the kerb side street light poles.

### The Concept Plan

The proposed plan is illustrated below and includes the following key features:

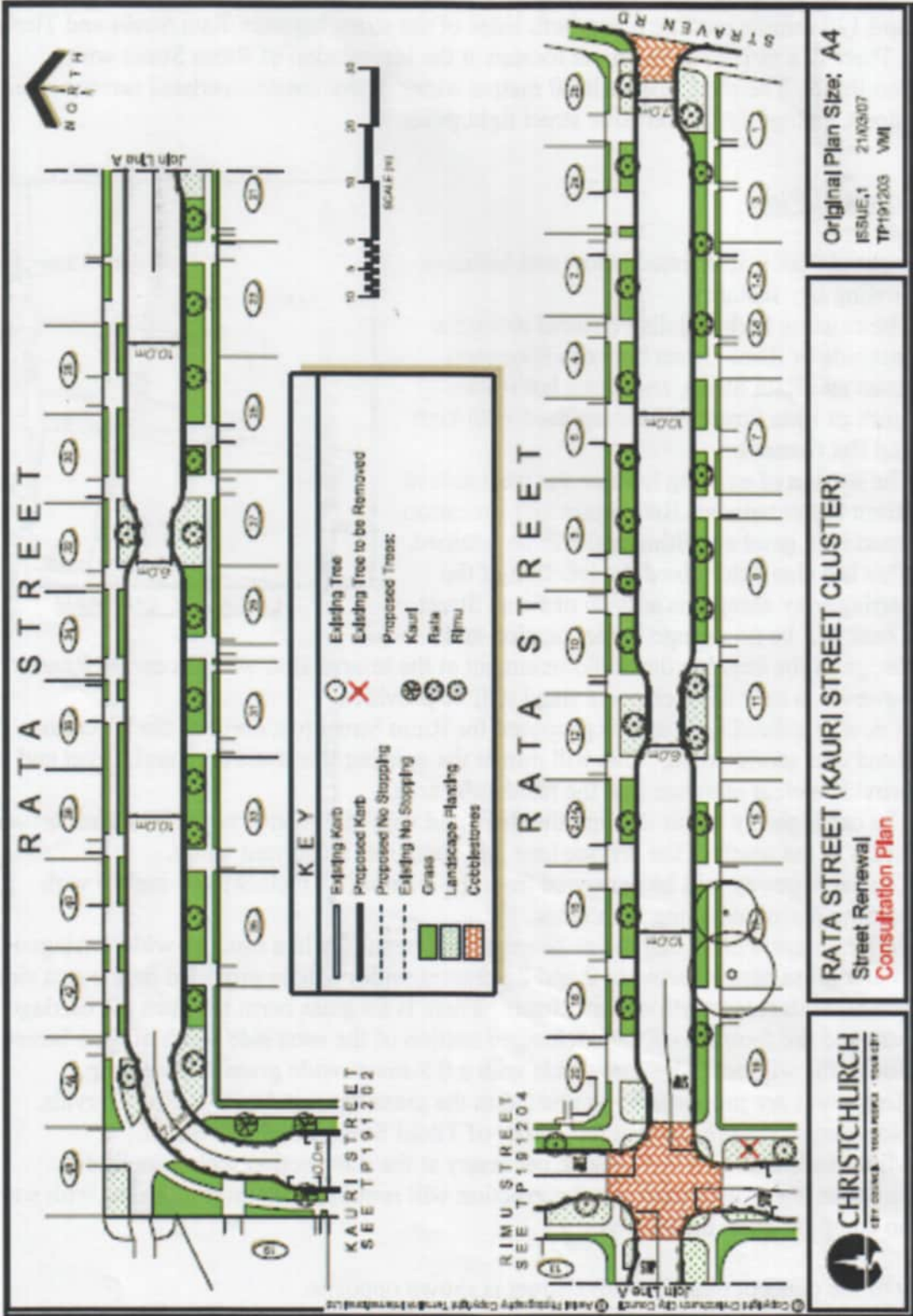
- The existing kerb and dish channel will be replaced with kerb and flat channel for its entire length, both east and west of the intersection with Rimu Street.
- The carriageway will be narrowed from the existing 13 metres to 10 metres with parking permitted along both sides.
- The existing parking restrictions will be maintained along the new carriageway.
- Narrowing of the carriageway to 6 metres width with kerb build-outs adjacent to No. 11/12 Rata Street and 27/32 Rata Street.
- Landscaping of kerb build-outs with low groundcover plants.
- No stopping restrictions around the kerb build-outs.
- Rata trees are proposed to be planted in the grass berm at 15-20-metre intervals.
- The existing threshold treatment at the intersection of Rata Street with Straven Road will remain, but the carriageway width will be narrowed from the existing 8-metres width to 7-metres width through the threshold.
- Minor kerb realignments may be required at the intersection with Rimu Street; however, the 4-way Stop sign intersection will remain as it currently exists, with some no stopping areas introduced.
- A wider grass berm is proposed between the carriageway and the footpath, together with a 1.65-metre wide footpath and a 0.8-metre wide grassed serviced strip against the property boundaries.
- A water feature in the kerb build-out at the Rata Street / Straven Road intersection is also being developed to utilise the natural spring at this location. A picture of the type of feature envisaged is shown on page 3.



LOCALITY DIAGRAM

A copy of the concept plan for Rata Street is shown opposite.

# Rata Street - Concept Plan



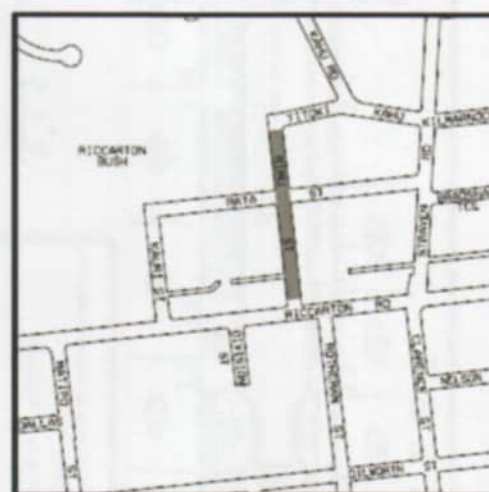
## Rimu Street

Rimu Street is approximately 270 metres long from Riccarton Road to Titoki Street, with an existing carriageway width of approximately 13 metres. There is 60 minute parking restrictions and kerbside footpaths along both sides of the street from Riccarton Road to Rata Street and 120 minute parking along both sides of the street between Rata Street and Titoki Street. There is a threshold treatment located at the intersection of Rimu Street with Riccarton Road. The road reserve is 20 metres wide. There are no overhead services along Rimu Street, except for the kerbside street light poles.

### The Concept Plan

The proposed plan is illustrated below and includes the following key features:

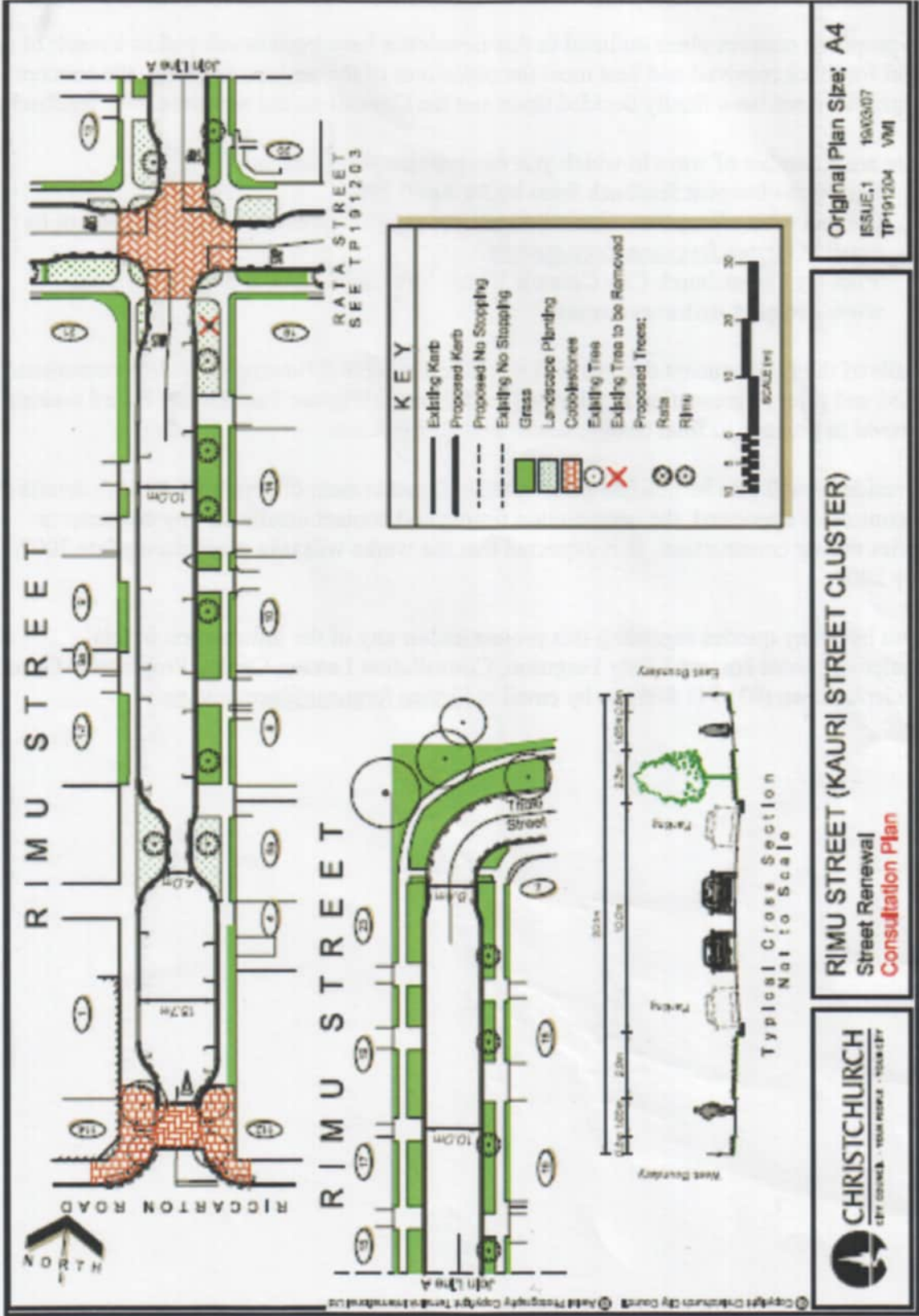
- The existing kerb and dish channel along the east side of Rimu Street between Riccarton Road and Rata Street, and along both sides north of Rata Street will be replaced with kerb and flat channel.
- The section of existing kerb on the west side of Rimu Street between Rata Street and Riccarton Road is in good condition and will be retained. This has also determined the location of the carriageway along this section of Rimu Street.
- There will be no change to the location and design of the existing threshold treatment at the intersection with Riccarton Road; however, a new updated cycle stand will be provided.
- A new threshold treatment is proposed for Rimu Street just north of the Riccarton Road rear service road. This will mirror the existing threshold on Kauri Street and will provide a clear entrance into the residential area.
- The carriageway width through the threshold will be 4 metres wide. The carriageway width to the south of the service lane will remain at its current width.
- The carriageway will be narrowed from the existing 13 metres to 10 metres with parking permitted along both sides.
- Parking bays will be marked at 2-metres with resulting in a 6-metre wide carriageway.
- Wider grass berms (between 2 and 2.9 metres wide) will be provided on the east side and on both sides north of Rata Street. There is no grass berm between the carriageway and the footpath on the unchanged section of the west side south of Rata Street.
- Footpaths will be 1.65 metres wide with a 0.8-metre wide grass service strip.
- Rimu trees are proposed to be planted in the grass berm at 15-20-metre intervals.
- No changes are proposed at the corner of Titoki Street and Rimu Street.
- Minor kerb realignments may be necessary at the intersection with Rata Street; however, the 4-way Stop sign intersection will remain as it currently exists with some no stopping areas introduced.



LOCALITY DIAGRAM

A copy of the concept plan for Rimu Street is shown opposite.

# Rimu Street - Concept Plan



## Consultation Process

The proposed concept plans outlined in this newsletter have been developed as a result of the initial feedback received and best meet the objectives of the project; however, the concept designs have not been finally decided upon and the Council would welcome your feedback.

There are a number of ways in which you can provide your feedback:

- Return the freepost feedback form by **30 April 2007**.
- Contact Kirsty Ferguson, Consultation Leader by telephone on (03) 941 8662 or by email at [kirsten.ferguson@ccc.govt.nz](mailto:kirsten.ferguson@ccc.govt.nz)
- Visit the Christchurch City Council "Have Your Say" website at [www.ccc.govt.nz/haveyoursay](http://www.ccc.govt.nz/haveyoursay)

Details of the final concept designs will be made available following the public consultation period and prior to presenting a report to the Riccarton/Wigram Community Board seeking approval to proceed to final design, tender and construction.

All residents will also be notified prior to the commencement of construction with details of the contractor appointed, the construction timing and contact details for any concerns or queries during construction. It is expected that the works will take place during late 2007/ early 2008.

If you have any queries regarding this project and/or any of the information in this newsletter, please contact Kirsty Ferguson, Consultation Leader, Capital Programme Group by telephone on (03) 941 8662 or by email at [kirsten.ferguson@ccc.govt.nz](mailto:kirsten.ferguson@ccc.govt.nz)

## 5 Heritage Review and Recommendations

This section reviews Christchurch City Council's interface proposal (Figure 4) and provides visualisations of existing, medium (12m) and high density (20m) zoning. Additional sites and measures are recommended to protect the heritage landscape values of Pūtaringamotu.

### 5.1 Heritage Landscape Values and Visual Effects

#### 5.1.1 Response to Council's Proposed Interface Sites

Pūtaringamotu is an Outstanding Natural Feature and site of national importance with significant heritage, ecological and cultural values. The tall podocarp trees are a defining and distinctive landmark element when seen close up or from a distance across the city skyline. What we see today relates to depictions in early paintings of the area and it is therefore essential to retain views of the Bush, ensuring new development does not dominate or obscure the skyline.

Council have initially proposed reducing the NPS-UD 20m intensification heights to 12m for the majority of properties adjacent to Pūtaringamotu (interface sites shown on Figure 4). However, as site visits and modelling indicate, at 12m and 20m throughout the current interface area, and allowing for a range of design options, the expanse of Riccarton Bush above the rooftops will still be significantly obstructed with building heights restricted to 12m (Figure 21).

Enabling a 12m height limit and the potential bulk of three units per site with no minimum allotment size for existing or proposed dwellings would result in a noticeable change to the views of Riccarton Bush with potential to obscure visibility of Pūtaringamotu from residents and passers-by on suburban streets to the south, west and northwest of Riccarton Bush, apart from properties that share a boundary with the bush.



Figure 20: **Rata Street** looking northwest towards Pūtaringamotu Riccarton Bush, with graphic overlay showing possible apartment configuration under the **existing CDP height limit (8m)**.



Figure 21: *Rata Street* looking northwest towards Pūtaringamotu Riccarton Bush, with graphic overlay showing possible apartment configuration under a proposal of **12m height limit** within the Riccarton Bush interface.



Figure 22: *Rata Street* looking northwest towards Pūtaringamotu Riccarton Bush, with graphic overlay showing **20m height limit** and possible apartment configuration under the **NPS-UD Built Form Standards**. Outcome may vary through High Density Residential Standard provisions.



2 October 2019

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New Zealand  
[npsurbandevlopment@mfe.govt.nz](mailto:npsurbandevlopment@mfe.govt.nz)

**Christchurch City Council submission on the *National Policy Statement on Urban Development***

Thank you for the opportunity to comment on the proposed National Policy Statement on Urban Development (NPS-UD).

The Council agrees with and supports the Government's focus on successful cities. However, we have a number of concerns with what is being proposed and the process being used to make these changes. The very tight timeframe for this consultation, combined with the fact that is taking place directly prior to the local body elections, is extremely disappointing to the Council.

Our feedback is attached to this letter and includes general comments and covers the draft objectives and policies and responses to the consultation questions. The Council's feedback particularly highlights issues around:

- the lack of a vision for urban NZ as a network of interconnected cities and towns;
- the need for much clearer direction on what constitutes a quality urban environment;
- the need to properly consider local priorities and context and thus lessen the directive nature of the proposed policies;
- the inconsistency of the proposed policies on greenfield development with the rest of the NPS-UD and with the draft NPS on Highly Productive Land;
- the lack of consideration of climate change imperatives; and
- the potential costs to local authorities.

These are all matters of significant concern to the Council.

The Council looks forward to working with the Government on making cities such as Christchurch even more successful. We thank you for the opportunity to provide this submission.

For any clarification on points within this submission please contact David Falconer, Team Leader – City Planning, at [david.falconer@ccc.govt.nz](mailto:david.falconer@ccc.govt.nz).

Yours sincerely



Hon Lianne Dalziel  
**Mayor of Christchurch**

TRIM: 19/1053274

## APPENDIX 1: Christchurch City Council submission on the *National Policy Statement on Urban Development* - key submission points

### Introduction

1. Whilst Council agrees with the Government's focus on successful cities, the Council has a number of concerns with what is being proposed and the process being used to make these changes. The main points we would like to discuss in this submission are:
  - Concerns about the **process and the timing** of the consultation – the reduced timeframes and consultation occurring directly prior to the local body elections.
  - A more **comprehensive vision of Aotearoa/New Zealand** as a network of interconnected cities and towns is required, with associated objectives and policies requiring infrastructure provision to support this.
  - Better direction is required on what constitutes a **quality urban environment**, because the proposed NPS-UD does not give clear direction on what this is.
  - The need to consider local priorities and the unique circumstances of each major urban centre, as **one solution will not work for all** – the proposed NPS-UD does not currently achieve this.
  - **Less directive policies are preferred** as there is a need to consider local priorities and context, which such an approach does not encourage.
  - The NPS-UD is likely to require **greater intensification** than what is enabled in Christchurch's recently-developed District Plan, without considering the lack of demonstrable need for this additional capacity, local priorities specific to Christchurch, and the potential impact on neighbourhood amenity.
  - **The policies around out-of-sequence greenfield development** are too directive, inappropriate for application on a national scale, and are not consistent with the National Policy Statement on Highly Productive Land nor the evidence-based, plan-led ethos of the rest of the NPS-UD.
  - The **costs for local authorities** of the extra requirements of the NPS-UD will need to be addressed through consideration of funding tools available to local government, and funding from central government.
  - Without more central government funding and support to achieve a transport mode shift and significantly better public passenger transport, the **removal of all parking requirements** will result in negative consequences, especially in terms of parking spill over and access for the disabled and service providers.
  - The document should give greater consideration to the **effects of climate change** on the urban environment, and how urban environments can support a low-carbon economy.
  - **Community involvement** in urban planning needs to be factored into the draft NPS-UD, and more clearly provided for. This includes community involvement in the discussion about intensification, and the need to consider the diversity and character of neighbourhoods.

### General government aims described in the discussion document

2. The Council agrees with the Government's focus on successful cities, and that the success of New Zealand's cities will affect New Zealand's overall economic, social, and cultural performance. Improving the way our towns and cities function is also critical to supporting

and fostering healthy local communities. The Council supports the objective of the Urban Growth Agenda, to improve housing affordability (underpinned by more affordable urban land), and along with this improve the choices for the location and type of housing, and access to employment, education and services; assist emission reductions and build climate resilience; and enable quality built environments, while avoiding unnecessary urban sprawl. These objectives are already embedded in the Christchurch District Plan, the Council's strategic framework, and other Council strategies and infrastructure planning documents. They are also part of good planning practice. The Council has had a successful record over several decades, in managing urban growth.

### **Timing and consultation**

3. The Council is disappointed at the very tight timeframes for providing a submission on the proposed NPS-UD, and that the consultation is occurring directly prior to the local body elections. This restricts the ability for the Council and its communities to provide feedback on this document.
4. The Council notes that the implementation of the policies contained in this document for communities in Christchurch could be very significant. However, there is limited potential for targeted engagement with affected communities built into the process, particularly the communities that might be identified for higher density development under P6C Option 2 in the discussion document. We submit that the process would benefit from more meaningful engagement with these communities.

### **One-size-fits-all approach**

5. The Council strongly believes that a one-size-fits-all solution across New Zealand's six major urban centres will not achieve the best outcomes for our cities. The objectives and policies in the proposed NPS-UD appears to be an approach that is better suited for cities that have an identified housing shortage, such as Auckland. Christchurch City does not have a housing capacity issue. This was demonstrated in Christchurch's first Housing Land Capacity Assessment in 2017/18 and in its Future Development Strategy 2018-2048 "Our Space", undertaken with adjoining councils. It is also evidenced by the government recently announcing its intention to sell all 75 Kiwibuild houses in Canterbury due to lack of demand.
6. Christchurch has other important, localised issues that inform our priorities. These include: addressing and mitigating the effects of natural hazards and climate change; regeneration of the Central City; restricting greenfield expansion to reduce transport costs, emissions and impact on versatile soils; transitioning to a low-carbon urban environment; and supporting growth and public transport corridors. The fact that local centres across New Zealand will have differing priorities should be properly considered in the finalised NPS-UD.
7. Christchurch's Central City is still very much in recovery mode and has not yet managed to attract the necessary critical mass of visitors, workers and residents needed to sustain a vital and viable Central City. The Central City lost around 23,000 workers, 3,000 residents, and 140,000sqm of retail floor space as a result of the earthquakes and its recovery remains of the utmost importance to our City. We are still well short of our aspirational regeneration targets of 60,000 workers and 20,000 residents in the central city; this is our immediate focus and where we suggest greater central government support ought to be directed. Any national policy direction that facilitates significant unplanned and dispersed growth outside the

Central City may undermine not only our priority earthquake recovery objectives, but the significant amount of public and private investment in the Central City to date.

### Costs

8. The Council is concerned about the costs of the process changes needed to implement the draft policies and objectives. The Council found it costly and onerous to implement the National Policy Statement on Urban Development Capacity, and the NPS-UD continues to impose similar requirements on major urban centres. It may even be more costly to implement since it contains additional requirements such as that of assessing the amount of development that will likely be taken up (O5 and P4A refers). This goes further than the previous feasibility assessment and will be difficult to determine as it is to some extent subjective. It is impossible for councils to have certainty regarding the eventual housing typology and costs of construction and prices at which these types of residential units will be offered. Zone rules can shape housing typologies and enable choice to some degree, but cannot determine or control the type of development that actually takes place.
9. The requirement for 'enough' development capacity that is feasible and 'likely to be taken up' to meet the demand for land and dwellings over the short, medium and long term, is appropriate but requires consideration of land banking, relative attractiveness of areas, and other matters in the same way as for previous feasibility assessments. However, Council is particularly concerned about the continued NPS requirement to effectively provide a (surplus) buffer of land or dwellings (20% extra in the short and medium terms and 15% extra in the long term) and to plan for infrastructure to be in place to service that land. This risks unnecessarily increasing Council costs.
10. The Council cannot fund the costs of infrastructure planning for buffers through development contributions, meaning that existing Council funds, borrowing, and ratepayers must cover these costs. Ratepayers and developers will pay a premium for these large buffers, through high holding costs, long cost recovery times and the risk of infrastructure being planned or provided that is underused or not used at all. This would put upward pressure on rates and on housing costs, which is contrary to the Government's objective of making housing more affordable.
11. The Long Term Plan is unlikely to be able to factor in these additional 20/15% buffers appropriately, because they are additional to the amount of growth that Statistics New Zealand is projecting will occur, and thus unlikely to pass an external audit. Any early investment or over-investment by councils close to their debt limits will lead to suboptimal overall capital investment simply to meet the requirements of the NPS. Thus support from central government will be needed in order to fund the additional infrastructure, if this requirement is retained.
12. The further requirement that infrastructure required for long-term capacity is identified in the relevant infrastructure strategy (P4A) is ambitious, given how little certainty there can be regarding eventual development to be serviced. The Council's 30-year Infrastructure Strategy is a high-level document only and cannot be used for detailed planning.
13. Some of the infrastructure required is the responsibility of central government or regional government, such as State Highways and Rapid Public Transport. However, business cases for these cannot include the 20/15% buffers, as that is a hypothetical situation. This means that it

will not be possible to provide sufficient infrastructure to meet the requirements of the proposed NPS-UD. One of the pillars of the Government's Urban Growth Agenda is infrastructure funding and financing, and the Council requests support from central government to fund the requirements of the NPS-UD in line with this.

14. The NPS-UD would also result in unnecessary costs associated with staff responding to ad-hoc requests for rezoning of greenfield land outside of areas identified for urban development (see page 38 of the discussion document). This could divert staff from working on other growth priorities such as growth corridors and Central City regeneration. (For more on the Council's view on this proposed policy, see the section on greenfield development below.)

### **Community involvement in local decision making**

15. The policies contained in the document will have wide-ranging implications for communities. However, the document makes little mention of communities and their needs and aspirations, and how they can be involved in decision making. The Council believes that the Government should consider providing resources that will enable people and community/residents groups to more easily obtain advice and support on planning matters, in order to better participate in district planning and resource consent matters. Community planning centres are just one of many examples of ways in which more government resourcing could enable better community involvement.
16. Engagement with communities should be a greater focus of the development of the NPS-UD. The timing of this consultation is very challenging for councils, in terms of being able to have an in-depth conversation with our communities on the impacts of the proposals. Because the discussion document gives different options for some of the policies within it, the final draft version of the NPS-UD should be put back out for public consultation, once the Government has decided which option they are proposing.

### **Extent of the Christchurch Urban Area**

17. Many of the policies in the NPS-UD will now only apply to Major Urban Centres, including Christchurch. Statistics New Zealand defines the Christchurch Urban Area as wholly contained within Christchurch City Council's boundaries. The application of the term 'Major Urban Centres' as set out on pages 19 and 20 of the discussion document should technically be consistent with the Statistics New Zealand definition of the Christchurch Urban Area, and thus for Christchurch not extend beyond the Christchurch City Council boundary. However, Greater Christchurch operates as a single housing and business market, so it is important that the proposed NPS-UD does apply also to those parts of Waimakariri and Selwyn Districts that form part of Greater Christchurch (as set out in Table 2). There are elements of the NPS that need to be specifically considered by those areas, for example intensification.

### **Successful cities and quality urban environments**

18. As mentioned above, the Council agrees with the Government's focus on successful cities. However, it is the Council's view that the proposed NPS-UD does not clearly convey what constitutes a 'successful city', nor how such a goal can be achieved. There is no overall direction and vision in the proposed NPS for how towns and cities should be growing and developing. While the draft objectives include a focus on long-term strategic planning that provides for 'quality urban environments', the document does not explain this term sufficiently, nor does it provide clear direction as to what constitutes such an environment.

19. There does not need to be uniformity in the features of all quality urban environments, and what is a quality urban environment. There must be room for areas to decide for themselves on the development of their urban environments, in keeping with central government objectives and policies. The NPS-UD should reference design guidelines from local authorities and encourage the use of Urban Design Panels and Design Advisory Committees in heritage areas to assess intensification proposals. Intensification must not be at the cost of existing built and landscape character, including significant areas of open space within urban areas. If intensification occurs in a uniform manner it could strip urban areas of the diversity and character that gives them “soul”. If the definition of a quality environment is to be determined by each local authority in consultation with its communities then the Council requests that this be made clear within the document.
20. The document focuses on the supply of affordable housing. However, indicators in housing and development must be considered alongside other indicators relating to deprivation, unemployment, education, and health issues. These factors are all part of the urban environment and affect many people directly and indirectly. The discussion document does not address these matters despite their importance to the quality of urban living. The Council appreciates that the Government has a number of programmes aimed at promoting the four wellbeings, and would like to see these referred to in the NPS-UD by way of context to provide assurance that the NPS-UD is part of a wider package of measures to achieve quality urban environments.
21. It is not clear that the focus on land supply solutions in the NPS-UD will adequately address the problem of housing affordability. The Greater Christchurch Urban Development Strategy and the Christchurch District Plan provide for sufficient land for housing for at least 30 years at current rates of take up. However, housing is still unaffordable for many people and we are still struggling to encourage Central City living over suburban greenfield locations. The Council does not agree with the apparent underlying assumption in the proposed NPS-UD that housing is unaffordable because the planning system is overly restrictive, preventing the market from supplying affordable land, and considers it simplistic to attribute any lack of development to planning rules alone. These are complex issues and the discussion document’s approach does not paint a full picture of how housing and land markets work in urban areas, nor does it mention funding to local government that might aid development or support public transport and community facilities.
22. The Council submits that the proposed NPS-UD should recognise that land values are primarily a function of the underlying highest use value of the land. The price of residential land is based on its residual value once house values and development costs are taken into account. This in turn means the proposed NPS-UD framework is unlikely to provide adequate prescriptions and tools for local authorities to tackle affordable housing. For example, it will not assist local authorities to justify, and survive challenges to, any requirements in plan changes to provide a proportion of affordable housing when rezoning land to a higher residential use.

### **Future Development Strategy (FDS)**

23. Overall, the Council supports the requirements for a Housing and Business Capacity Assessment (HBA) and FDS to be undertaken to inform Long Term Plans (LTPs), notwithstanding our concerns about funding for the 20/15% buffers. The assessments of

housing and business land development capacity are essential components of growth planning.

24. We consider that better alignment with LTP processes is desirable. However, in terms of timing, the next HBA and FDS will not be able to inform the 2021 LTP as the planning for this LTP has already commenced. It would be more appropriate for the next HBA and FDS to inform the subsequent LTP (2024), rather than be required to inform the 2021 LTP. This would also enable us to use the detailed, area-distributed 2018 census projections (expected late 2020) and would inform a full review of the Canterbury Regional Policy Statement, scheduled for 2022/2023.

### **Making room for growth – greenfield development**

25. The Council considers the policies around out-of-sequence greenfield development to be too directive, and inappropriate for application on a national scale.
26. The proposed NPS-UD would facilitate continued ‘business as usual’ greenfield development rather than demanding integrated subdivision and land use planning. The latter would better ensure quality while achieving higher density urban outcomes. There are broader network/facility planning and community development implications associated with outward growth that the document does not appear to have considered at all. Achieving quality urban environments in lower density greenfield developments can be difficult and expensive. If the NPS-UD aims to achieve higher densities in existing urban areas, it should also set minimum densities in greenfield areas.
27. As mentioned above, the Government has recently announced its intention to sell all 75 Kiwibuild houses in Canterbury due to lack of demand. Most of these unsold houses are in Selwyn and Waimakariri and greenfield areas, whereas the fewer houses in existing urban areas sold much better. Greenfields development as a proportion of the total new housing that the market has been providing in Christchurch City has been declining since 2013. Since 2017, the majority of housing, i.e. more than 50% of net new housing, has been within the existing urban area in the form of infill, rather than in greenfield areas. This indicates that these types and locations of homes are in demand, particularly amongst typical first-home buyers, and is further evidence that we should be focusing on quality intensification and all that this entails.
28. Directing councils to consider unplanned growth in greenfield areas would risk working against the requirements for evidence based plan-led intensification, and would impose time and resource costs on councils. If implemented, this policy would mean councils are required to spend large amounts of time responding to plan change requests, and community reaction and litigation, to the detriment of undertaking ‘responsive planning’. This policy also risks conflicting with the National Policy Statement on Highly Productive Land, and should therefore require consideration of whether or not the land in question is highly productive land.
29. Overall we consider that this proposal pulls in the opposite direction to the rest of the NPS-UD. If councils undertake the NPS requirements to assess plan-enabled capacity and respond to any shortfall through an FDS on a very regular basis, there should be no need to spend additional time and resources assessing the merits of such growth in less than optimum locations. We strongly oppose this aspect of the draft and suggest that the appropriate time to consider such ad-hoc opportunities is through the FDS process, in response to an identified

capacity shortfall, and potentially through a ‘call for sites’ stage in the FDS process (as is undertaken in the UK).

### **Making room for growth – intensification development**

30. The proposed NPS-UD is likely to require greater intensification than what is enabled in Christchurch’s recently-developed District Plan, without considering the local priorities specific to Christchurch. Such blunt measures to impose density could have significant adverse effects, for example on the character of areas or their historic heritage. There is also very little consideration of natural hazards such as flooding and liquefaction potential in the proposed NPS and none in the sections on intensification.
31. P6C Option 2 in the discussion document requires higher density around ‘centres’ and ‘frequent public transport stops’, but these terms are not defined. Christchurch has over 130 centres of a wide variety of sizes and functions, with around 100 of these being local centres which are not meant to be accessed by public transport but rather primarily by walking (these centres are not intended nor appropriate as growth modes). If this option were to proceed we request clarity on what these terms mean, and the omission of local centres, due to the risk of inconsistency across the country, and potential legal challenge on local interpretations.
32. In Christchurch, 10% of flat ‘urban area’<sup>[1]</sup> is already enabled for medium density within 800 metres of our Key Activity Centres, and in the Central City within a number of zones. This policy approach provides more than sufficient development capacity to meet projected long term needs<sup>[2]</sup>. If the Council were required to adopt the approach of increasing density around our centres (including local centres), this would increase to 60% coverage i.e. six times the current provision. This does not take into account further increased density around frequent public transport corridors, which is likely to be significant. The wording in P6C Option 2 would also require residential intensification within industrial zones, where they fall within 800 metres of frequent public transport stops. The Council does not support this because this land may be needed for industrial purposes. The potential effect of draft policy P6C Option 2 is illustrated by the maps the Council has provided as appendices to its submission. This degree of intensification is neither necessary nor desirable and such dispersed growth may run counter to our objectives of facilitating recovery of the Central City and Key Activity Centres.
33. Christchurch generally has a zoning pattern similar to the philosophy behind the P6C options. The higher density zones in the Christchurch District Plan surround the Central City and some of the largest centres. These centres are also served by frequent public transport. Christchurch is also considering options for higher density further along public transport corridors, as part of the Christchurch Spatial Plan work associated with the Greater Christchurch Future Public Transport Business Case. We would welcome further support from the Government for this work.
34. Overall, the Council’s preferred option is a revised Option 1 that enables councils to provide for higher densities in appropriate locations in response to their housing and business land capacity assessments.

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<sup>[1]</sup> Described as all industrial, commercial and residential zones (except residential hills)

<sup>[2]</sup> <http://greaterchristchurch.org.nz/assets/Documents/greaterchristchurch/Our-Space-final/Our-Space-2018-2048-WEB.pdf> - see page 15.



### **Prescriptive vs flexible requirements**

35. The NPS-UD combines prescriptive options, such as requiring higher densities in particular areas, with flexibility in wording, such as ‘except where evidence demonstrates that intensification should not be enabled’ (P6C). Providing a prescriptive direction with some flexibility is a valid approach but could create some difficulty, because the Council is required to give effect to the prescriptive part of the policy, with the application of the flexible policy open to debate and legal challenge. It would be costly and time consuming to test where there is sufficient evidence demonstrating that intensification should not be enabled. This could hold up the implementation of the NPS-UD. In some situations there would be no ability for local communities to have input into whether or not intensification should be enabled.

### **Car parking**

36. The removal of regulation around car parking (P7A Options 1-3) will support the rebuild of some centres such as the Central City (which already has parking minimums removed) and Lyttelton (for which the Council is proposing to use section 71 of the Greater Christchurch Regeneration Act to remove parking minimums), and may help to support a mode shift. However, to ensure the removal of rules is workable, on-street parking will need to be managed efficiently for businesses and residents, given that the city is still rebuilding. The Council will need central government to provide funding support for improved public and active transport options. This would mitigate the risk that the removal of parking rules will not provide a sufficient mode shift and result in negative consequences, particularly in terms of increased spillover parking in any local residential receiving environments that, under these proposals, will have no input in the decision to remove car parking rules.
37. While the Council supports the overall intent of the policy and would prefer to see Option 3 adopted, it considers that this is a level of detail that is possibly too low a level for a national policy direction. It is one of many factors that may decrease the quality of urban environments and the efficiency of land use, and it seems out of place therefore to isolate this at a national level.

### **Evidence for good decision making**

38. The test of ‘best available evidence’ should also be applied to the drafting of national policy statements. The discussion document does not appear to have been fully informed by current local government practice.
39. Current Resource Management Act processes such as plan changes for rezoning already require section 32 evaluation reports. The recent Christchurch District Plan review carefully considered intensification and greenfield development and ensured that the supply of residential land was adequate for all time periods - short, medium, and long term.

### **Climate change**

40. The Council considers that there is insufficient linkage between this NPS-UD and the government’s carbon zero initiatives, and that the NPS-UD could be strengthened in that regard. The proposed NPS-UD would benefit from a more robust consideration of the impacts of climate change on the urban environment. The focus of this NPS-UD on delivering more affordable and quality housing should also incorporate climate change mitigation and

response objectives such as making efficient use of land and infrastructure (which is important to local government planning and financing, and supports intensification), and facilitating the move to urban environments that support a low-carbon economy.

### **Working together**

41. The Council would like to build stronger relations with central government as part of a 'whole of government approach' to dealing with urban problems, particularly at a community level. The Council considers that central government could better work with local authorities on a collaborative basis, to provide a comprehensive and integrated approach to urban policy development and implementation. Although this proposed NPS is intended as a means of promoting the Urban Growth Agenda, it will need to be revised and to work alongside other initiatives to achieve this goal more effectively. For example, the Government could engage more directly with the Council to work particularly on growth corridor priorities, affordable housing projects, and Central City regeneration, and better integrate decision making through initiatives such as spatial planning.

## Comments on the proposed National Policy Statement on Urban Development- Responses on Consultation questions

### *Overview - Why a NPS is appropriate (pp.16-18)*

#### **1. Do you support a National Policy Statement on Urban Development that aims to deliver quality urban environments and make room for growth? Why/Why not?**

- Are there other tools under the RMA, other legislation or non-statutory tools that would be more effective in achieving a quality urban environment and making room for growth?

Comments:

- The intent is good, although we have some significant concerns about the objectives and policies in the NPS.
- Other possible tools that could supplement this include:
  - The Urban Design Protocol - the government could consider how its application could be strengthened through this NPS or in District Plans. The “principles of place-making” are a good tool for achieving quality urban environments.
  - The Government should consider economic instruments such as betterment levies and similar forms of value capture in relation to “windfall gains” from up-zonings, as additional tools to guide and lead the market place. It is acknowledged that there can be administrative issues, e.g. in calculating the land value increment and resulting charges; however they would help to encourage higher value land uses, rather than giving away gains from increased development opportunities as a right.

### *Replacing the NPS on UDC 2016 - Targeting cities that would benefit most (pp.18-20)*

#### **2. Do you support the approach of targeting the most directive policies to our largest and fastest growing urban environments? Why/why not?**

- Do you support the approach used to determine which local authorities are categorised as major urban centres? Why/why not?
- Can you suggest any alternative approaches for targeting the policies in the NPS-UD?

Comments:

- We accept that Christchurch and other major urban centres should be subject to the NPS objectives and policies on residential and business capacity and planning for intensification. However, a one-size-fits-all approach does not work, and we are not supportive of the most directive policy options indicated. See comments in table of comments on objectives and policies for more on this.

### *FDS (O1, P1A-P1I) (pp.21-25)*

#### **3. Do you support the proposed changes to future development strategies (FDSs) overall? If not, what would you suggest doing differently?**

- Do you support the approach of only requiring major urban centres to undertake an FDS? Would there be benefits of requiring other local authorities to undertake a strategic planning process?
- What impact will the proposed timing of the FDS have on statutory and other planning processes? In what way could the timing be improved?

Comments:

- Overall, the Council supports the requirements for a Housing and Business Capacity Assessment (HBA) and FDS to be undertaken to inform Long Term Plans (LTPs), notwithstanding our concerns about funding for the 20%/15% buffers. Assessment of housing and business land development capacities is an essential component of growth planning. We consider that better alignment with LTP processes is desirable. However, in terms of timing the next HBA and FDS will not be able to inform the 2021 LTP, as the planning for this LTP is already well advanced and the recently completed FDS and HBA under the NPS-UDC is already informing it.
- It would be more appropriate for the next HBA and FDS to inform the subsequent (2024) LTP. This would also enable Council to use the complete 2018 census projections for subparts of the Christchurch Urban Area (not expected till late 2020) and would inform a full review of the Canterbury Regional Policy Statement (RPS), scheduled for 2022/2023 (see the attached diagram).

*Making room for growth - Describing quality urban environments (O2, P2A-P2B) (pp.26-28)*

**4. Do you support the proposed approach of the NPS-UD providing national level direction about the features of a quality urban environment? Why/why not?**

- Do you support the features of a quality urban environment stated in draft objective O2? Why/why not?
- What impacts do you think the draft objectives O2–O3 and policies P2A–P2B will have on your decision-making?

Comments:

- The document does not sufficiently explain the term ‘quality urban environment’, nor does it provide clear direction as to what constitutes such an environment. The proposed description of contributors to quality environments is restricted in the range of matters covered, and also vague in the way it is expressed, e.g. what does “changing needs and conditions” include? It also seems to assume that if efficiency is achieved, this equates to quality, which is not always the case. The features described in the draft objective O2 are not features of a quality environment, but ways of enabling one.
- It may be unhelpful to define ‘quality’ so widely. If the definition of a quality environment is to be determined by each local authority in consultation with its communities, then the Council requests that this be made clear within the document.
- The first paragraph on page 27 lists elements that contribute to quality environments. However, there could be another list of elements that can detract from the quality of an environment, such as poor building design (size, appearance, configuration), lack of outdoor living space and poor design of what there is, lack of storage/waste management space, lack of neighbourhood cohesion and residential displacement (by short term accommodation providers in particular). It omits the fact that the quality of the environment can be adversely affected by district plan rules that are too permissive.
- The second paragraph on page 26 of the discussion document states, “The NPS-UD would give direction on what is meant by quality urban environments, both in existing and future urban environments”. This will need to reflect the potentially different nature of these two environments and the difficulty and costs of retrofitting an existing urban environment to meet a higher standard than currently exists, as well as urban environments of different scale, and the subjectivity involved.
- The focus should be on the need for close alignment between the NPS-UD, LTPs and infrastructure strategies, without duplicating effort.

- There is a missed opportunity to discuss the impacts of climate change on the urban environment. The proposed NPS should consider how to make efficient use of land and infrastructure and move to urban environments that support a low-carbon economy, alongside the delivery of affordable and quality housing.

*Making room for growth - Amenity values in urban environment (O4, P3A) (pp.28-30)*

**5. Do you support the inclusion of proposals to clarify that amenity values are diverse and change over time? Why/why not?**

- Do you think these proposals will help to address the use of amenity to protect the status quo?
- Can you identify any negative consequences that might result from the proposed objective and policies on amenity?
- Can you suggest alternative ways to address urban amenity through a national policy statement?

Comments:

- What, if any, additional guidance to that in the RMA e.g. in Part 2, will be given regarding how to make the necessary trade-offs?
- We need urban environments that reflect the identity of the place they are in, including a greater recognition of place making.
- The document lacks promotion of positive change to amenity values over time and recognition of the contribution of amenity values towards increasing a sense of well-being and identity. Therefore, we suggest the following text addition to P3A: “In making planning and consent decisions, decision-makers must recognise that amenity values a) increase a sense of identity and well-being; b) vary among individuals and communities; and c) change over time.”
- The proposed objective and policies could undermine existing heritage and urban design rules, given the apparent promotion of development rather than quality development. As currently drafted, they lack a forward looking and aspirational focus.
- The Council would like to understand whether the Government intends to consult in a meaningful way with potentially affected communities, as well as directly with councils.

*Making room for growth - Enabling opportunities for development (O5, P4A-P4G) (pp.30-33)*

**6. Do you support the addition of direction to provide development capacity that is both feasible and likely to be taken up? Will this result in development opportunities that more accurately reflect demand? Why/why not?**

Comments:

- There is a need to distinguish between development capacity and take-up of development capacity, as there are a number of influences outside of councils’ control (including global economics, market forces, and land banking) that affect take-up. It is difficult to predict development take-up, as this fluctuates over time, or to link this to affordability.
- Assessing the amount of development that is likely to be taken up in particular locations will be difficult. It is impossible for councils to have certainty regarding the eventual housing typology and price points at which dwellings are constructed.
- This appears to be double accounting for take up. Both the original and this new NPS include an additional margin of 20%/15% to account for development opportunities that are not taken up by the market. It is therefore unclear why it is necessary to also consider the likelihood of opportunities being taken up, when there is already additional land providing a

margin. In the context of reviewing the evidence base every three years and providing or identifying a 30-year supply of land, this is certainly not necessary.

*Making room for growth - Ensuring plan content provides for expected levels of development (O6, P5A-P5D) (pp. 33-35)*

**7. Do you support proposals requiring objectives, policies, rules, and assessment criteria to enable the development anticipated by the zone description? Why/why not?**

- Do you think requiring zone descriptions in district plans will be useful in planning documents for articulating what outcomes communities can expect for their urban environment? Why/why not?
- Do you think that amenity values should be articulated in this zone description? Why/why not?

Comments:

- It's not clear in the policy itself whether the intention is that the existing zone descriptions must be amended to be the same as the ones in the National Planning Standards or not, but from the description preceding this policy, this seems to be the intention. The National Planning Standards limit the number of zones, will be generic in their description of them, and will not be sufficiently prescriptive to provide the guidance anticipated. Nor will the provision of a zone description encourage or ensure that the type of development desired is actually built.
- All six major urban centres already include zone descriptions in their plans. What the NPS-UD is seeking to achieve with this policy is already accomplished by zone objectives and policies in those same plans. Christchurch City Council submitted in opposition to the zone descriptions in the National Planning Standards being given statutory weight during consultation on the Standards, as many of the zone descriptions are vague, not fit for purpose, and contrary to local strategic objectives. In some cases, giving statutory weight to the descriptions will work against the stated purpose of the NPS-UD itself by, for example, making it easier to use residential-zoned land for non-residential activities. For further comment on these proposed policies, please refer to the table of comments on the draft objectives and policies.

*Making room for growth - Providing for intensification (O7, P6A-P6D) (pp.35-38)*

**8. Do you support policies to enable intensification in the locations where its benefits can best be achieved? Why/why not?**

- What impact will these policies have on achieving higher densities in urban environments?
- What option/s do you prefer for prescribing locations for intensification in major urban centres? Why?
- If a prescriptive requirement is used, how should the density requirements be stated? (For example, 80 dwellings per hectare or a minimum floor area per hectare).
- What impact will directly inserting the policy to support intensification in particular locations through consenting decisions have?

Comments:

- Locating higher-density development in and around centres, to support closer matching of housing and jobs, is already enabled to a large extent in Christchurch. The zoning has been achieved through the identification of Key Activity Centres in the Canterbury Regional Policy Statement, and is simply good planning practice. The higher-density zones in the

Christchurch District Plan surround the Central City and some of the largest centres. These centres are also served by frequent public transport. Christchurch is also considering options for higher density further along public transport corridors, as part of the Christchurch Spatial Plan work associated with the Greater Christchurch Future Public Transport Business Case.

- 10% of Christchurch's 'urban area' is already enabled for medium density within a walkable catchment of the Central City and Key Activity Centres, within our Residential Medium Density, Residential Central City and some commercial and Residential New Neighbourhood Zones. **Together this policy approach provides more than sufficient development capacity to meet projected long term needs.** Current zonings and their extents are already adequate to provide for short, medium and long term needs.
- If the approach of increasing density around all centres (including local centres) was adopted, this would increase to 60% coverage, i.e. six times the current provision enabled in Christchurch. If densities were also increased around the higher frequency bus routes, this would increase to 70%. The Council has provided maps as part of its submission, to illustrate these effects.
- Over provision of medium density opportunities is likely to lead to its provision in less than optimal suburban locations, with adverse implications for efficient infrastructure planning and for Central City recovery.
- The focus of the document should be on comprehensively planned, quality and place-appropriate development (outcomes) as opposed to prescriptiveness or not (methods).
- Mandating minimum densities so much higher than current densities is a concern as this could well increase vehicle use, unless there is Government funding to support improvements to the public transport system.
- Note that in many cases, the densities achieved at the moment are in fact higher than the minimum set in the Canterbury Regional Policy Statement, which requires 30hh/ha for new development in existing built up areas outside the Central City (i.e. excluding greenfields areas). In Christchurch's Residential Medium Density zone, new development is on average achieving over 40hh/ha, with larger sites generally being higher than this. However, the density minimum of 30 hh/ha works well for smaller or awkwardly-shaped sites where site amalgamation cannot occur. If the HBA and FDS process works as intended, to enable sufficient development capacity, there is no need to go further.
- A prescriptive requirement will be more likely to enable intensification, but it needs to be clear (i.e. terms like centres, frequent bus routes, central city etc defined, to avoid costly delays through legal challenges when Councils tried to implement it), and appropriate to the circumstances of the 6 major urban centres. Suggested wording is provided in the table.
- Density requirements should be stated as dwellings per hectare. We note the question mentions 80 dwellings per hectare, but the policy mentions 60.

*Making room for growth - Providing for further greenfield development (pp.38-40)*

**9. Do you support inclusion of a policy providing for plan changes for out-of-sequence greenfield development and/or greenfield development in locations not currently identified for development?**

- How could the example policy better enable quality urban development in greenfield areas?
- Are the criteria in the example policy sufficiently robust to manage environmental effects to ensure a quality urban environment, while providing for this type of development?

- To what extent should developers be required to meet the costs of development, including the costs of infrastructure and wider impacts on network infrastructure, and environmental and social costs (recognising that these are likely to be passed onto future homeowners and beneficiaries of the development)? What impact will this have on the uptake of development opportunities?
- What improvements could be made to this policy to make development more responsive to demand in suitable locations beyond areas already identified for urban development?

Comments:

- The Council strongly opposes the inclusion of this policy, which would be contrary to the otherwise good intent of the NPS to deliver well-considered, integrated subdivision, land use and infrastructure planning. The latter can better ensure quality urban environments while achieving higher density.
- There are broader network/facility planning and community development implications associated with outward growth that the document does not appear to have considered. Achieving quality urban environments in lower density greenfield developments can be difficult and expensive. If the NPS-UD is to require higher densities in existing urban areas, it should also consider setting minimum densities in greenfield areas.
- Because the FDS is reviewed so frequently, new greenfield opportunities can be considered on a regular basis anyway. Private plan changes for rezoning can be proposed at any time and must be processed (this applies to the Christchurch District Plan, where nearly all the provisions have been operative for more than two years). Promoting proposals for greenfield development beyond the existing planning framework is providing a solution to a problem that does not exist.
- The text for the example policy states that “existing urban boundaries or planned land release sequences are sometimes defended to encourage a particular urban settlement pattern, or to manage infrastructure costs.” This implies that a consolidated pattern of development might not be a good thing, and/or that managing infrastructure costs is not a legitimate aim for local government.
- The policy is inconsistent with the NPS-HPL, because the many of the major urban centres, like Christchurch are surrounded by Highly Productive Land (HPL), and the NPS is seeking to avoid urban development on HPL. Under the proposed policy in the NPS-UD there is no reference to HPL being a consideration, so the policy could end up requiring Councils to provide for urban development on HPL, when the NPS-HPL seeks to prevent that. This policy means that Councils will have to try and implement two conflicting National Policy Statements, which will lead to costly legal challenges as to which NPS takes precedence.

*Making room for growth - Removing minimum car parking requirements (P7A - 3 Options) (pp.40-42)*

**10. Do you support limiting the ability for local authorities in major urban centres to regulate the number of car parks required for development? Why/why not?**

- Which proposed option could best contribute to achieve quality urban environments?
- What would be the impact of removing minimums in just high and medium-density, commercial, residential and mixed use areas, compared with all areas of a major urban centre?
- How would the 18 month implementation timeframe impact on your planning processes?



- What support should be considered to assist local authorities when removing the requirement to provide car parking to ensure the ongoing management of car parking resources?

Comments:

- For further comment on each of the options, see the table of comments on the draft objectives and policies.
- Removing minimums in just high and medium-density areas would lead to economic gain for developers, and an increased need to manage on-street parking, in the short and medium term. Buildings for commercial use are likely to still include internal car parking to attract tenants but residential buildings may not.
- In the long term removing minimums would allow cities to be shaped more sustainably as areas become denser and the use of space is used more efficiently.
- An 18-month implementation timeframe may be able to be achieved, but is not desirable as it is clear that many communities oppose a lack of car parking in their commercial centres. Alternatives such as communal off-site parking take time to implement. As noted in the table of comments on the draft objectives and policies, removal of parking requirements needs to be phased in as public transport is improved, and should not include the removal of mobility parking standards.
- A parking strategy should be considered and implemented for best management, to provide guidance to local authorities on how to best manage development and parking. A good parking strategy will include all or some of the following: mode choice, pricing, prioritisation, sharing, effective utilisation, user information, adaptability, peak management, and quality and cost-benefit analysis.
- We would not support the option of removing maximums, as it would not enable Councils to control car parking, which removes one of the levers to promoting mode shift.
- Out of the options, Option 3 would be the option that is less risky.

*Making room for growth - More directive intervention to enable quality urban development (pp.42-45)*

**11. Do you think that central government should consider more directive intervention in local authority plans?**

- Which rules (or types of rules) are unnecessarily constraining urban development?
- Can you identify provisions that are enabling higher-density urban development in local authority plans that could be provided for either nationally or in particular zones or areas?
- Should a minimum level of development for an individual site be provided for across urban areas (for example, up to three storeys of development is a permitted activity across all zones)?
- Given the potential interactions with the range of rules that may exist within any given zone, how could the intent of more directive approaches be achieved?

Comments:

- The Council does not consider this to be necessary. If councils carry out their NPS-UD requirements to complete a HBA and FDS, there is no capacity issue left to resolve. If there is a capacity issue to resolve, that is the appropriate time to consider the full range of tools, including district plan rules. The current NPS already includes a direction to consider “all practicable options” when considering a planning response. In Christchurch, we have abundant capacity in existing urban areas without the need to resort to requiring a minimum level of development across urban areas. To do so may be contrary to other objectives for our

city including promoting an urban form that makes efficient use of land, is attractive and inclusive, and responds to climate change imperatives.

- Comprehensive redevelopment could provide more housing of higher quality. This would be easier to achieve if the current model of subdivision and land use planning was overhauled to fully integrate the two processes.
- District plan rules work together as packages to determine, and cumulatively contribute to, the quality of the urban environment and the identity of places and neighbourhoods. For example, there are special, earthquake-related reasons for height restrictions within Christchurch that would not be appropriately included in a one-size-fits-all removal of district plan rules. Precluding or replacing any of them, including via a generally applicable National Planning Standard as suggested on page 44 of the discussion document, requires very careful consideration, including of the potential perverse outcomes from doing so.
- There are further comments on this issue in Councils table of detailed comments under the section “More directive intervention to enable quality urban development.”

*Evidence for good decision-making - Using market information to make decisions (O9, P8A-P8D) (pp.46-48)*

**12. Do you support requirements for all urban environments to assess demand and supply of development capacity, and monitor a range of market indicators? Why/why not?**

Comments:

- Agree that it is appropriate to monitor key indicators, although not on a quarterly basis. Half-yearly monitoring would be sufficient to indicate trends.

*Engagement on urban planning - Taking into account issues of concern to iwi and hapū (O9, P9A-(B) (pp.49-51)*

**13. Do you support inclusion of policies to improve how local government works with iwi, hapū and whānau to reflect their values and interests in urban planning?**

- Do you think the proposals are an appropriate way to ensure urban development occurs in a way that takes into account iwi and hapū concerns?
- How do you think local authorities should be directed to engage with Māori who do not hold mana whenua over the urban environment in which they now live?
- What impacts do you think the proposed NPS-UD will have on iwi, hapū and Māori?

Comments:

- Councils already consult with iwi during and after the preparation of draft plan changes and plan reviews, and must take Iwi Management Plans into account when preparing or changing their district plans. This includes consultation in regard to plan changes for rezonings and plan changes providing for more intensification. Therefore the policies included in this proposed NPS add little to this.
- As well as urban environments, Iwi are concerned about resource management provisions for rural environments and for kainga nohoanga (papakainga) zones, which in the case of Christchurch are predominantly located on Banks Peninsula, and except for Rapaki, outside of the Greater Christchurch area.
- It should be noted that Christchurch has a Te Hononga Council - Papatipu Runanga Committee, which is a standing committee of Council directly managing Council's relationship with runanga in its rohe, and serviced by two permanent staff dedicated to the Council- Ngāi Tahu relationship.

*Engagement on urban planning - Coordinated planning (O10, P10A-P10C) (pp.52-53)*

**14. Do you support amendments to existing NPS-UDC 2016 policies to include working with providers of development and other infrastructure, and local authorities cooperating to work with iwi/hapū? Why/why not?**

Comments:

- These comments are relevant to providers of ‘other infrastructure’ only. It is unclear how this is intended to work in practice, particularly P10B. Our experience engaging with providers of ‘other infrastructure’ in preparing the first capacity assessment was underwhelming in terms of interest and contributions to inform any useful outcome. Many such providers chose not to engage at all, some are typically ‘late reactors’ to land use change and many plan their infrastructure to respond to, rather than inform growth plans and/or have shorter planning horizons (e.g. electricity infrastructure providers typically plan for 10- 15 year timeframes).
- Every additional requirement in national direction requires time and resources and if it doesn’t add value at the planning stage, it should be removed.
- For such engagement to be meaningful, there needs to be a mandate for all parties to participate, not just councils. We would be interested in whether the Government has asked these providers what involvement (if any) would add value or whether it is only the outcome of the NPS (a clear idea of where growth is anticipated) that is most useful to them.

*Timing (pp.54-55)*

**15. What impact will the proposed timing for implementation of policies have?**

Comments:

- Better alignment with LTP processes is a desirable outcome. However, as stated above, there is no ability for the next HBA and FDS to inform the 2021 LTP as the planning for this has already commenced.
- The next HBA and FDS will inform the subsequent LTP (2024) and this would also enable Christchurch City Council to use the 2018 detailed census projections (expected late 2020). All of this will inform the full review of the Canterbury Regional Policy Statement, scheduled for 2022/2023.

*Guidance and implementation support (p56)*

**16. What kind of guidance or support do you think would help with the successful implementation of the proposed NPS-UD?**

Comments:

- Very clear guidance and clear definitions in the NPS itself.
- The guidance provided with the 2016 NPS proved somewhat inadequate, pointing to information sources that were not always fit for purpose, and including some statements that were not fit for purpose. For example, the guidance states (page 67) that, “It is possible to visually inspect and record activity in a relatively short space of time, for example, to drive around all the industrial areas in most large or high growth urban areas would generally take less than two weeks.” The footnote indicates that this level of surveying was undertaken for the Auckland Proposed Unitary Plan hearings. While this generalised level of information might have sufficed in that context, it would certainly not meet the requirements of the NPS.
- Most local authorities do not have the staffing resources that Auckland Council has. In reality, meeting the requirements of the last NPS proved expensive and time consuming for Christchurch City Council.

*Alignment with other national direction under the RMA (pp57-61)*

- 17. Do you think there are potential areas of tension or confusion between any of these proposals and other national direction? If so, please identify these areas and include any suggestions you have for addressing these issues.**

Comments:

- Yes, there is a clear area of inconsistency between the proposed policies in the NPS on greenfield development and the draft NPS on Highly Productive Land.
- Even without this inconsistency, the proposed directives to more seriously consider approving plan changes to rezone land in locations that are “out of sequence” has the potential to undermine growth strategies and the efficiencies of consolidated patterns of urban development.

- 18. Do you think a national planning standard is needed to support the consistent implementation of proposals in this document? If so, please state which specific provisions you think could be delivered effectively using a national planning standard.**

Comments:

- No. A one-size fits-all standard for how urban development should be managed would be completely inappropriate.

*Questions from Appendix 3 - Policies on Housing and Business Development Capacity Assessments (AP1-AP16) (pp.71-78)*

- A1. Do you support the changes to the HBA policies overall? Are there specific proposals you do or do not support? What changes would you suggest?**

Comments:

- The Council welcomes the greater flexibility proposed for the preparation of an HBA, particularly around timing and the ability to update rather than conduct a wholesale review of the assessments to reduce compliance costs. It remains to be seen whether this actually translates into lower costs given that the whole process needs to be undertaken in any event to yield updated results.
- We support the need for a strong evidence base. Assessment of housing and business land development capacity are an essential component of growth planning.
- We do not support the existing and ongoing requirement to assess the commercial feasibility of business land. This is too complex to model at a strategic level in a similar way to the housing feasibility assessment and the proposed approach outlined in the guidance (multi-criteria assessment) is too resource intensive and does not actually test commercial feasibility. Rather, it assesses key characteristics that may have some influence on feasibility and take-up in a general way; these are factors that we are well aware of for our constituent areas/locations, without needing to undertake complex assessments of “commercial feasibility”.
- The Council supports the HBAs being updated in time to inform the next FDS and LTPs. However we note that to best align with these processes and utilise the 2018 census projections and inform our CRPS review, it is highly desirable for work on the HBA to commence after the release of the detailed census projections, and be completed by December 2021. This will inform the 2024 LTP.
- We support the requirement to test different scenarios. However, one scenario has to be landed to inform subsequent planning and infrastructure decisions, so more guidance on this would be useful.

- See comments above regarding the double accounting for take up and the 15%/20% margins.
- We share the concerns expressed by Market Economics about the appropriateness of using price efficiency indicators, as these perpetuate a misunderstanding that higher urban land values indicate that the land market is operating inefficiently, when instead those large differences in value reflect efficient urban growth patterns<sup>1</sup>.  
<http://www.marketconomics.co.nz/LiteratureRetrieve.aspx?ID=215762>
- The draft policy AP13's reference to different zones is too specific and should only relate to commercial and industrial. Otherwise, for Christchurch City this would require an assessment of capacity for a range of zones including three different industrial zones, seven different commercial zones, and special zones such as the airport and Lyttelton Port.
- AP15 - the reference to tenure would be too onerous for both business and housing. Tenure information is not readily available, and houses and businesses transition between tenure types over time without notification to Council.
- AP17 – guidance on what constitutes ‘major’ (land owners) would be welcomed. It would also be helpful to clarify that there should be input from requiring authorities that have the benefit of designations in that major urban centre. This will avoid councils contacting requiring authorities who only have an interest in other centres (as the Council did last time).

**A2. What do you anticipate the impact of the proposed policies (and any related changes) would be on planning and urban outcomes?**

Comments:

- We do not expect that the changes in the proposed NPS will have much effect on planning and urban outcomes, and they will certainly not deliver the benefits set out in the Regulatory Impact Statement e.g. on pages 3-4 of that document. Any real change would come about as a result of the more draconian and directive policies proposed (e.g. requiring intensification at levels far beyond demonstrable need, and the promotion of dispersed greenfield development), if these are carried through into the final NPS. Outcomes under these policies would be detrimental to urban amenity in Christchurch and to existing (largely efficient) growth management strategies.

**A3. Are the margins proposed in policies AP3 and AP12 appropriate? If not, what should you base alternative margins on? (e.g. using different margins based on higher or lower rural-urban price differentials).**

Comments:

- It does not really matter what the margins are. The more relevant considerations are:
  - whether the margins represent double counting in view of the feasible and likely requirements (AP9); and
  - whether the margins are appropriate in view of the Audit office reviews of council Long Term Plans, when LTPs cannot realistically be based on anticipated growth **plus** margins.

**A4. How could these policies place a greater emphasis on ensuring enough development capacity at affordable prices?**

Comments:

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<sup>1</sup> Fairgray (June 2019) Making Room from Growth – S strategy founded on poor economics

- Housing affordability is a much wider question than urban planning strategies. Increasing the supply of land and providing for intensification to occur are policies that will not, in themselves, ensure affordable prices. Any assumption that they will is based on an overly simplistic analysis of land, development, and construction markets.

**A5. Do you support the approach of targeting the HBA requirements only to major urban centres? Why/why not?**

Comments:

- This may be advantageous for smaller councils, in that it reduces administrative reporting. However, it may increase the risk of creating an NPS approach that does not provide a comprehensive vision for New Zealand's cities and towns.

## Comments on the proposed National Policy Statement on Urban Development

### Future Development Strategy (pp 23-24)

Proposed objective/policy	Notes	Comments
<p><b>General comments about the document</b></p>		<ul style="list-style-type: none"> <li>• The document could do more to support long-term strategic planning, or quality outcomes. It lacks direction and vision for the growth and development of NZ towns and cities. This should be the focus of the document, rather than matters such as reducing regulation.</li> <li>• It would be more useful for government to develop a national integrated growth and infrastructure strategy that identifies key locations for growth and infrastructure investment (eg transport corridors in the bigger cities), promotes the integration of land use and infrastructure, and considers the country as a whole, not just the highest growth or largest cities in isolation.</li> <li>• A Future Direction Strategy is also referred to in the discussion document, so it needs to be clear what terminology is proposed.</li> </ul>
<p>O1: To ensure long-term strategic planning, reflected in planning documents, provides for: a) integrated land use and infrastructure b) quality urban environments.</p>	<ul style="list-style-type: none"> <li>• Applies to all urban environments</li> <li>• Applies immediately</li> <li>• Amended NPS-UDC 2016 objective OD1</li> </ul>	<ul style="list-style-type: none"> <li>• The definition of quality in terms of urban environments is very weak eg there is no discussion of liveability/good design etc. The discourse on amenity should be around providing vision on the anticipated outcomes for a place or type of place, not a zone.</li> <li>• The proposed NPS-UD will not in itself ensure more vibrant and liveable cities, as it does not focus on improved environmental quality in our cities. Its focus appears to be almost solely on the supply of housing, and in that regard it is little different to the previous NPS.</li> <li>• The proposed NPS continues “business as usual” greenfield development rather than requiring integrated subdivision and land use planning, which could better ensure quality but yet higher density urban outcomes.</li> <li>• The document appears to provide equal support for greenfields development and for intensification. While all types of growth have infrastructure implications, there are also broader network/facility planning and community development implications associated with outward growth that do not appear to have been considered. Achieving quality urban environments in lower density greenfields developments can be difficult and expensive.</li> </ul>

		<ul style="list-style-type: none"> <li>• Removing rules and requirements for development may be laudable but this is not likely to result in higher quality outcomes. If intensification is achieved via District Plan changes involving directive policies, or simplistic rules, higher quality outcomes may be lost.</li> <li>• Community, community aspirations and community engagement in place-based decision making are barely mentioned in the document.</li> <li>• As a result of the recent fast track District Plan Review in Christchurch, and central government's Statement of Expectations in the Order in Council controlling the District Plan, the City already has a very permissive District Plan. There is a widespread perception that the community was largely left out of the process of developing that Plan. Further direction by the NPS as to how the City should develop will be unpopular with the public in light of the City only now transitioning to a greater degree of local decision-making.</li> </ul>
<p>P1A: Local authorities must, every three years, prepare or update a Future Development Strategy (FDS). An FDS is to demonstrate, for the medium and long term, how the local authority will:</p> <p>a) achieve quality urban environments in its existing and future urban areas and</p> <p>b) meet residential development capacity bottom lines</p> <p>c) allocate development capacity across existing and future urban areas.</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres (all others encouraged to give effect to these policies)</li> <li>• Drafted in time to inform relevant LTPs</li> <li>• Amended NPS-UDC 2016 policies PC12, PC14c</li> </ul>	<ul style="list-style-type: none"> <li>• The Council supports the approach of not specifying an exact date for publishing an FDS, due to lack of previous alignment between FDS and LTP timetables for infrastructure planning.</li> <li>• This will mean that the next HBA will need to be completed by December 2021 in order for it to inform Council's 2024 Long Term Plan. Planning for the 2021 LTP is currently underway in Council, based on information available now, e.g. the 2017 HBA. We require a substantial lead-in time for LTP planning across the various units and functions of Council and to allow for community, Councillor and Community Board input. It will not be possible for the NPS-UD to inform the 2021 LTP, as it is too late.</li> <li>• This policy is not consistent with P1D, which also refers to business capacity. The requirements for business land should be more clearly stated in P1A.</li> </ul>
<p>P1B: An FDS need not be published as a separate document, but can be part of any other suitable document, for example a spatial plan.</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres (all others encouraged to give effect to these policies)</li> </ul>	<ul style="list-style-type: none"> <li>• We question whether this is a critical enough matter to be included as a policy. It is more important for major urban centres to demonstrate that they have met the policy requirements. A guidance note would be sufficient to cover this flexibility.</li> </ul>



	<ul style="list-style-type: none"> <li>• Drafted in time to inform relevant LTPs</li> <li>• Amended NPS-UDC 2016 policies PC14</li> </ul>	
<p>P1C: Every FDS must be informed by:</p> <p>a) the most recent HBA for the major urban centre</p> <p>b) analysis of costs and benefits of different spatial scenarios for accommodating growth</p> <p>c) scenario testing of different growth rates to ensure strategy is robust</p> <p>d) the long-term plans and infrastructure strategies required under the Local Government Act 2002, and any other relevant strategies, plans and documents</p> <p>e) iwi and hapū resource management issues of concern/significance for the urban environment, including those expressed in any relevant planning document recognised by an iwi authority.</p> <p>Every FDS must consider other national direction.</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres (all others encouraged to give effect to these policies)</li> <li>• Drafted in time to inform relevant LTPs</li> <li>• Amended NPS-UDC 2016 policies PC12, PC13c, PC14b</li> </ul>	<ul style="list-style-type: none"> <li>• This policy is merely listing matters which should be considered in developing a growth strategy. What should be done after scenario testing? Set out options for planning and policy responses? What if growth rates turn out to be less than predicted (meaning councils are not able to repay debt incurred in providing new infrastructure and services)? Is the NPS only concerned with requiring a policy response if growth rates are higher than anticipated?</li> <li>• Further, the direction that “long term plans and infrastructure strategies, and other relevant plans and documents” must be considered, is equally vague. Council could merely acknowledge other directions but choose not to weight them highly. This is an issue with the debate on protecting versatile soils versus providing for more housing opportunities. Greater national direction as to the circumstances in which one or the other should be weighted more highly would be valuable.</li> <li>• See comment above about requirement to be drafted in time to inform relevant LTPs. This will need to be the 2024 LTP as there is insufficient time to prepare a HBA, let alone an FDS update to meet the 2021 LTP.</li> </ul>
<p>P1D: Every FDS must identify:</p> <p>a) areas where evidence shows urban development must be avoided</p> <p>b) future infrastructure corridors/locations</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres (all others encouraged to give effect to these policies)</li> </ul>	<ul style="list-style-type: none"> <li>• The amended definition of ‘other infrastructure’ to include ‘<i>public</i> open space’ in Appendix 2 (relevant to this Policy) is confusing and conflicting. ‘Other infrastructure’ is meant to be distinguished from ‘development infrastructure’, which is council controlled. The addition of the word ‘public’ implies that ‘public open space’ is not controlled by Council, which is usually not true.</li> </ul>

<p>c) broad locations for long-term feasible residential and business development capacity</p> <p>d) broad locations for residential intensification that contributes to quality urban environments</p> <p>e) the development infrastructure and other infrastructure needed to support growth</p> <p>f) how to provide for business land</p> <p>g) how hapū and whānau aspirations for urban development on whenua Māori within their rohe will be taken into account</p> <p>h) how the strategy will be implemented. This must include:</p> <p>i. estimates of local authority contributions to development infrastructure funding, and the indicative timing and sequencing</p> <p>ii. financing gaps or other risks to the delivery of development infrastructure needs for the medium and long-term, and options for resolving this</p> <p>iii. processes for working with land owners, developers and infrastructure providers to implement the FDS.</p>	<ul style="list-style-type: none"> <li>• Drafted in time to inform relevant LTPs</li> <li>• New policy</li> </ul>	<ul style="list-style-type: none"> <li>• The policy requirement to identify “development infrastructure and other infrastructure needed to support growth” could be strengthened to require consideration of the most appropriate (effective and efficient) infrastructure that will contribute to achieving a “quality urban environment”. For example, previous responses under growth strategies have primarily looked to motorways to support growth, and there is now greater recognition of the need for changed approaches to investment.</li> <li>• The Council supports the direction for an implementation plan (or like document), but suggests that these policy requirements in themselves do not achieve implementation. Rather they are some of the steps required to understand the risks and uncertainties with implementation. How this policy will be deemed to be met requires further consideration. P1D could be rewritten to be integrated with P1H as one policy not two.</li> <li>• Clause (h)(i) requires discussion because even providing indicative costings and timings for long term infrastructure (that beyond the ten year LTP) is not straightforward and there will be significant resource implications. This implies that Council’s Infrastructure Strategy for the 30 year period will need to be developed to nearly the same level of robustness as the ten year LTP, which is unrealistic in itself because circumstances always change over time. There is also no guarantee that the estimated funding identified survives the LTP process each cycle. Perhaps the requirement could be that a draft FDS or implementation plan, including estimates, is prepared prior to the LTP but that the FDS is finalised upon adoption of the LTP.</li> <li>• For bulk infrastructure funded publicly, the planning cycle is at least 30 years, and investment decisions are not reversible. It is best practice to integrate infrastructure and urban development planning. However the policy should recognize that integrated planning is an iterative process, where the future development strategy will not only inform infrastructure strategies but will also itself need to be responsive to network utility infrastructure plans, which direct long-term funding for network utility capacity.</li> <li>• Policy (h)(iii) is a vague requirement. It would be helpful to set out any minimum expectations for how this occurs.</li> </ul>
<p>P1E: In addition to the policies P10A–P10C, when local authorities</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres (all others</li> </ul>	<ul style="list-style-type: none"> <li>• See above comments about timing and alignment with LTPs.</li> <li>• Collaboration with our partners and other agencies is supported and is best practice.</li> </ul>

<p>are developing or updating FDSs for a major urban centre they must:</p> <p>a) engage on their FDS with neighbouring local authorities where there are significant connections between infrastructure or communities</p> <p>b) work with relevant central government agencies</p> <p>c) give local iwi and hapū opportunities to identify the resource management issues of concern/significance to them relating to urban environments.</p>	<p>encouraged to give effect to these policies)</p> <ul style="list-style-type: none"> <li>• Drafted in time to inform relevant LTPs</li> <li>• New policy</li> </ul>	
<p>P1F: When developing or updating an FDS, local authorities:</p> <p>a) must undertake a consultation process that complies with either Part 6 of the Local Government Act 2002 or Schedule 1 of the Act</p> <p>b) may combine that process with any other consultation process occurring on another related matter, such as the documents referred to in [P2H].</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres (all others encouraged to give effect to these policies)</li> <li>• Drafted in time to inform relevant LTPs</li> <li>• Amended NPS-UDC 2016 policy PC14a</li> </ul>	<ul style="list-style-type: none"> <li>• There is a typo in the reference to P2H (which does not exist), so this policy is unclear. It also does not cover the possibility of using consultation processes that are shortened by the streamlined planning process in Section 80B and 80C of the Act.</li> </ul>
<p>P1G: Local authorities must have particular regard for their medium to long-term development capacity allocation as set out in the FDS, when preparing changes to regional policy statements, regional plans and district plans.</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres (all others encouraged to give effect to these policies)</li> <li>• Drafted in time to inform relevant LTPs</li> <li>• New policy</li> </ul>	<ul style="list-style-type: none"> <li>• What is meant by particular regard in this context? Is it expected that RPSs or regional plans set out how the development capacity allocation is to be achieved? If so the more appropriate wording would be “give effect to”. The risk is that the statutory responses could be changed by the submission process (potentially weakened), particularly if development capacity allocation is weighted towards achieving a desired rate of intensification.</li> </ul>

<p>P1H: Local authorities are strongly encouraged to use their FDS to inform the relevant long-term plans and infrastructure strategies required under the Local Government Act 2002, the Regional Land Transport Plans under the Land Transport Management Act 2003, and any other relevant strategies, plans and documents. [See P2F]</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres (all others encouraged to give effect to these policies)</li> <li>• Drafted in time to inform relevant LTPs</li> <li>• New policy</li> </ul>	<ul style="list-style-type: none"> <li>• This policy is not required at all, as an FDS and the evidence base that it was founded on would always be used to inform these other key implementation documents.</li> <li>• It would be more appropriate to delete this policy and rely on a stronger policy on “implementation” (see comments on Policy P1D above).</li> </ul>
<p>P1I: Local authorities shall update their FDS every three years, in time to inform relevant long-term plans and infrastructure strategies required under the Local Government Act 2002, and Regional Land Transport Plans required under the Land Transport Management Act 2003.</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres (all others encouraged to give effect to these policies)</li> <li>• Drafted in time to inform relevant LTPs</li> <li>• New policy</li> </ul>	<ul style="list-style-type: none"> <li>• See comment above about the issues for timing and alignment with LTP process.</li> <li>• The NPS requirement to provide for buffers over and above projected growth could have an adverse effect on the audit of LTPs by Audit NZ, if the figures for the two different processes were used. These audits are required before LTPs are signed off.</li> </ul>

### Making room for growth (pp 27-28)

<p>O2: To enable quality urban environments that make it possible for all people, whānau, communities and future generations to provide for their well-being, including by:</p> <p>a) offering people access to a choice of homes that meet their demands, jobs, opportunities for social interaction, high-quality diverse services and open space</p> <p>b) providing businesses with economies of scale, with access to many consumers, suppliers, skilled people and sources of innovation</p> <p>c) using land, energy and infrastructure efficiently</p> <p>d) responding to changing needs and conditions.</p>	<ul style="list-style-type: none"> <li>• Applies to all urban environments</li> <li>• Applies immediately</li> <li>• New objective</li> </ul>	<ul style="list-style-type: none"> <li>• A fundamental problem with this policy is that it is not clear or directive on what constitutes a “quality urban environment”. There is no supporting definition of “quality urban environment”, which could promote recognition of the many elements that are internationally recognised as contributing to quality urban environments, e.g. as reflected in the NZ Urban Design Protocol, or Statistics NZ measures of quality and liveability. ‘Quality’ can be also be context and location specific.</li> <li>• There are many factors at play outside of urban development that influence all of these desired outcomes. How much of an impact will urban development have on the labour force and innovation?</li> <li>• The policy as it stands only sets out some of the principal elements of how well-being can be achieved. However some elements of wellbeing such as health, education, safety, improvements in environmental quality, and identity are completely ignored.</li> <li>• While O2 is necessarily high level, it needs more careful wording and should be backed up by guidance and references on what constitutes a “quality urban environment”. Currently it would be easy for almost any developer to argue that their development meets (a) – (d).</li> <li>• It is unclear what (b) means. Economies of scale may or may not be spatially expressed.</li> <li>• The council supports the requirement in (c) to use “land, energy and infrastructure efficiently” as it is one of the strongest links back to RMA principles.</li> <li>• MfE guidance on ‘quality’ urban environments, in particular on medium density housing (2012), needs to be updated.</li> </ul>
<p>O3: To enable development in locations and in ways that maximise its positive and minimise its negative impact on, quality urban environments.</p>	<ul style="list-style-type: none"> <li>• Applies to all urban environments.</li> <li>• Applies immediately</li> <li>• New objective</li> </ul>	<ul style="list-style-type: none"> <li>• This objective could be deleted as it is unclear what the issue is. O2 in a much clearer form could suffice.</li> <li>• Part 2 of the RMA already addresses this. If the intention is to ensure development contributes to a quality urban environment, then this should be stated (though the document would need to be clearer about what constitutes a quality urban environment).</li> </ul>

		<ul style="list-style-type: none"> <li>• In many cases existing communities want character and amenity to remain, or be taken into consideration when densities are increasing. This issue needs to be more explicitly considered in this document and in the proposed objectives and policies. Under section 45(1) of the RMA, NPSs have to be relevant to achieving the purpose of section 5, and case law indicates that section 5 includes a consideration of the scale and significance of competing considerations.</li> </ul>
<p>P2A: When making planning decisions that affect urban development, and the way and rate at which development capacity is provided, local authorities must have particular regard to:</p> <p>a) enabling a range of dwelling types and locations, working environments and business locations</p> <p>b) limiting as much as possible adverse impacts on the competitive operation of land and development markets.</p> <p>When making decisions on consent applications that affect urban development, and the way and rate at which development capacity is taken up, decision-makers must have regard to the need, consistent with this NPS, to:</p> <p>c) provide a range of dwelling types and locations, working environments and business locations</p> <p>d) limit as much as possible the adverse impacts on the competitive operation of land and development markets.</p>	<ul style="list-style-type: none"> <li>• Applies to all urban environments</li> <li>• Applies immediately</li> <li>• Amended NPS-UDC 2016 policy PA3</li> </ul>	<ul style="list-style-type: none"> <li>• The meaning of this policy is unclear e.g. what is a “range of working environments”?</li> <li>• The second part of the policy, around directly applying the NPS in making decisions on consent applications, is inappropriate. NPSs have effect through the hierarchy of planning documents, rather than acting as a final check on a decision as to whether or not to grant consent. The FDS is the right process for ensuring a range of business location is provided, and should not be undermined by opportunistic and unplanned urban forms, without regard to the broader land use and infrastructure strategy. This would be a loophole which would be certain to be exploited and will open the door for arguments on many consents as to the right balance between intensification and greenfield development.</li> <li>• It is more appropriate for the FDS and District Plan reviews to address any issues arising from “take-up rates” and sufficiency of the “range of dwelling types and locations”. Sufficiency of urban development is not a matter that should be addressed through ad hoc resource consent applications. This could lead to perverse outcomes such as poor integration of land use and infrastructure, and incremental urban creep, which over time could undermine the core planning principles of Greater Christchurch’s FDS (Our Space) and the Christchurch District Plan.</li> </ul>

<p>P2B: When making or updating policies, plans and strategies, local authorities must have particular regard to:</p> <p>a) the positive impacts of urban development to contribute to a quality urban environment as described in O2</p> <p>b) the benefits and costs of urban development at national, inter-regional, regional and district scale, as well as locally.</p> <p>When making decisions on consent applications, decision-makers must have regard to:</p> <p>c) the positive impacts of urban development to contribute to a quality urban environment as described in O2 and</p> <p>d) the benefits and costs of urban development at national, inter-regional, regional and district scale, as well as locally.</p>	<ul style="list-style-type: none"> <li>• Applies to all urban environments</li> <li>• Applies immediately</li> <li>• Amended NPS-UDC 2016 policy PA4</li> </ul>	<ul style="list-style-type: none"> <li>• This policy reflects all the issues outlined above in respect of Objective O3. Without a clear articulation of what a “quality urban environment” is, it cannot be expected that the “positive impacts” of urban development will be able to be recognised.</li> <li>• As this policy is currently written, an increased rating base and/or Development Contributions resulting from any development, if applied appropriately, could lead to the regeneration or improvement of existing urban areas, and thereby contribute to a quality urban environment. The policy and any supporting guidance needs to be specific about what constitutes “positive impacts” and provide examples of how these matters can be had “particular regard to” in our plans.</li> <li>• With regard to (b), Councils are already required to evaluate alternatives and assess costs and benefits under section 32 of the RMA when considering urban growth and development through District Plan reviews and plan changes, and through Regional Policy Statement reviews.</li> <li>• Why should a District Council prepare a cost benefit assessment that extends to considering national or even regional growth? This would go beyond the functions of territorial authorities under section 31 of the Act and would contradict section 31(1)(aa), which limits consideration of development capacity of housing and development land to the expected demands of that district.</li> <li>• This policy says nothing about what an appropriate planning and policy response should be if costs are identified (urban development will almost always bring some costs), or if costs exceed benefits.</li> <li>• Rather than (b), there could be more value in looking at the cost to cities of different development scenarios e.g. intensification vs. greenfield vs. brownfield. Where is it going to be most cost efficient to focus growth, e.g. from an infrastructure point of view?</li> <li>• The second part of this policy could have the same unintentional outcomes as set out in the comments above on P2A. Also the contents of most of (d) would have no bearing on consent applications; certainly the benefits and costs of urban development at a national and inter-regional scale are not something consent planners would assess.</li> </ul>
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### Amenity values in urban environments (p.29)

<p>O4: Urban environments provide for the diverse and changing amenity values of individuals and communities.</p>	<ul style="list-style-type: none"> <li>• Applies to all urban environments</li> <li>• Applies immediately</li> <li>• New objective</li> </ul>	<ul style="list-style-type: none"> <li>• Not all urban environments need to feel, look and function the same. Some areas may either not be needed or preferred locations for development or redevelopment, i.e. they may not be near public transport routes, employment areas, community facilities, or may be areas of special character.</li> <li>• Successful cities are not all about density, rather about a mix of densities that complement each other i.e. more intensively developed areas interspersed with areas of larger sites and/or providing open space and trees.</li> <li>• O4 could be amended to: Urban environments provide for the diverse <del>and changing</del> amenity values of individuals and communities <u>and positive changes to those amenity values.</u></li> <li>• There needs to be a discussion of how amenity values which change over time can be squared up with the RMA definition of amenity values, which does not include any suggestion that this could occur.</li> </ul>
<p>P3A: In making planning and consent decisions, decision-makers must recognise that amenity values: a) vary among individuals and communities b) change over time.</p>	<ul style="list-style-type: none"> <li>• Applies to all urban environments</li> <li>• Applies immediately</li> <li>• New policy</li> </ul>	<ul style="list-style-type: none"> <li>• What is the purpose of this policy? If it is to indicate that change is required in some parts of urban areas away from current character and function, to achieve higher-order objectives such as consolidation, then this should be stated. This policy could be mixing up amenity and liveability, and it should also be considered against the NZ Urban Design Protocol.</li> <li>• Not all communities and individuals want a change in amenity. This policy is likely to be unpopular with the public, and may lead to further disengagement of the public from planning processes. Disengagement and a feeling of disenfranchisement is already evident in Christchurch both with the public and local politicians as a result of the recent fast track District Plan process, and the Greater Christchurch Regeneration Act.</li> <li>• It is worth noting that while amenity values may change over time, built form may not, e.g. villas being renovated and repaired in areas while density around them increases.</li> <li>• P3A as currently written will not assist in achieving the involvement of diverse communities in the planning process (text above the policy).</li> </ul>



		<ul style="list-style-type: none"> <li>P3A could be improved with the following addition:  <u>c) can change positively or negatively. Decision-makers should seek to promote positive change in amenity values, for the widest possible benefit to communities and future generations.</u> </li> </ul>
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**Enabling opportunities for development (p.30)**

<p>O5: To ensure local authority policies, plans and strategies enable enough opportunities for development to meet diverse demands for housing and business land</p>	<ul style="list-style-type: none"> <li>Applies to all urban environments</li> <li>Applies immediately</li> <li>New objective based on NPS-UDC 2016 objective OA2</li> </ul>	<ul style="list-style-type: none"> <li>“Local authority plans’ is not defined and is unclear. For example it could mean that Regional Councils have to undertake what are currently District Council functions under the current NPS on UDC.</li> </ul>
<p>P4A: Local authorities must ensure at all times their plans enable at least enough development capacity that is feasible and likely to be taken up to meet the demand for dwellings (in terms of location, typology and price) and business land (in terms of location, floor area and extent of land) over the short, medium and long term.  A local authority meets these obligations by ensuring:  a) Short term – that the development capacity is enabled by resource management plans and serviced with development infrastructure  b) Medium term – that the development capacity is enabled by resource management plans and either:  i. is serviced with development infrastructure, or  ii. the funding for the development infrastructure required to service that development capacity</p>	<ul style="list-style-type: none"> <li>Applies to all urban environments</li> <li>Applies immediately</li> <li>Amended NPS-UDC 2016 policy PA1</li> </ul>	<ul style="list-style-type: none"> <li>A number of elements to this policy are unclear. How is “likely to be taken up” going to be measured? Was the approach taken in Christchurch City Council’s last HCA appropriate? Should we be using average take-up rates over two, five or ten years to assess sufficiency? Is just extrapolating past take-up adequate to determine future “likelihoods of take-up”? We do not consider it likely to be adequate because, for example, investment in rapid transport corridors or changing school catchments could, over time, significantly change take-up rates for particular locations.</li> <li>This presents no solution to the difficult issues of feasibility already experienced with the current NPS. Land supply is only one factor in the delivery of development/development feasibility.</li> <li>There is a typo in P4A(c), which is currently shown as (a). To undertake this robustly for the long term is a resource hungry undertaking.</li> <li>See previous comments about the cost of development potentially being driven up by the need to provide infrastructure for growth over and above what is likely to eventuate.</li> </ul>

<p>must be identified in a Long Term Plan required under the Local Government Act</p> <p>c) Long term – that:</p> <p>i. the development capacity is identified in all relevant plans and strategies (including the FDS)</p> <p>ii. the development infrastructure required to service it is identified in the relevant Infrastructure Strategy required under the Local Government Act 2002.</p>		
<p>P4B: As soon as a local authority determines that it cannot provide the required development capacity, it must notify the Minister.</p>	<ul style="list-style-type: none"> <li>• Applies to all urban environments</li> <li>• Applies immediately</li> <li>• Amended NPS-UDC 2016 policy PA1</li> </ul>	<ul style="list-style-type: none"> <li>• In itself this policy achieves nothing that cannot already be achieved by ensuring that at all times there is sufficient capacity, as required in the current NPS. If an actual shortage is allowed to develop, this would indicate a serious issue with current District Plan or other Council monitoring processes, or with implementation of the current NPS. Also, it is unnecessary to notify the Minister if Council is already committed to remedying a potential shortage of development capacity in the medium or long term, e.g. by initiating plan changes to rezone more land.</li> <li>• The Development Capacity under this policy should not include the infrastructure needed to provide for the 20%/15% buffers. Councils cannot fund, or include in business cases for infrastructure funding submitted to Central Government, the 20%/15% additional buffers above growth projections.</li> <li>• P4B could be amended to: <ul style="list-style-type: none"> <li><b><u>As soon as If</u></b> a local authority determines that it cannot provide the required development capacity <b><u>in the short term (excluding infrastructure capacity for the buffers), and cannot remedy a potential shortage of the required development capacity in the medium or long term</u></b>, it must notify the Minister.</li> </ul> </li> </ul>
<p>P4C: In providing development capacity, a local authority must be satisfied that the other infrastructure required to support urban development is, or is likely to be, available.</p>	<ul style="list-style-type: none"> <li>• Applies to all urban environments</li> <li>• Applies immediately</li> </ul>	<ul style="list-style-type: none"> <li>• While this is a desirable situation and the adequacy of other infrastructure can be broadly assessed, councils do not have control over infrastructure provided by other agencies, e.g. the timing of provision of a new school by the Ministry of Education.</li> </ul>

	<ul style="list-style-type: none"> <li>• Amended NPS-UDC 2016 policy PA1</li> </ul>	<ul style="list-style-type: none"> <li>• It is not clear that providers of other infrastructure such as the Ministry of Education and Orion will be using the same development projections as the Council, even though we supply them with the population growth information that they use for their planning.</li> <li>• Will the other government departments and infrastructure providers also be including the 20%/15% additional buffers above growth projections, and provide additional surplus infrastructure to satisfy them? Is including additional surplus infrastructure to satisfy the 20%/15% additional buffers, a whole of Government approach?</li> <li>• This policy does not clearly indicate what should happen if other infrastructure is not available when there is an area that would otherwise be suitable for development.</li> </ul>
<p>P4D: Every local authority must set bottom lines for the total amount of development capacity it must provide to meet the demand (as determined under the most recent HBA) for dwellings. Bottom lines must:</p> <p>a) be set for both the medium term and the long term b) be reviewed every three years.</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres</li> <li>• Inserted into plans within 12 months of HBA being completed</li> <li>• Amended NPS-UDC 2016 policies PC5-PC11</li> </ul>	<ul style="list-style-type: none"> <li>• It is not clear why this policy has changed from the current terminology of housing “targets” to “bottom lines”. If this is to address business land as well as housing land this should be made clear, and the term “bottom lines” should be defined. It seems that they include the additional margins specified in AP3 and AP12, but this is not clear.</li> <li>• Setting a “bottom line”, without a maximum will make it difficult to balance the conflicting aspects of the NPS-UD and the NPS on Highly Productive Land (HPL). The NPS-HPL requires that highly productive land is protected, but recognises that it should not be a prohibition on development on HPL. Therefore in cities surrounded by HPL, like Christchurch, there will need to be a balance struck between protecting HPL and providing for urban development under the NPS-UD. With only a bottom line being set and no maximum, there is a risk that there is no limit to the amount of HPL that could be compromised.</li> <li>• The requirement for a three-yearly review should be from the first HBA, because it is possible that in order to get alignment with the LTP process, the next housing targets/bottom lines might be more than 3 years away.</li> </ul>
<p>P4E: Regional authorities must incorporate a bottom line set under P4D in their regional policy statements.</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres</li> <li>• Inserted into plans within 12 months</li> </ul>	<ul style="list-style-type: none"> <li>• No change to current situation (unless to include business land)</li> </ul>

<p>Territorial authorities must incorporate an appropriate proportion of every bottom line in their district plans, as informed by the strategic guidance in the current applicable FDS. This must be done without using the process in Schedule 1.</p> <p>[But note that Schedule 1 must be used when amending a plan to give effect to the bottom lines.]</p>	<p>of HBA being completed</p> <ul style="list-style-type: none"> <li>• Amended NPS-UDC 2016 policies PC5-PC11</li> </ul>	
<p>P4F: If an HBA indicates that a bottom line in a policy or plan is inadequate in the medium or long term, the local authority must revise the bottom line and update their policy or plan accordingly</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres</li> <li>• Inserted into plans within 12 months of HBA being completed</li> <li>• Amended NPS-UDC 2016 policies PC5-PC11</li> </ul>	<ul style="list-style-type: none"> <li>• The effect of this is highly dependent on what is meant by “bottom line”</li> </ul>
<p>P4G: If an HBA or any other evidence or monitoring indicates that there is inadequate development capacity, the local authority must:</p> <ol style="list-style-type: none"> <li>consider all options (under any legislation) to enable development, such as integrated and coordinated consenting processes</li> <li>increase development capacity by changing policy statements and plans, including changes to zoning, objectives, policies, rules and spatial layers that apply in existing urban environments and greenfield areas</li> <li>if the inadequacy relates to the long term, update its FDS</li> <li>consider all other options for increasing development capacity.</li> </ol>	<ul style="list-style-type: none"> <li>• Applies to major urban centres</li> <li>• Response shall be initiated within 12 months of problem being identified</li> <li>• Amended NPS-UDC 2016 policy PC3</li> </ul>	<ul style="list-style-type: none"> <li>• It is unclear whether P4G would allow urban growth beyond the RPS Projected Infrastructure Boundary</li> <li>• We already use integrated and coordinated consenting processes (e.g. integrated subdivision and land use consents) in our Residential New Neighbourhood zone, which covers greenfield development; however this can be unpopular with developers because residential land development and building development are frequently not undertaken by the same parties.</li> <li>• Even when land is zoned and subdivision consent has been granted, the costs of constructing roads and other infrastructure mean that developers often stage the release of sections so as to control supply, potentially maintain prices and margins, and finance the next stage of their development. Council cannot compel developers who are holding land to proceed to develop it or to release it to market until they choose to do so.</li> </ul>

### Ensuring plan content provides for expected levels of development (p.34)

<p>O6: To ensure local authorities:</p> <ul style="list-style-type: none"> <li>a) make decisions on urban development based on the best available evidence</li> <li>b) respond promptly to evidence about changing demands for housing and business land</li> <li>c) identify the evidence on which decisions about urban development are made.</li> </ul>	<ul style="list-style-type: none"> <li>• Applies to all urban environments</li> <li>• Applies immediately</li> <li>• New objective</li> </ul>	<ul style="list-style-type: none"> <li>• The test of “best available evidence” should also be applied to the drafting of NPSs. It is not made clear throughout the discussion document that it has been fully informed by current local government practice.</li> <li>• Current RMA processes such as plan changes for rezonings already require section 32 evaluation reports. Plan changes are initiated as required to provide an adequate supply of land, and private plan change requests to rezone land are now possible in Christchurch since the removal of the OIC controlling the District Plan.</li> <li>• The current NPS-UDC and associated FDS have necessitated considerable resources and staff time but have not added equivalent value to existing local government land use, infrastructure planning and monitoring processes. For example Christchurch City Council already knew prior to commencing the HBA that its supply of industrial land was sufficient to cover even long term needs without the need to rezone additional industrial land. The recent District Plan review had carefully considered intensification and greenfield development and had ensured that the supply of residential land was adequate for the short, medium and long term periods.</li> </ul>
<p>P5A: District plans must include, for each zone in an urban area, a zone description that describes the expected types and nature of development, [including expected levels of amenity], consistent with growth identified in the FDS.</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres</li> <li>• Applies immediately</li> <li>• Amended NPS-UDC 2016 objective OC2</li> </ul>	<ul style="list-style-type: none"> <li>• We understand that the intention is that councils monitor whether the specified type of development is occurring and respond if it is not. This is problematic, not least because even if we are very enabling, we cannot compel the market to respond and deliver diversity. See comments on P5C.</li> <li>• All six major urban centres already include zone descriptions in their plans. What the NPS-UD is seeking to achieve with this policy is already accomplished by zone objectives and policies for these plans. This new proposed policy does not make it clear whether these existing zone descriptions must be amended to match the ones in the National Planning Standards, although judging by the text preceding the policy, this could be the intention.</li> <li>• During the consultation on the Planning Standards, Christchurch City Council submitted in opposition to these zone descriptions being given</li> </ul>

		<p>statutory weigh, because many of the zone descriptions are vague, not fit for purpose, and contrary to local strategic objectives. In some cases, giving statutory weight to the descriptions will work against the stated purpose of the NPS-UD itself e.g. by making it easier to use residentially zoned land for non-residential activities.</p> <ul style="list-style-type: none"> <li>● For example, the zone description for the <i>General residential</i> zone is: “Areas used predominantly for residential activities with a mix of building types, and other compatible activities.” Compared with the more specific and directive objectives in the current Christchurch District Plan, this zone description makes it easy for commercial developers or operators to argue that they should be permitted in residential zones as long as the zone is still “predominantly” residential.</li> <li>● Other zone descriptions are equally problematic. For example, the zone descriptions for the <i>General rural</i> and <i>Rural production</i> zones enable “associated rural industry” as opposed to “ancillary”. This means that any industrial activity with any connection to rural industry (e.g. canneries, timber mills, meat processing plants, tractor tyre factories) can anticipate being able to local in rural zones, including in zones intended to protect versatile soils.</li> <li>● The zone descriptions for the <i>General Industrial</i> zone, <i>Mixed use</i> zone and <i>Airport</i> zone do not enable strategic directions to manage retail or office distribution outside of commercial centres.</li> <li>● Policy P5A is proposed to apply to major urban centres “immediately” whereas Christchurch City Council is not required to implement the National Planning Standards for another seven years and is not anticipating doing this ahead of its next District Plan review.</li> <li>● To be clear, the zones in the Planning Standards do not align with the zones in our current District Plan. A number of zone descriptions will be difficult to implement in the context of the Canterbury Regional Policy Statement, which includes policies requiring the avoidance of urban activities outside of the identified urban area. A national direction to implement the zone descriptions in the Planning Standards “immediately” would undermine the</li> </ul>
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		<p>strategic objectives in the current Plan in addition to being inconsistent with the RPS.</p> <ul style="list-style-type: none"> <li>• The Council also strongly recommends that the zone descriptions in the National Planning Standards be revised urgently if there is any intention to ever give them statutory weight. In the Council’s view, they do not represent best planning practice.</li> <li>• We understand that this is why, in part, the Ministry removed the requirement to include the zone descriptions when the first set of National Planning Standards was gazetted.</li> </ul>
<p>P5B: Territorial authorities must:</p> <p>a) make an assessment to ensure the objectives, policies, rules, and assessment criteria set out in district plans are individually and collectively consistent with the expected development for each zone as described in the zone description</p> <p>b) enable the development of the zone to occur as described in the plan</p> <p>c) monitor and report on whether development is occurring as described in the plan as a component of section 35 efficiency and effectiveness monitoring.</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres</li> <li>• Applies at next plan review or when implementing the planning standards</li> <li>• New policy</li> </ul>	<ul style="list-style-type: none"> <li>• It would be simpler, more cost effective and more useful to monitor whether or not specific housing development targets in the policy or plan are being met as opposed to monitoring all development and then assessing whether or not it is consistent with relatively vague zone descriptions such as “predominantly residential”, “predominantly industrial” etc.</li> <li>• There would be significant costs associated with this type of monitoring, especially for major urban centres where there are potentially thousands of vacant sites or sites being developed in any given year. It is very unlikely that the outcome of that monitoring would show that development was not consistent with these descriptions.</li> <li>• It would be more useful to require the HBA to identify specific development targets (i.e. X number of new dwellings; Y% of new dwellings at a specified density; Z% of new development being infill development, etc.) and to integrate these into the objectives and policies of the relevant plans and policy statements.</li> </ul>
<p>P5C: If monitoring indicates that development capacity is not being taken up to achieve the development expected in a zone, the local authority must undertake a review to understand why, and:</p> <p>a) change relevant objectives, policies, rules and assessment criteria through a plan change to the</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres</li> <li>• Applies immediately</li> <li>• New policy</li> </ul>	<ul style="list-style-type: none"> <li>• This policy seems to assume that the reason available zoned land isn’t always taken up is because of planning rules. In Christchurch there are very liberal planning rules and not all opportunities are being taken up. Other factors have a major influence and need to be considered.</li> <li>• It would be more useful for central government to first establish what really drives housing markets, and secondly implement appropriate government intervention to resolve the issues identified. Housing markets are driven by a multitude of factors other than planning (particularly when as in</li> </ul>

<p>extent needed to achieve the development expected, and/or b) identify any constraints outside their resource management plans to achieving the expected development for the zone.</p>		<p>Christchurch there is in fact no shortage of residential or business land), including fiscal and monetary policy, immigration policy, the nature of the construction industry in New Zealand, supply chain issues, etc.</p> <ul style="list-style-type: none"> <li>• Policy P5C would require development targets to be zone-based. As long as we are meeting the District-wide targets for new dwellings and other monitoring indicates an acceptable level of amenity, it may not matter which zone the take- up of development capacity is occurring in, and if it does, this is essentially a local not national issue. It should not be necessary to undertake a costly plan change process because, for example, more development is occurring in medium density suburban zones as opposed to specified greenfields areas than was anticipated.</li> <li>• When given a choice and affordability isn't an issue, we know that preferences around where people choose to live are largely driven by lifestyle preferences – e.g. "I enjoy living near the hills", and preference drives behaviour. We do not believe that changing Plan provisions will change this.</li> <li>• P5C(b) could be amended to: Identify <b>and address</b> any constraints, outside their resource management plans <b>and over which it has control</b>, to achieving the expected development for <b><u>the zone broad zone categories (eg residential, industrial, commercial and mixed use zones)</u></b>.</li> </ul>
<p>P5D: When making planning decisions that affect the development of urban environments, local authorities <b>[should? must?]</b> demonstrate analysis that includes: a) a clear articulation of the resource management matters being managed b) an assessment of the costs and benefits of different options for urban development and their contribution to achieving a quality urban environment (as described in Objective 1)</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres</li> <li>• Applies immediately</li> <li>• New policy</li> </ul>	<ul style="list-style-type: none"> <li>• There appears to be a word missing in the draft policy (see potential insertion)</li> <li>• This policy does not add anything which is not already required in section 32 assessments for district plan reviews and plan changes, and in HBAs and FDSs. We suggest the policy is deleted.</li> <li>• Christchurch City Council already has a Strategic Objective in its District Plan, Objective 3.3.2, which includes "setting objectives and policies that clearly state the outcomes intended".</li> <li>• As already noted, the policy refers to the concept of "a quality urban environment", which is very poorly articulated in this discussion document.</li> </ul>



<p>c) an assessment of the impact of different urban development options on providing enough development capacity</p> <p>d) an assessment of regulatory and non-regulatory options for contributing to a quality urban environment and providing enough development capacity</p> <p>e) an analysis of consistency with the relevant FDS</p> <p>f) demonstration that they have been informed by relevant evidence and monitoring required under this NPS.</p>		
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### Providing for intensification (p.36)

<p>O7: To provide for the benefits of urban intensification by allowing for increased density in areas where those benefits are best realised.</p>	<ul style="list-style-type: none"> <li>• Applies to all urban environments</li> <li>• Applies immediately</li> <li>• New objective</li> </ul>	<ul style="list-style-type: none"> <li>• The first part of the objective “to provide for intensification” does not explain what intensification would achieve in terms of better environmental outcomes, e.g. more people living closer to their place of employment and to the amenities and services they use on a regular basis, so that travel times are reduced and infrastructure is used efficiently. The objectives of intensification need to be made much clearer e.g. reduce urban sprawl, enable people to access services they need (not necessarily by public transport), promote urban renewal, provide a range of housing opportunities, support centres/central city.</li> <li>• The second part of the draft objective is not an objective but rather a policy or course of action (by allowing for...).</li> </ul>
<p>P6A: Enable higher-density development, especially in areas where there are one or more of the following</p> <p>a) proximity to many employment opportunities</p> <p>b) urban amenities and services are easily accessible by existing or planned active transport and public transport networks</p>	<ul style="list-style-type: none"> <li>• Applies to all urban environments</li> <li>• Plan changes to be notified within 18 months of gazetting the NPS-UD</li> </ul>	<ul style="list-style-type: none"> <li>• All major urban centres in NZ are already doing this in its entirety. The Christchurch District Plan already has policies in place that enable all of this.</li> <li>• The other NPS requirements already point in this direction i.e. assess whether there is sufficient capacity, and if not, consider all practicable options and have regard to other national guidance and respond accordingly.</li> </ul>

<p>c) high demand for housing d) best use can be made of existing or planned infrastructure, services and facilities.</p>	<ul style="list-style-type: none"> <li>• New policy</li> </ul>	<ul style="list-style-type: none"> <li>• It should be noted that these are not the only matters that should be the determinants of which areas are up-zoned. Christchurch has taken additional matters into account when determining where higher density development is appropriate. These include need, the presence and level of risk from natural hazards (importantly for Christchurch), and heritage/character of areas.</li> </ul>
<p>P6B: Regional councils must include the following objective into their regional policy statements: To enable residential intensification that ensures the efficient use of existing urban land, infrastructure, services and facilities.</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres</li> <li>• Applies immediately</li> <li>• New policy</li> </ul>	<ul style="list-style-type: none"> <li>• “Residential intensification” is not defined. The policy does not appear to include residential intensification within greenfield areas, because it is only referring to efficient use of “existing urban land”, rather than also to land within future development areas.</li> <li>• If what is being directed here is to make the most of the redevelopment potential of the existing urban area, such to avoid unnecessary expansion into rural areas through greenfield development, this should be stated.</li> <li>• The approach to greenfield development in this NPS is fundamentally flawed. It would be better to have a policy focused on ensuring that subdivision and land use are integrated and at a density that creates truly liveable neighbourhoods.</li> </ul>

### Options for directing intensified development (p.37)

<p>P6C Option 1: descriptive approach</p> <p>District plans must zone for higher-density residential activities within a suitable catchment area (ie, accessible by active transport modes) around frequent public transport stops and centres.</p> <p>Higher-density residential activities are those with a concentrated bulk of buildings such as terraced housing and apartments.</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres</li> <li>• Plan changes to be notified within 18 months of gazetting the NPS-UD</li> <li>• New policy</li> </ul>	<ul style="list-style-type: none"> <li>• Definitions are needed of the following terms: ‘suitable catchment’, ‘frequent’, ‘active transport modes’, ‘concentrated bulk of buildings’, and ‘centres’ (including using the word ‘commercial’), because presumably the policy is not intended include local centres.</li> <li>• Christchurch City has “Key Activity Centres” around which medium-density development (30hh/ha) is to be appropriately located, because those centres have a variety of facilities and services on offer. For high-density enabled (60hh/ha) living, this range of facilities and services would need to be more comprehensive.</li> <li>• Frequent public transport needs to be high quality public transport with dedicated routes (e.g. busway or train services). Where public transport relies on buses that stop frequently and also get stuck in traffic, it is not a high quality option.</li> </ul>
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		<ul style="list-style-type: none"> <li>• The current wording of the policy is vague and problematic – one could interpret it to mean that anywhere that has a footpath is accessible by active transport, and should be densified.</li> <li>• Such a policy needs to factor in the type of public transport and the frequency, as well as future intentions for the integration of transport and land use. A corridor with a current bus service may be suitable for a high frequency rail service once critical mass of development/population is achieved in the future, and zoning changes may need to reflect that intent now. Conversely, areas nearby with a current bus service may not need to be enabled for more density and to do so may be counter-productive to achieving critical mass of development in the first set of areas.</li> <li>• Option 1, if better articulated, would be preferable to the more prescriptive Option 2, because it would allow local interpretation in the context of that city.</li> <li>• Option 1 is also better suited to long-term planning for future transport infrastructure, and to planning for comprehensive upgrades to public environments. This includes broad planning provision for non-Council infrastructure such as schools and medical services.</li> </ul>
<p>P6C Option 2: prescriptive approach District plans must:</p> <p>a) zone for high-density residential activities within an 800m walkable catchment of centres and frequent public transport stops, except where evidence demonstrates intensification should not be enabled; and</p> <p>b) zone all residential and mixed use areas within 1.5 km of city centres for high-density development.</p> <p>High density is where there is a minimum overall density of 60 residential units per hectare.</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres</li> <li>• Plan changes to be notified within 18 months of gazetting the NPS-UD</li> <li>• New policy</li> </ul>	<ul style="list-style-type: none"> <li>• Option 2 is a policy reflecting a focus solely on Auckland. It is inappropriate for Christchurch and could have perverse implications.</li> <li>• The attached map gives some idea of the significant spatial implications of applying this policy to Christchurch.</li> <li>• The direction should simply be, that if it is established that there is any shortfall in residential capacity identified in an HBA, then intensification should be looked to in the first instance to address this. This policy oversimplifies the issue of housing capacity and the solution. In fact in the case of Christchurch, it is a “solution in search of a problem”.</li> <li>• The policy requires a much more nuanced approach with spatial and physical attributes mapped that are appropriate for that city/place. Quality urban places are those which also recognise the particular characteristics of a place that people identify with i.e. neighbourhood physical and social connections, heritage, character, and landscape attributes.</li> <li>• The focus in this policy is on residential density, but it really needs to be on neighbourhoods i.e. the 800m in proximity to a frequent transit stop should not be</li> </ul>

		<p>the only factor driving residential up-zoning; rather the quality of the neighbourhood (services and facilities offered, amenity etc) is a better measure.</p> <ul style="list-style-type: none"> <li>• An 800m radius at the densities proposed may not be appropriate to all centres. A more nuanced approach in Christchurch might be to provide for 400m high density catchments in the first instance, and if high quality transit is provided, a further 800m for medium density.</li> <li>• 60 hh/ha is probably not needed at all in Christchurch and some other centres. Unless significant changes are made to ensure an appropriate quality and typology of housing, the increased density expected around commercial centres (over and above the current 30 hh/ha) and within the Central City (over and above the current 50 hh/ha) could be counter-productive, and result in poor quality outcomes. The Council is only one player attempting to ensure an appropriate quality and typology of housing, and it does not have total control over outcomes.</li> <li>• 60hh/ha will simply be too high a density in some receiving environments and is hard to achieve for small-scale developers who tend to focus on one or two sites. Site-by-site development tends to deliver acceptable outcomes in the 30 to 50 hh/ha range (but not always good quality). Good development outcomes at 60hh/ha can be achieved, but do need sites of appropriate size and shape, and preferably good locations within existing urban blocks (e.g. corner sites). Ideally development at this density is best achieved with block-level site amalgamation or at least where a number of sites form a comprehensive development project. This is often difficult to achieve in the NZ context.</li> <li>• 80hh/ha is also referred to in the discussion document, so it needs to be clear what is proposed.</li> <li>• More restrictive (increased density) zoning in central areas may encourage greater take-up of lower densities in the outer suburbs or adjacent districts, particularly since transport is not a serious limitation in Christchurch. Cross-city trips to work, and satellite centre trips to work in the central city are common and not unduly time-consuming. There is good evidence that high rates of residential land take-up in adjacent districts post-earthquakes have not only been a result of the push factors of the earthquakes and land and building damage in Christchurch, but also of a strong demand for the type of low-density development (around 10-12 hh/ha) occurring in greenfield areas in Selwyn and Waimakariri Districts. If density is</li> </ul>
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		<p>increased in central areas and along key public transport corridors, it would be necessary to consider higher minimum densities in high growth greenfield areas, e.g up to 20-25hh/ha.</p> <ul style="list-style-type: none"> <li>• The wording of the policy is unclear as to whether either or both attributes cited in (a) are required, e.g. does it direct intensification along public transport routes, regardless of whether or not there is access to services within 800m? There is no assessment of the quality of the public transport service or of the walking environment.</li> <li>• With regard to within “1.5km of city centres”, a definition of ‘city centre’ is required, i.e. does this mean the geographic centre, or does it relate to the commonly-understood boundary of the city centre (in Christchurch’s case, is the distance from the Cathedral Square or the Four Avenues? This makes a great difference.</li> <li>• A blanket prescribed minimum density ignores Christchurch’s hierarchy of commercial centres, and differences in infrastructural capacity already planned for. Changes in density can only be achieved over decades and retrospectively upgrading infrastructure can be inefficient and expensive.</li> <li>• P6C could be improved as follows: District plans must: a) zone for <del>high-medium</del> density residential activities within an 800m walkable catchment of <b>metropolitan, town, or neighbourhood</b><sup>1</sup> centres and <del>/or frequent rapid</del><sup>2</sup> public transport stops, except where evidence demonstrates intensification should not be enabled <b><u>particularly in terms of the matters of national importance under section 6 of the RMA, protection of highly productive land, and the maintenance and enhancement of community amenity and character;</u></b> and b) zone all residential and mixed use areas within 1.5 km of city centre <b>zones</b><sup>1</sup> for high-density development. High density is where there is a minimum overall density of 60 residential units per hectare.</li> </ul>
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<sup>1</sup> Based on the definitions in the National Planning Standards

<sup>2</sup> Defined as rail or Bus rapid transit (segregated bus ways)

		<p><b><u>Medium density is where there is a minimum overall density of 30 residential units per hectare.</u></b></p>
<p>P6D: Territorial authorities must include the following policy in their district plans: When considering an application for a higher-density residential activity than is currently provided under this plan, the consent authority must have particular regard to whether:</p> <p>a) the site is in an area that is required under the NPS-UD to enable intensification b) the development will provide more choice of housing.</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres</li> <li>• Applies immediately</li> <li>• New policy</li> </ul>	<ul style="list-style-type: none"> <li>• S104(1)(b)(iii) of the RMA already requires TAs to have regard to National Policy Statements when considering applications. This policy is unnecessary.</li> <li>• What is meant by housing choice should be clarified. Christchurch City’s District Plan is already very enabling. There are no maximum densities in Christchurch City. Densities are effectively limited in some zones by maximum heights and minimum site sizes, and other built form standards, but all of these standards are able to be exceeded by resource consent if matters of discretion can be satisfied.</li> <li>• We already have medium densities provided for in lower density areas, through the Enhanced Development Mechanism and Comprehensive Housing Redevelopment Mechanisms in the District Plan. The qualifying criteria for these mechanisms are wider than those set out in this proposed policy.</li> </ul>

**Providing for further greenfield development (p.39)**

<p>Example policy: When considering a plan change that enables urban development that is not otherwise enabled in the plan, local authorities must provide for urban development when all of the following apply:</p> <p>a. Development enabled by the plan change would contribute to a quality urban environment, including access to transport choice;</p> <p>b. Development enabled by the plan change would not have adverse effects on protected areas or areas identified for restoration;</p> <p>c. Development under the plan change can occur in a way that is appropriate, safe, and resilient in the long term in respect of</p>	<ul style="list-style-type: none"> <li>• New policy</li> <li>• Would only apply to plan changes, not resource consents</li> </ul>	<ul style="list-style-type: none"> <li>• This policy is unnecessary and poorly written. Christchurch’s District Plan, in combination with section 32 of the RMA, already provides for careful consideration of all of these matters through either of the Council plan change or private plan change processes.</li> <li>• There is already effectively a presumption in favour of development where overall benefits outweigh overall costs.</li> <li>• It is unwise to presume that all factors that might be relevant to consideration of the RMA merits of a plan change for rezoning for urban purposes, can be specified in advance and in one policy. District plans contain entire chapters on strategic directions for a city including objectives and policies for urban growth, and on each of the topics in a-e, and may still be deficient in their coverage.</li> <li>• What is meant by a quality urban environment; transport choice; resilient; and appropriately managed, in this context? Whether or not plan changes could be approved could not be decided by this policy. Such decisions could only be made by reference to other more specific District Plan provisions.</li> </ul>
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<p>natural hazards and the effects of natural hazards;</p> <p>d. Reverse sensitivities are appropriately managed within and adjacent to the location or locations that are the subject of the plan change;</p> <p>e. Infrastructure to enable the long-term development of the land can be provided.</p>		<ul style="list-style-type: none"> <li>• This policy ignores the requirement in the RMA and in section 32 for consideration of other higher order planning documents such as other NPSs, NESs, and regional policy statements and plans. It also ignores the need for planning decisions in Christchurch to not be inconsistent with plans under the Greater Christchurch Regeneration Act e.g. the Land Use Recovery Plan.</li> <li>• Leap frogging the urban boundary is a major issue and contrary to the planned ethos of the NPS. It could be worthwhile to consider a process of “call for sites” to co-ordinate “offers”, as is done in the UK.</li> <li>• The Policy could be improved with the following criteria added:  <u><b>Development enabled by the plan change is not located on highly productive land;</b></u>  <u><b>Development is designed to promote mode shift to public transport, and is located within 800m walking distance of a rapid public transport stop.</b></u> </li> </ul>
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**Removing minimum car parking requirements (p.42)**

<p><b>P7A Option 1</b></p> <p>Local authorities must remove any district plan rule or standard that requires the provision of car parking for any activity.</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres</li> <li>• Removal of plan rules within 18 months of gazetting the NPS-UD</li> </ul>	<ul style="list-style-type: none"> <li>• It would be useful to clarify if this is intended to apply to on-site parking only or if also to off-site parking for any activity.</li> <li>• It is inaccurate to state that each site is usually required to provide for its own peak demand (p40 of the document). It is some decades since this was the case in Christchurch City. The Council has a policy, outside the Central City, of enabling a reduction in the number of car parking spaces required, subject to provisos (Policy 7.2.1.4 of the District Plan). There was also a general “reduction” in parking standards in the recent District Plan Review.</li> <li>• The Council supports the removal of all parking requirements in some circumstances as it can enable sites to be used more efficiently, e.g. the District Plan and CCC Parking Plan already set out situations where no on-site parking is required, such as in the Central City.</li> <li>• The Council is currently undertaking a process under section 71 of the Greater Christchurch Regeneration Act to remove minimum parking standards in the Lyttelton commercial centre from the District Plan. The parking regulations appear to be</li> </ul>
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		<p>discouraging the regeneration of the commercial centre due to the impracticality of meeting standards where sites are narrow and the topography is constraining.</p> <ul style="list-style-type: none"> <li>• It would also be useful to have clarity on whether councils can or should use maximums to manage parking. Post-earthquakes, developers in the Central City have often provided some on-site parking even though there is no District Plan requirement to do so, and several dedicated parking buildings have been built or rebuilt. Would carpark buildings be covered by this policy?</li> <li>• Any removal of parking requirements would need to be phased in as public transport is improved, otherwise this could cause significant congestion and safety issues in the short and medium term, with competition for limited on-street parking e.g. around new commercial areas.</li> <li>• Removing the ability to impose maximums would not support a mode shift from car use.</li> <li>• On-street parking would need to be managed efficiently for businesses and residents, given that the city is still going through a rebuild, and public transport is not yet either fast or widely patronised.</li> <li>• Some land uses require more on-site parking or parking available in the near neighbourhood than others, e.g. there is a longstanding problem with Public Hospital parking in Christchurch, both for visitors and staff. Having little or no parking available results in personal safety concerns at night time where no public transport is available, with staff having to walk reasonably long distances to and from work. Parking requirements for medical centres need to be considered carefully.</li> <li>• Removal of parking standards must not include the removal of mobility and cycle parking standards.</li> </ul>
<p><b>P7A Option 2</b> District plans must not regulate car parking using minimum parking requirements.</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres</li> <li>• Removal of plan rules 18 months of gazetting the NPS-UD</li> <li>• New policy</li> </ul>	<ul style="list-style-type: none"> <li>• Comments as per those above. This option is not significantly different to Option 1, since most parking requirements are minimums.</li> <li>• It is unclear what “regulate” means, although in the context of District Plans it should mean rules. It would be clearer if consistent terminology was used, as regulation can also occur outside the Plan e.g. through neighbourhood parking schemes.</li> </ul>



<p><b>P7A Option 3</b></p> <p>District plans must not regulate car parking using minimum parking requirements in medium- and high-density residential, commercial and mixed use areas.</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres</li> <li>• Plan changes to be notified within 18 months of gazetting the NPS-UD</li> <li>• New policy</li> </ul>	<ul style="list-style-type: none"> <li>• Again, the use of the word “regulate” is confusing.</li> <li>• This option supports the strategic direction of the Government Policy Statement on Land Transport by supporting mode shift in medium to high density areas, where access to employment, education etc. should be easier.</li> <li>• Removing minimums in these areas would support the enhancement of urban form by the “re-use” of space. For example, implementing cycle infrastructure or planting trees within these areas will create more liveable and healthy streets. This will also encourage active travel within and into and out of these areas by integrating current land use with sustainable transport.</li> <li>• There is a hidden cost associated with an oversupply of parking. This needs to be recognised and policy and rule changes made, which this option supports. Providing too much car parking is an inefficient use of sites, reduces potential residential and commercial floor space and increases congestion.</li> <li>• This option would help support the long-term integration of land use and transport. As areas become denser, managing parking from the outset will relieve and reduce congestion in the future.</li> <li>• However, without more central government funding and support to achieve a transport mode shift and significantly better public passenger transport, the removal of parking requirements will result in negative consequences, especially in terms of parking spillover and decreased access for the disabled and service providers.</li> </ul>
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**More directive intervention to enable quality urban development**

<p>Should more direct intervention using NESs or a National Planning Standard, preclude or replace certain rules in District Plans? Rules that could be considered:</p> <ul style="list-style-type: none"> <li>• Height or height in relation to boundary, which limit upward development</li> <li>• Density and subdivision standards, which constrain the size of properties or no. of houses per property</li> </ul>	<ul style="list-style-type: none"> <li>• New policy</li> <li>• Would only apply to plan changes, not resource consents</li> </ul>	<ul style="list-style-type: none"> <li>• Care is needed when restricting development envelopes, and attention needed to specific circumstances.</li> <li>• Low temperatures and sun angles mean that separation and access to sunlight is important in Christchurch. It may be appropriate to look at ways to manage this but removing height in relation to boundary would have adverse consequences. HIRB rules are most effective in high density areas, because of the increased development pressure creating more “conflict” between properties. They can be more about the overshadowing of people’s back gardens from the row of houses behind than from other houses in the</li> </ul>
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<ul style="list-style-type: none"> <li>• Private open space, which may not respond to the potential to leverage public or shared outdoor spaces</li> <li>• Site coverage, which limits the amount of a property that can be covered by buildings</li> <li>• Minimum floor areas/apartment sizes, which reduce the variety the market can offer.</li> <li>• Minimum lot sizes, to enable greater variety and choice in properties and houses.</li> </ul>		<p>same development (which is not a problem in the current system). This means that stating that they are most relevant for detached housing (p45 of the discussion document) is missing the point. These rules play an important role in protecting amenity.</p> <ul style="list-style-type: none"> <li>• A national direction for a minimum height in a certain areas would be draconian. For example, requiring three storeys in a previously low-density area such as in the Residential Suburban Zone in Christchurch, in which single storey houses often predominate and two storey houses are uncommon, is not the best way to increase density.</li> <li>• Minimum floor areas are almost always the result of covenants imposed by developers to ensure large houses and high house values in new subdivisions, not of local authority rules. The best way to change this situation would be to legislate to prohibit restrictive covenants on floor areas. We understand that this has been done in Australia.</li> <li>• A higher minimum density is the best way to increase housing variety in greenfield areas. This appears to be successful in Brisbane, where average densities of 20hh+ are standard even in greenfield areas.</li> <li>• Note that most medium-high density zones already allow for three storeys, but that in Christchurch they are often not built because of the cost of building, as opposed to the zoning.</li> <li>• If sufficient residential capacity is available for the short, medium and long term, it does not seem necessary to amend these rules.</li> <li>• NZ has already seen issues arise in the 1990s and 2000s when minimum liveable spaces were not provided in some developments in Auckland. While not all residential units need to have a large floor space, liveability and quality dictate a minimum room size e.g. for master bedrooms and living spaces, to enable furniture to fit in.</li> </ul>
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## Evidence for good decision making

### Using market information to make decisions (p.47)

<p>O8: To ensure every local authority with an urban environment has a robust, comprehensive and frequently updated evidence base about its urban environments.</p>	<ul style="list-style-type: none"> <li>• Applies to all urban environments</li> <li>• Applies immediately</li> </ul>	<ul style="list-style-type: none"> <li>• We agree that it is appropriate to monitor key indicators.</li> </ul>
<p>P8A: Local authorities must use evidence and information about the land and development markets for dwellings and business land, and reflect this in their section 32 reports.</p>	<ul style="list-style-type: none"> <li>• Applies to all urban environments</li> <li>• Applies immediately</li> <li>• New policy</li> </ul>	<ul style="list-style-type: none"> <li>• We agree that where appropriate, plan changes should draw on as many information sources as possible.</li> <li>• Most plan changes will be giving effect to a higher order land use strategy such as a Future Development Strategy or a Regional Policy Statement, or both, that will have already used this information to inform their development.</li> </ul>
<p>P8B: Local authorities must monitor a range of indicators, including the following, on a quarterly basis, to ensure they are well-informed about their markets for housing and business development capacity, and urban development activity and outcomes:</p> <ol style="list-style-type: none"> <li>a) prices and rents for housing, residential land, and business land by location and type, and changes in these over time</li> <li>b) the number of dwellings receiving resource or building consents relative to the growth in households</li> <li>c) the type and location of dwellings receiving resource or building consents</li> <li>d) the housing price to cost ratio</li> <li>e) indicators of housing affordability</li> <li>f) available data on business land.</li> </ol> <p>Local authorities must publish the results of their monitoring of indicators at least annually.</p>	<ul style="list-style-type: none"> <li>• Applies to all urban environments</li> <li>• Applies immediately</li> <li>• Amended NPS-UDC 2016 policy PB6</li> </ul>	<ul style="list-style-type: none"> <li>• The Council has previously argued, and continues to hold the view, that quarterly monitoring is too onerous and unnecessary, and that biannually would be sufficient to indicate trends.</li> <li>• We support the reduced requirement to publish the results of this monitoring on an annual rather than a quarterly basis.</li> </ul>

<p>P8C: Local authorities must:</p> <p>a) use information from indicators of price efficiency in their land and development market as it becomes available</p> <p>b) analyse that information to understand how well the market is functioning and how planning may affect this, and when additional development capacity might be needed</p> <p>prepare and publish a report on the analysis.</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres</li> <li>• Applies immediately</li> <li>• Amended NPS-UDC 2016 policy PB7</li> </ul>	<ul style="list-style-type: none"> <li>• There are known issues with the use of price efficiency indicators. These perpetuate a misunderstanding that higher urban land values indicate that the land market is operating inefficiently, when instead those large differences in value reflect efficient urban growth patterns<sup>3</sup></li> </ul> <p><a href="http://www.marketeconomics.co.nz/LiteratureRetrieve.aspx?ID=215762">http://www.marketeconomics.co.nz/LiteratureRetrieve.aspx?ID=215762</a></p>
<p>P8D: Local authorities must assess demand for housing and business land, and the development capacity required to meet that demand in the short, medium and long term.</p>	<ul style="list-style-type: none"> <li>• Applies to all urban environments</li> <li>• Applies in time to inform major plan changes</li> <li>• New policy</li> </ul>	<ul style="list-style-type: none"> <li>• This is already required by the existing NPS e.g. PA1, which requires an assessment of sufficiency. Sufficiency can only be assessed by looking at both demand and supply.</li> <li>• Prior to the existing NPS, Christchurch City Council already monitored the supply and take-up of zoned industrial, commercial and residential land. The key element added by the existing NPS was the need to specifically assess demand for the various time periods.</li> </ul>

<sup>3</sup> Fairgray (June 2019) Making Room from Growth – A Strategy founded on Poor Economics

## Engagement on urban planning

### Taking into account issues of concern to iwi and hapū (p.51)

<p>O9: Urban development occurs in a way that takes into account resource management issues of concern to iwi and hapū.</p>	<ul style="list-style-type: none"> <li>• Applies to all urban environments</li> <li>• Applies immediately</li> <li>• New objective</li> </ul>	<ul style="list-style-type: none"> <li>• In this section there is variable use of the words “issues” and “aspirations”. The objective should focus on environmental outcomes.</li> <li>• It is worth noting that the “issues” seen at Ihumatao relate to history, identity and cultural values, and that none of these are considered in this NPS in its discussion of “quality urban environments”.</li> <li>• This objective needs to be considered alongside and against objectives such as O2, which relate only to selected elements of the urban environment. A wider discussion of quality and good urban design would also assist.</li> </ul>
<p>P9A: When preparing a proposed policy statement, plan or strategy that affects how development capacity is provided for in urban environments every local authority must:</p> <p>a) provide iwi and hapū with opportunities to identify the resource management issues of concern to them relating to urban environments; and</p> <p>b) indicate how those issues have been or will be addressed in the proposed policy statement, plan or strategy.</p>	<ul style="list-style-type: none"> <li>• Applies to all urban environments</li> <li>• Applies immediately</li> <li>• New Policy</li> </ul>	<ul style="list-style-type: none"> <li>• Where there is an existing Iwi Management Plan (in this case the Mahaanui Iwi Management Plan 2013) Council is already required by section 74 of the RMA to take account of this IMP when preparing or changing its Plan. Schedule 1 Clause 3 reinforces this, and there is also now a duty under Schedule 1 Clause 4A, to consult again after a draft has been prepared and before notification. Therefore consultation has to, and does in the case of Christchurch City Council, occur on all plan changes and plan reviews. This includes those that affect how development capacity is provided for in urban environments, e.g. plan changes for rezonings or changes to rules to provide for more intensification; consultation has also occurred in regard to proposals under the Greater Christchurch Regeneration Act where Te Rūnanga o Ngāi Tahu is a strategic partner.</li> <li>• Under section 32 of the RMA, local authorities already have to indicate what advice concerning the proposal was received from iwi authorities under the Schedule 1 provisions and also the response to that advice.</li> <li>• In light of all these provisions, Policy 9A adds very little.</li> </ul>
<p>P9B: When preparing a proposed policy statement, plan or strategy that affects how development capacity is provided for in urban environments every local authority</p>	<ul style="list-style-type: none"> <li>• Applies to all urban environments</li> <li>• Applies</li> </ul>	<ul style="list-style-type: none"> <li>• As above, this will always happen anyway.</li> <li>• Christchurch City Council has a strong relationship with Mahaanui Kurataiao Ltd, a Ngāi Tahu resource and environmental management advisory company set up in 2007 by the six local Rūnanga with mana whenua rights over the Christchurch area, to represent their interests in the RMA process.</li> </ul>

<p>must:</p> <p>a) provide hapū and whānau with opportunities to identify their aspirations for urban development on whenua Māori within their rohe</p> <p>b) take into account their aspirations for urban development on whenua Māori within their rohe.</p>	<p>immediately</p> <ul style="list-style-type: none"> <li>• New Policy</li> </ul>	<ul style="list-style-type: none"> <li>• The Council worked jointly with a mana whenua working party throughout the District Plan Review process, to ensure that mana whenua interests were appropriately represented in the District Plan both in general terms and in terms of specific papakainga provisions.</li> <li>• Some of the local Rūnanga have current development aspirations for Māori land within the various parts of the papakainga zone in the District Plan, and the Council is working proactively with these Rūnanga and their representatives.</li> </ul>
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### Coordinated Planning (p.53)

<p>O10: To ensure decisions within local authorities and across local authority boundaries are coordinated and aligned with the provision of development and other infrastructure.</p>	<ul style="list-style-type: none"> <li>• Applies to all urban environments</li> <li>• Applies immediately</li> <li>• Amended NPS-UDC 2016 objective OD2</li> </ul>	<ul style="list-style-type: none"> <li>• Local authorities already coordinate with each other with regard to the provision of development and other infrastructure across local authority boundaries. For example Selwyn District Council used to send sewage from at least Prebbleton north to Christchurch City Council’s sewerage reticulation system for eventual treatment at Bromley, but Selwyn District has had to develop its own separate treatment systems for its main settlements in recent years, in response to rapid growth in its District. Selwyn stills send sewage from Tai Tapu to Christchurch for treatment.</li> </ul>
<p>P10A: Local authorities that share jurisdiction over an urban environment are strongly encouraged to work together to implement this NPS, having particular regard to cooperate and agree on:</p> <p>a) the provision and location of feasible development capacity required by it; and</p> <p>b) principles and practices for partnering with iwi and hapū.</p>	<ul style="list-style-type: none"> <li>• Applies to all urban environments</li> <li>• Applies immediately</li> <li>• Amended NPS-UDC 2016 policy PD1(b)</li> </ul>	<ul style="list-style-type: none"> <li>• Christchurch City has been cooperating and working with adjoining councils on a combined subregional growth strategy since the Urban Development Strategy of 2007. This strategy was subsequently translated into the RPS, and reviewed and updated in 2016.</li> <li>• The three Councils collaborated in developing their HBAs under the existing NPS-UDC, and in producing their Future Development Strategy, Our Space, which was finalised earlier this year.</li> <li>• Each Council already has similar practices for partnering with iwi and hapū. This is made relatively straightforward by the ability to work through MKT as outlined above, as they represent and work for example with Tuahiriri, the Rūnanga with the largest “rohe” in Greater Christchurch, covering most of Waimakariri District and the flat areas of Christchurch City.</li> </ul>

		<ul style="list-style-type: none"> <li>Christchurch City Council has a Ngāi Tahu partnership team, and a Council Standing Committee on the Council/ Ngāi Tahu partnership, the Te Hononga Council- Papatipu Runanga Committee.</li> </ul>
<p>P10B: Local authorities must work with providers of development and other infrastructure to</p> <p>a) achieve integrated land use and infrastructure planning</p> <p>b) implement policies P4A and P4C.</p>	<ul style="list-style-type: none"> <li>Applies to all urban environments</li> <li>Applies immediately</li> <li>Amended NPS-UDC 2016 policy PD2</li> </ul>	<ul style="list-style-type: none"> <li>There is no change here from the existing NPS-UDC and from existing good planning practice.</li> <li>However, note the comments in response to the questions document to the effect that providers of other infrastructure have been uninterested in the existing NPS and some have chosen not to engage at all.</li> </ul>
<p>P10C: Local authorities that share jurisdiction over a major urban centre are strongly encouraged to collaborate and cooperate to agree on:</p> <p>a) the preparation or review and content of a joint HBA</p> <p>b) the specification and review of the bottom lines required under this NPS</p> <p>the development or review of a joint FDS.</p>	<ul style="list-style-type: none"> <li>Applies to major urban centres</li> <li>Applies immediately</li> <li>Amended NPS-UDC 2016 policy PD3</li> </ul>	<ul style="list-style-type: none"> <li>The Council is already fulfilling this requirement.</li> </ul>

## 8. Timing

Time	Requirements	Comments
<b>Immediately from date of gazettal</b>	<ul style="list-style-type: none"> <li>All objectives in the NPS-UD apply</li> <li>Policies on quality urban environments, amenity, enabling opportunities for development, ensuring plan content provides for expected levels of development, issues of concern to iwi and hapū, and coordinated planning apply</li> </ul>	<ul style="list-style-type: none"> <li>The important issue is not <b>when</b> objectives and policies apply, but making them more meaningful before they do.</li> <li>At present the draft NPS objectives and policies add little to the current NPS in regard to development capacity and coordinated planning, and add little to what is already occurring in local government planning and infrastructure planning, including in regard to planning for expected levels of development and working with iwi and hapū in planning processes.</li> </ul>
<b>Quarterly</b>	<ul style="list-style-type: none"> <li>Monitor housing indicators</li> </ul>	
<b>Within 18 months of</b>	<ul style="list-style-type: none"> <li>Policies on providing for intensive development apply</li> <li>Policies on removing car parking minimums apply</li> </ul>	<ul style="list-style-type: none"> <li>Council strongly opposes the 18-month timetable for imposing policies providing for intensive development. The policies need to be substantially rewritten before they would be appropriate for adoption.</li> </ul>
<b>Every 3 years</b>	<ul style="list-style-type: none"> <li>HBA policies must be undertaken in time to inform the FDS</li> <li>Policies on setting bottom lines apply (within 1 year of HBA being completed)</li> </ul>	<ul style="list-style-type: none"> <li>While removing car parking minimums has some merit, this needs to be done based on circumstances and as public transport develops, rather than being imposed from national level.</li> </ul>
		<ul style="list-style-type: none"> <li>HBAs should inform the FDS, and equally the FDS should inform the LTP, however this sequencing is unlikely to be viable at present due to the long lead-in times for preparing LTPs. See above comments on timing of HBAs/FDSs/LTPs.</li> </ul>



### Appendix 3: Policies on Housing and Business Development Capacity Assessments

<p>Summary of the Proposals</p>	<p>Main changes include:</p> <ul style="list-style-type: none"> <li>• Clarification of what to include in estimates of development capacity that is feasible and likely to be taken up in the short, medium and long term. These changes: <ul style="list-style-type: none"> <li>-Include development infrastructure funded or financed by a third party.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• This listing does not distinguish between network utility (bulk) infrastructure, and local infrastructure (connecting infrastructure and internal infrastructure within subdivisions), which is already normally funded by developers. This latter category of local or reticulation infrastructure is not adequately recognised or dealt with in either the existing NPS or in this proposed NPS. Just because third parties (developers) fund local infrastructure, does not mean that adequate network utility (bulk) infrastructure is available to service that local infrastructure.</li> <li>• LTPs and infrastructure strategies have to adequately provide for bulk infrastructure over a very long planning cycle of at least 30 years, where investment decisions are not reversible. Third parties would never be asked to fund these items, e.g. upgrading a downstream pump station or a wastewater treatment plant.</li> <li>• Therefore, the concept of infrastructure such as water supply and wastewater facilities being funded by third parties is already happening to the extent that this is practicable. We do not see any great potential for further developer funding, certainly not to the extent that it would influence estimates of feasible development capacity.</li> </ul>
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# National Policy Statement on Urban Development Discussion document

- Potential Spatial implications of proposed intensification Policy P6C Option 2

September 2019

In the discussion document on the proposed National Policy Statement on Urban Development, the following options for directing intensified development are considered:

### Options for directing intensified development

The Government is considering two options for directing intensification through district plan policies for major urban centres.

Proposed objective/policy	Notes
<p>P6C Option 1: descriptive approach</p> <p>District plans must zone for <i>higher-density residential activities</i> within a suitable catchment area (ie, accessible by active transport modes) around frequent public transport stops and centres.</p> <p><i>Higher-density residential activities</i> are those with a concentrated bulk of buildings such as terraced housing and apartments.</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres</li> <li>• Plan changes to be notified within 18 months of gazetting the NPS-UD</li> <li>• New policy</li> </ul>
<p>P6C Option 2: prescriptive approach</p> <p>District plans must:</p> <p>a) zone for <i>high-density</i> residential activities within an 800m walkable catchment of centres and frequent public transport stops, except where evidence demonstrates intensification should not be enabled; and</p> <p>b) zone all residential and mixed use areas within 1.5 km of city centres for <i>high-density</i> development.</p> <p><i>High density</i> is where there is a minimum overall density of 60 residential units per hectare.</p>	<ul style="list-style-type: none"> <li>• Applies to major urban centres</li> <li>• Plan changes to be notified within 18 months of gazetting the NPS-UD</li> <li>• New policy</li> </ul>

Both options have two components: location and density, which are not mutually exclusive.

- **Option 1** (the descriptive approach) gives more scope for local authorities to decide on location, while still giving direction on this. However, it may not be as effective at shifting the focus to higher density in these areas.
- **Option 2** (the prescriptive approach) is clearer in identifying locations. However, 800 metres is a fairly crude measure for walkable catchments, and a density descriptor of 60 dwellings per hectare may not be workable in all locations.

The potential areas that are identified by Option 2 have been mapped (as shown in the following maps) to show the potential extent of this policy. In order to undertake this mapping the following assumptions have been made, in consultation with staff from the Ministry for the Environment:

- The 800m walkable catchment has been derived using Christchurch's GIS walking network model
- Frequent public transport stops are stops on bus routes with a frequency of at least a bus every 10 – 15 minutes during the day. In Christchurch the bus routes with that frequency are the Orbiter, Blue, Orange, Purple and Yellow Lines. These routes are shown on the maps 1-4. In addition to this, map 5 also includes four more routes that are proposed in the 2018 Canterbury Regional Public Transport Plan to become frequent routes in the future.
- 1.5 km from the City Centre has been measured from the edge of the Commercial Central City Business Zone
- In terms of the requirement to be within an 800m walkable catchment of centres and frequent public transport stops, only one of these criteria needs to be met to meet this requirement.
- In terms of the requirement to be within an 800m walkable catchment of centres, a number of different options of what could be defined as a "centre" under this policy, has been mapped. Maps 2 and 3 shows 800m from all commercial centres (including local centres), Map 4 shows 800m from the Central City, Key Activity Centres and Neighbourhood Centres only. Map 6 shows the network of commercial centres in Christchurch.
- The areas mapped are the maximum areas identified by Option 2, there has not yet been consideration of the extent that there is evidence that intensification should not be enabled in any of these areas.

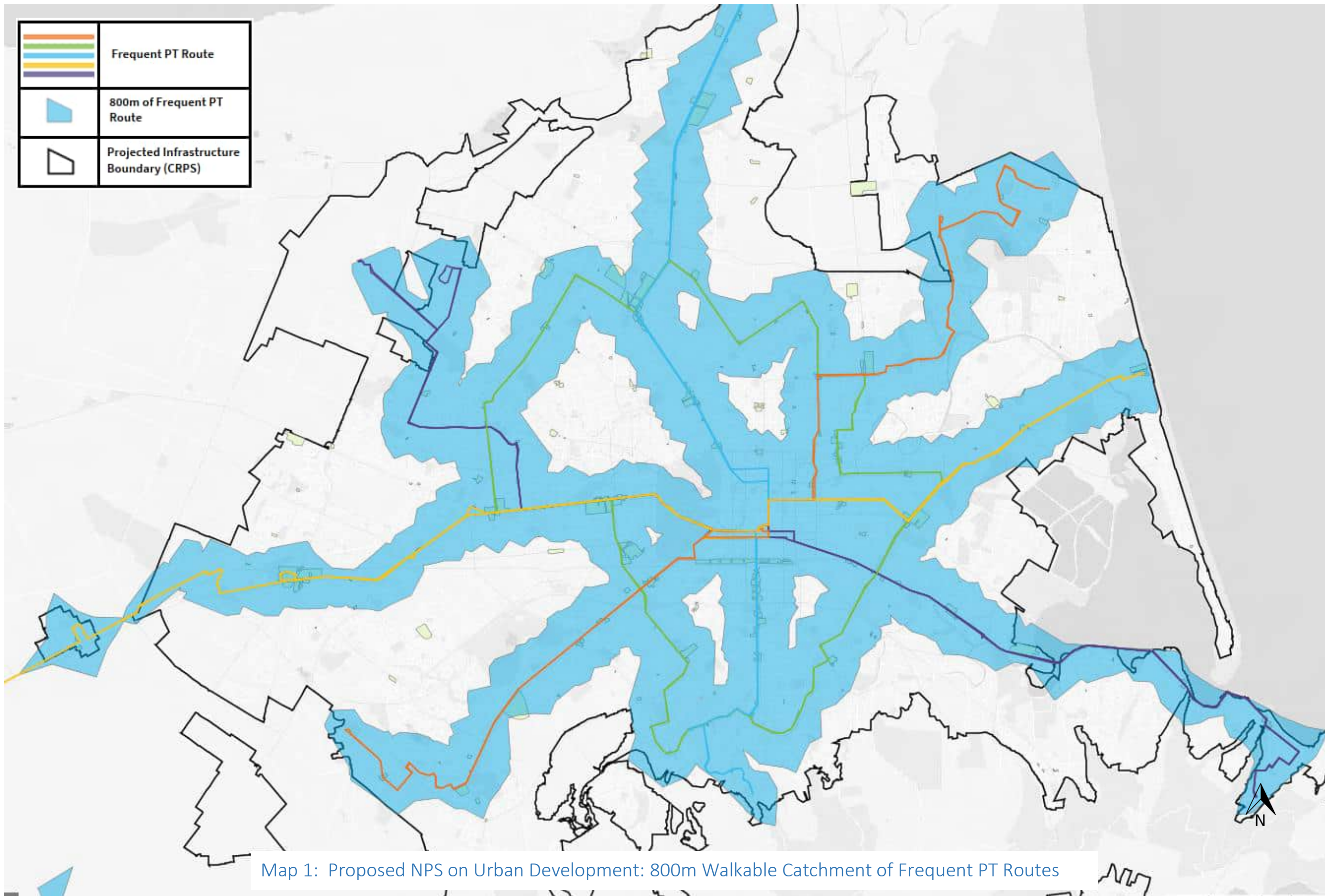
### Potential Coverage of these areas

10% of Christchurch's 'urban area' is already enabled for medium density within a walkable catchment of the central city and key activity centres within our Residential Medium Density, Residential Central City and some commercial and Residential New Neighbourhood Zones. **Together this policy approach provides more than sufficient development capacity to meet projected long term needs.**

If the approach of increasing density around all centres (including local centres) as shown on Map 5 was adopted, this would increase to over 70% coverage i.e. seven times the current provision enabled in Christchurch. Such provision is neither necessary nor desirable and such dispersed growth may run counter to our other objectives of facilitating recovery of the central city and key activity centres. Further, the function of local centres is to serve a very localised walkable catchment and these centres are not intended nor appropriate as growth modes.

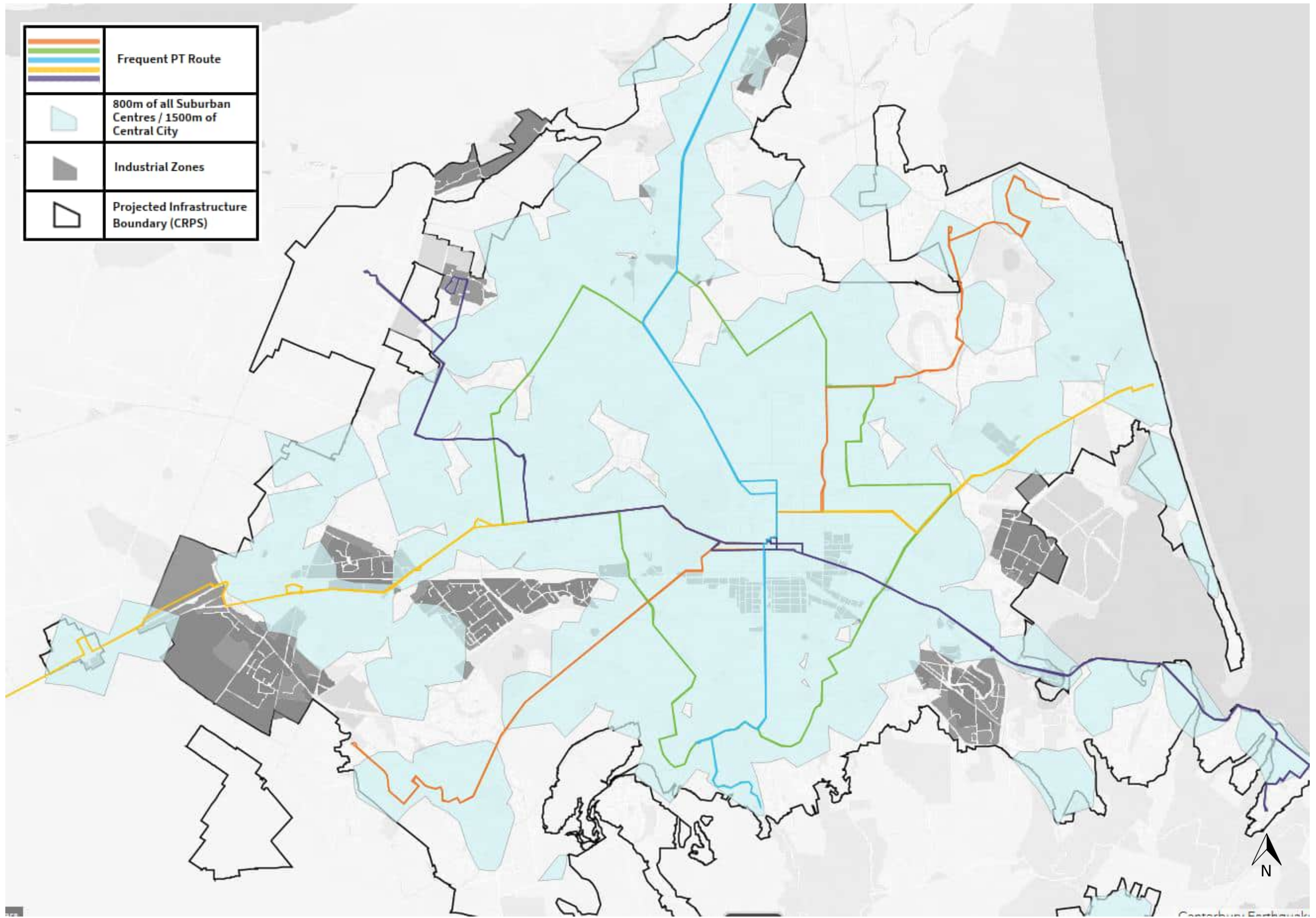
If the approach of increasing density just around our larger centres and the current frequent PT corridors (shown on Map 4) is adopted, this still covers over 50% of the urban area and would result in a considerable oversupply and with similar consequential effects.

NOT COUNCIL POLICY



Map 1: Proposed NPS on Urban Development: 800m Walkable Catchment of Frequent PT Routes

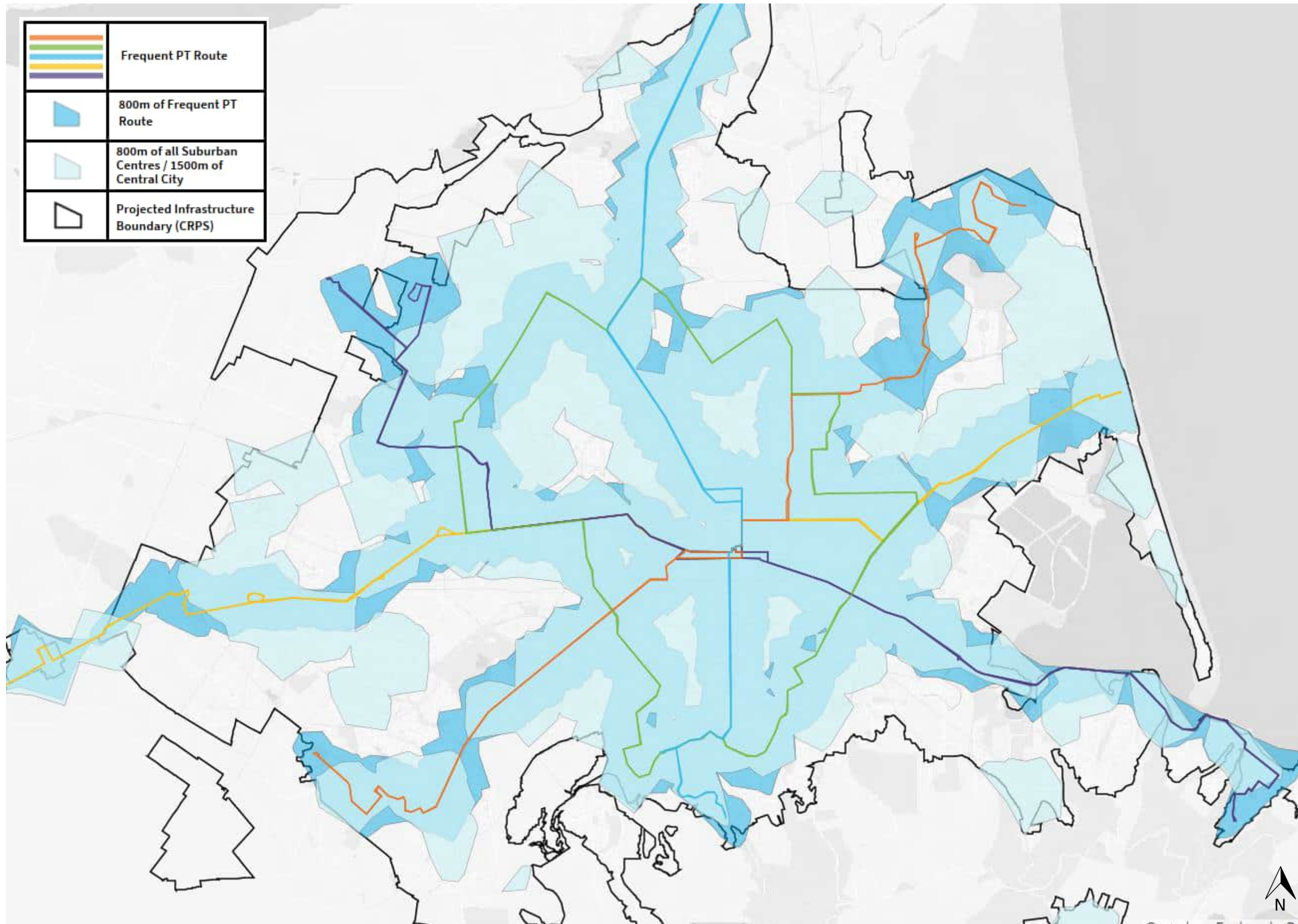
Proportion of Urban Area identified for high density under this scenario: 48% (Proportion of residential zoned land: 59%)



Map 2: Proposed NPS on Urban Development: 800m Walkable Catchment of all Commercial Centres (and 1.5 km Walkable Catchment of Central City)

Proportion of Urban Area identified for high density under this scenario: 60% (Proportion of residential zoned land: 75%)

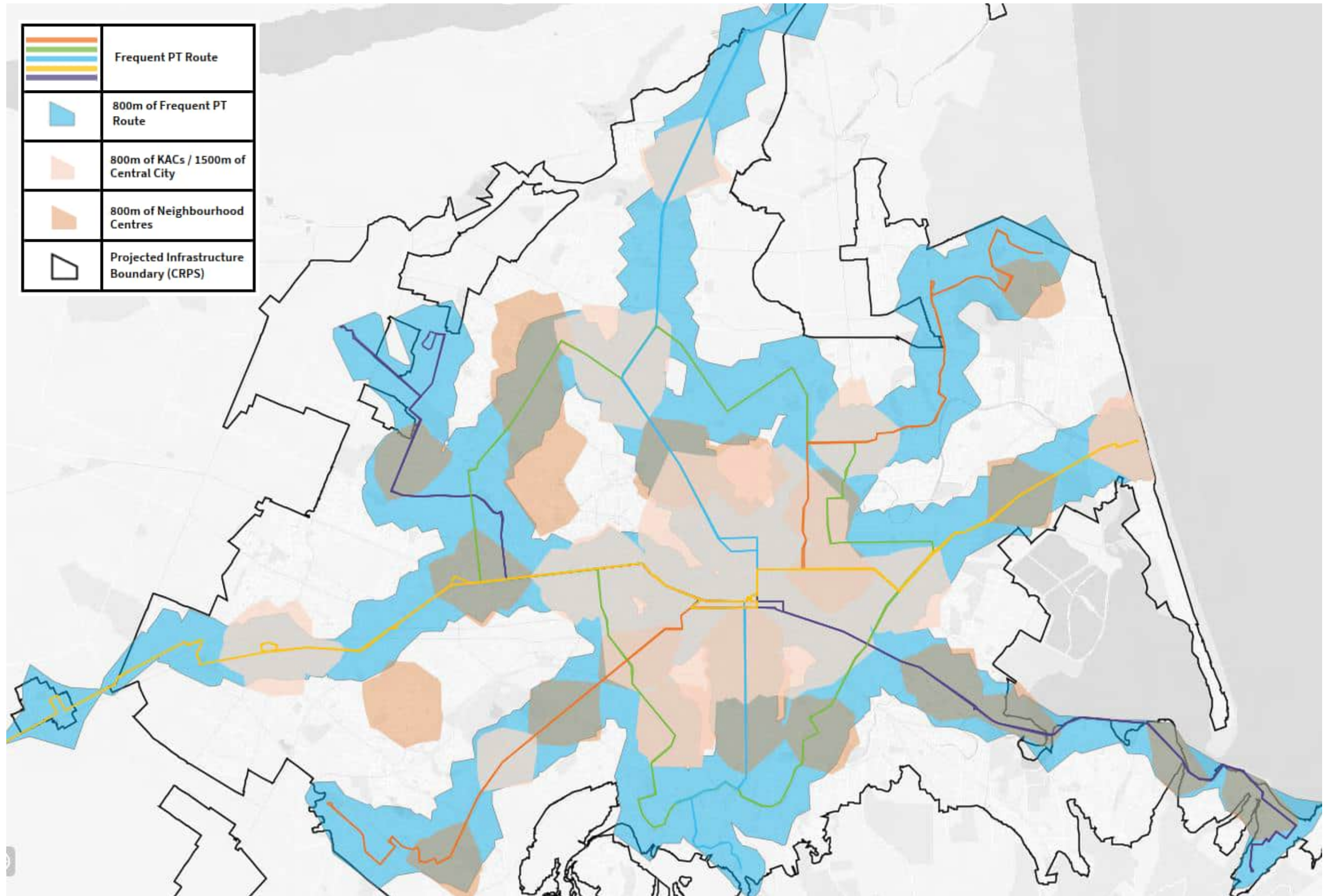
NOT COUNCIL POLICY



Map 3: Proposed NPS on Urban Development: Walkable Catchment of Frequent PT Routes and All Commercial Centres

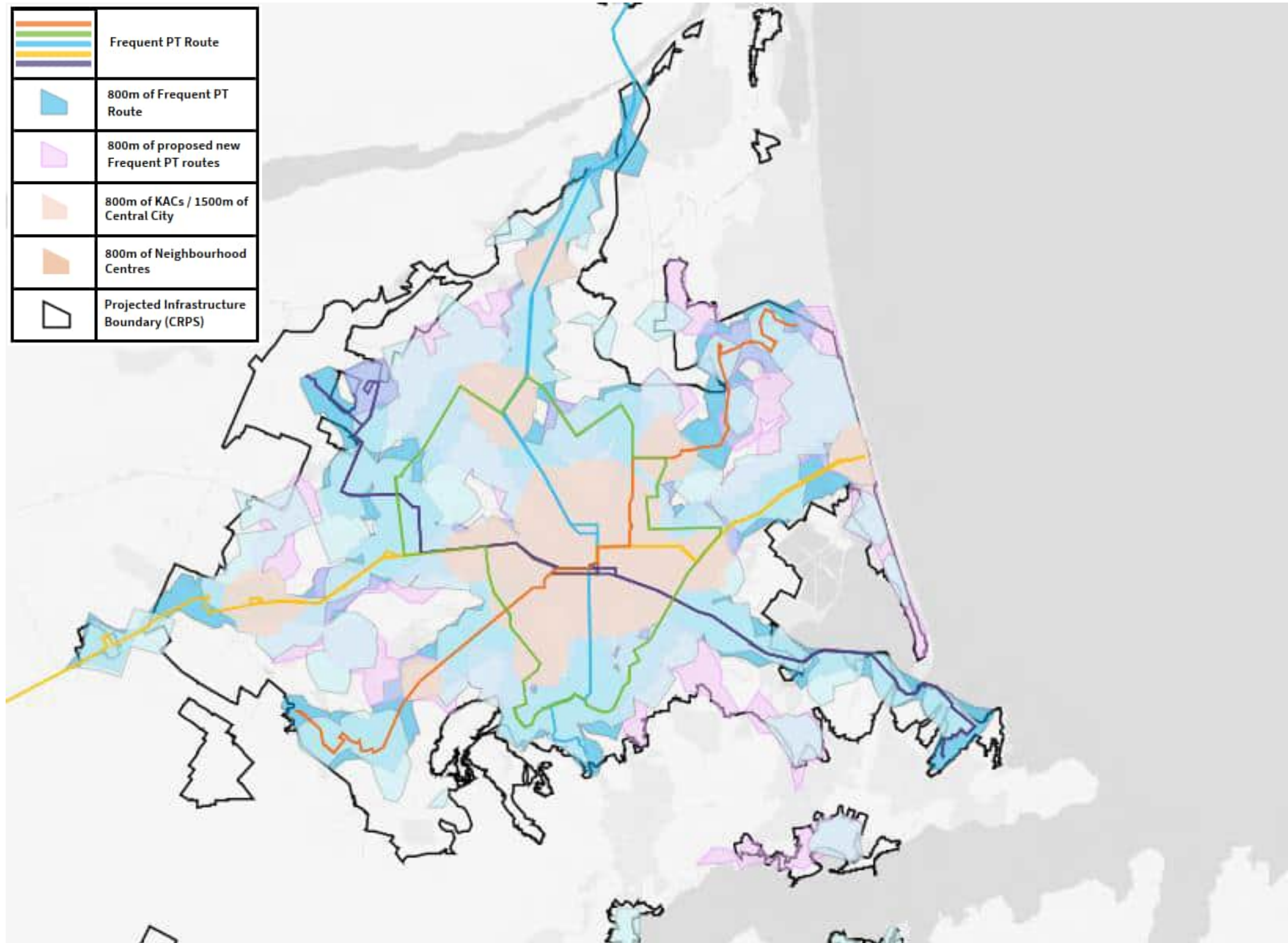
Proportion of Urban Area identified for high density under this scenario: 68% (Proportion of residential zoned land: 84%)





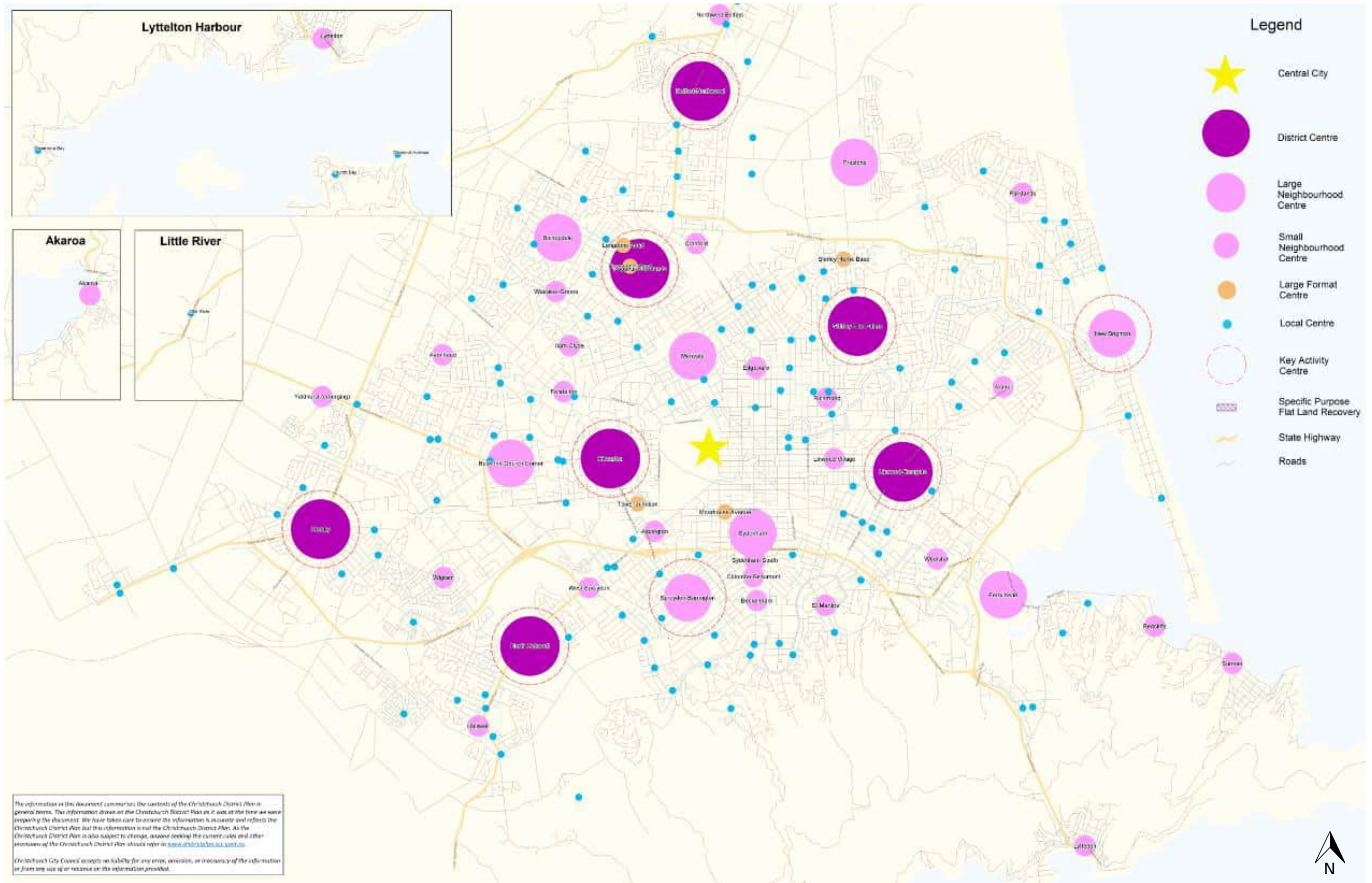
Map 4: Proposed NPS on Urban Development: Walkable Catchment of Frequent PT Routes and Central City, Key Activity Centres and Neighbourhood Centres

Proportion of Urban Area identified for high density under this scenario: 54% (Proportion of residential zoned land: 67%)



Map 5: Proposed NPS on Urban Development: Walkable Catchment of Frequent PT Routes (plus the 4 proposed new frequent routes) and All Commercial Centres

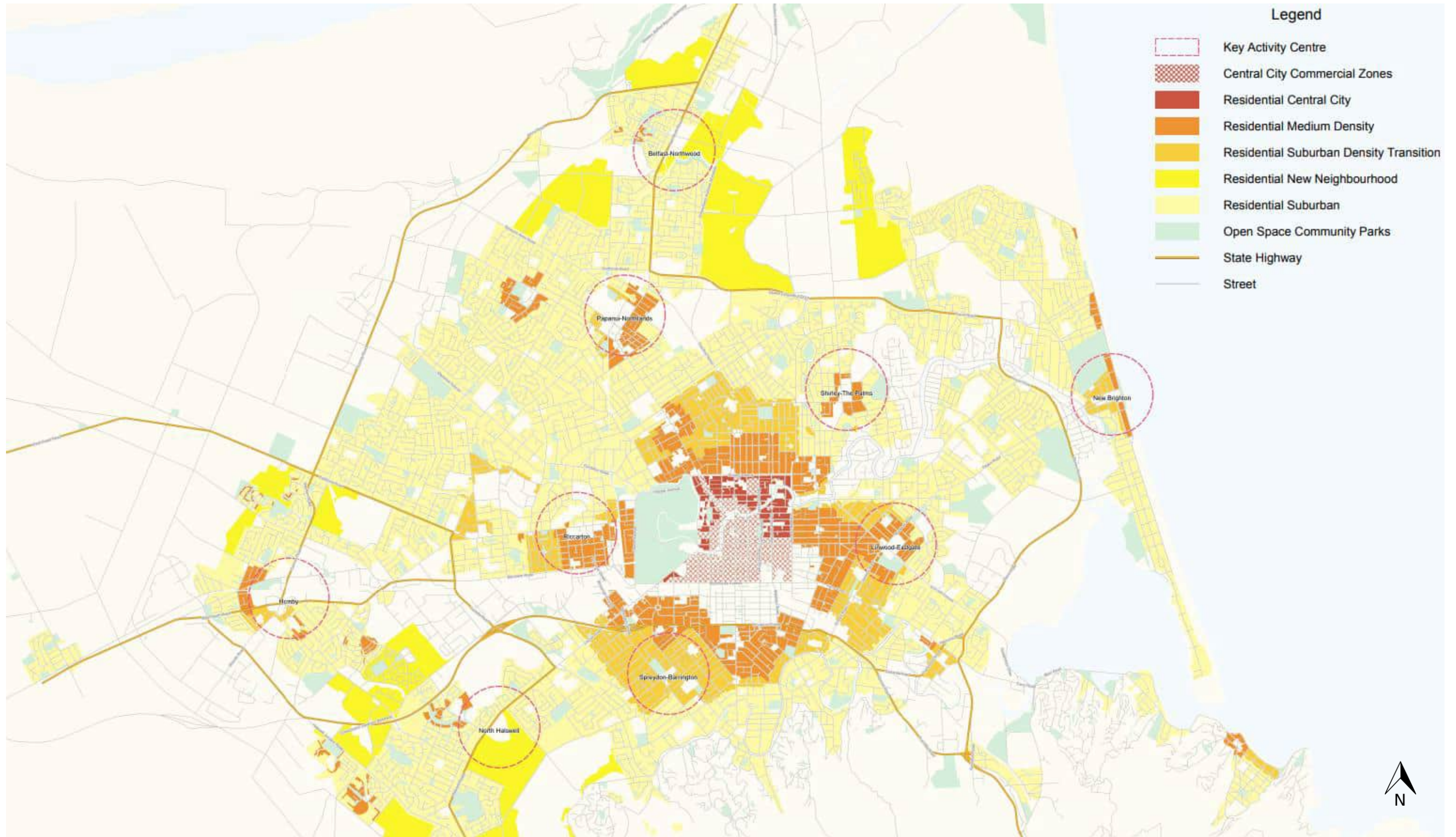
Proportion of Urban Area identified for high density under this scenario: 73% (Proportion of residential zoned land: 90%)



The information in this document summarizes the contents of the Christchurch District Plan in general terms. This information draws on the Christchurch District Plan as it was at the time we were preparing this document. We have taken care to ensure the information is accurate and reflects the Christchurch District Plan but this information is not the Christchurch District Plan. As the Christchurch District Plan is also subject to change, anyone seeking the current rules and other provisions of the Christchurch District Plan should refer to [www.christchurch.govt.nz](http://www.christchurch.govt.nz).

Christchurch City Council accepts no liability for any error, omission, or inaccuracy of the information or from any use of or reliance on the information provided.

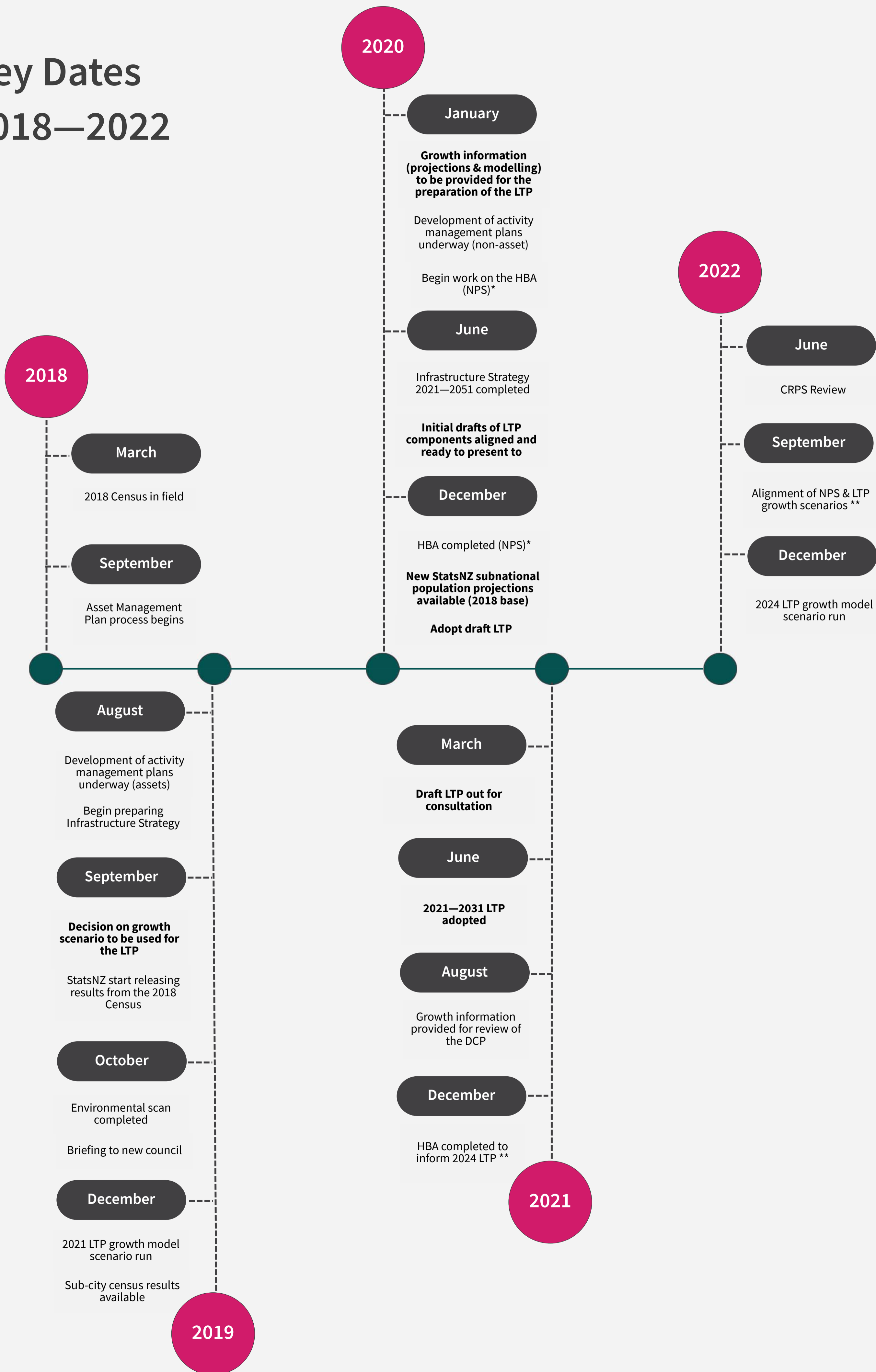
Map 6: Christchurch District Plan Network of Commercial Centres



Map 7: Christchurch District Plan: Medium Density Residential Zones focused around Central City and Key Activity Centres\*

\*darker colour denotes higher densities

# Key Dates 2018—2022



\* Based on requirements in current NPS-UDC

\*\* Based on requirements in proposed NPS-UD (use capacity assessment to inform LTP)

20 September 2022

Hon David Parker

PO Box 18 888

Parliament Buildings

Wellington, 6160

Email: d.parker@ministers.govt.nz

Tēnā koe Minister

Christchurch City Council - Proposed Plan Change 14 Housing and Business Choice

As you are aware, our Council declined to notify the proposed plan change to give effect to the NPS-UD

and the new provisions of the RMA to enable housing supply for Tier 1 councils.

You may not be aware that the Council authorised staff to undertake pre-notification engagement, which

resulted in extensive feedback being received from a wide range of community groups. There was support for intensification to address both housing supply and affordability issues, however there were

serious concerns raised about the impact of the one-size-fits-all intensification approach.

As a Council, we have asked Ministers and officials to take our unique circumstances into account from

the outset of the NPS-UD process. This legislation has never made sense for Ōtautahi Christchurch in the

context of the extensive post-earthquake land-use changes that were made to the Christchurch District

Plan. Unfortunately, these changes took effect after the initial report you relied on in your First Reading

speech on the RMA Amendment Bill last year. I covered this, and many other critical issues, in my oral

submission, which I have attached to this letter.

Our environment and our planning arrangements are quite different to both Auckland and Wellington.

With our neighbours to the north and south, we stretch into the Canterbury Plains. We are much flatter

than our counterparts in the north, and we don't have the valleys and gullies which naturally inhibit development elsewhere. This means the impact of the housing intensification provisions is significantly

greater when it comes to tree canopy and liveability.

Through our existing planning arrangements, which include the Greater Christchurch Partnership and

now the Whakawhanake Kāinga Committee (Urban Growth Partnership with central government), we

are already seeking to address housing affordability and availability – without exacerbating urban sprawl

– by (under our current District Plan) enabling intensification in areas where it makes sense i.e. focussing

on centres and key public transport routes.

I am aware that the Council is now technically in breach of our statutory obligations and that there are

powers available to Ministers to intervene. I am asking Ministers not to do so.

Christchurch City Council – Medium Density

Residential Standards

Page 2 of 4

Instead, I am calling on you to work alongside the Council to find a bespoke solution for Ōtautahi Christchurch that meets the Government’s objectives whilst promoting a sustainable urban form that

protects our tree canopy and enhances the liveability of our city. It is what our residents want, and it is in

the best interests of the city that we do. In fact, it will enable the development of a well-functioning urban environment, as anticipated by the NPS-UD.

Given that voting for local body elections closes on 8 October, I hope that you agree it would be most

appropriate to allow the new Council time to investigate a solution once governance arrangements are

in place.

In the meantime, Council staff are ready and willing to work alongside your officials in more detailed discussions about possible options, until the new Council is in a position to engage.

I have attached more detailed information which supports the position set out in this letter. I have also

attached a letter from Professor Peter Skelton, former Judge of the Environment Court and former Canterbury Regional Council Commissioner, who has very kindly written to me in support of the Council

position on this matter.

I would greatly appreciate a response from you on the approach we are recommending before Thursday

29 September, so that I can report this to my colleagues before the Council breaks up for the election

period.

While I won't be on the new Council, I fervently hope that the new Council and the Government can collaborate on finding a solution that is tailored to the special circumstances of Ōtautahi Christchurch.

Ngā mihi

Lianne Dalziel

Mayor of Christchurch

cc Hon Nanaia Mahuta

Hon Dr Megan Woods

Hon Phil Twyford



Please click on the link below to view the document

[http://makeasubmissionadmin.ccc.govt.nz/Manage/Docs/PID\\_294/294\\_159349KYAFD\\_RE\\_District\\_Plan\\_change\\_webinar\\_-\\_16\\_February2\\_MAP.jpg](http://makeasubmissionadmin.ccc.govt.nz/Manage/Docs/PID_294/294_159349KYAFD_RE_District_Plan_change_webinar_-_16_February2_MAP.jpg)

# Our proposed Housing and Business Choice Plan Change (14)

## Submitter Details

**Submission Date:** 04/05/2023

**First name:** Alice **Last name:** Burnett

**Organisation:** Danne Morta Limited

**On behalf of:**

**Preferred method of contact** Email

**Postal address:**

**Suburb:**

**City:** Christchurch

**Country:** New Zealand

**Postcode:** 8140

**Email:** alice.burnett@dls.co.nz

**Daytime Phone:** 03 379 0793

I could not  
 Gain an advantage in trade competition through this submission

I am not  
 directly affected by an effect of the subject matter of the submission that :  
 a. adversely affects the environment, and  
 b. does not relate to the trade competition or the effects of trade competitions.

Note to person making submission:

If you are a person who could gain an advantage in trade competition through the submission, your right to make a submission may be limited by clause 6(4) of Part 1 of Schedule 1 of the Resource Management Act 1991

**Would you like to present your submission in person at a hearing?**

- Yes
- I do NOT wish to speak in support of my submission and ask that the following submission be fully considered.

Additional requirements for hearing:

## Attached Documents

File
Danne Mora - Email
Submission to PC14 Danne Mora

File

New Item - Monsaraz Boulevard 2 - Spreydon Lodge - HID PC13 Council Submission

**Mulder, Andrea**

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**From:** Alice Burnett <alice.burnett@dls.co.nz>  
**Sent:** Thursday, 4 May 2023 4:16 pm  
**To:** Engagement  
**Cc:** Ian Thompson - Danne Mora Residential  
**Subject:** Submission on Plan Change 14 on behalf of Danne Mora  
**Attachments:** Submission to PC14 Danne Mora.pdf; New Item - Monsaraz Boulevard 2 - Spreydon Lodge - HID PC13 Council Submission.PDF

Good afternoon,

Please see attached the submission on Plan Change 14 to the District Plan on behalf of Danne Mora.

Can you please acknowledge receipt of this.

Kind regards,

**Alice Burnett** | Planner



116 Wrights Road, Addington, Christchurch | P (03) 379 0793 | M 027 711 0603 | [www.dls.co.nz](http://www.dls.co.nz)

*Confidentiality: The information contained in this email message may be legally privileged and confidential. If the reader of this message is not the intended recipient, please notify us immediately and destroy the original.*

**SUBMISSION ON THE PROPOSED PLAN CHANGE 14, CHRISTCHURCH DISTRICT PLAN***in accordance with Clause 6 of the Schedule 1 of the Resource Management Act 1991*

**TO:** Christchurch City Council  
[engagement@ccc.govt.nz](mailto:engagement@ccc.govt.nz)

**1. Submitter Details**

**Submitters name:** Danne Mora Limited

**Address For Service:** c\ - Davie Lovell-Smith Ltd  
 PO Box 679, Christchurch 8140

**Contact person:** [Alice.burnett@dls.co.nz](mailto:Alice.burnett@dls.co.nz) / [Patricia.harte@dls.co.nz](mailto:Patricia.harte@dls.co.nz)

**Phone:** 03-379-0793

**2. Trade Competition:**

We could gain an advantage in trade competition through this submission:  Yes  No

If Yes to above, then:

We are directly affected by an effect of the subject matter of the submissions that:

(a) adversely affects the environment; and

(b) does not relate to trade competition or the effects of trade competition  Yes  No

**3. Hearing options:**

Do you wish to be heard in support of your submission? *If you choose yes, you can choose not to speak when the hearing date is advertised.*

Yes  No

If others are making a similar submission would you consider presenting a joint case with them at the hearing? *You can change your mind once the hearing has been advertised.*

Yes  No

#### 4. Submission Details

Yes, I am enclosing further supporting information to this submission form

Provision to which my/our submission relates: <i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i>	My position on this provision is: <i>(Select one option)</i>	The reasons for my/our submission are: <i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i>	The decision I/we want Council to make: <i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i>
<b>Planning Maps</b>	<input checked="" type="checkbox"/> Oppose in part	<p>There is inconsistency with the Interactive GIS map and the PDF versions of the Planning Maps regarding:</p> <ul style="list-style-type: none"> <li>the Meadowlands Exemplar Overlay The Meadowlands Exemplar Overlay is no longer necessary as the area is very largely developed. In addition, the proposed new High Density Zoning over this area has its own regime which is not compatible with the exemplar provisions. Further the exemplar provisions do not enable or encourage residential development as they necessarily involve obtaining resource consents for individual developments. It is for this reason that Plan Change 10 to the District Plan was accepted which removed the Meadowlands exemplar overlay from the eastern extent of the Halswell Commons development.</li> <li>a heritage setting overlay on 2 Monsaraz Boulevard / Lot 3 DP 517333 CCC Heritage team has contacted the submitter to identify Spreydon Lodge as a heritage building and heritage setting. While an agreement was reached about the boundaries and listing, due to timing of the agreement, the agreed listing and boundaries CCC staff confirmed that it wouldn't be included in either PC1 or PC13 and would be addressed in a submission from CCC, to which Danne Mora would further submit on in support. The notified boundaries are inconsistent with the agreement reached with CCC. As such we seek to amend the heritage</li> </ul>	<ul style="list-style-type: none"> <li>Remove Meadowlands Exemplar</li> <li>Remove/amend heritage setting unless the listing is approved under PC13</li> <li>Consistency with overlay colours/key</li> </ul>

<b>Provision to which my/our submission relates:</b> <i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i>	<b>My position on this provision is:</b> <i>(Select one option)</i>	<b>The reasons for my/our submission are:</b> <i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i>	<b>The decision I/we want Council to make:</b> <i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i>
		<p>setting as shown on the attached plan. We understand CCC will be including this site in their submission on PC13</p> <ul style="list-style-type: none"> <li>• The Town Centre Intensification Precinct is show as either a green line or blue line</li> </ul>	
<b>Planning Maps / High Density Residential Zone</b>	<input checked="" type="checkbox"/> Oppose in part	<p>It is unclear how the high density zone boundaries have been determined. Based on the Section 32 report it is presumed to be based on the type of commercial area in which it surrounds and the walkable catchment associated with the commercial area. The Section 32 contemplates a variety of walkable catchments, however it is unclear what walkable catchments apply to what commercial area.</p> <p>Furthermore, it is unclear how the walkable catchments are measured – i.e., from the edge of the commercial zone or the middle of the commercial zone.</p> <p>In particular it is hard to determine the walkable catchment of the North Halswell KAC for the following reasons:</p> <ul style="list-style-type: none"> <li>• Measuring from 1 Rowley Cres to the edge of the commercial zone is approximately 615m, following publicly accessible land;</li> <li>• Measuring from 23 Barrowclough Street to the edge of the commercial zone is approximately 685m, following publicly accessible land;</li> <li>• Measuring from 1/275 Hendersons Road to the edge of the commercial zone is approximately 300m;</li> <li>• The high density zone is located on land that has yet to be developed and follows southern the land parcel boundary of Lot 503 DP 583268</li> </ul> <p>We seek that the High Density Residential Zone be amended to terminate at the Manarola Road boundary with all land to the south owned by Spreydon Lodge Limited to be zoned FUZ. Having a large area of High Density Residential land around the TCZ in North Halswell is counterintuitive as the TCZ enables residential activities (Policy 15.2.2.7</p>	<p>Amend the High Density Residential Zone boundary to stop at Manarola Road with all land to the south owned by Spreydon Lodge Limited to be zoned FUZ, including Lot 3000 DP 575180, Lot 121 DP 514750 and Lot 120 DP 514570.</p> <p>Support the FUZ zoning of Lots 120 and 121 DP 514750.</p>

<p>Provision to which my/our submission relates:</p> <p><i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i></p>	<p>My position on this provision is:</p> <p><i>(Select one option)</i></p>	<p>The reasons for my/our submission are:</p> <p><i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i></p>	<p>The decision I/we want Council to make:</p> <p><i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i></p>
		<p>and Rule 15.4.1.1 P21). and the High Density Residential duplicates the extent of high density residential activity needed to support the TCZ</p>	
<p><b>Appendix 8.10.4 North Halswell Outline Development Plan – Map Only</b></p>	<p><input checked="" type="checkbox"/> Oppose in part</p>	<p>The removal of some land parcels in the North Halswell Outline Development Plan Area creates issues as to what provisions apply, including the location of roading and reserves. It appears as though the Town Centre Zone, High and Medium Density zoned land has been removed from the ODP. Furthermore, areas which have been identified appear to be within the ODP boundaries but are not identified in the key and vice versa. These changes are confusing, and it is unclear from the Section 32 reports as to why this change has been made. This is of particular concern as there are still parcels of land that are yet to be developed. It has been normal practice to retain ODPs in full until all land within an OPD area has been developed.</p> <p>The ODP which exists in the current District Plan, identifies the 'residential development area' and does not refer to the specific zone. This approach is preferable as it indicates how the area is to be developed as for what purpose. The change in zone name &amp; density requirements is not considered a reason to remove some areas from the ODP. Notwithstanding the change in terminology, key structural elements of ODP remain relevant and should remain to inform future development,</p> <p>The rules associated with the ODP are confusing in terms of what areas within the ODP they apply to.</p>	<ul style="list-style-type: none"> <li>• Retain the current boundaries of North Halswell Outline Development Plan Area, where it relates to residentially zoned land AND</li> <li>• remove Quarrymans Trail from the ODP.</li> </ul>
<p><b>Appendix 8.10.4 North Halswell Outline Development Plan – Text Only</b></p>	<p><input checked="" type="checkbox"/> Oppose in part</p>	<p>There have been numerous land use changes and development within the North Halswell Outline Development Plan area consented by Council since the ODP was included in the Christchurch District Plan. It is considered appropriate and convenient to take the opportunity to amend the ODP to reflect these changes to provide an up-to-date Plan for future development.</p> <ul style="list-style-type: none"> <li>• We support the removal of the references to the Meadowlands Exemplar Overlay</li> </ul>	<ul style="list-style-type: none"> <li>• We support the removal of the references to the Meadowlands Exemplar Overlay</li> <li>• Remove reference to Quarryman's Trail as this has been constructed outside of the ODP boundaries 8.10.4 D(4)(g) and (h)</li> </ul>



Provision to which my/our submission relates: <i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i>	My position on this provision is: <i>(Select one option)</i>	The reasons for my/our submission are: <i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i>	The decision I/we want Council to make: <i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i>
		<ul style="list-style-type: none"> <li>Remove reference to Quarryman's Trail as this has been constructed outside of the ODP boundaries 8.10.4 D(4)(g) and (h)</li> <li>Accurately reflect resource consents which have amended road layouts and reserve locations</li> </ul>	<ul style="list-style-type: none"> <li>Update the ODP to reflect the updated location of structural elements such as roads, access points and reserves</li> </ul>
<b>Chapter 2 Definitions "Context and Site Analysis", "Future development allotment" and "Neighbourhood Plan"</b>	<input checked="" type="checkbox"/> Oppose in full	As the definitions of "Context and site analysis", Future development allotment" and "Neighbourhood Plan" relate only to the Meadowlands Exemplar Overlay area, which is to be removed. It is not necessary to retain these definitions.	Delete definitions of "Context and site analysis", "Future development allotment" and "Neighbourhood Plan"
<b>Chapter 2 Definitions New definition – Net Yield</b>	<input checked="" type="checkbox"/> Support in full	We support the shift towards the use of net yield as a replacement for net density. Net yield is a more accurate measure of housing density and as a mechanism to deliver better design outcomes. To provide clarity on how net yield is to be calculated and to differentiate from net density it is recommended the following definition be included in the District Plan	Include a new definition in Chapter 2 of net yield as follows: means the number of lots or household units per hectare (whichever is the greater). The area (ha) includes land for: residential activities The area (ha) excludes land that is: public road corridors public open space areas
<b>Chapter 2 Definitions Building Coverage</b>	<input checked="" type="checkbox"/> Support in full	Support the inclusion of this definition as it reflects the National Planning Standards definition	Retain the definition as notified
<b>Chapter 2 Definitions Building Footprint</b>	<input checked="" type="checkbox"/> Support in full	Support the inclusion of this definition as it reflects the National Planning Standards definition	Retain the definition as notified
<b>Strategic Objective 3.3.7 Well-functioning urban environment</b>	<input checked="" type="checkbox"/> Oppose in part	The first part of the new objective is required under Clause 3A of the Enabling Act. We note that the Environment Court has ruled that Strategic Directions are only to be considered for plan changes and not for individual resource consents. As such the level of detail proposed, in addition to the requirements of the Enabling Act are unnecessary.	Amend Objective 3.3.7 to only be that identified in red of the notified version: <b><u>3.3.7 Objective – Well-functioning urban environment</u></b> <u>A well-functioning urban environment that enables all people and communities to provide for their social, economic, and</u>

<p>Provision to which my/our submission relates:</p> <p><i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i></p>	<p>My position on this provision is:</p> <p><i>(Select one option)</i></p>	<p>The reasons for my/our submission are:</p> <p><i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i></p>	<p>The decision I/we want Council to make:</p> <p><i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i></p>
			<p><u>cultural wellbeing, and for their health and safety, now and into the future</u></p>
<p><b>Rule 6.10A.4.1.1 P1</b></p>	<p><input checked="" type="checkbox"/> Oppose in part</p>	<p>It is unclear why the tree canopy rule requirements only apply to residential developments. Given the Council has signalled to reduce carbon emissions, reduce stormwater runoff, mitigate heat island effects and improve the city's biodiversity and amenity, it is unclear why residential development needs to solely overcome these matters.</p> <p>There has been no consideration for environmental or site specific constraints as to whether trees that are required to be planted will survive. Constraints such as high groundwater have proven difficult for residential developments to plant and retain the trees within the road corridor.</p> <p>We are continuously having issues with the street tree team at CCC for approving trees within the road corridor which is costly and causing undue delays to those developing the land.</p> <p>The tree canopy requirement for individual lots has not been thought through well. It is most likely that the canopy will be provided near or within outdoor living space areas. Having a large tree canopy in these areas will be at the detriment of sunlight and solar gain into the dwellings themselves. The very thing CCC are trying to prevent through the inclusion of a different recession plane rule framework.</p>	<p>Require the tree canopy rule applies to all new development in the city.</p>
<p><b>Rule 6.10A.4.1.1 P2</b></p>	<p><input checked="" type="checkbox"/> Oppose in part</p>		
<p><b>Rule 6.10A.4.1.1 P2</b></p>	<p><input checked="" type="checkbox"/> Oppose in part</p>	<p>It is appropriate for a greenfield subdivision to either provide street trees or pay a financial contribution for it. What is not considered appropriate is for a greenfield subdivision which is creating vacant lots for further development to have to also provide or pay for the tree canopy cover for the residential units at the time of subdivision. The definition of development site as applied to a subdivision would encompass all the land contained within the subdivision, including</p>	<p>Amend the rule so that only the 15% street tree canopy requirement is applicable to a vacant lot greenfield subdivision.</p> <p>Delete Activity specific standards – Tree canopy cover clause (a) and (b), an ament</p>

<p>Provision to which my/our submission relates:</p> <p><i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i></p>	<p>My position on this provision is:</p> <p><i>(Select one option)</i></p>	<p>The reasons for my/our submission are:</p> <p><i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i></p>	<p>The decision I/we want Council to make:</p> <p><i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i></p>
		<p>roads and reserves. That would mean that the area of land within the roads would be counted twice – once for the 20% development site cover under point (a) and again for the 15% road corridor cover under point (c). These means that 20% cover calculated at the time of the subdivision would be much larger than for the individual residential allotments created. On seeking clarification from Council staff. It was suggested that a consent notice would be placed on the residential lots to require the 20% cover, as per point (a) of this rule. It's unclear whether this 20% would be the calculation of the overall development site as noted above, or for each lot. If it is for each lot, then requiring 20% cover under P2 is not necessary, as the development of each individual is covered by P1.</p>	<p>clause (d) to only refer to the 15% road corridor cover.</p>
<p><b>6.10A.4.1.3 RD2</b></p>	<p><input checked="" type="checkbox"/> Support in part</p>	<p>In greenfield subdivisions there are a number of situations where reserves are vested to Council with enhancements. For example, enhancing waterways. In these situations, reserve contributions are not attributed to these reserves. We therefore support the approach by Council that these reserves can offset the tree canopy rule requirements. However, we consider that this needs to be more explicit in the rules to ensure this happens</p>	<p>Amend to rule to make it clear that reserves that are vested to Council with enhancements can offset the tree canopy rules for the development.</p>
<p><b>8.2.6.2</b> <b>8.3.3</b> <b>Standard 6.10A.4.2.2</b></p>	<p><input checked="" type="checkbox"/> Oppose in part</p>	<p>There is no reasoning given in any of the Section 32 documentation for how the financial contribution of \$2,037.00 per tree has been calculated. Furthermore, it is unclear whether this is GST inclusive or not. The figure does not appear to relate to the Minimum Acceptable Rates provided for bonding under the IDS or for the maintenance period of 2 years.</p> <p>The CCC bond schedule for street trees allows for: For street trees that is \$500 per tree (includes the tree pit), and \$40 per tree per month for maintenance. Total per tree for 2 year bond period of \$1,460.00 all excl GST. With GST included that is only \$1,679.00. Assuming \$2,037 is excluding GST this is 1 tree plus 38.4 months maintenance. If Inc GST its 31.7 months of maintenance.</p>	<p>Make clearer in the plan how the costs have been attributed and whether it is GST inclusive.</p>

Provision to which my/our submission relates: <i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i>	My position on this provision is: <i>(Select one option)</i>	The reasons for my/our submission are: <i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i>	The decision I/we want Council to make: <i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i>
<b>Standard 6.10A.4.2.3</b> <b>8.2.6.3</b> <b>8.3.7</b>	<input checked="" type="checkbox"/> Oppose in part	It is unclear how Council will enforce the tree canopy rules on individual properties & within their own road reserve network. How will compliance be measured? Furthermore, will Council report on the compliance of the tree canopy rules and what projects the financial contributions go towards? Issues could arise where the species planted may be appropriate at the time but due to unforeseen circumstances, the vegetation may die and need to be replaced. Based on previous experiences, when Council needs to cut budgets the first departments this is impacted on are the reserves and maintenance teams and the monitoring and enforcement teams.	
<b>Objective 8.2.2</b>	<input checked="" type="checkbox"/> Support in part	We support the removal of the provisions and overlay which specifically relates to the Meadowlands Exemplar Overlay which has been deleted as part of PC14. Acknowledging that the Section 32 report does not include rationale as to why the Overlay should be deleted, we note the following: <ul style="list-style-type: none"> <li>• PC10 decision acknowledged the complexity of the Overlay and how it had failed to deliver the intended purpose.</li> <li>• The Overlay is complex and unworkable with no permitted land use activities, thus always requiring resource consent for every dwelling. This is inconsistent with the intentions of the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021. The PC10 decision reflects this point.</li> </ul>	Support the removal of the Meadowlands Exemplar Overlay references in Objective 8.2.2
<b>Policy 8.2.2.11 - Meadowlands Exemplar Overlay comprehensive development</b>	<input checked="" type="checkbox"/> Support in full		Support the removal of Policy 8.2.2.11
<b>Rule 8.1.5.3 RD15</b>	<input checked="" type="checkbox"/> Support in full		Support the removal of RD15
<b>Rule 8.1.5.4 D5</b>	<input checked="" type="checkbox"/> Support in full		Support the removal of D5
<b>Rule 8.1.5.5 NC8</b>	<input checked="" type="checkbox"/> Support in full		Support the removal of NC8
<b>Policy 8.2.2.7 – Urban Density</b>	<input checked="" type="checkbox"/> Support in part	We welcome the use of the terms 'net yield' where it applies to the Residential Medium and High Density Zones as this term includes the gross area of the site and is not constrained by the definition of 'net density'. Net yield is presumed to have been chosen due to the wording of the policy to encourage a certain yield in the Medium and High Density Zones.	Retain Policy 8.2.2.7 as notified where it relates to the net yield specified for the Medium and High Density Zones.  Include a new definition in Chapter 2 of net yield as specified above.

<p>Provision to which my/our submission relates:</p> <p><i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i></p>	<p>My position on this provision is:</p> <p><i>(Select one option)</i></p>	<p>The reasons for my/our submission are:</p> <p><i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i></p>	<p>The decision I/we want Council to make:</p> <p><i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i></p>
		<p>It is unclear how this policy can be enforced to achieve this desired yield.</p> <p>It is recommended a new definition be included in Chapter 2 for net yield.</p>	
<p><b>Activity Standard 8.6.2</b></p>	<p><input checked="" type="checkbox"/> Oppose in part</p>	<p>It is unclear whether there is a minimum allotment for the FUZ. The drafting of the provision as notified removes the reference to 'Nil' for the previous named zoned of RNN. We suggest it is clearer within the standard that there is no minimum allotment size in the FUZ zone around existing buildings.</p>	<p>Amend the standard to make it clear that there is no minimum allotment size in the FUZ zone around existing buildings.</p>
<p><b>Activity Standard 8.6.8(e) Wastewater Disposal</b></p>	<p><input checked="" type="checkbox"/> Support in part</p>	<p>Support the deletion requiring the discharge of wastewater from the Meadowlands Exemplar Overlay to Pump Station 42. This pipework has already been installed. As a result of the Overlay being removed, it is considered appropriate to remove this requirement entirely.</p>	<p>Support the deletion of (e)</p>
<p><b>Activity Standard 8.6.13 East Papanui / Meadowlands Exemplar Overlay (North Halswell)</b></p>	<p><input checked="" type="checkbox"/> Support in part</p>	<p>We support the deletion of references to the Meadowlands Exemplar Overlay within the activity standard. However, the changes are inconsistent as terms such as the Neighbourhood Plan and Context and Site Analysis continue to be referred to in the standard. These terms are specific to the Meadowlands Exemplar Overlay.</p> <p>It is unclear why this standard is proposed to be assessed in the East Papanui context. This is not specified in the Section 32 report.</p>	<p>Support the deletion of references to the Meadowlands Exemplar Overlay.</p> <p>Amend the standard to remove Meadowlands Exemplar Overlay specific terms such as Neighbourhood Plan and Context and Site Analysis.</p>
<p><b>Activity Standard 8.6.15 North Halswell</b></p>	<p><input checked="" type="checkbox"/> Oppose in full</p>	<p>The wording of this provision is unclear as to what areas it relates to. Given the changes to the ODP boundaries, it is assumed to be the areas which used to be within the previous ODP boundaries and not properties to the north of Hendersons Road, west of Halswell Road, south of Milns Road and east of Sparks Road. The drafting of this provision makes interpretation of the plan difficult and unworkable.</p> <p>Consistent with our relief sought above, we seek to reinstate the current ODP and its boundaries.</p> <p>If Council is of a mind to retain this provision, then better drafting is required to identify the area in which this provision applies to.</p>	<p>Delete Activity Standard 8.6.15</p>

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<b>Rules as Matters of Control – Subdivision 8.7.13</b>	<input checked="" type="checkbox"/> Oppose in full	As discussed previously, our preference is to reinstate the current ODP and its boundaries therefore, this provision is not required.	Delete Matter of Control 8.7.13
<b>Rules as Matters of Discretion – Subdivision 8.8.15</b>	<input checked="" type="checkbox"/> Support in part	We support the deletion of references to the Meadowlands Exemplar Overlay within the matters of discretion. However, we note that there are inconsistencies in what has been proposed by PC14. CCC appear to have made 8.8.15 and its sub sections applicable to East Papanui. There is no rationale for this in the Section 32 report. Where the provision relates to Meadowlands Exemplar Overlay, we seek to delete all sections.	Delete Matter of Discretion 8.8.15, 8.8.15.1(b), 8.8.15.5(a)(i) where it applies to the North Halswell ODP, 8.15.6(g) where it applies to the South West Stormwater Management Plan, 8.8.15.7, 8.8.15.12, 8.8.15.11(c) where it refers to the exemplar area,
<b>Rules as Matters of Discretion – Subdivision 8.8.13 Additional Matters-Subdivision in the Medium and High Density Residential Zones at North Halswell</b>	<input checked="" type="checkbox"/> Oppose in full	It is unclear where this applies to. PC14 have amended the boundaries of the North Halswell ODP to exclude areas proposed to be zoned High and Medium Density Residential. As such it is unclear how this provision would be assessed. Notwithstanding this, it is our preference to reinstate the current ODP and its boundaries. As such it is not necessary for this provision to exist.	Delete 8.8.13 Additional Matters-Subdivision in the Medium and High Density Residential Zones at North Halswell
<b>High Density Residential Zone Built Form Standard 14.6.2.1 b.</b>	<input checked="" type="checkbox"/> Oppose in full	No reasons or justification for setting a minimum height of 7m for residential units are provided in any of the background reports for PC14 or in the NPS – Urban Development. This standard effectively requires all dwellings to have 2 storeys and relates to large areas throughout the city, including in North Halswell. The NPS-UD is intended to be enabling in the sense of encouraging higher density development, however it does prescribe any requirement for more intensive forms of development as proposed by this standard. High density living can be achieved without a minimum height requirement. The minimum height 7m is considered to be restrictive as opposed to enabling. The imposition of the High Density Residential Zone has wider implications for development within the North Halswell ODP that have been established for a considerable period of time and on which	Delete High Density Zone Built form standard 14.6.2.1.b requiring residential units to be not less than 7m above ground level.

<b>Provision to which my/our submission relates:</b> <i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i>	<b>My position on this provision is:</b> <i>(Select one option)</i>	<b>The reasons for my/our submission are:</b> <i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i>	<b>The decision I/we want Council to make:</b> <i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i>
		<p>considerable residential and infrastructure master planning is predicated.</p> <p>The implications of this standard at a micro level are also significant, particularly in existing developed residential areas that are proposed to be zoned High Density Residential. These areas predominantly have single storey dwellings. If any homeowner wishes to construct an extension or such like, they may require a resource consent if the extension is less than 7m high. This creates issues for landowners and the Council as it is not clear how such a consent would be assessed. This matter is exacerbated by there being no relevant objectives or policies supporting this approach.</p>	
<b>Built Form Standard 14.5.2.4 Site Coverage</b>	<input checked="" type="checkbox"/> Support in part	<p>The rule requirement provides for a maximum building coverage of up to 50% of the net site area. Building Coverage is defined under the PC14 as being:</p> <p style="padding-left: 40px;">Within the Medium Density Residential zone and High Density Residential zone only, means the percentage of the net site area covered by the building footprint.</p> <p>This is a National Planning Standard definition. Building footprint is also defined in PC14, and again is a Planning Standard definition. That definition is:</p> <p style="padding-left: 40px;">means, in relation to building coverage, the total area of buildings at ground floor level together with the area of any section of any of those buildings that extends out beyond the ground floor level limits of the building and overhangs the ground.</p> <p>The above means that eaves and gutters are included within the site coverage calculations. In considering the submissions on the Planning Standards definitions, the Ministry for the Environment commented that these can be excluded through the rules within a District Plan. It is standard practice to calculate site coverage as being from exterior wall to exterior wall, and not to include eaves and gutters. Including eaves and gutters within the site coverage calculation limits the potential</p>	<p>Amend the exclusion of eaves and roof overhangs to be:</p> <p>Eaves and roof overhangs up to 600 mm in width</p>

<p>Provision to which my/our submission relates:</p> <p><i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i></p>	<p>My position on this provision is:</p> <p><i>(Select one option)</i></p>	<p>The reasons for my/our submission are:</p> <p><i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i></p>	<p>The decision I/we want Council to make:</p> <p><i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i></p>
		<p>design options and could impact on the ability to implement the MDRS as intended.</p> <p>We are therefore supportive of the Councils approach to excluding guttering and roof overhangs. However, we seek that the dimensions of these features be increased to be consistent with the RNN/FUZ requirements</p>	
<p><b>Built Form Standard 14.5.2.6 Height in relation to boundary (a) and (c)(ii)</b></p>	<p><input checked="" type="checkbox"/> Oppose in part</p>	<p>The drafting of subpart (a) is confusing. We prefer the wording of 14.6.2.2.</p> <p>Acknowledging that the inclusion of subpart (c)(ii) is a requirement under Schedule 3A, it is hard to understand what situation the recession plane standard would apply. Subpart (c)(ii) excludes the recession plane standard for existing or proposed internal boundaries.</p>	<p>Amend 14.5.2.6(a) to state: No part of any building shall project beyond a building envelope constructed by recession planes shown in Appendix 14.16.2 diagram D from points 3m above ground level along all boundaries. <del>Where</del> the boundary forms part of a legal right of way, entrance strip, access or pedestrian access way, the height in relation to boundary applies from the farthest boundary of that legal right of way, entrance strip, access site, or pedestrian access way. Make it clearer what boundaries the recession planes are to apply to.</p>
<p><b>Built Form Standard 14.5.2.7 Minimum building setbacks (iv)</b></p>	<p><input checked="" type="checkbox"/> Oppose in part</p>	<p>It is unclear what setback applies for accessory buildings and garages that internally access a residential unit. We consider 'Nil' has been struck out in error as the remaining wording doesn't specify a setback.</p>	<p>Amend 14.5.2.7(iv) to state that there is no setback.</p>
<p><b>Built Form Standard 14.5.2.11 Windows to street (c)</b></p>	<p><input checked="" type="checkbox"/> Oppose in part</p>	<p>Amend wording of subpart (c) so that the term 'road' is identified as a definition so that it refers to a legal road.</p>	<p>Amend 14.5.2.11 to ensure the term 'road' is identified as a definition.</p>
<p><b>Built Form Standard 14.6.2.8 Windows to street (c)</b></p>	<p><input checked="" type="checkbox"/> Oppose in part</p>	<p>Amend wording of subpart (c) so that the term 'road' is identified as a definition so that it refers to a legal road.</p>	<p>Amend 14.6.2.8 to ensure the term 'road' is identified as a definition.</p>
<p><b>14.12 Rules Future Urban Zone Advice Note 1</b></p>	<p><input checked="" type="checkbox"/> Oppose in full</p>	<p>The following advice note at the head of the Future Urban Zone rules is redundant due to the area being rezoned. <i>Advice note: 1. The rules</i></p>	<p>Delete Advice Note in 14.12 Rules Future Urban Zone</p>



<b>Provision to which my/our submission relates:</b> <i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i>	<b>My position on this provision is:</b> <i>(Select one option)</i>	<b>The reasons for my/our submission are:</b> <i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i>	<b>The decision I/we want Council to make:</b> <i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i>
		<i>relevant to the Meadowlands Exemplar Overlay in the Residential New Neighbourhood Future Urban (North Halswell) Zone shown on Planning Map 45 are contained in Chapter 8, see Rules 8.5.1.3 RD15, 8.5.1.4 D5 and 8.5.1.5 NC8.</i>	
<b>Rule 14.12.1.3 RD28</b>	<input checked="" type="checkbox"/> Oppose in full	Whilst we acknowledge this provision has come as a result of the Plan Change 10 decision, the standard is contrary to the requirements of the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021 as it is restricting residential development.	Delete RD28 Buildings that do not meet Rule 14.12.2.18 – Roof form – Area 1 Appendix 8.10.4 North Halswell ODP
<b>Built Form Standard 14.12.2.18 Roof form – Area 1 – Appendix 8.10.4 North Halswell ODP</b>	<input checked="" type="checkbox"/> Oppose in full	Furthermore, in the notified version of PC14, Area 1 as identified in the Plan Change 10 decision is not shown on the North Halswell ODP and is in fact outside of the proposed boundaries of the ODP.	Delete Built Form Standard 14.12.2.18
<b>Waterbody setback layer on District Planning Maps</b>	<input checked="" type="checkbox"/> Oppose in part	<p>The waterbody setbacks are not changing as part of PC14 which is supported by the submitter. However, the location of the drains on the planning maps is problematic as in many cases these waterbodies are required to be enhanced and naturalised or decommissioned, therefore the overlay on the planning maps may trigger a resource consent when the drain is in another location entirely or no longer there. An example of this is Dunbars Drain where the interactive planning maps shows its alignment running through 35 Navarra Road when in reality the waterbody is located within the Councils Local Purpose Reserve (Lot 2009 DP 568152).</p> <p>We note that there have been new waterbodies included on the planning maps which has not been shown on the planning maps previously. For example; Day's Drain.</p> <p>Our preference is for the waterbodies to be shown as indicative only. The alternative is to show the waterbodies in their correct location or not at all.</p>	The waterbodies on the planning maps are to be identified as 'indicative locations only' or alternatively to show them in their correct location or not at all.

.....*Alice Burnett*.....

4 May 2023

Signature of person authorised to sign on behalf of submitter

Please click on the link below to view the document

[http://makeasubmissionadmin.ccc.govt.nz/Manage/Docs/PID\\_294/294\\_15935C0QEQ0\\_Danne Morta Limited - Burnett Alice - New Item - Monsaraz Boulevard 2 Spreydon Lodge HID PC13 Council Submission.PDF](http://makeasubmissionadmin.ccc.govt.nz/Manage/Docs/PID_294/294_15935C0QEQ0_Danne_Morta_Limited_-_Burnett_Alice_-_New_Item_-_Monsaraz_Boulevard_2_Spreydon_Lodge_HID_PC13_Council_Submission.PDF)

## Our proposed Housing and Business Choice Plan Change (14)

### Submitter Details

**Submission Date:** 12/05/2023

**First name:** Jeremy **Last name:** Phillips

**Organisation:** 880 Main North Road Limited

**On behalf of:**

**Preferred method of contact** Email

**Postal address:** 880 Main North Road

**Suburb:** Belfast

**City:** Christchurch

**Country:** New Zealand

**Postcode:** 8083

**Email:** jeremy@novogroup.co.nz

**Daytime Phone:** 029 2611 310

I could not  
 Gain an advantage in trade competition through this submission

I am not  
 directly affected by an effect of the subject matter of the submission that :  
 a. adversely affects the environment, and  
 b. does not relate to the trade competition or the effects of trade competitions.

Note to person making submission:

If you are a person who could gain an advantage in trade competition through the submission, your right to make a submission may be limited by clause 6(4) of Part 1 of Schedule 1 of the Resource Management Act 1991

### Would you like to present your submission in person at a hearing?

- Yes
- I do NOT wish to speak in support of my submission and ask that the following submission be fully considered.

Additional requirements for hearing:

### Attached Documents

File

PC14 submission 880 MNR Ltd

## Form 5

**SUBMISSION ON PUBLICLY NOTIFIED PROPOSAL FOR POLICY STATEMENT OR PLAN,  
CHANGE OR VARIATION**

*Clause 6 of Schedule 1, Resource Management Act 1991*

**To** Christchurch City Council

**Name of submitter:** 880 Main North Road Limited (880)

- 1 This is a submission on the proposed plan change 14 (PC14) to the Christchurch District Plan (the *District Plan*).
- 2 880 could not gain an advantage in trade competition through this submission.
- 3 880's submission relates to the whole of PC14. However, the specific relief sought by 880 is set out at **Appendix 1** and a summary of their key submission points follows.
- 4 In summary, 880 has interests in the properties at 874-880 Main North Road, Christchurch. The land is located within that area identified in the figures below and is zoned Industrial General in the Christchurch District Plan and retains this zoning under PC14.
- 5 Since the land was rezoned from rural to industrial, the submitter has been pursuing development opportunities for the land in accordance with the industrial zoning. For various reasons, industrial development of the land has proved challenging, such that development has not been able to progress for some time and the land remains underutilised. In contrast, residential development of the land appears commercially feasible, viable and desirable given the land's adjacency to existing residential zones and the high demand and the limited supply of greenfield residential land in Christchurch City.



**Figure 1 – subject land**

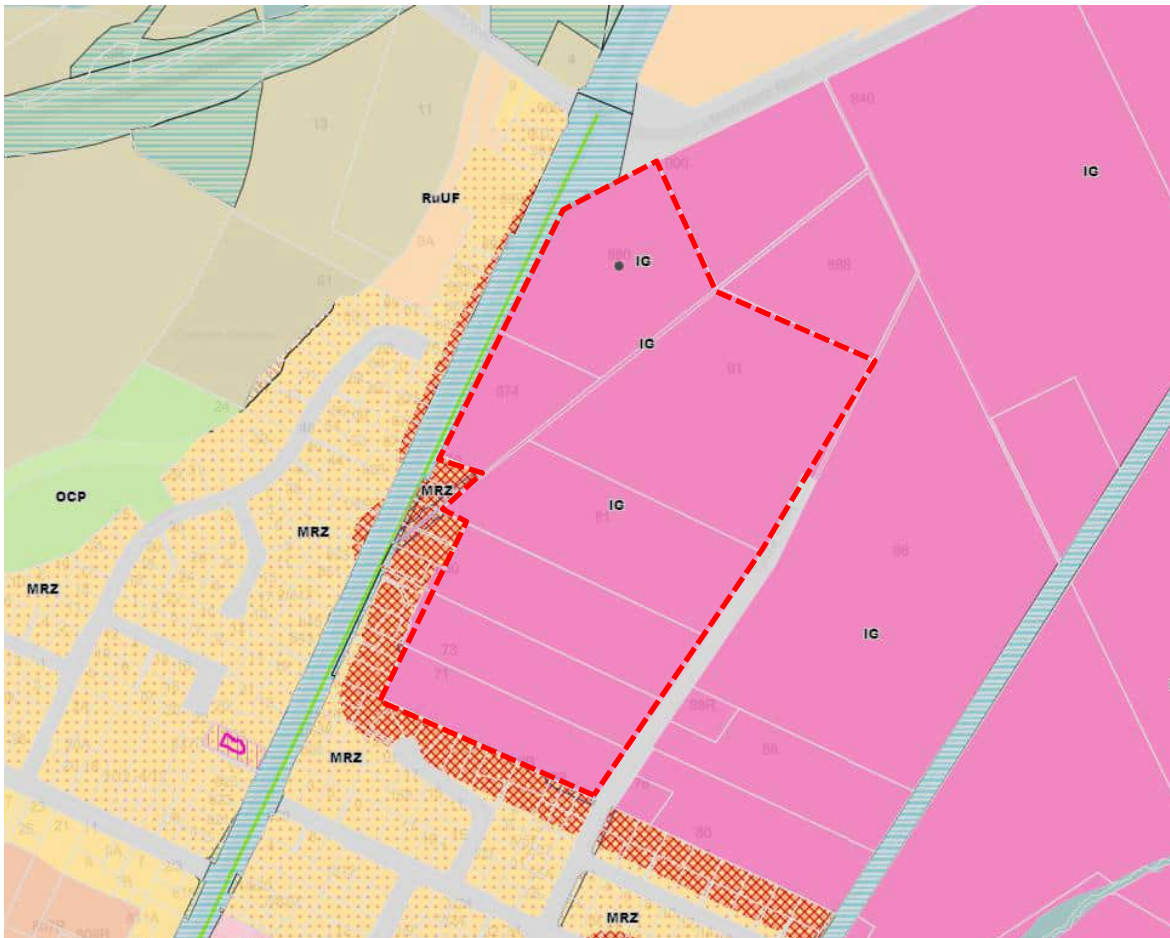


Figure 2 – PC14 proposed zoning of subject land, with subject area outlined in red

- 6 Accounting for the above, the submitter seeks that a Brownfield Overlay be specifically applied to their land and adjacent land abutting the MRZ (as shown in Figure 2 above), such that it provides for its potential redevelopment for medium density residential activities in accordance with Objective 16.2.2 and its associated policies. A consequential amendment to Objective 16.2.2(a)(iv) and policy 16.2.2.2(b) is also sought/required, so as to recognise the Brownfield Overlay at North Belfast and *'Provide for... the Brownfield Overlay at North Belfast... for medium density residential activities'* respectively.
- 7 The submitter seeks the following decision from the local authority:
- 7.1 The relief as set out in **Annexure A**.
- 7.2 Any other similar relief that would address the relief sought by the submitter.
- 7.3 All necessary consequential amendments.
- 8 880 wishes to be heard in support of the submission.
- 9 If others make a similar submission, 880 will consider presenting a joint case with them at a hearing.

**Signed** for and on behalf of 880 Main North Road Limited:




---

*pp.* R Peebles  
12 May 2023

Address for service of submitter:

880 Main North Road Limited  
c/- Novo Group Limited (Attn: J Phillips)  
PO Box 365  
Christchurch 8013  
Email address: [jeremy@novogroup.co.nz](mailto:jeremy@novogroup.co.nz)

No.	Provision	Position	Submission	Relief Sought
<b>Planning maps</b>				
1.	Planning maps	Oppose in part	<p>For the reasons expressed in the submission above, the submitter seeks that a Brownfield Overlay be specifically applied to the subject land, such that it provides for its redevelopment for medium density residential activities in accordance with Objective 16.2.2 and its associated policies.</p> <p>Such an overlay is appropriate accounting for the attributes of the land/locality and in order to meet the requirements of the NPS-UD.</p>	<p>Amend the planning maps to apply a Brownfield Overlay to the properties outlined by a red dashed line in the figure below.</p> <p>A consequential amendment to Objective 16.2.2(a)(iv) and policy 16.2.2.2(b) is also sought, so as to recognise the Brownfield Overlay at North Belfast and <i>'Provide for... the Brownfield Overlay at <u>North Belfast</u>... for medium density residential activities'</i> respectively.</p> 



## Our proposed Housing and Business Choice Plan Change (14)

### Submitter Details

**Submission Date:** 22/05/2023

**First name:** Declan **Last name:** Bransfield

**On behalf of:**

**Preferred method of contact:** Email

**Postal address:** 8 Rimu Street

**Suburb:** Riccarton

**City:** Christchurch

**Country:** New Zealand

**Postcode:** 8041

**Email:** dbransfield1@hotmail.com

**Daytime Phone:** 02745549982

I could not  
 Gain an advantage in trade competition through this submission

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

- a. adversely affects the environment, and
- b. does not relate to the trade competition or the effects of trade competitions.

Note to person making submission:

If you are a person who could gain an advantage in trade competition through the submission, your right to make a submission may be limited by clause 6(4) of Part 1 of Schedule 1 of the Resource Management Act 1991

**Would you like to present your submission in person at a hearing?**

- Yes
- I do NOT wish to speak in support of my submission and ask that the following submission be fully considered.

Additional requirements for hearing:

I do NOT want to be heard, but if others make similar submissions, I am happy to present.

### Consultation Document Submissions

Chapter 14 Residential **Points:** 05.1

- Support
- Oppose
- Seek Amendment

**I seek the following decision from the Council**

***If seeking to make changes to a specific site or sites, please provide the address or identify the area***

**My submission is that**

Unable to make submission on line

Comntacted CC and advised by Rita to send submission to this address 1605pm 12/5/23

Maintain residential zone on Deans Bush Interface

all else to High Density ,Proximity to schools shops public transport routes hospitals etc

Hagley Park not affected by high rise developments

All other areas around Deans Bush to be high Density

You are creating an island in an area that should be a thriving area

I suspect that CCC is being swayed by a small group of NIMBY citizens who do not have Riccartons best intentions at heart and are instead hindering growth by preserving their little enclave

---

Attached Documents

File
------

No records to display.

# Our proposed Housing and Business Choice Plan Change (14)

## Submitter Details

**Submission Date:** 12/05/2023

**First name:** Ross **Last name:** Gray

**Organisation:** Christchurch Civic Trust

**On behalf of:**

**Preferred method of contact**

**Postal address:**

**Suburb:**

**City:** Christchurch

**Country:** New Zealand

**Postcode:** 8052

**Daytime Phone:** 0212063620

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**Would you like to present your submission in person at a hearing?**

- Yes
- I do NOT wish to speak in support of my submission and ask that the following submission be fully considered.

Additional requirements for hearing:

## Attached Documents

File

CCT - PC14 Submission email

Christchurch Civic Trust submission on PC 14 May 11 2023

Mulder, Andrea

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From: Ross and Lorraine Gray <rosslogray@xtra.co.nz>  
Sent: Friday, 12 May 2023 6:18 am  
To: Engagement  
Cc: 'Ross Gray'  
Subject: Feedback on Our proposed Housing and Business Choice Plan Change (PC14) / 531  
Attachments: Christchurch Civic Trust submission on PC 14 May 11 2023.pdf

Dear Engagement Officer,

Please find attached a submission on PC14 from Christchurch Civic Trust. My details, as per the Consultation document are as follows:

Name	Ross Gray	
Address	52A Jeffreys Rd Christchurch	Postcode 8052
Email	<a href="mailto:rosslogray@xtra.co.nz">rosslogray@xtra.co.nz</a>	Phone no. 021 206 3620

Responding for Christchurch Civic Trust

Role Chair

I could not gain an advantage in trade competition through this submission

I wish to speak in support of my submission on Plan Change 14

Please see PDF attachment

Ross Gray 12 May 2023



The Christchurch Civic Trust Inc. PO Box 2632, Christchurch 8140, New Zealand

## CHRISTCHURCH CIVIC TRUST SUBMISSION ON CCC PLAN CHANGE 14

May 11<sup>th</sup> 2023

**Christchurch Civic Trust ('CCT')** appreciates the opportunity to contribute further to the achievement of a sustainable, equitable and efficient resolution for Christchurch of the issues arising from the Government-imposed housing intensification directives requiring Plan Changes 14 and 13 that will be considered by the Independent Hearings Panel.

### INTRODUCTION

**Christchurch Civic Trust (founded in 1965) Mission Statement:**

***"The role of Christchurch Civic Trust is to promote civic pride in Christchurch and surrounds by its ongoing public advocacy for good urban design and architecture, and by raising public awareness of the importance of the city's natural and built heritage."***

By way of example, CCT has mounted many successful campaigns to this end, which included *inter alia* opposing the 2004 Museum redevelopment proposal and the 2010 Arts Centre Music School proposal; leading campaigns to save and restore Mona Vale and McLean's Mansion; and ensuring that the Mt Vernon block became a much-loved restorative and recreational haven for all city dwellers. The Trust has advocated tirelessly for Hagley Park, the city's premier – and arguably the nation's most significant – central city recreational open space and cultural heritage site.

### 1. Planning instruments must reflect the realities of climate change

- Forcing Plan Change 14 does not encourage cooperation and consensus-building on the pathway ahead. **It is not wise planning to build residential housing before essential services are provided, especially as those essential services are required to achieve a range of policy objectives besides meeting housing needs.**

- It is not wise planning to allow further housing intensification in areas that are highly susceptible to flooding, the more so if protection works would involve unreasonable costs, and/or the technical hurdles to be overcome are extreme. The Dutch nation needed to construct polders to enable developments below sea level. New Zealand need not follow that example.
- **Adverse effects of housing intensification on the stormwater infrastructure, compounded by the ever-increasing effects of climate change.**
- Dealing with highly flood-prone areas must become a priority, with action plans not waiting for pressure from the insurance industry to raise premiums or remove cover completely. EQC is not resourced to meet the demand.
- Only after the Council's notification of PC14 on 17 March 2023 and invitation for public submissions released was the staff report *Citywide Surface Water Flooding Update* publicly released on the Agenda (Item 17) for the 5 April Council meeting.  
[https://christchurch.infocouncil.biz/Open/2023/04/CNCL\\_20230405\\_AGN\\_8402\\_AT.PDF](https://christchurch.infocouncil.biz/Open/2023/04/CNCL_20230405_AGN_8402_AT.PDF)

*1.1 Christchurch is a low lying, coastal city where past development practices have left a legacy of flood risk. The flat nature of the city makes it challenging to provide an effective stormwater network. Over the decades stormwater ponding and flooding issues have been prevalent across many parts of the city. Many of these were made worse by the earthquakes.*

*1.4 Council has many methods for managing the different components of flood risk, from development controls in extreme risk and ponding areas, floor level and building platform level setting for high risk areas, through to building stormwater network for frequent storms. This approach seeks to minimise damage but still allows for stormwater to be in our streets and on properties in common events. It is not possible to resolve all aspects of flood risk particularly in older areas, however, Council addresses many components of the risk profile through controls on new development. In some areas flood risk is considered practicable to address through new stormwater management projects.*

*1.5 Funding exists in the current Long Term Plan (LTP) to address issues in some areas prone to ponding and at risk of flooding, mainly in the later years of the LTP period. Funding is also been included within the draft Annual Plan to progress stormwater modelling across the city. This work will be a key input to identifying priority areas and developing mitigation*

*options. Any proposed projects will then be supported by an improved understanding of existing flood risk.*

*1.6 Prioritisation of potential floodplain management projects needs to be undertaken. More work will be required to develop and prioritise options to address present day and future surface water ponding and flood management issues across the city and district. This work is part of business as usual work to plan the Stormwater Drainage and Flood Protection and Control Works Activities. However, the scale of the task relative to resourcing available limits Council's ability to address all areas at pace and significant time will be required to complete the prioritisation work. 1.7 Provision of immediate significant additional funding to fast track design and delivery of flood mitigation physical works is not recommended as insufficient information is available to reliably prioritise the individual projects. The prioritisation of projects is best considered as part of the LTP, where financial requirements can be well understood and Council's strategic priorities and community objectives can be balanced. Alternatively, this information will be useful to an incoming water entity to help inform their work programme. Either way, the community will be better prepared for the future. 1.8 This report was requested by Council via resolution CNCL/2022/00116. The resolution was to "request staff to prepare a report on surface flooding across urban Christchurch and recommend potential stormwater projects for consideration in the annual plan."*

*4.1 Rainfall and flooding is highly variable both in time and across the district. It is not possible to 'fix flooding' and some level of flood risk would be present even if investment were significantly increased. There will always be a bigger flood event, or areas that cannot be practicably remedied. As described in the 8 September 2022 report that preceded this report:*

*4.2 Managing flooding is challenging in Christchurch as it is flat and low lying. Pipes, drains and waterways only have limited capacity so the city also relies on overland flow paths and flood ponding to deal with extreme events. We design our networks to direct stormwater and flooding towards parks and roads ahead of properties and homes. However, past practices have left a legacy of risk in some locations and there are still some very low lying buildings at high flood risk...*

*4.3 Council has a variety of tools, processes and plans for managing flood risk. One of the key tools is setting floor levels through the District Plan and Building Act controls. Recently district plan controls were extended to commercial buildings. As redevelopment occurs over time, new buildings will be built with higher floor levels and at reduced flood risk. This means flood risk will reduce at little to no direct cost to the wider community. Some costs and inconveniences associated with flooding will remain, for example inability to access properties could stop business from trading or stop people from getting to work.*

*4.4 Through our design principles we integrate land use planning and infrastructure investment to direct stormwater into areas where it is likely to cause the least damage. The intention is to have stormwater on roads and in parks before properties and houses. There is a layered and integrated approach taken to managing flood risk across the city. It is not practicable to engineer our way out of all levels of risk. Council seeks to limit new development in the highest risk areas through district plan zoning. The high flood hazard management areas and flood ponding areas set a very high threshold for new development. The next level of control is the setting of building platform levels and floor levels through building consents and district plan zoning. Engineering of overland flow paths and stormwater networks is typically reserved for managing frequent storm events (Table 1).*

*4.5 In order to inform the above approach we develop models to help us understand present day and future flood risk. These models highlight that flood risk is highly variable across the city and can be affected by very localised features, such as road crest heights, sump inlet locations, waterway shape and historic public and private structures. Flood risk can also be driven by much broader factors, such as, catchment rainfall, sea level rise, permeability of soils and development intensity. Considerable effort is required to understand and evaluate flood risk at any given location. The models can then be used to test future climate change scenarios with and without infrastructure upgrades. This is fundamental to developing robust project prioritisation but takes time to complete.*

**How does this approach accommodate the housing intensification, mandated by the government for Christchurch?**

It is clear that Central Government did not consider these constraining details with respect to flooding in its determination to force Tier 1 cities to expand and intensify diverse housing stock.



- The lack of detailed consultation during the drafting of the relevant legislation, between those who propose and those who must dispose, is highly regrettable. **There is an onus on Central Government to provide financial assistance in order to overcome these serious impediments to achieving the desired national objectives.** Again, the expectations are far in excess of the Council's planned approach through annual plans and long-term plans. **Centralised planning should be accompanied by central funding as local government's resource base is insufficient to achieve the objectives, either short-term or long-term.**
- The spatial plan for Greater Christchurch has to acknowledge that some existing areas of housing will never escape flooding, despite a combination of all the tools the Council has at its disposal. Relocation similar to the earthquake red-zoning of properties is one drastic approach that would require specifically targeted emergency legislation. (Past emergency legislation applied to Christchurch was not well received and was applied to projects beyond what was urgent for Christchurch's recovery.) Suitable land for intensification within the existing urban boundaries may not be available. The pressure to expand on to prime agricultural land will be intensified. Any confining green belt will suffer the fate of historical green belts.
- CCT agrees with CCC, *We need to provide for the growth of housing...in the best locations, to help address issues such as climate change...* Consultation document Page 5
- Building any significant structure on surfaces with high water table and vulnerability to flooding now, only likely to be exacerbated in the future by sea level rise, makes Christchurch's issues with drainage and waste waters all the more problematic and costly to control.
- Yet streets have been included in PC14 for proposed housing intensification, notwithstanding their listing by the Council as being among those with the worst history of surface flooding.
- Christchurch suffered from severe earthquake damage. That was sudden. It modified topography instantly. The governmental response was to declare red zones and to assist residents to relocate.
- The impact of climate change and sea level rise is not as instantaneous. Yet the frequency and severity of weather events and their consequences are plain to see with many residents and land-owners suffering from recurring damage to their properties.
- Planned withdrawal from these areas and their conversion to public green space should be facilitated. Tree planting may assist to mitigate loss of tree canopy caused by nearby residential

intensification and also provide localised recreational green space.

## 2. Timing

- It is not just a matter of **how much** and **where** additional development should be enabled. It is also a matter of **when**.
- Christchurch has a long history of matching supply and demand for land for residential development. It was the first NZ city to have a Master Transportation Plan, released by the Regional Planning Authority in 1962. It has not shirked its responsibilities to apply sensible planning principles over long periods including protection for Christchurch International Airport. Notably, CIAL is the main civilian alternative airport for Auckland and must retain 24/7 operational capability. Otherwise aviation operational costs would soar because of the fuel implications.
- The option central government is promoting in its legislation is to allow individual property owners and developers to **intensify on an ad hoc basis** when it suits them and for whatever end use may eventuate. Furthermore, there is an assumption that either the existing infrastructure can absorb higher density living, or that the city (ratepayers) will increase the capacity of vital systems in response to the added pressure. Central government funds need to be directed to support the infrastructure needed in order to achieve their policy objectives.
- **Retrofitting increased capacity is a disruptive activity.** Much of the post-earthquake replacement infrastructure has been to replace existing systems without regard for the suddenly imposed housing intensification it is to service.
- **One obvious means of channeling such support is in the retro-provision of high quality public transport** that would operate in an integrated way between road and rail, at high frequency obviating the need for timetables. Improving public transport is generally acknowledged as a means to address climate change.
- CCT wishes Christchurch to lead by example and be free of insensitive centrally-imposed constraints that do not take into account the fact that the purpose of the RMA and replacement legislation can be achieved in a bespoke intensification plan for Christchurch. A revised District Plan under PC 14 must remain sensitive to the City's unique history, yet open to innovation, as there are many ways to achieve agreed objectives, with some of those ways being more sustainable, equitable, and efficient.

### 3. One size does not fit all

- CCT notes that Auckland has been given a one year reprieve by the Minister for the Environment, David Parker, to allow it to *undertake natural hazard and flooding investigations work and formulate a planning response*. Taking cognizance of a water sensitive design (sponge city) approach for catchment-wide flood risk management, is not only sensible but necessary. The concept applies to other Tier 1 cities including Christchurch.
- The sponge concept should not just be confined to public open space. It should also apply to private property. Discharge of water from increasingly occurring climate-related intense rain events, has still to be satisfactorily addressed by most councils in NZ. Reduced building setbacks from boundaries and minimum size requirements for outdoor living spaces have the adverse effect of reducing natural porous soakage areas and flow-paths, protected and relied on by the Council as a natural method of managing stormwater.
- Minister Parker is also recommending the Auckland council consider the findings of the Parliamentary Commissioner for the Environment report 'Are we building harder, hotter cities?' He has made it clear Auckland would need to intensify with plenty of green spaces. "I concur with the concerns raised about the amount and quality of reserve and open spaces being provided in both existing urban areas and greenfield developments." <https://www.newsroom.co.nz/auckland-wins-12-month-housing-density-reprieve>
- The Local Government Magazine (3 February 2023) has posed the following question: *Is there a risk in the future that the NPS-UD will result in increased urban flooding and massive insurance claims, followed by litigation by affected property owners who were once protected by local bylaws? Infrastructure – the elephant in the urban intensification room* 3 February 2023  
<https://localgovernmentmag.co.nz/auckland-floods-2023/>
- The insurance issue is not trivial. *With the bulk of claims assessments now completed, Tower estimates that the average claims cost for this event (2023 Auckland and Upper North Island Weather Event) will be around double that of other recent large weather events. **This is due to deeper flood waters in high density areas causing substantially more damage, contamination, and landslides.*** (emphasis added)  
<https://www.nzx.com/announcements/410997> Tower Updates Guidance, Provides Update on Large Events 8 May 2023
- Tim Grafton, Chief Executive of NZ Insurance Council, has said...*while there is always an element of risk from the weather, the losses are often more than just financial for communities.*

*"These extreme weather events bring devastation to local economies, social disruption, and environmental damage. So there are very good reasons why we need to take a long view and ask ourselves 'what are we doing to reduce those risks?'"*

<https://www.insurancebusinessmag.com/nz/news/catastrophe/insurance-expert-urges-nz-insurers-to-take-floods-as-seriously-as-earthquakes-436926.aspx>

- *In Christchurch, NIWA hydrodynamic scientist Dr Emily Lane is leading a team digitally mapping flood risk, the first attempt to do it across the country rather than local body by local body.*

*"You need to know where are the places that flooding hazard and risk are really bad, and what's it going to look like under climate change, and we don't have that initial picture at the moment, to be able to make the right decisions," she says.*

*Once completed, the map can be updated and adapted to changes in weather. It could still be a couple of years away.*

*Strategic decisions will be challenging even with the best information. Where and how do we build in a climate-changed world? And if some areas are off limit, who pays compensation?*

<https://www.stuff.co.nz/business/300809902/rebuilding-from-gabrielle-cheapest-is-not-always-best--do-the-goddamn-thing-properly>

#### 4. Comprehensive consideration of alternatives

- S32 reports that evaluate alternatives on how objectives and policies might be achieved, rarely mention expressly the consumption of energy as part of that analysis.
- A powerful measure of "efficiency" is **energy consumption per capita**. It takes energy to build, to maintain, and to knock down. There are energy consequences related to every choice of action. Consenting any proposal in a District Plan should assess the energy component. Intensification projects may increase or decrease the amount of energy needed to sustain the outcomes. The energy is not only related to the construction. The consequences of that construction have enduring energy effects during the lifespan and through the demolitions and replacements that occur. Spatial planning has to consider the energy consequences of locating activities.
- On a global scale, New Zealand is a high per capita energy user. New Zealand has enjoyed relatively cheap energy from renewable sources. But keeping up with rising demand is an ever present planning issue. If we can use less energy to achieve desired outcomes, it increases efficiency.

- CCT considers that **all development projects should involve energy and emissions audits that can be used to evaluate the merits of alternative courses of action**. It is the combined outcomes of planned and unplanned actions that determine whether we are being prudent or profligate in our energy consumption and in our emissions, data for which must also be subject to audit.
- This means pursuing survivability (**sustainability**), fair access to the necessities of life (**equity**) and low energy consumption and emissions per capita (**efficiency**), no matter what the sacrifice. Supply and demand must balance, but that need not drive us to extinction, social division, or bankruptcy, if we are smart enough.

## 5. Green Space and Trees

- CCT supports the Parliamentary Commissioner for the Environment's observations and recommendations regarding the importance of green space and trees, both public and private, given their relevance also for Christchurch and in particular PC14.
- With reference to the Commissioner's observations and findings, Minister Parker should not limit his observations in support of reserve and open spaces just for Auckland. He references both "existing urban areas and green field developments". **All cities required to change their District Plans to meet mandatory housing intensification should hold the government and the Minister to apply his concession not only to Auckland but to all. Auckland is not the only city suffering strife over flooding.** The issue is more universal and accumulative as a result of past decisions involving city sprawl and infrastructure issues. <https://www.newsroom.co.nz/auckland-wins-12-month-housing-density-relieve>  
<https://pce.parliament.nz/publications/are-we-building-harder-hotter-cities-the-vital-importance-of-urban-green-spaces/>  
<https://pce.parliament.nz/our-work/news/levelling-the-playing-field-green-spaces-as-vital-urban-infrastructure/>  
<https://storymaps.arcgis.com/stories/e3f4c7a2f8534d4e877d140ec209514c>
- Trees provide health and welfare benefits, in addition to mitigating the effects of climate change.
- Christchurch has a high water table. Since early colonial settlement, the variety of tree species that it is possible to grow is evident and contributes to the Garden City image.
- CCC mentions that land developers "may need to pay Financial Contributions to help mitigate some of the negative effects caused to

our city's tree canopy." Just how that is to be applied is not specified. Council-approved criteria need to be established that determine when a financial contribution specific to trees needs to be applied.

- CCT makes a suggestion that this provision needs to be strengthened to take into account the time required to grow replacement trees to similar canopy cover equal to or more than that lost to make way for site developments.
- A possible mechanism for applying financial contributions would have the contribution tied to the property title and be an annual surcharge on rates until the replacement tree(s), wherever located, have achieved the target canopy cover.
- One-off contributions take little cognisance of the timeframes involved, or inflationary costs.
- Conversely, if clever design saves mature trees from felling, there could be a rates rebate to a property owner or a financial incentive for a developer.

Scheduled trees should also qualify for rates rebate incentive. Adding new trees to a property could qualify for rates rebate when they attain significant canopy.

## 6 HAGLEY PARK

- In addition to the mandatory requirement for a district plan to give effect to a national policy statement, S74(2)(b)(i) RMA requires a territorial authority, when changing a district plan, to have regard to any management plans prepared under other Acts to the extent that their content has a bearing on resource management issues of the district.
- The Hagley Park Management Plan 2007 was prepared under the Reserves Act 1977 and approved by the Council, as the administering body of Hagley Park. However, the Council did not have regard to this statutory management plan before deciding to notify PC14. This omission cannot stand.

### Hagley Park Management Plan 2007 ('HPMP')

<https://ccc.govt.nz/assets/Documents/The-Council/Plans-Strategies-Policies-Bylaws/Plans/Park-management-plans/Hagley-Park-Management-Plan-August-2007-Optimized.pdf>

Listed below are references in the HPMP that are relevant to consideration of PC14:

From HPMP Pg3

Under the heading '**STRATEGIC OBJECTIVES**', one of the stated objectives is:

- *To investigate the potential provision in the City of Christchurch City Plan of a special conservation zone around Hagley Park to protect the integrity of the visual landscape character of the park.*

From HPMP Pg22

Under the heading '**Part A: Hagley Park Landscape Character Analysis**' and under the subheading '**Expressions**':

(ii) *Open Space*

*... A wide skyscape is an important element of the experience one has in the larger open space areas within the Park. Therefore, it is desirable, on landscape grounds, that this is not further intruded into on the perimeter of the Park by tall buildings on adjacent land.*

## **PART II POLICIES**

From HPMP Pg78

### **2.0 OPEN SPACE COMPONENT**

**OBJECTIVE 2: To protect the open spaces of Hagley Park and the visual amenity of the road users. To promote Hagley Park as a major feature of the open space system of the inner city.**

**POLICY:**

**2.3** *A study shall be carried out in conjunction with neighbourhood studies to identify opportunities and develop proposals to reinforce the linkages that exist between Hagley Park and the city. **Comment:** The Avon River and roading network offers considerable opportunity to extend the features of the Park into the surrounding city.*

**2.4** *Roadway design and construction in the vicinity of Hagley Park shall take the character of the Park into consideration and reinforce the Park boundary. **Comment:** For example, trees are a major feature of Hagley Park that can be incorporated into the surrounding roadways.*

- **CCT recommends that Hagley Park be included in PC14 as a Qualifying Matter.**

**SUBMISSION ON PLAN CHANGE 14 TO THE CHRISTCHURCH DISTRICT PLAN -  
BUSINESS AND HOUSING CHOICE PLAN CHANGE**

*Clause 6 of First Schedule, Resource Management Act 1991 (RMA)*

**To:** Christchurch City Council  
53 Hereford Street  
Christchurch 8013  
(by email: engagement@ccc.govt.nz)

**Name of submitter:** Hato Hone St John

**Scope of submission**

1. This is a submission on Plan Change 14 to the Christchurch District Plan (also known as the Business and Housing Choice Plan Change) (**Plan Change 14**).
2. This submission is made by Hato Hone St John (**HHSJ**) who welcomes the opportunity to provide feedback on Plan Change 14.
  - a. HHSJ is at the frontline of medical response providing ambulance services in the Canterbury Region in addition to being part of the wider health and social care landscape through providing first aid training, event medical services, medical alarms, youth programmes and a wide range of community programmes.
  - b. HHSJ has not previously been involved in Draft Plan Change 14 but has been supporting the other services as part of the Christchurch Justice and Emergency Services Precinct (**CJSEP**).
3. HHSJ could not gain an advantage in trade competition through this submission.
4. The specific provisions of Plan Change 14 that this submission relates to are:
  - a. The provisions in sub-chapter 6.12 - Radiocommunication Pathway Protection Corridors;
  - b. The definition of height; and
  - c. Planning Map 39.

**Nature of submission**

5. The submission is to support the provisions in sub-chapter 6.12 Radiocommunication Pathway Protection Corridors and associated changes to the definition of height and the Planning Maps as notified.
6. Without limiting the generality of the above, HHSJ supports the provisions in **Annexure 1** (with the proposed amendments requested) for the reasons given in **Annexure 1**.



## Reasons for submission

### *Specific reasons*

7. HHSJ has two Communications Centres in New Zealand, with one in Auckland and the second at the CJESP, 40 Lichfield St Christchurch. Our communications centres are responsible for managing the response of ambulance resources to calls for emergency medical assistance, accidents, and incidents where harm may occur, and for providing Health and Safety oversight for our responding staff. The most efficient method to achieve this is via radio based technologies.
8. Radio communication is mission critical and is used to alert crews to incidents and emergencies. It allows the CJESP based Communications Centre to manage and coordinate responding ambulance resources thereby enabling these essential services to respond to situations and emergencies as soon as possible, minimising impact to life.
9. The HHSJ communicators also protect the safety of operational staff by ensuring situational knowledge is transferred in a timely manner via radio in real time and prior to them arriving at an incident or emergency. It also allows these responding staff to call for assistance for their patients, and for themselves should they be in danger. Protection of the pathways will provide benefits in the ensuring our responders are better informed, and able to minimise response times. This leads to promoting reduced recovery time from injury or medical events (and associated recovery costs), and reducing the loss of life.
10. Major events such as the Christchurch and Kaikoura Earthquakes, and Mosque shootings have demonstrated repeatedly that commercial telecommunications networks are susceptible to failure and overloading, and that the dedicated and independent radio networks in use by HHSJ remained fully serviceable and able to meet our needs to communicate during these testing times. These radio networks are part of a business as usual solution and in constant daily use as we go about our business.
11. Preventing degradation to these communications networks is key to continued successful outcomes for health wellness and equity, therefore HHSJ fully support Plan Change 14 in their entirety with the intent being to maintain communication pathways.

### *Policy reasons*

12. Plan Change 14 gives effect to national direction, the Canterbury Regional Policy Statement (**CRPS**) and achieves the purpose in Part 2 of the Resource Management Act 1991 (**RMA**).
13. Part 2 of the RMA, specifically Section 5, sets out the purpose of the Act is to promote sustainable management of natural and physical resources, which includes management of those resources in a way which enables people and communities to provide for social, economic and cultural well-being and for their health and safety.
14. Similarly, Objective 1 of the National Policy Statement for Urban Development (**NPSUD**) seeks well-functioning urban environments that enable all people and communities to provide for their social, economic and cultural well-being, and for their health and safety, now and into the future.
15. The CRPS sets out several provisions which are relevant to Plan Change 14. Objective 5.2.1 of the CRPS seeks that development is located and designed in a way enables people and communities to provide for their well being and health and

safety, and which is compatible with, and will result in the continued safe, efficient, and effective use of regionally significant infrastructure (which includes radiocommunication networks for the CJESP).

16. Similarly, Objective 6.2.1 seeks that the recovery, rebuilding and development is enabled within Greater Christchurch through a land use and infrastructure framework that *“achieve development that does not adversely affect the efficient operation, use, development, appropriate upgrade, and future planning of strategic infrastructure...”*. Policy 6.3.5 sets out that the recovery of Greater Christchurch is to be assisted by the integration of land use development with infrastructure by *“manging the effects of land use activities on infrastructure, including avoiding activities that have the potential to limit the efficient and effective provision, operation, maintenance or upgrade of strategic infrastructure...”*.
17. Plan Change 14 achieves the purpose of the Act and gives effect to the NPSUD and CRPS by ensuring radiocommunication pathways will be protected to enable emergency services to provide for the health and safety of communities.

#### *Section 32 report*

18. The Section 32 Report prepared for Plan Change 14 lists the radio communication pathways from the CJESP as a qualifying matter under sections 77I(e) and 77O(e) of the RMA (in each case as *“a matter required for the purpose of ensuring the safe or efficient operation of nationally significant infrastructure”*).<sup>1</sup>
19. HHSJ submit that the radiocommunication pathways from the CJESP also qualify as a qualifying matter under sections 77I(j) and 77O(j) of the RMA (in each case *“any other matter that makes higher density, as provided for by the MDRS or policy 3, inappropriate in an area, if section 77L (or 77R) are satisfied”*).
20. In this case, the radiocommunication pathways satisfy the three matters required under section 77L (and section 77R), and these matters are addressed in the Section 32 Report prepared by the Council (albeit not with specific reference to section 77L and 77R), specifically:

*Specific characteristic that makes the level of urban development required within policy 3 inappropriate*

- a. The specific characteristic that warrants preventing the level of urban development directed by the NPSUD is the nature of the radio communication pathways themselves, namely that the pathways must not be blocked in order to ensure the effective functioning of emergency and day to day essential service radiocommunication from the CJESP to provide for the health and safety of the Canterbury community.<sup>2</sup>
- b. The area identified as being within the radiocommunication pathway protection corridors, is where a building has the potential to protrude into the

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<sup>1</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation, paragraph 2.1.6, 6.21.2.

<sup>2</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), paragraph 6.21.4, page 136.

1st Fresnel Zone for the radio path causing diffraction and hence attenuation of the radio signal.<sup>3</sup>

*Why that characteristic makes that level of urban development inappropriate in light of the national significance of urban development and the objectives of the NPS-UD*

- c. The radiocommunication pathways provide daily coverage for emergency services operating from the CJESP (including Police, FENZ and St John operational vehicles, communication services and Civil Defence services). They are therefore essential in an emergency as well as for day-to-day operations for those entities (and they also provide communications for additional areas outside of Christchurch). Disruption of the pathways – for example through obstruction by a building – can therefore have serious implications for health, safety, life and property.<sup>4</sup>
- d. Accordingly, the proposal accords with the NPSUD objectives, in particular Objective 1 (aimed at the health, safety and wellbeing of all people and communities), Objective 4 (aimed at responding to the changing needs of people, communities and future generations) and Objective 6 (aimed at ensuring integration with infrastructure planning, medium-term and long-term strategising, and responsiveness).<sup>5</sup>

*Site-specific analysis that: (a) identifies the site to which the matter relates, (b) evaluates the specific characteristic on a site-specific basis to determine the geographic area where intensification needs to be compatible with the specific matter, and (c) evaluates an appropriate range of options to achieve the greatest heights and densities provided for by policy 3 while managing the specific characteristics*

- e. The total area of land which relates to this qualifying matter, the radiocommunication pathway protection corridors, is 1.2ha. There are 31 developable land parcels within the corridors and impacts on these parcels relate to potential for development heights and proportion of the parcel impacted by the pathway. Building heights within the microwave pathways are proposed to be limited to between 30m - 62m.<sup>6</sup> Table 6.21.8 in the Section 32 Report identifies each specific site to which the radiocommunication pathway protection corridors affect.<sup>7</sup>
- f. Table 6.21.8 also evaluates the potential impact of radiocommunication pathway protection corridors in light of the permitted building heights (32m)

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<sup>3</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), paragraph 6.21.4, page 136.

<sup>4</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), paragraph 6.21.5, page 137.

<sup>5</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), paragraph 6.21.5, page 137.

<sup>6</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), paragraph 6.21.4, page 136.

<sup>7</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), Table 6.21.8, page 138 – 140.

proposed under Plan Change 14 which is to give effect to the NPSUD.<sup>8</sup> This determines the geographic area where intensification needs to be compatible with the specific matter. Eleven sites have their permitted activity development rights impacted by radiocommunication pathway protection corridors. The other sites are located within the proposed radio communication pathways and, while these sites would not be impacted in terms of the permitted building heights, if these landowners were to seek resource consent to exceed the permitted 32m height limit, the proposed buildings may also intrude into the radiocommunication pathways.

- g. Table 28 within the Section 32 Report evaluates an appropriate range of options to achieve the greatest heights and densities provided for by policy 3 in the NPSUD while managing the specific characteristics of the radiocommunication pathways. Option 2 (the proposed change included in Plan Change 14, namely the provisions in sub-chapter 6.12 - Radiocommunication Pathway Protection Corridors) 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.<sup>9</sup>
21. Given that all of the requirements of sections 77L (and 77R) are in fact addressed within the Section 32 Report, HHSJ consider that the qualifying matter under sections 77I(j) and 77O(j) is also met in addition to those in section 77I(e) and 77O(e), despite sections 77I and 77O not being referred to in section 6.21 of the Section 32 Report.

#### *General reasons*

22. The submission in respect of the provisions in **Annexure 1** is that the provisions as presently worded:
- a. Will promote the sustainable management of resources;
  - b. Will meet the reasonably foreseeable needs of future generations;
  - c. Will enable people to provide for their social, economic and cultural wellbeing and for their health and safety;
  - d. Is, having regard to efficiency and effectiveness, the most appropriate way of achieving the objectives under section 32 of the RMA;
  - e. Does represent an efficient use (and development) of natural and physical resources; and
  - f. Will achieve the purpose and principles of the RMA.

#### **Relief sought**

23. HHSJ seeks the following decision from the Christchurch City Council that:
- a. The provisions in sub-chapter 6.12 Radiocommunication Pathways, the definition of height and the planning maps are retained as notified or

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<sup>8</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), Table 6.21.8, page 138 – 140.

<sup>9</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), Table 28, page 141 – 145.

requested amendments accepted, where relevant and as set out in **Annexure 1**.

- b. such further, consequential, or alternative relief as may be necessary to fully give effect to the relief sought in this submission.
24. HHSJ wishes to be heard in support of its submission.
25. Other submitters are making a similar submission to HHSJ (i.e, Ministry of Justice, New Zealand Police, Fire and Emergency New Zealand, Ara Poutama Department of Corrections and Canterbury Civil Defence and Emergency Management Group). It is intended that these aligned submitters will present a joint case at any hearing.

Signed for and on behalf of the HHSJ by:



.....  
Fiona Small

Planner for the HHSJ

Date: 1 May 2023

**Address for service:**

Fiona Small  
Incite  
0274 90 50 48  
[fiona@incite.co.nz](mailto:fiona@incite.co.nz)

## ANNEXURE 1

Specific provision of the proposed Plan	The submission is that:		Relief sought
	Oppose or support	Reasons	
Chapter 2 Abbreviations and Definitions – Definition of Height	Support	HHSJ support that the exceptions in a. to d. and f. do not apply when assessing the height of buildings as these exceptions could obstruct the radiocommunication pathways.	Retain as notified
6.12.1 Introduction	Support with amendment	HHSJ support the introductory statements as they clearly describe the importance of protecting the radiocommunication pathways and the reasons why protection through building height restrictions are necessary.  The introduction refers to Appendices 6.12.17.1 – 6.12.17.3 however these are not included in the sub-chapter.	Delete references to Appendices, otherwise retain as notified.
6.12.2.1 Objective – Protection of radiocommunication pathway corridors	Support	HHSJ support the objective as it is clear and give effect to the Strategic Directions Objectives, in particular Objective 3.3.12.	Retain as notified.
6.12.2.1.1 Policy – Avoidance of physical obstructions – Cashmere/Victoria Park, Sugarloaf and Mt Pleasant	Support with amendment	HHSJ support the policy as it provides the necessary strong and clear direction to avoid obstructions of the radiocommunication pathways.  The advice note refers to Appendices 6.12.17.1 – 6.12.17.3 however these are not included in the sub-chapter.	Delete references to Appendices, otherwise retain as notified.
6.12.4.1.1 Permitted Activity	Support with amendment	HHSJ support the permitted activity rule as it enables development and activities that do not obstruct the radiocommunication	Delete references to Appendices, otherwise retain as notified.

		<p>pathways.</p> <p>The rule refers to Appendices 6.12.17.1 – 6.12.17.3 however these are not included in the sub-chapter.</p>	
6.12.4.1.5 Non-complying Activity	Support with amendment	<p>HHSJ particularly support this rule as the non-complying status combined with the policy provide a clear signal that obstructing the radiocommunication pathways is to be avoided. Also because if the pathways were blocked, this would affect the ability of police/fire/ambulance to respond to daily and large-scale incidents and emergencies.</p> <p>The rule refers to Appendices 6.12.17.1 – 6.12.17.3 however these are not included in the sub-chapter.</p>	Delete references to Appendices, otherwise retain as notified.
6.12.4.2 Radiocommunication pathway protection corridors	Support with amendment	<p>HHSJ support Tables 1 to 3 as they clearly define the radiocommunication pathways to be protected.</p> <p>References are included to Appendices 6.12.17.1 – 6.12.17.3 however these are not included in the sub-chapter.</p>	Delete references to Appendices, otherwise retain as notified.
Planning Map 39 – Qualifying Matter	Support	HHSJ support the proposed Planning Map 39 identifying the radiocommunication pathways as this is critical to implementing the proposed rule framework.	Retain as notified.

# Our proposed Housing and Business Choice Plan Change (PC14)

## Submitter Details

**First name:** Fiona **Last name:** Small

**Preferred method of contact** Email

**Postal address:** PO Box 25289

**Suburb:**

**City:** Christchurch

**Country:** New Zealand

**Postcode:** 8140

**Email:** fiona@incite.co.nz

**Daytime Phone:** 0274905048

**Age:**

**Gender:**

**Ethnicity:**

I could not  
Gain an advantage in trade competition through this submission

I am not  
directly affected by an effect of the subject matter of the submission that :  
a. adversely affects the environment, and  
b. does not relate to the trade competition or the effects of trade competitions.

Note to person making submission:

If you are a person who could gain an advantage in trade competition through the submission, your right to make a submission may be limited by clause 6(4) of Part 1 of Schedule 1 of the Resource Management Act 1991

### Would you like to present your submission in person at a hearing?

- Yes
- I do NOT wish to speak in support of my submission and ask that the following submission be fully considered.

Additional requirements for hearing:

## Attached Documents

File
Plan Change 14 to Christchurch Plan Submission - St John



# Our proposed Housing and Business Choice Plan Change (PC14)

## Submitter Details

**First name:** Fiona **Last name:** Small  
**Organisation:** Ministry of Justice

**Preferred method of contact:** Email

**Postal address:** PO Box 25289

**Suburb:**

**City:**

**Country:** New Zealand

**Postcode:** 8140

**Email:** fiona@incite.co.nz

**Daytime Phone:** 0274 90 50 48

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 Gain an advantage in trade competition through this submission

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 directly affected by an effect of the subject matter of the submission that :  
 a. adversely affects the environment, and  
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### Would you like to present your submission in person at a hearing?

- Yes
- I do NOT wish to speak in support of my submission and ask that the following submission be fully considered.

Additional requirements for hearing:

## Attached Documents

File
Small Fiona - Plan Change 14 to Christchurch Plan Submission - MOJ
Small Fiona - Our proposed Housing and Business Choice Plan Change MOJ

# Our proposed Housing and Business Choice Plan Change (PC14)

## Submitter Details

**First name:** Fiona **Last name:** Small

**Preferred method of contact** Email

**Postal address:** PO Box 25289

**Suburb:**

**City:** Christchurch

**Country:** New Zealand

**Postcode:** 8140

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### Would you like to present your submission in person at a hearing?

- Yes
- I do NOT wish to speak in support of my submission and ask that the following submission be fully considered.

Additional requirements for hearing:

## Attached Documents

File
Plan Change 14 to Christchurch Plan Submission - MOJ

**SUBMISSION ON PLAN CHANGE 14 TO THE CHRISTCHURCH DISTRICT PLAN -  
BUSINESS AND HOUSING CHOICE PLAN CHANGE**

*Clause 6 of First Schedule, Resource Management Act 1991 (RMA)*

**To:** Christchurch City Council  
53 Hereford Street  
Christchurch 8013  
(by email: engagement@ccc.govt.nz)

**Name of submitter:** Ministry of Justice, Te Tāhū o te Ture

**Scope of submission**

1. This is a submission on Plan Change 14 to the Christchurch District Plan (also known as the Business and Housing Choice Plan Change) (**Plan Change 14**).
2. This submission is made by the Ministry of Justice, Te Tāhū o te Ture (**MoJ**) who welcomes the opportunity to provide feedback on Plan Change 14.
  - a. MoJ delivers people-centred justice services to provide access to justice for all New Zealanders. MoJ strive to achieve 3 outcomes:
    - i. Safer communities;
    - ii. Increased trust in the justice system; and
    - iii. Maintain the integrity of our constitutional arrangements.
  - b. MoJ is the only agency in New Zealand's public sector that works across all three arms of government. MoJ has more than 3000 people who work in 120 locations around the country delivering justice services. Those services include:
    - i. Working with the judiciary to deliver court services;
    - ii. Supporting tribunals, authorities and committees that help New Zealanders resolve disputes;
    - iii. Negotiating historical Treaty of Waitangi claims;
    - iv. Providing legal help to people charged with criminal offences through the Public Defence Services.
    - v. Collecting court ordered fines; and
    - vi. Providing criminal conviction history checks.
  - c. MoJ has not previously provided formal feedback in Draft Plan Change 14 but has taken a lead role in supporting the other services as part of the Christchurch Justice and Emergency Services Precinct (**CJSEP**).
3. MoJ could not gain an advantage in trade competition through this submission.

4. The specific provisions of Plan Change 14 that this submission relates to are:
  - a. The provisions in sub-chapter 6.12 - Radiocommunication Pathway Protection Corridors;
  - b. The definition of height; and
  - c. Planning Map 39.

#### **Nature of submission**

5. The submission is to support the provisions in sub-chapter 6.12 Radiocommunication Pathway Protection Corridors and associated changes to the definition of height and the Planning Maps as notified.
6. Without limiting the generality of the above, MoJ supports the provisions in **Annexure 1** (with the proposed amendments requested) for the reasons given in **Annexure 1**.

#### **Reasons for submission**

##### *Specific reasons*

7. MoJ have operational staff onsite at the CESJP, working in the court environment. It is not unusual for visitor numbers to be in excess of a 1000 people on any given day, with 19 operational courts, 13 hearing rooms and many other services conducted on site, on a daily basis by staff. Critical to daily operations is working closely with NZ Police and the Department of Corrections, especially with the movement and transportation of participants around the CESJP and to and from external holding facilities. Essential to this work is being able to maintain radio communications with transportation vehicles from the central point of the Precinct. We fully support the plan change in its entirety, particularly the rule that requires resource consent to be sought for buildings, structures (including cranes during construction activities), utilities or trees that may potentially block radio communication pathways (Rule 6.12.4.1.5 NCI) to the Precinct emergency services agencies NZ Police, FENZ and Hato Hone St John.
8. We also work closely with these agencies reacting to emergency events and rely of their ability to be able to operate under all conditions, with external communications being a fundamental factor in our joint response. With the Emergency Operations Centre located in the Precinct, maintaining radio links to this vital operations centre is key to enabling a real-time multi-agency response. Therefore, we support the non-complying activity status of this rule (Rule 6.12.4.1.5 NCI) because if the pathways were blocked, this would affect the ability of Police, FENZ and Hato Hone St John to respond to both daily and large-scale incidents and emergencies. Radio communications are a vital factor in enabling CJESP's Emergency Operations Centre to manage and coordinate a joint response to emergencies, enabling essential services to respond in real time which protect life, property and the environment by reducing the impact of hazards and risks.
9. The MoJ therefore supports Plan Change 14 in its entirety . This will ensure that the radio communication pathways will continue to operate and will enable essential services to respond to daily and large-scale incidents and emergencies.
10. *Policy reasons*

11. Plan Change 14 gives effect to national direction, the Canterbury Regional Policy Statement (**CRPS**) and achieves the purpose in Part 2 of the Resource Management Act 1991 (**RMA**).
12. Part 2 of the RMA, specifically Section 5, sets out the purpose of the Act is to promote sustainable management of natural and physical resources, which includes management of those resources in a way which enables people and communities to provide for social, economic and cultural well-being and for their health and safety.
13. Similarly, Objective 1 of the National Policy Statement for Urban Development (**NPSUD**) seeks well-functioning urban environments that enable all people and communities to provide for their social, economic and cultural well-being, and for their health and safety, now and into the future.
14. The CRPS sets out several provisions which are relevant to Plan Change 14. Objective 5.2.1 of the CRPS seeks that development is located and designed in a way enables people and communities to provide for their well being and health and safety, and which is compatible with, and will result in the continued safe, efficient, and effective use of regionally significant infrastructure (which includes radiocommunication networks for the CJESP).
15. Similarly, Objective 6.2.1 seeks that the recovery, rebuilding and development is enabled within Greater Christchurch through a land use and infrastructure framework that *“achieve development that does not adversely affect the efficient operation, use, development, appropriate upgrade, and future planning of strategic infrastructure...”*. Policy 6.3.5 sets out that the recovery of Greater Christchurch is to be assisted by the integration of land use development with infrastructure by *“manging the effects of land use activities on infrastructure, including avoiding activities that have the potential to limit the efficient and effective provision, operation, maintenance or upgrade of strategic infrastructure...”*.
16. Plan Change 14 achieves the purpose of the Act and gives effect to the NPSUD and CRPS by ensuring radiocommunication pathways will be protected to enable emergency services to provide for the health and safety of communities.

#### *Section 32 report*

17. The Section 32 Report prepared for Plan Change 14 lists the radio communication pathways from the CJESP as a qualifying matter under sections 77I(e) and 77O(e) of the RMA (in each case as *“a matter required for the purpose of ensuring the safe or efficient operation of nationally significant infrastructure”*).<sup>1</sup>
18. MoJ submit that the radio communication pathways from the CJESP also qualify as a qualifying matter under sections 77I(j) and 77O(j) of the RMA (in each case *“any other matter that makes higher density, as provided for by the MDRS or policy 3, inappropriate in an area, if section 77L (or 77R) are satisfied”*).
19. In this case, the radio communication pathways satisfy the three matters required under section 77L (and section 77R), and these matters are addressed in the Section 32 Report prepared by the Council (albeit not with specific reference to section 77L and 77R), specifically:

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<sup>1</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation, paragraph 2.1.6, 6.21.2.

*Specific characteristic that makes the level of urban development required within policy 3 inappropriate*

- a. The specific characteristic that warrants preventing the level of urban development directed by the NPSUD is the nature of the radio communication pathways themselves, namely that the pathways must not be blocked in order to ensure the effective functioning of emergency and day to day essential service radiocommunication from the CJESP to provide for the health and safety of the Canterbury community.<sup>2</sup>
- b. The area identified as being within the radiocommunication pathway protection corridors, is where a building has the potential to protrude into the 1st Fresnel Zone for the radio path causing diffraction and hence attenuation of the radio signal.<sup>3</sup>

*Why that characteristic makes that level of urban development inappropriate in light of the national significance of urban development and the objectives of the NPS-UD*

- c. The radiocommunication pathways provide daily coverage for emergency services operating from the CJESP (including Police, FENZ and St John operational vehicles, communication services and Civil Defence services). They are therefore essential in an emergency as well as for day-to-day operations for those entities (and they also provide communications for additional areas outside of Christchurch). Disruption of the pathways – for example through obstruction by a building – can therefore have serious implications for health, safety, life and property.<sup>4</sup>
- d. Accordingly, the proposal accords with the NPSUD objectives, in particular Objective 1 (aimed at the health, safety and wellbeing of all people and communities), Objective 4 (aimed at responding to the changing needs of people, communities and future generations) and Objective 6 (aimed at ensuring integration with infrastructure planning, medium-term and long-term strategising, and responsiveness).<sup>5</sup>

*Site-specific analysis that: (a) identifies the site to which the matter relates, (b) evaluates the specific characteristic on a site-specific basis to determine the geographic area where intensification needs to be compatible with the specific matter, and (c) evaluates an appropriate range of options to achieve the greatest heights and densities provided for by policy 3 while managing the specific characteristics*

- e. The total area of land which relates to this qualifying matter, the radiocommunication pathway protection corridors, is 1.2ha. There are 31 developable land parcels within the corridors and impacts on these parcels relate to potential for development heights and proportion of the parcel

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<sup>2</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), paragraph 6.21.4, page 136.

<sup>3</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), paragraph 6.21.4, page 136.

<sup>4</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), paragraph 6.21.5, page 137.

<sup>5</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), paragraph 6.21.5, page 137.

impacted by the pathway. Building heights within the microwave pathways are proposed to be limited to between 30m - 62m.<sup>6</sup> Table 6.21.8 in the Section 32 Report identifies each specific site to which the radiocommunication pathway protection corridors affect.<sup>7</sup>

- f. Table 6.21.8 also evaluates the potential impact of radiocommunication pathway protection corridors in light of the permitted building heights (32m) proposed under Plan Change 14 which is to give effect to the NPSUD.<sup>8</sup> This determines the geographic area where intensification needs to be compatible with the specific matter. Eleven sites have their permitted activity development rights impacted by radiocommunication pathway protection corridors. The other sites are located within the proposed radio communication pathways and, while these sites would not be impacted in terms of the permitted building heights, if these landowners were to seek resource consent to exceed the permitted 32m height limit, the proposed buildings may also intrude into the radiocommunication pathways.
  - g. Table 28 within the Section 32 Report evaluates an appropriate range of options to achieve the greatest heights and densities provided for by policy 3 in the NPSUD while managing the specific characteristics of the radiocommunication pathways. Option 2 (the proposed change included in Plan Change 14, namely the provisions in sub-chapter 6.12 - Radiocommunication Pathway Protection Corridors) 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.<sup>9</sup>
20. Given that all of the requirements of sections 77L (and 77R) are in fact addressed within the Section 32 Report, MoJ consider that the qualifying matter under sections 77I(j) and 77O(j) is also met in addition to those in section 77I(e) and 77O(e), despite sections 77I and 77O not being referred to in section 6.21 of the Section 32 Report.

#### *General reasons*

21. The submission in respect of the provisions in **Annexure 1** is that the provisions as presently worded:
  - a. Will promote the sustainable management of resources;
  - b. Will meet the reasonably foreseeable needs of future generations;
  - c. Will enable people to provide for their social, economic and cultural wellbeing and for their health and safety;

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<sup>6</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), paragraph 6.21.4, page 136.

<sup>7</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), Table 6.21.8, page 138 – 140.

<sup>8</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), Table 6.21.8, page 138 – 140.

<sup>9</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), Table 28, page 141 – 145.

- d. Is, having regard to efficiency and effectiveness, the most appropriate way of achieving the objectives under section 32 of the RMA;
- e. Does represent an efficient use (and development) of natural and physical resources; and
- f. Will achieve the purpose and principles of the RMA.

### Relief sought

22. MoJ seeks the following decision from the Christchurch City Council that:
- a. The provisions in sub-chapter 6.12 Radiocommunication Pathways, the definition of height and the planning maps are retained as notified or requested amendments accepted, where relevant and as set out in **Annexure 1**.
  - b. such further, consequential, or alternative relief as may be necessary to fully give effect to the relief sought in this submission.
23. MoJ wishes to be heard in support of its submission.
24. Other submitters are making a similar submission to MoJ (i.e, Hato Hone St John, New Zealand Police, Fire and Emergency New Zealand, Ara Poutama Department of Corrections and Canterbury Civil Defence and Emergency Management Group). It is intended that these aligned submitters will present a joint case at any hearing.

Signed for and on behalf of the MoJ by:



.....

Fiona Small

Planner for the MoJ

Date: 1 May 2023

### Address for service:

Fiona Small  
 Incite  
 0274 90 50 48  
[fiona@incite.co.nz](mailto:fiona@incite.co.nz)



## ANNEXURE 1

Specific provision of the proposed Plan	The submission is that:		Relief sought
	Oppose or support	Reasons	
Chapter 2 Abbreviations and Definitions – Definition of Height	Support	MoJ support that the exceptions in a. to d. and f. do not apply when assessing the height of buildings as these exceptions could obstruct the radiocommunication pathways.	Retain as notified
6.12.1 Introduction	Support with amendment	MoJ support the introductory statements as they clearly describe the importance of protecting the radiocommunication pathways and the reasons why protection through building height restrictions are necessary.  The introduction refers to Appendices 6.12.17.1 – 6.12.17.3 however these are not included in the sub-chapter.	Delete references to Appendices, otherwise retain as notified.
6.12.2.1 Objective – Protection of radiocommunication pathway corridors	Support	MoJ support the objective as it is clear and give effect to the Strategic Directions Objectives, in particular Objective 3.3.12.	Retain as notified.
6.12.2.1.1 Policy – Avoidance of physical obstructions – Cashmere/Victoria Park, Sugarloaf and Mt Pleasant	Support with amendment	MoJ support the policy as it provides the necessary strong and clear direction to avoid obstructions of the radiocommunication pathways.  The advice note refers to Appendices 6.12.17.1 – 6.12.17.3 however these are not included in the sub-chapter.	Delete references to Appendices, otherwise retain as notified.
6.12.4.1.1 Permitted Activity	Support with amendment	MoJ support the permitted activity rule as it enables development and activities that do not obstruct the radiocommunication	Delete references to Appendices, otherwise retain as notified.

		<p>pathways.</p> <p>The rule refers to Appendices 6.12.17.1 – 6.12.17.3 however these are not included in the sub-chapter.</p>	
6.12.4.1.5 Non-complying Activity	Support with amendment	<p>MoJ particularly support this rule as the non-complying status combined with the policy provide a clear signal that obstructing the radiocommunication pathways is to be avoided.</p> <p>The rule refers to Appendices 6.12.17.1 – 6.12.17.3 however these are not included in the sub-chapter.</p>	Delete references to Appendices, otherwise retain as notified.
6.12.4.2 Radiocommunication pathway protection corridors	Support with amendment	<p>MoJ support Tables 1 to 3 as they clearly define the radiocommunication pathways to be protected.</p> <p>References are included to Appendices 6.12.17.1 – 6.12.17.3 however these are not included in the sub-chapter.</p>	Delete references to Appendices, otherwise retain as notified.
Planning Map 39 – Qualifying Matter	Support	MoJ support the proposed Planning Map 39 identifying the radiocommunication pathways as this is critical to implementing the proposed rule framework.	Retain as notified.

# Our proposed Housing and Business Choice Plan Change (PC14)

## Submitter Details

**First name:** Fiona **Last name:** Small  
**Organisation:** Department of Corrections

### Preferred method of contact

**Postal address:** PO Box 25289

**Suburb:**

**City:**

**Country:** New Zealand

**Postcode:** 8140

**Daytime Phone:** 0274905048

I could not  
 Gain an advantage in trade competition through this submission

I am not  
 directly affected by an effect of the subject matter of the submission that :  
 a. adversely affects the environment, and  
 b. does not relate to the trade competition or the effects of trade competitions.

Note to person making submission:

If you are a person who could gain an advantage in trade competition through the submission, your right to make a submission may be limited by clause 6(4) of Part 1 of Schedule 1 of the Resource Management Act 1991

### Would you like to present your submission in person at a hearing?

- Yes
- I do NOT wish to speak in support of my submission and ask that the following submission be fully considered.

Additional requirements for hearing:

## Attached Documents

File
Small Fiona - Plan Change 14 to Christchurch Plan Submission - Corrections
Small Fiona - Our proposed Housing and Business Choice Plan Change Corrections

# Our proposed Housing and Business Choice Plan Change (PC14)

## Submitter Details

**First name:** Fiona **Last name:** Small

**Preferred method of contact** Email

**Postal address:** PO Box 25289

**Suburb:**

**City:** Christchurch

**Country:** New Zealand

**Postcode:** 8140

**Email:** fiona@incite.co.nz

**Daytime Phone:** 0274905048

**Age:**

**Gender:**

**Ethnicity:**

I could not  
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I am not  
directly affected by an effect of the subject matter of the submission that :  
a. adversely affects the environment, and  
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If you are a person who could gain an advantage in trade competition through the submission, your right to make a submission may be limited by clause 6(4) of Part 1 of Schedule 1 of the Resource Management Act 1991

### Would you like to present your submission in person at a hearing?

- Yes
- I do NOT wish to speak in support of my submission and ask that the following submission be fully considered.

Additional requirements for hearing:

## Attached Documents

File

Plan Change 14 to Christchurch Plan Submission - Corrections

**SUBMISSION ON PLAN CHANGE 14 TO THE CHRISTCHURCH DISTRICT PLAN -  
BUSINESS AND HOUSING CHOICE PLAN CHANGE**

*Clause 6 of First Schedule, Resource Management Act 1991 (RMA)*

**To:** Christchurch City Council  
53 Hereford Street  
Christchurch 8013  
(by email: engagement@ccc.govt.nz)

**Name of submitter:** Ara Poutama Aotearoa, Department of Corrections

**Scope of submission**

1. This is a submission on Plan Change 14 to the Christchurch District Plan (also known as the Business and Housing Choice Plan Change) (**Plan Change 14**).
2. This submission is made by Ara Poutama Aotearoa, Department of Corrections (**Ara Poutama**) who welcomes the opportunity to provide feedback on Plan Change 14.
  - a. Ara Poutama is responsible under the Corrections Act 2004 for enforcing sentences and orders of the criminal court and the New Zealand parole board. In meeting this responsibility, Ara Poutama establishes and operates custodial and non-custodial corrections facilities, monitors people in the care of the Ara Poutama serving their sentences in the community, and provides supported and transitional accommodation to assist people to reintegrate back into the community.
  - b. Ara Poutama has not previously been involved in Draft Plan Change 14 but has been supporting the other services as part of the Christchurch Justice and Emergency Services Precinct (**CJSEP**).
3. Ara Poutama could not gain an advantage in trade competition through this submission.
4. The specific provisions of Plan Change 14 that this submission relates to are:
  - a. The provisions in sub-chapter 6.12 - Radiocommunication Pathway Protection Corridors;
  - b. The definition of height; and
  - c. Planning Map 39.

**Nature of submission**

5. The submission is to support the provisions in sub-chapter 6.12 Radiocommunication Pathway Protection Corridors and associated changes to the definition of height and the Planning Maps as notified.

6. Without limiting the generality of the above, Ara Poutama supports the provisions in **Annexure 1** (with the proposed amendments requested) for the reasons given in **Annexure 1**.

### Reasons for submission

#### *Specific reasons*

7. Ara Poutama has operational staff onsite at the Christchurch Justice and Emergency Services Precinct (**CJESP**) working in the custodial and court environments. Critical to operations is working closely with Police, especially with the movement and transportation of those in the care of Ara Poutama. Ara Poutama fully support Plan Change 14, in its entirety, as it affords protection to the radio communication pathways used for critical emergency services communications. Ara Poutama work closely with emergency services, reacting to emergency events and rely on their ability to operate under all conditions and communication is a fundamental factor in any response.
8. Radio communications allows the CJESP's Emergency Operations Centre to manage and co-ordinate a joint response, enabling essential services to respond to situations and emergencies as soon as possible which protects life, property, and the environment by reducing the impact of emergencies across all hazards and risks. Impacted communications would affect the ability of Ara Poutama to have those in their care in the right courts and holding cells as the communication network is used to communicate instructions to teams. Without this communication network, prisoners could be placed at risk from one another, should they encounter each other in the corridors and in the worst case scenario it could place members of the court, public, defendants and Ara Poutama staff at risk should there be an incident and staff are unable to call for support.
9. Preventing degradation to these communications networks is key to wellbeing of Ara Poutama staff and those in their care, therefore Ara Poutama fully support Plan Change 14 in its entirety with the intent being to maintain communication pathways.

#### *Policy reasons*

10. Plan Change 14 gives effect to national direction, the Canterbury Regional Policy Statement (**CRPS**) and achieves the purpose in Part 2 of the Resource Management Act 1991 (**RMA**).
11. Part 2 of the RMA, specifically Section 5, sets out the purpose of the Act is to promote sustainable management of natural and physical resources, which includes management of those resources in a way which enables people and communities to provide for social, economic and cultural well-being and for their health and safety.
12. Similarly, Objective 1 of the National Policy Statement for Urban Development (**NPSUD**) seeks 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.
13. The CRPS sets out several provisions which are relevant to Plan Change 14. Objective 5.2.1 of the CRPS seeks that development is located and designed in a way enables people and communities to provide for their wellbeing and health and safety, and which is compatible with, and will result in the continued safe, efficient, and effective use of regionally significant infrastructure (which includes radiocommunication networks for the CJESP).

14. Similarly, Objective 6.2.1 seeks that the recovery, rebuilding and development is enabled within Greater Christchurch through a land use and infrastructure framework that *“achieve development that does not adversely affect the efficient operation, use, development, appropriate upgrade, and future planning of strategic infrastructure...”*. Policy 6.3.5 sets out that the recovery of Greater Christchurch is to be assisted by the integration of land use development with infrastructure by *“managing the effects of land use activities on infrastructure, including avoiding activities that have the potential to limit the efficient and effective provision, operation, maintenance or upgrade of strategic infrastructure...”*.
15. Plan Change 14 achieves the purpose of the Act and gives effect to the NPSUD and CRPS by ensuring radiocommunication pathways will be protected to enable emergency services to provide for the health and safety of communities.

*Section 32 report*

16. The Section 32 Report prepared for Plan Change 14 lists the radio communication pathways from the CJESP as a qualifying matter under sections 77I(e) and 77O(e) of the RMA (in each case as *“a matter required for the purpose of ensuring the safe or efficient operation of nationally significant infrastructure”*).<sup>1</sup>
17. Ara Poutama submit that the radiocommunication pathways from the CJESP also qualify as a qualifying matter under sections 77I(j) and 77O(j) of the RMA (in each case *“any other matter that makes higher density, as provided for by the MDRS or policy 3, inappropriate in an area, if section 77L (or 77R) are satisfied”*).
18. In this case, the radio communication pathways satisfy the three matters required under section 77L (and section 77R), and these matters are addressed in the Section 32 Report prepared by the Council (albeit not with specific reference to section 77L and 77R), specifically:

*Specific characteristic that makes the level of urban development required within policy 3 inappropriate*

- a. The specific characteristic that warrants preventing the level of urban development directed by the NPSUD is the nature of the radio communication pathways themselves, namely that the pathways must not be blocked in order to ensure the effective functioning of emergency and day to day essential service radiocommunication from the CJESP to provide for the health and safety of the Canterbury community.<sup>2</sup>
- b. The area identified as being within the radiocommunication pathway protection corridors, is where a building has the potential to protrude into the 1st Fresnel Zone for the radio path causing diffraction and hence attenuation of the radio signal.<sup>3</sup>

*Why that characteristic makes that level of urban development inappropriate in light of the national significance of urban development and the objectives of the NPS-UD*

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<sup>1</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation, paragraph 2.1.6, 6.21.2).

<sup>2</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), paragraph 6.21.4, page 136.

<sup>3</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), paragraph 6.21.4, page 136.

- c. The radiocommunication pathways provide daily coverage for emergency services operating from the CJESP (including Police, FENZ and St John operational vehicles, communication services and Civil Defence services). They are therefore essential in an emergency as well as for day-to-day operations for those entities (and they also provide communications for additional areas outside of Christchurch). Disruption of the pathways – for example through obstruction by a building – can therefore have serious implications for health, safety, life and property.<sup>4</sup>
- d. Accordingly, the proposal accords with the NPSUD objectives, in particular Objective 1 (aimed at the health, safety and wellbeing of all people and communities), Objective 4 (aimed at responding to the changing needs of people, communities and future generations) and Objective 6 (aimed at ensuring integration with infrastructure planning, medium-term and long-term strategising, and responsiveness).<sup>5</sup>

*Site-specific analysis that: (a) identifies the site to which the matter relates, (b) evaluates the specific characteristic on a site-specific basis to determine the geographic area where intensification needs to be compatible with the specific matter, and (c) evaluates an appropriate range of options to achieve the greatest heights and densities provided for by policy 3 while managing the specific characteristics*

- e. The total area of land which relates to this qualifying matter, the radiocommunication pathway protection corridors, is 1.2ha. There are 31 developable land parcels within the corridors and impacts on these parcels relate to potential for development heights and proportion of the parcel impacted by the pathway. Building heights within the microwave pathways are proposed to be limited to between 30m - 62m.<sup>6</sup> Table 6.21.8 in the Section 32 Report identifies each specific site to which the radiocommunication pathway protection corridors affect.<sup>7</sup>
- f. Table 6.21.8 also evaluates the potential impact of radiocommunication pathway protection corridors in light of the permitted building heights (32m) proposed under Plan Change 14 which is to give effect to the NPSUD.<sup>8</sup> This determines the geographic area where intensification needs to be compatible with the specific matter. Eleven sites have their permitted activity development rights impacted by radiocommunication pathway protection corridors. The other sites are located within the proposed radio communication pathways and, while these sites would not be impacted in terms of the permitted building heights, if these landowners were to seek

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<sup>4</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), paragraph 6.21.5, page 137.

<sup>5</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), paragraph 6.21.5, page 137.

<sup>6</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), paragraph 6.21.4, page 136.

<sup>7</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), Table 6.21.8, page 138 – 140.

<sup>8</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), Table 6.21.8, page 138 – 140.



resource consent to exceed the permitted 32m height limit, the proposed buildings may also intrude into the radiocommunication pathways.

- g. Table 28 within the Section 32 Report evaluates an appropriate range of options to achieve the greatest heights and densities provided for by policy 3 in the NPSUD while managing the specific characteristics of the radiocommunication pathways. Option 2 (the proposed change included in Plan Change 14, namely the provisions in sub-chapter 6.12 - Radiocommunication Pathway Protection Corridors) 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.<sup>9</sup>

19. Given that all of the requirements of sections 77L (and 77R) are in fact addressed within the Section 32 Report, Ara Poutama consider that the qualifying matter under sections 77I(j) and 77O(j) is also met in addition to those in section 77I(e) and 77O(e), despite sections 77I and 77O not being referred to in section 6.21 of the Section 32 Report.

#### *General reasons*

20. The submission in respect of the provisions in **Annexure 1** is that the provisions as presently worded:
- a. Will promote the sustainable management of resources;
  - b. Will meet the reasonably foreseeable needs of future generations;
  - c. Will enable people to provide for their social, economic and cultural wellbeing and for their health and safety;
  - d. Is, having regard to efficiency and effectiveness, the most appropriate way of achieving the objectives under section 32 of the RMA;
  - e. Does represent an efficient use (and development) of natural and physical resources; and
  - f. Will achieve the purpose and principles of the RMA.

#### **Relief sought**

21. Ara Poutama seeks the following decision from the Christchurch City Council that:
- a. The provisions in sub-chapter 6.12 Radiocommunication Pathways, the definition of height and Planning Map 39 are retained as notified or requested amendments accepted, where relevant and as set out in **Annexure 1**.
  - b. such further, consequential, or alternative relief as may be necessary to fully give effect to the relief sought in this submission.
22. Ara Poutama wishes to be heard in support of its submission.
23. Other submitters are making a similar submission to Ara Poutama (i.e, Ministry of Justice, New Zealand Police, Fire and Emergency New Zealand, Hato Hone St John

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<sup>9</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), Table 28, page 141 – 145.

and Canterbury Civil Defence and Emergency Management Group). It is intended that these aligned submitters will present a joint case at any hearing.

Signed for and on behalf of the Ara Poutama by:



.....  
Fiona Small

Planner for the Ara Poutama

Date: 1 May 2023

**Address for service:**

Fiona Small  
Incite  
0274 90 50 48  
[fiona@incite.co.nz](mailto:fiona@incite.co.nz)

## ANNEXURE 1

Specific provision of the proposed Plan	The submission is that:		Relief sought
	Oppose or support	Reasons	
Chapter 2 Abbreviations and Definitions – Definition of Height	Support	Ara Poutama support that the exceptions in a. to d. and f. do not apply when assessing the height of buildings as these exceptions could obstruct the radiocommunication pathways.	Retain as notified
6.12.1 Introduction	Support with amendment	Ara Poutama support the introductory statements as they clearly describe the importance of protecting the radiocommunication pathways and the reasons why protection through building height restrictions are necessary.  The introduction refers to Appendices 6.12.17.1 – 6.12.17.3 however these are not included in the sub-chapter.	Delete references to Appendices, otherwise retain as notified.
6.12.2.1 Objective – Protection of radiocommunication pathway corridors	Support	Ara Poutama support the objective as it is clear and gives effect to the Strategic Directions Objectives, in particular Objective 3.3.12.	Retain as notified.
6.12.2.1.1 Policy – Avoidance of physical obstructions – Cashmere/Victoria Park, Sugarloaf and Mt Pleasant	Support with amendment	Ara Poutama support the policy as it provides the necessary strong and clear direction to avoid obstructions of the radiocommunication pathways.  The advice note refers to Appendices 6.12.17.1 – 6.12.17.3 however these are not included in the sub-chapter.	Delete references to Appendices, otherwise retain as notified.
6.12.4.1.1 Permitted Activity	Support with amendment	Ara Poutama support the permitted activity rule as it enables development and activities that do not obstruct the radiocommunication pathways.	Delete references to Appendices, otherwise retain as notified.

		The rule refers to Appendices 6.12.17.1 – 6.12.17.3 however these are not included in the sub-chapter.	
6.12.4.1.5 Non-complying Activity	Support with amendment	<p>Ara Poutama particularly support this rule as the non-complying status combined with the policy provide a clear signal that obstructing the radiocommunication pathways is to be avoided.</p> <p>The rule refers to Appendices 6.12.17.1 – 6.12.17.3 however these are not included in the sub-chapter.</p>	Delete references to Appendices, otherwise retain as notified.
6.12.4.2 Radiocommunication pathway protection corridors	Support with amendment	<p>Ara Poutama support Tables 1 to 3 as they clearly define the radiocommunication pathways to be protected.</p> <p>References are included to Appendices 6.12.17.1 – 6.12.17.3 however these are not included in the sub-chapter.</p>	Delete references to Appendices, otherwise retain as notified.
Planning Map 39 – Qualifying Matter	Support	Ara Poutama support the proposed Planning Map 39 identifying the radiocommunication pathways as this is critical to implementing the proposed rule framework.	Retain as notified.

# Our proposed Housing and Business Choice Plan Change (PC14)

## Submitter Details

**First name:** Fiona **Last name:** Small  
**Organisation:** Canterbury Civil Defence and  
 Emergency Management Group

**Preferred method of contact** Email

**Postal address:** PO Box 25289

**Suburb:**

**City:**

**Country:** New Zealand

**Postcode:** 8140

**Email:** fiona@incite.co.nz

**Daytime Phone:** 0274905048

I could not  
 Gain an advantage in trade competition through this submission

I am not  
 directly affected by an effect of the subject matter of the submission that :  
 a. adversely affects the environment, and  
 b. does not relate to the trade competition or the effects of trade competitions.

Note to person making submission:

If you are a person who could gain an advantage in trade competition through the submission, your right to make a submission may be limited by clause 6(4) of Part 1 of Schedule 1 of the Resource Management Act 1991

### Would you like to present your submission in person at a hearing?

- Yes
- I do NOT wish to speak in support of my submission and ask that the following submission be fully considered.

Additional requirements for hearing:

## Attached Documents

File
Small Fiona - Plan Change 14 to Christchurch Plan Submission - CCDEM
Small Fiona - Our proposed Housing and Business Choice Plan Change CCDEM

# Our proposed Housing and Business Choice Plan Change (PC14)

## Submitter Details

**First name:** Fiona **Last name:** Small

**Preferred method of contact** Email

**Postal address:** PO Box 25289

**Suburb:**

**City:** Christchurch

**Country:** New Zealand

**Postcode:** 8140

**Email:** fiona@incite.co.nz

**Daytime Phone:** 0274905048

**Age:**

**Gender:**

**Ethnicity:**

I could not  
Gain an advantage in trade competition through this submission

I am not  
directly affected by an effect of the subject matter of the submission that :  
a. adversely affects the environment, and  
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If you are a person who could gain an advantage in trade competition through the submission, your right to make a submission may be limited by clause 6(4) of Part 1 of Schedule 1 of the Resource Management Act 1991

### Would you like to present your submission in person at a hearing?

- Yes
- I do NOT wish to speak in support of my submission and ask that the following submission be fully considered.

Additional requirements for hearing:

## Attached Documents

File
Plan Change 14 to Christchurch Plan Submission - CCDEM

**SUBMISSION ON PLAN CHANGE 14 TO THE CHRISTCHURCH DISTRICT PLAN -  
BUSINESS AND HOUSING CHOICE PLAN CHANGE**

*Clause 6 of First Schedule, Resource Management Act 1991 (RMA)*

**To:** Christchurch City Council  
53 Hereford Street  
Christchurch 8013  
(by email: engagement@ccc.govt.nz)

**Name of submitter:** Canterbury Civil Defence and Emergency Management Group

**Scope of submission**

1. This is a submission on Plan Change 14 to the Christchurch District Plan (also known as the Business and Housing Choice Plan Change) (**Plan Change 14**).
2. This submission is made by Canterbury Civil Defence and Emergency Management Group (**CCDEM**) who welcomes the opportunity to provide feedback on Plan Change 14.
  - a. CCDEM is a partnership of local authorities, emergency services and other organisations tasked with ensuring the effective delivery of civil defence emergency management across the Canterbury Region. Day to day CCDEM focus on enhancing resilient communities. The CCDEM vision is for a resilient Canterbury where communities work to reduce their risks, increase their readiness and are prepared to respond to, and recover from, any emergency.
  - b. CCDEM has not previously been involved in Draft Plan Change 14 but has been supporting the other services as part of the Christchurch Justice and Emergency Services Precinct (**CJSEP**).
3. CCDEM could not gain an advantage in trade competition through this submission.
4. The specific provisions of Plan Change 14 that this submission relates to are:
  - a. The provisions in sub-chapter 6.12 - Radiocommunication Pathway Protection Corridors;
  - b. The definition of height; and
  - c. Planning Map 39.

**Nature of submission**

5. The submission is to support the provisions in sub-chapter 6.12 Radiocommunication Pathway Protection Corridors and associated changes to the definition of height and the Planning Maps as notified.
6. Without limiting the generality of the above, CCDEM supports the provisions in **Annexure 1** (with the proposed amendments requested) for the reasons given in **Annexure 1**.

## Reasons for submission

### *Specific reasons*

7. CCDEM works closely with the agencies in the CESJP preparing for and responding to emergency events and rely on their ability to be able to operate under all conditions. Radio communications is fundamental in our response in order to gather and maintain situational awareness.
8. Radio communications are used to alert emergency responders to incidents and emergencies through the provision of up-to-date information. This allows the CESJP Emergency Operations Centre to manage and coordinate a joint response, enabling essential services to respond to situations and emergencies as soon as possible which protects life, property and the environment by reducing the impact of emergencies across all hazards and risks.
9. Communications also protect the safety of operational staff as situational knowledge can be passed on in real time and prior to them arriving at an incident or emergency. This is particularly important with the increased use of firearms and other situations where several agencies will respond. Protection of radiocommunication pathways will provide benefits in the reduction of injury, loss of life, property damage and environmental impacts.

### *Policy reasons*

10. Plan Change 14 gives effect to national direction, the Canterbury Regional Policy Statement (**CRPS**) and achieves the purpose in Part 2 of the Resource Management Act 1991 (RMA).
11. Part 2 of the RMA, specifically Section 5, sets out the purpose of the Act is to promote sustainable management of natural and physical resources, which includes management of those resources in a way which enables people and communities to provide for social, economic and cultural well-being and for their health and safety.
12. Similarly, Objective 1 of the National Policy Statement for Urban Development (**NPSUD**) seeks well-functioning urban environments that enable all people and communities to provide for their social, economic and cultural well-being, and for their health and safety, now and into the future.
13. The CRPS sets out several provisions which are relevant to Plan Change 14. Objective 5.2.1 of the CRPS seeks that development is located and designed in a way enables people and communities to provide for their well being and health and safety, and which is compatible with, and will result in the continued safe, efficient, and effective use of regionally significant infrastructure (which includes radiocommunication networks for the CJESP).
14. Similarly, Objective 6.2.1 seeks that the recovery, rebuilding and development is enabled within Greater Christchurch through a land use and infrastructure framework that *“achieve development that does not adversely affect the efficient operation, use, development, appropriate upgrade, and future planning of strategic infrastructure...”*. Policy 6.3.5 sets out that the recovery of Greater Christchurch is to be assisted by the integration of land use development with infrastructure by *“managing the effects of land use activities on infrastructure, including avoiding activities that have the potential to limit the efficient and effective provision, operation, maintenance or upgrade of strategic infrastructure...”*.



15. Plan Change 14 achieves the purpose of the Act and gives effect to the NPSUD and CRPS by ensuring radiocommunication pathways will be protected to enable emergency services to provide for the health and safety of communities.

*Section 32 report*

16. The Section 32 Report prepared for Plan Change 14 lists the radio communication pathways from the CJESP as a qualifying matter under sections 77I(e) and 77O(e) of the RMA (in each case as “*a matter required for the purpose of ensuring the safe or efficient operation of nationally significant infrastructure*”).<sup>1</sup>
17. CCDEM submit that the radiocommunication pathways from the CJESP also qualify as a qualifying matter under sections 77I(j) and 77O(j) of the RMA (in each case “*any other matter that makes higher density, as provided for by the MDRS or policy 3, inappropriate in an area, if section 77L (or 77R) are satisfied*”).
18. In this case, the radiocommunication pathways satisfy the three matters required under section 77L (and section 77R), and these matters are addressed in the Section 32 Report prepared by the Council (albeit not with specific reference to section 77L and 77R), specifically:

*Specific characteristic that makes the level of urban development required within policy 3 inappropriate*

- a. The specific characteristic that warrants preventing the level of urban development directed by the NPSUD is the nature of the radio communication pathways themselves, namely that the pathways must not be blocked in order to ensure the effective functioning of emergency and day to day essential service radiocommunication from the CJESP to provide for the health and safety of the Canterbury community.<sup>2</sup>
- b. The area identified as being within the radiocommunication pathway protection corridors, is where a building has the potential to protrude into the 1st Fresnel Zone for the radio path causing diffraction and hence attenuation of the radio signal.<sup>3</sup>

*Why that characteristic makes that level of urban development inappropriate in light of the national significance of urban development and the objectives of the NPS-UD*

- c. The radiocommunication pathways provide daily coverage for emergency services operating from the CJESP (including Police, FENZ and St John operational vehicles, communication services and Civil Defence services). They are therefore essential in an emergency as well as for day-to-day operations for those entities (and they also provide communications for additional areas outside of Christchurch). Disruption of the pathways – for

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<sup>1</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation, paragraph 2.1.6, 6.21.2.

<sup>2</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), paragraph 6.21.4, page 136.

<sup>3</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), paragraph 6.21.4, page 136.

example through obstruction by a building – can therefore have serious implications for health, safety, life and property.<sup>4</sup>

- d. Accordingly, the proposal accords with the NPSUD objectives, in particular Objective 1 (aimed at the health, safety and wellbeing of all people and communities), Objective 4 (aimed at responding to the changing needs of people, communities and future generations) and Objective 6 (aimed at ensuring integration with infrastructure planning, medium-term and long-term strategising, and responsiveness).<sup>5</sup>

*Site-specific analysis that: (a) identifies the site to which the matter relates, (b) evaluates the specific characteristic on a site-specific basis to determine the geographic area where intensification needs to be compatible with the specific matter, and (c) evaluates an appropriate range of options to achieve the greatest heights and densities provided for by policy 3 while managing the specific characteristics*

- e. The total area of land which relates to this qualifying matter, the radiocommunication pathway protection corridors, is 1.2ha. There are 31 developable land parcels within the corridors and impacts on these parcels relate to potential for development heights and proportion of the parcel impacted by the pathway. Building heights within the microwave pathways are proposed to be limited to between 30m - 62m.<sup>6</sup> Table 6.21.8 in the Section 32 Report identifies each specific site to which the radiocommunication pathway protection corridors affect.<sup>7</sup>
- f. Table 6.21.8 also evaluates the potential impact of radiocommunication pathway protection corridors in light of the permitted building heights (32m) proposed under Plan Change 14 which is to give effect to the NPSUD.<sup>8</sup> This determines the geographic area where intensification needs to be compatible with the specific matter. Eleven sites have their permitted activity development rights impacted by radiocommunication pathway protection corridors. The other sites are located within the proposed radio communication pathways and, while these sites would not be impacted in terms of the permitted building heights, if these landowners were to seek resource consent to exceed the permitted 32m height limit, the proposed buildings may also intrude into the radiocommunication pathways.
- g. Table 28 within the Section 32 Report evaluates an appropriate range of options to achieve the greatest heights and densities provided for by policy 3 in the NPSUD while managing the specific characteristics of the radiocommunication pathways. Option 2 (the proposed change included in

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<sup>4</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), paragraph 6.21.5, page 137.

<sup>5</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), paragraph 6.21.5, page 137.

<sup>6</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), paragraph 6.21.4, page 136.

<sup>7</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), Table 6.21.8, page 138 – 140.

<sup>8</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), Table 6.21.8, page 138 – 140.

Plan Change 14, namely the provisions in sub-chapter 6.12 - Radiocommunication Pathway Protection Corridors) 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.<sup>9</sup>

19. Given that all of the requirements of sections 77L (and 77R) are in fact addressed within the Section 32 Report, CCDEM consider that the qualifying matter under sections 77I(j) and 77O(j) is also met in addition to those in section 77I(e) and 77O(e), despite sections 77I and 77O not being referred to in section 6.21 of the Section 32 Report.

#### *General reasons*

20. The submission in respect of the provisions in **Annexure 1** is that the provisions as presently worded:
- a. Will promote the sustainable management of resources;
  - b. Will meet the reasonably foreseeable needs of future generations;
  - c. Will enable people to provide for their social, economic and cultural wellbeing and for their health and safety;
  - d. Is, having regard to efficiency and effectiveness, the most appropriate way of achieving the objectives under section 32 of the RMA;
  - e. Does represent an efficient use (and development) of natural and physical resources; and
  - f. Will achieve the purpose and principles of the RMA.

#### **Relief sought**

21. CCDEM seeks the following decision from the Christchurch City Council that:
- a. The provisions in sub-chapter 6.12 Radiocommunication Pathways, the definition of height and the planning maps are retained as notified or requested amendments accepted, where relevant and as set out in **Annexure 1**.
  - b. such further, consequential, or alternative relief as may be necessary to fully give effect to the relief sought in this submission.
22. CCDEM wishes to be heard in support of its submission.
23. Other submitters are making a similar submission to CCDEM (i.e, Ministry of Justice, New Zealand Police, Fire and Emergency New Zealand, Hato Hone St John and Ara Poutama Department of Corrections). It is intended that these aligned submitters will present a joint case at any hearing.

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<sup>9</sup> Part 2 of Section 32 Report for Plan Change 14 (Section 32 and section 77 Evaluation), Table 28, page 141 – 145.

Signed for and on behalf of the CCDEM by:



.....  
Fiona Small

Planner for the CCDEM

Date: 1 May 2023

**Address for service:**

Fiona Small  
Incite  
0274 90 50 48  
[fiona@incite.co.nz](mailto:fiona@incite.co.nz)

## ANNEXURE 1

Specific provision of the proposed Plan	The submission is that:		Relief sought
	Oppose or support	Reasons	
Chapter 2 Abbreviations and Definitions – Definition of Height	Support	CCDEM support that the exceptions in a. to d. and f. do not apply when assessing the height of buildings as these exceptions could obstruct the radiocommunication pathways.	Retain as notified
6.12.1 Introduction	Support with amendment	CCDEM support the introductory statements as they clearly describe the importance of protecting the radiocommunication pathways and the reasons why protection through building height restrictions are necessary.  The introduction refers to Appendices 6.12.17.1 – 6.12.17.3 however these are not included in the sub-chapter.	Delete references to Appendices, otherwise retain as notified.
6.12.2.1 Objective – Protection of radiocommunication pathway corridors	Support	CCDEM support the objective as it is clear and give effect to the Strategic Directions Objectives, in particular Objective 3.3.12.	Retain as notified.
6.12.2.1.1 Policy – Avoidance of physical obstructions – Cashmere/Victoria Park, Sugarloaf and Mt Pleasant	Support with amendment	CCDEM support the policy as it provides the necessary strong and clear direction to avoid obstructions of the radiocommunication pathways.  The advice note refers to Appendices 6.12.17.1 – 6.12.17.3 however these are not included in the sub-chapter.	Delete references to Appendices, otherwise retain as notified.
6.12.4.1.1 Permitted Activity	Support with amendment	CCDEM support the permitted activity rule as it enables development and activities that do not obstruct the radiocommunication	Delete references to Appendices, otherwise retain as notified.

		<p>pathways.</p> <p>The rule refers to Appendices 6.12.17.1 – 6.12.17.3 however these are not included in the sub-chapter.</p>	
6.12.4.1.5 Non-complying Activity	Support with amendment	<p>CCDEM particularly support this rule as the non-complying status combined with the policy provide a clear signal that obstructing the radiocommunication pathways is to be avoided.</p> <p>The rule refers to Appendices 6.12.17.1 – 6.12.17.3 however these are not included in the sub-chapter.</p>	Delete references to Appendices, otherwise retain as notified.
6.12.4.2 Radiocommunication pathway protection corridors	Support with amendment	<p>CCDEM support Tables 1 to 3 as they clearly define the radiocommunication pathways to be protected.</p> <p>References are included to Appendices 6.12.17.1 – 6.12.17.3 however these are not included in the sub-chapter.</p>	Delete references to Appendices, otherwise retain as notified.
Planning Map 39 – Qualifying Matter	Support	CCDEM support the proposed Planning Map 39 identifying the radiocommunication pathways as this is critical to implementing the proposed rule framework.	Retain as notified.

# Our proposed Housing and Business Choice Plan Change (PC14)

## Submitter Details

**First name:** Julie **Last name:** Comfort

**Preferred method of contact** Email

**Postal address:** PO Box 679

**Suburb:**

**City:** Christchurch

**Country:** New Zealand

**Postcode:** 8140

**Email:** julie.comfort@dls.co.nz

**Daytime Phone:** 3790793

**Age:**

**Gender:**

**Ethnicity:**

I could not  
Gain an advantage in trade competition through this submission

I am not  
directly affected by an effect of the subject matter of the submission that :  
a. adversely affects the environment, and  
b. does not relate to the trade competition or the effects of trade competitions.

Note to person making submission:

If you are a person who could gain an advantage in trade competition through the submission, your right to make a submission may be limited by clause 6(4) of Part 1 of Schedule 1 of the Resource Management Act 1991

### Would you like to present your submission in person at a hearing?

- Yes
- I do NOT wish to speak in support of my submission and ask that the following submission be fully considered.

Additional requirements for hearing:

## Consultation Document Submissions

Chapter 8 Subdivision, Development and Earthworks

- Support
- Oppose

Seek Amendment

**I seek the following decision from the Council**

***If seeking to make changes to a specific site or sites, please provide the address or identify the area***

Please see the attached submission

**My submission is that**

Please see the attached submission

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Attached Documents

File
Submission to PC14 DLS



**SUBMISSION ON THE PROPOSED PLAN CHANGE 14, CHRISTCHURCH DISTRICT PLAN***in accordance with Clause 6 of the Schedule 1 of the Resource Management Act 1991*

**TO:** Christchurch City Council  
[engagement@ccc.govt.nz](mailto:engagement@ccc.govt.nz)

**1. Submitter Details**

**Submitters name:** Davie Lovell-Smith Ltd

**Address For Service:** PO Box 679, Christchurch 8140

**Contact person:** [alice.burnett@dls.co.nz](mailto:alice.burnett@dls.co.nz) / [julie.comfort@dls.co.nz](mailto:julie.comfort@dls.co.nz)

**Phone:** 03-379-0793

**2. Trade Competition:**

We could gain an advantage in trade competition through this submission:  Yes  No

If Yes to above, then:

We are directly affected by an effect of the subject matter of the submissions that:

(a) adversely affects the environment; and

(b) does not relate to trade competition or the effects of trade competition  Yes  No

**3. Hearing options:**

Do you wish to be heard in support of your submission? *If you choose yes, you can choose not to speak when the hearing date is advertised.*

Yes  No

If others are making a similar submission would you consider presenting a joint case with them at the hearing? *You can change your mind once the hearing has been advertised.*

Yes  No

#### 4. Submission Details

Yes, I am enclosing further supporting information to this submission form

Provision to which my/our submission relates: <i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i>	My position on this provision is: <i>(Select one option)</i>	The reasons for my/our submission are: <i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i>	The decision I/we want Council to make: <i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i>
<b>Planning Maps / High Density Residential Zone</b>	<input checked="" type="checkbox"/> Oppose in part	<p>It is unclear how the high density zone boundaries have been determined. Based on the Section 32 report it is presumed to be based on the type of commercial area in which it surrounds and the walkable catchment associated with the commercial area. The Section 32 contemplates a variety of walkable catchments, however it is unclear what walkable catchments apply to what commercial area.</p> <p>Furthermore, it is unclear how the walkable catchments are measured – i.e., from the edge of the commercial zone or the middle of the commercial zone.</p>	Provide clearer reasoning for the choices of made in determining the boundaries of the High Density Zone.
<b>Chapter 2 Definitions New definition – Net Yield</b>	<input checked="" type="checkbox"/> Support in full	<p>We support the shift towards the use of net yield as a replacement for net density.</p> <p>Net yield is a more accurate measure of housing density and as a mechanism to deliver better design outcomes.</p> <p>To provide clarity on how net yield is to be calculated and to differentiate from net density it is recommended the following definition be included in the District Plan</p>	Include a new definition in Chapter 2 of Net Yield as follows: means the number of lots or household units per hectare (whichever is the greater). The area (ha) includes land for residential activities The area (ha) excludes land that is: - public road corridors; or - public open space areas.
<b>Chapter 2 Definitions Building Coverage</b>	<input checked="" type="checkbox"/> Support in full	Support the inclusion of this definition as it reflects the National Planning Standards definition	Retain the definition as notified
<b>Chapter 2 Definitions Building Footprint</b>	<input checked="" type="checkbox"/> Support in full	Support the inclusion of this definition as it reflects the National Planning Standards definition	Retain the definition as notified

<p>Provision to which my/our submission relates:</p> <p><i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i></p>	<p>My position on this provision is:</p> <p><i>(Select one option)</i></p>	<p>The reasons for my/our submission are:</p> <p><i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i></p>	<p>The decision I/we want Council to make:</p> <p><i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i></p>
<p><b>Strategic Objective 3.3.7 Well-functioning urban environment</b></p>	<p><input checked="" type="checkbox"/> Oppose in part</p>	<p>The first part of the new objective is required under Clause 3A of the Enabling Act.</p> <p>We note that the Environment Court has ruled that Strategic Directions are only to be considered for plan changes and not for individual resource consents. As such the level of detail proposed, in addition to the requirements of the Enabling Act are unnecessary.</p>	<p>Amend Objective 3.3.7 to only be that identified in red of the notified version:</p> <p><b><u>3.3.7 Objective – Well-functioning urban environment</u></b></p> <p><u>A well-functioning urban environment that enables all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future</u></p>
<p><b>Rule 6.10A.4.1.1 P2</b></p>	<p><input checked="" type="checkbox"/> Oppose in part</p>	<p>It is unclear why the roading tree canopy rule requirements only apply to residential developments. We consider that greenfield commercial and industrial subdivisions contribute to the tree canopy of Christchurch within their new roading network, and as such the ability to either provide the required street tree canopy or pay a financial contribution should be afforded to these greenfield developments as well</p> <p>There has been no consideration for environmental or site specific constraints as to whether trees that are required to be planted will survive. Constraints such as high groundwater have proven difficult for developments to plant and retain the trees within the road corridor, particularly when the number of species approved for use within the road corridor is limited.</p> <p>There have been numerous issues with the approval of street trees within the road corridor which is costly and causing undue delays to those developing the land.</p>	<p>Require P2 to also apply to new commercial and industrial greenfield subdivision in relation to the tree canopy of the road corridor area.</p>

<p>Provision to which my/our submission relates:</p> <p><i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i></p>	<p>My position on this provision is:</p> <p><i>(Select one option)</i></p>	<p>The reasons for my/our submission are:</p> <p><i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i></p>	<p>The decision I/we want Council to make:</p> <p><i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i></p>
<p><b>Rule 6.10A.4.1.1 P2</b></p>	<p><input checked="" type="checkbox"/> Oppose in part</p>	<p>It is appropriate for a greenfield subdivision to either provide street trees or pay a financial contribution for it. What is not considered appropriate is for a greenfield subdivision which is creating vacant lots for further development to have to also provide or pay for the tree canopy cover for the residential units at the time of subdivision. The definition of development site as applied to a subdivision would encompass all the land contained within the subdivision, including roads and reserves. That would mean that the area of land within the roads would be counted twice – once for the 20% development site cover under point (a) and again for the 15% road corridor cover under point (c). These means that 20% cover calculated at the time of the subdivision would be much larger than for the individual residential allotments created. On seeking clarification from Council staff. It was suggested that a consent notice would be placed on the residential lots to require the 20% cover, as per point (a) of this rule. It's unclear whether this 20% would be the calculation of the overall development site as noted above, or for each lot. If it is for each lot, then requiring 20% cover under P2 is not necessary, as the development of each individual is covered by P1.</p>	<p>Amend the rule so that only the 15% street tree canopy requirement is applicable to a vacant lot greenfield subdivision.</p> <p>Delete Activity specific standards – Tree canopy cover clause (a) and (b), an amend clause (d) to only refer to the 15% road corridor cover.</p>
<p><b>6.10A.4.1.3 RD2</b></p>	<p><input checked="" type="checkbox"/> Support in part</p>	<p>In greenfield subdivisions there are a number of situations where reserves are vested to Council with enhancements. For example, enhancing waterways. In these situations, reserve contributions are not attributed to these reserves. We therefore support the approach by Council that these reserves can offset the tree canopy rule requirements. However, we consider that this needs to be more explicit in the rules to ensure this happens</p>	<p>Amend to rule to make it clear that reserves that are vested to Council with enhancements can offset the tree canopy rules for the development.</p>

<p>Provision to which my/our submission relates:</p> <p><i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i></p>	<p>My position on this provision is:</p> <p><i>(Select one option)</i></p>	<p>The reasons for my/our submission are:</p> <p><i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i></p>	<p>The decision I/we want Council to make:</p> <p><i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i></p>
<p><b>8.2.6.2</b> <b>8.3.3</b> <b>Standard 6.10A.4.2.2</b></p>	<p><input checked="" type="checkbox"/> Oppose in part</p>	<p>There is no reasoning given in any of the Section 32 documentation for how the financial contribution of \$2,037.00 per tree has been calculated. Furthermore, it is unclear whether this is GST inclusive or not. The figure does not appear to relate to the Minimum Acceptable Rates provided for bonding under the IDS or for the maintenance period of 2 years.</p> <p>The CCC Bond Schedule for street trees provides guidance on the amounts accepted, being \$500 per tree (includes the tree pit), and \$40 per tree per month for maintenance. The total per tree for a 2 year bond period is \$1,460.00 all excl GST. With GST included that is only \$1,679.00.</p> <p>Assuming \$2,037 is excluding GST this is 1 tree plus 38.4 months maintenance. If Inc GST its 31.7 months of maintenance.</p>	<p>Make clearer in the plan how the costs have been attributed and whether it is GST inclusive.</p>
<p><b>Standard 6.10A.4.2.3</b> <b>8.2.6.3</b> <b>8.3.7</b></p>	<p><input checked="" type="checkbox"/> Oppose in part</p>	<p>It is unclear how Council will enforce the tree canopy rules on individual properties &amp; within their own road reserve network. How will compliance be measured? Furthermore, will Council report on the compliance of the tree canopy rules and what projects the financial contributions go towards?</p> <p>Issues could arise where the species planted may be appropriate at the time but due to unforeseen circumstances, the vegetation may die and need to be replaced.</p> <p>Based on previous experiences, when Council needs to cut budgets the first departments this is impacted on are the reserves and maintenance teams and the monitoring and enforcement teams.</p>	<p>Provide clarification on who the tree canopy rules will be monitored and enforced, and how Council will utilise the money paid to them and how that will be reported to the public.</p>

<b>Provision to which my/our submission relates:</b> <i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i>	<b>My position on this provision is:</b> <i>(Select one option)</i>	<b>The reasons for my/our submission are:</b> <i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i>	<b>The decision I/we want Council to make:</b> <i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i>
<b>Policy 8.2.2.7 – Urban Density</b>	<input checked="" type="checkbox"/> Support in part	<p>We welcome the use of the terms 'net yield' where it applies to the Residential Medium and High Density Zones as this term includes the gross area of the site and is not constrained by the definition of 'net density'. Net yield is presumed to have been chosen due to the wording of the policy to encourage a certain yield in the Medium and High Density Zones.</p> <p>It is unclear how this policy can be enforced to achieve this desired yield.</p> <p>It is recommended a new definition be included in Chapter 2 for net yield.</p>	<p>Retain Policy 8.2.2.7 as notified where it relates to the net yield specified for the Medium and High Density Zones.</p> <p>Include a new definition in Chapter 2 of net yield as specified above.</p>
<b>Activity Standard 8.6.2</b>	<input checked="" type="checkbox"/> Oppose in part	<p>It is unclear whether there is a minimum allotment for the FUZ. The drafting of the provision as notified removes the reference to 'Nil' for the previous named zoned of RNN. We suggest it is clearer within the standard that there is no minimum allotment size in the FUZ zone around existing buildings.</p>	<p>Amend the standard to make it clear that there is no minimum allotment size in the FUZ zone around existing buildings.</p>
<b>Built Form Standard 14.5.2.4 Site Coverage</b>	<input checked="" type="checkbox"/> Support in part	<p>The rule requirement provides for a maximum building coverage of up to 50% of the net site area. Building Coverage is defined under the PC14 as being:</p> <p style="padding-left: 40px;">Within the Medium Density Residential zone and High Density Residential zone only, means the percentage of the net site area covered by the building footprint.</p> <p>This is a National Planning Standard definition. Building footprint is also defined in PC14, and again is a Planning Standard definition. That definition is:</p> <p style="padding-left: 40px;">means, in relation to building coverage, the total area of buildings at ground floor level together with the area of any section of any of those buildings that extends out beyond the ground floor level limits of the building and overhangs the ground.</p>	<p>Amend the exclusion of eaves and roof overhangs to be:</p> <p>Eaves and roof overhangs up to 600 mm in width</p>

<p>Provision to which my/our submission relates:</p> <p><i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i></p>	<p>My position on this provision is:</p> <p><i>(Select one option)</i></p>	<p>The reasons for my/our submission are:</p> <p><i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i></p>	<p>The decision I/we want Council to make:</p> <p><i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i></p>
		<p>The above means that eaves and gutters are included within the site coverage calculations. In considering the submissions on the Planning Standards definitions, the Ministry for the Environment commented that these can be excluded through the rules within a District Plan. It is standard practice to calculate site coverage as being from exterior wall to exterior wall, and not to include eaves and gutters. Including eaves and gutters within the site coverage calculation limits the potential design options and could impact on the ability to implement the MDRS as intended.</p> <p>We are therefore supportive of the Councils approach to excluding guttering and roof overhangs. However, we seek that the dimensions of these features be increased to be consistent with the RNN/FUZ requirements</p>	
<p><b>Built Form Standard 14.5.2.6 Height in relation to boundary (a) and (c)(ii)</b></p>	<p><input checked="" type="checkbox"/> Oppose in part</p>	<p>The drafting of subpart (a) is confusing. We prefer the wording of 14.6.2.2.</p> <p>Acknowledging that the inclusion of subpart (c)(ii) is a requirement under Schedule 3A, it is hard to understand what situation the recession plane standard would apply. Subpart (c)(ii) excludes the recession plane standard for existing or proposed internal boundaries.</p>	<p>Amend 14.5.2.6(a) to state:</p> <p>No part of any building shall project beyond a building envelope constructed by recession planes shown in Appendix 14.16.2 diagram D from points 3m above ground level along all boundaries. <u>Where</u> the boundary forms part of a legal right of way, entrance strip, access or pedestrian access way, the height in relation to boundary applies from the farthest boundary of that legal right of way, entrance strip, access site, or pedestrian access way.</p> <p>Make it clearer what boundaries the recession planes are to apply to.</p>

Provision to which my/our submission relates: <i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i>	My position on this provision is: <i>(Select one option)</i>	The reasons for my/our submission are: <i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i>	The decision I/we want Council to make: <i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i>
<b>Built Form Standard 14.5.2.7 Minimum building setbacks (iv)</b>	<input checked="" type="checkbox"/> Oppose in part	It is unclear what setback applies for accessory buildings and garages that internally access a residential unit. We consider 'Nil' has been struck out in error as the remaining wording doesn't specify a setback.	Amend 14.5.2.7(iv) to state that there is no setback.
<b>Built Form Standard 14.5.2.11 Windows to street (c)</b>	<input checked="" type="checkbox"/> Oppose in part	Amend wording of subpart (c) so that the term 'road' is identified as a definition so that it refers to a legal road.	Amend 14.5.2.11 to ensure the term 'road' is identified as a definition.
<b>Built Form Standard 14.6.2.8 Windows to street (c)</b>	<input checked="" type="checkbox"/> Oppose in part	Amend wording of subpart (c) so that the term 'road' is identified as a definition so that it refers to a legal road.	Amend 14.6.2.8 to ensure the term 'road' is identified as a definition.
<b>Waterbody setback layer on District Planning Maps</b>	<input checked="" type="checkbox"/> Oppose in part	<p>The waterbody setbacks are not changing as part of PC14 which is supported by the submitter. However, the location of the drains on the planning maps is problematic as in many cases these waterbodies are required to be enhanced and naturalised or decommissioned, therefore the overlay on the planning maps may trigger a resource consent when the drain is in another location entirely or no longer there.</p> <p>We note that there have been new waterbodies included on the planning maps which has not been shown on the planning maps previously.</p> <p>Our preference is for the waterbodies to be shown as indicative only. The alternative is to show the waterbodies in their correct location or not at all.</p>	The waterbodies on the planning maps are to be identified as 'indicative locations only' or alternatively to show them in their correct location or not at all.



<p>Provision to which my/our submission relates:</p> <p><i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i></p>	<p>My position on this provision is:</p> <p><i>(Select one option)</i></p>	<p>The reasons for my/our submission are:</p> <p><i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i></p>	<p>The decision I/we want Council to make:</p> <p><i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i></p>
<p><b>Planning Maps &amp; Qualifying Matter</b></p>	<p><input checked="" type="checkbox"/> Oppose in part</p>	<p>Due to the complexities associated with obtaining regional consents to develop land within the Coastal Confined Aquifer as identified on Canterbury Maps, we consider a new qualifying matter be imposed on the land within this overlay restricting high density development.</p> <p>It has been well known within the development industry and articulated in the media that obtaining regional resource consents has become increasing difficult when groundwater may be encountered. The Coastal Confined Aquifer generally contains the highest groundwater within the City, and as such is often encountered when construction subdivisions and excavation for building foundations. In some cases, permanent dewatering is needed to ensure the stability of a building, roads or other infrastructure. Given the changes by Environment Canterbury in interpretation of their groundwater rules, it may be prohibited to obtain new consents or to reconsent an existing take. Iwi concerns about encountering groundwater are often raised during the consenting process.</p> <p>CCC have the ability to impose a qualifying matter on the basis of the relationship of Māori to water, and in term of Te Mano o Te Wai, it is considered that imposing a Qualifying Matter that seeks to protect the Coastal Confined Aquifer from falls within the provisions enabled by section 77l.</p>	<p>Include the Coastal Confined Aquifer as a new Qualifying Matter</p>
<p><b>6.10A.3(c)</b></p>	<p><input checked="" type="checkbox"/> Oppose in part</p>	<p>We suggest that the tree list be expanded upon, particularly in the street tree list. The list which currently exists is limited in terms of street trees and given the emphasis to increase the tree canopy cover within developments it would be imperative that a variety of species be provided.</p>	<p>Increase the species of street trees to take into account the different groundwater characteristics of the site</p>

Provision to which my/our submission relates: <i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i>	My position on this provision is: <i>(Select one option)</i>	The reasons for my/our submission are: <i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i>	The decision I/we want Council to make: <i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i>
<b>6.10A</b>	<input checked="" type="checkbox"/> Oppose in part	Enable the ability for offsetting to occur. For example, if the tree canopy cover exceeds the permitted requirements within the road reserve then the area required to be planted within the residential lots are reduced	Enable through the rules, the ability for offsetting to occur. For example, if the tree canopy cover exceeds the permitted requirements within the road reserve then the area required to be planted within the residential lots are reduced
<b>8.5.1.2 C2A</b>	<input checked="" type="checkbox"/> Oppose in part	The proposed wording of the provision does not allow for the conversion of tenure for lots which have existing buildings on them. We note that Policy 8.2.2 enables this to occur however it is not reflected in the rules.	Amend the wording to allow for the conversion of tenure where there are existing buildings
<b>8.5.1.2 C2B</b>	<input checked="" type="checkbox"/> Oppose in part	The proposed wording does not provide for the conversion of tenure that is not associated with the repair and rebuild of multi unit residential complexes. There are many other instances where the conversion of tenure would be sought. We note that Policy 8.2.2 enables this to occur however it is not reflected in the rules.	Amend the wording to remove the reference to “repair and build of multi unit residential complexes”.
<b>14.6.2 Advice Note</b>	<input checked="" type="checkbox"/> Oppose in part	We consider that the advice note stipulating that there may be no infrastructure capacity is ultra vires and should be removed as an advice note. We suggest that areas which have capacity constraints become qualifying matters.	Remove the advice note and create a new qualifying matter on areas which has infrastructure capacity constraints.
<b>14.5.2 Advice Note</b>	<input checked="" type="checkbox"/> Oppose in part		



12 May 2023

Signature of person authorised to sign on behalf of submitter

# Our proposed Housing and Business Choice Plan Change (PC14)

## Submitter Details

**First name:** Julie **Last name:** Comfort  
**Organisation:** Davie Lovell-Smith Ltd

### Preferred method of contact

**Postal address:** PO Box 679, Christchurch

8140

**Suburb:**

**City:**

**Country:** New Zealand

**Postcode:** 8140

**Daytime Phone:** 03-379-0793

I could not  
 Gain an advantage in trade competition through this submission

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

- a. adversely affects the environment, and
- b. does not relate to the trade competition or the effects of trade competitions.

Note to person making submission:

If you are a person who could gain an advantage in trade competition through the submission, your right to make a submission may be limited by clause 6(4) of Part 1 of Schedule 1 of the Resource Management Act 1991

### Would you like to present your submission in person at a hearing?

- Yes
- I do NOT wish to speak in support of my submission and ask that the following submission be fully considered.

Additional requirements for hearing:

## Attached Documents

File
Comfort Julie - Submission to PC14 DLS
Comfort Julie - Our proposed Housing and Business Choice Plan Change (PC14) (1)

**SUBMISSION ON THE PROPOSED PLAN CHANGE 14, CHRISTCHURCH DISTRICT PLAN***in accordance with Clause 6 of the Schedule 1 of the Resource Management Act 1991*

**TO:** Christchurch City Council  
[engagement@ccc.govt.nz](mailto:engagement@ccc.govt.nz)

**1. Submitter Details**

**Submitters name:** 25 KBR Limited

**Address For Service:** c\ - Davie Lovell-Smith Ltd  
 PO Box 679, Christchurch 8140

**Contact person:** [Julie.comfort@dls.co.nz](mailto:Julie.comfort@dls.co.nz) / [Patricia.harte@dls.co.nz](mailto:Patricia.harte@dls.co.nz)

**Phone:** 03-379-0793

**2. Trade Competition:**

We could gain an advantage in trade competition through this submission:  Yes  No

If Yes to above, then:

We are directly affected by an effect of the subject matter of the submissions that:

(a) adversely affects the environment; and

(b) does not relate to trade competition or the effects of trade competition  Yes  No

**3. Hearing options:**

Do you wish to be heard in support of your submission? *If you choose yes, you can choose not to speak when the hearing date is advertised.*

Yes  No

If others are making a similar submission would you consider presenting a joint case with them at the hearing? *You can change your mind once the hearing has been advertised.*

Yes  No

#### 4. Submission Details

Yes, I am enclosing further supporting information to this submission form

<p>Provision to which my/our submission relates:</p> <p><i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i></p>	<p>My position on this provision is:</p> <p><i>(Select one option)</i></p>	<p>The reasons for my/our submission are:</p> <p><i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i></p>	<p>The decision I/we want Council to make:</p> <p><i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i></p>
<p><b>Planning Maps Neighbourhood Centre Zone</b></p>	<p><input checked="" type="checkbox"/> Oppose in part</p>	<p>This submission is made to achieve appropriate rezoning for a planned commercial centre. The land currently has Residential New Neighbourhood zoning (RNN) and is within the South East Halswell Outline Development Plan (SEHODP) area. Despite its significant size (approx. 92.7ha) the SEHODP does not identify a potential location for local commercial or community uses (other than reserves) to serve existing and future residents of the area. The submitter owns land that fronts Sparks Road and is currently in the process of being subdivided. This subdivision will create a “Development Lot” of approximately 7124m<sup>2</sup> which fronts Sparks Road. The submitter is also progressing with a commercial development for this site both in terms layout and potential tenants. The development is proposed to include a restaurant, takeaway premises, fruit/vegetable and butcher shops, a medical centre, pharmacy, small-scale office space, a gym and a community space as well as village green areas and on-site parking. This combination of uses and size of tenancies fully meets the criteria for development within Neighbourhood Centre zones as provided for in PC14.</p> <p>The site also fulfils the Role of Neighbourhood Centres listed in Commercial Policy 15.2.2.1 which refers to “A small group of primarily convenience shops, and in some instances, community facilities. Accessible by walking, cycling from the area served and, on a bus, route in some instances.” All the residential developments in the ODP area are new and have been designed in accordance with best practice providing extensive permeability for passive modes of transport. The area immediately surrounding the site and to the south is in the process of changing from rural to urban with a series of consents and residential development being obtained and constructed. The submitter is confident the commercial centre will be viable on the basis of the existing residents and will prosper with the full development of south east Halswell and surrounding areas. In addition, it will provide the community with a focal point and a facility to meet.</p> <p>While, in theory, a resource consent could be applied for the development, it is considered much more efficient and appropriate in the long term that it is zoned for</p>	<p>Rezone approximately 7124m<sup>2</sup> of land at 432 Sparks Road as <b>Neighbourhood Centre Zone</b>.</p> <p>The site is approximately 7124m<sup>2</sup> and is part of Lot 1 DP 581607 and existing Record of Title 1085206 and is shown on the attached Proposed Zoning plan (Attachment A).</p> <p>And any consequential amendments to the necessary to give effect to this submission.</p>

<p>Provision to which my/our submission relates:</p> <p><i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i></p>	<p>My position on this provision is:</p> <p><i>(Select one option)</i></p>	<p>The reasons for my/our submission are:</p> <p><i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i></p>	<p>The decision I/we want Council to make:</p> <p><i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i></p>
		<p>commercial use. This gives the owner, future owners, tenants and residents certainty that the site is identified as serving the community's needs. It also provides sufficient flexibility for buildings and uses to change over time without having to apply for series of consents. This flexibility is appropriate given the south eastern Halswell area is a developing residential area which may over time have changing commercial and community needs.</p> <p>The general area between Sutherlands Road and Halswell Road is already partially developed. The development of the remaining area is anticipated to be occur over the next few years. In addition, there is limited provision of commercial sites at neighbourhood level for residents in the general Halswell Area. It is expected that residents north of Sparks Road will also find this commercial centre convenient.</p> <p>With regard to the planning regime, until recently the RNN rule 14.12.1.1 P20 specifically provided for commercial activities listed as permitted in the Commercial Local zone to be permitted activities within any site set aside for commercial purposes that had been identified for that purpose on an approved subdivision plan. This rule was intended to enable the development of local commercial activities within the new RNN ODP areas as those ODPs had not specifically identified locations for local centres for a variety of reasons. Unfortunately, this provision was removed as part of the Plan Change 5D leaving parties who wish to establish such centres with no specific provision under which to establish and operate.</p> <p>The Strategic Directions 3.3.1.b. specifically requires that the District Plan “<i>recognises and sets the statutory planning context for the other chapters of the Plan, in order that they clearly articulate how decisions about resource use and values will be made in order to <b>minimise reliance on resource consent processes</b></i>”. If the submitters land is not provided for by rezoning then they will have to apply for a resource consent, in addition as noted any changes over time would also require new consents to be sought. This is contrary to the above strategic objective given the logical and simple action of rezoning this subject site. Further, as mentioned above, it also does not provide certainty into the future for the submitters, their tenants, and the community.</p> <p>The Strategic Direction also requires that Council:</p>	

<p>Provision to which my/our submission relates:</p> <p><i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i></p>	<p>My position on this provision is:</p> <p><i>(Select one option)</i></p>	<p>The reasons for my/our submission are:</p> <p><i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i></p>	<p>The decision I/we want Council to make:</p> <p><i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i></p>
		<p><i>Provides for the effective functioning of the urban environment of the Christchurch district, reflecting the changes resulting from the Canterbury earthquakes, including changes to population, land suitability, infrastructure, and transport;</i></p> <p>This clearly relates to the proposed rezoning as it provides for increased population in South East Halswell within an area that was identified in the LURP to accommodate increased population of Christchurch following the earthquakes. This is an ongoing process within the City.</p> <p>These objectives are further supported by Objectives 3.3.1, 3.3.5 &amp; 3.3.7</p> <p><b>3.3.1 Objective Enabling recovery and facilitating the future enhancement of the district</b></p> <p><i>a. The expedited recovery and future enhancement of Christchurch as a dynamic, prosperous and internationally competitive city, in a manner that:</i></p> <p><i>i. Meets the community's immediate and longer term needs for housing, economic development, community facilities, infrastructure, transport, and social and cultural wellbeing; and</i></p> <p><i>ii. Fosters investment certainty; and</i></p> <p><i>iii. Sustains the important qualities and values of the natural environment.</i></p> <p><b>3.3.5 Objective Business and economic prosperity</b></p> <p><i>a. The critical importance of business and economic prosperity to Christchurch's recovery and to community wellbeing and resilience is recognised and a range of opportunities provided for business activities to establish and prosper.</i></p> <p><b>3.3.7 Objective – Well-functioning urban environment</b></p> <p><i>a. A well-functioning urban environment that enables all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future;</i></p>	

<p>Provision to which my/our submission relates:</p> <p><i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i></p>	<p>My position on this provision is:</p> <p><i>(Select one option)</i></p>	<p>The reasons for my/our submission are:</p> <p><i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i></p>	<p>The decision I/we want Council to make:</p> <p><i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i></p>
		<p>These objectives fully recognise the importance of commercial and community activities being established in the residential area because of the benefits to residents. In addition, it acknowledges that there needs to be certainty for people considering investing in commercial development. Rezoning of the site as a Neighbourhood Centre achieves both outcomes.</p> <p>Further support for rezoning of land for a specific commercial development is found in Objective 3.3.11</p> <p><b>3.3.11 Objective Commercial and industrial activities</b></p> <p><i>a. The recovery and stimulation of commercial and industrial activities in a way that expedites recovery and long term economic and employment growth through:</i></p> <p><i>i. Enabling rebuilding of existing business areas, revitalising of centres, and provision in greenfield areas; and</i></p> <p><i>ii. Ensuring sufficient and suitable land development capacity.</i></p> <p><i>b. The critical importance of centres for people and the economy is recognised in a framework that primarily directs commercial activity into centres, consistent with their respective roles; and any commercial activities proposing to locate outside these centres will not give rise to significant adverse distributional or urban form effects. (Paragraph added by PC14)</i></p> <p>Objective 3.3.11.b refers to the potential issue of new developments not giving rise to significant adverse distributional effects. The submitters requested Tim Heath of Market Economics to undertake an assessment of the proposed development in relation to this matter and this is attached to this submission (Attachment B). This assessment concludes that the development with an approximate floor space of 2,250m<sup>2</sup> along with the range of activities proposed is at an appropriate scale and that it would not undermine the market and future growth of the existing centres in the context of the RMA. He also concludes that the proposed rezoning will be consistent with <b>Policy 14.2.6.4</b> (now 14.2.9.5) <b>Other Non-residential activities</b> (see below). In particular the report concludes that the proposed development is appropriately sized to</p>	



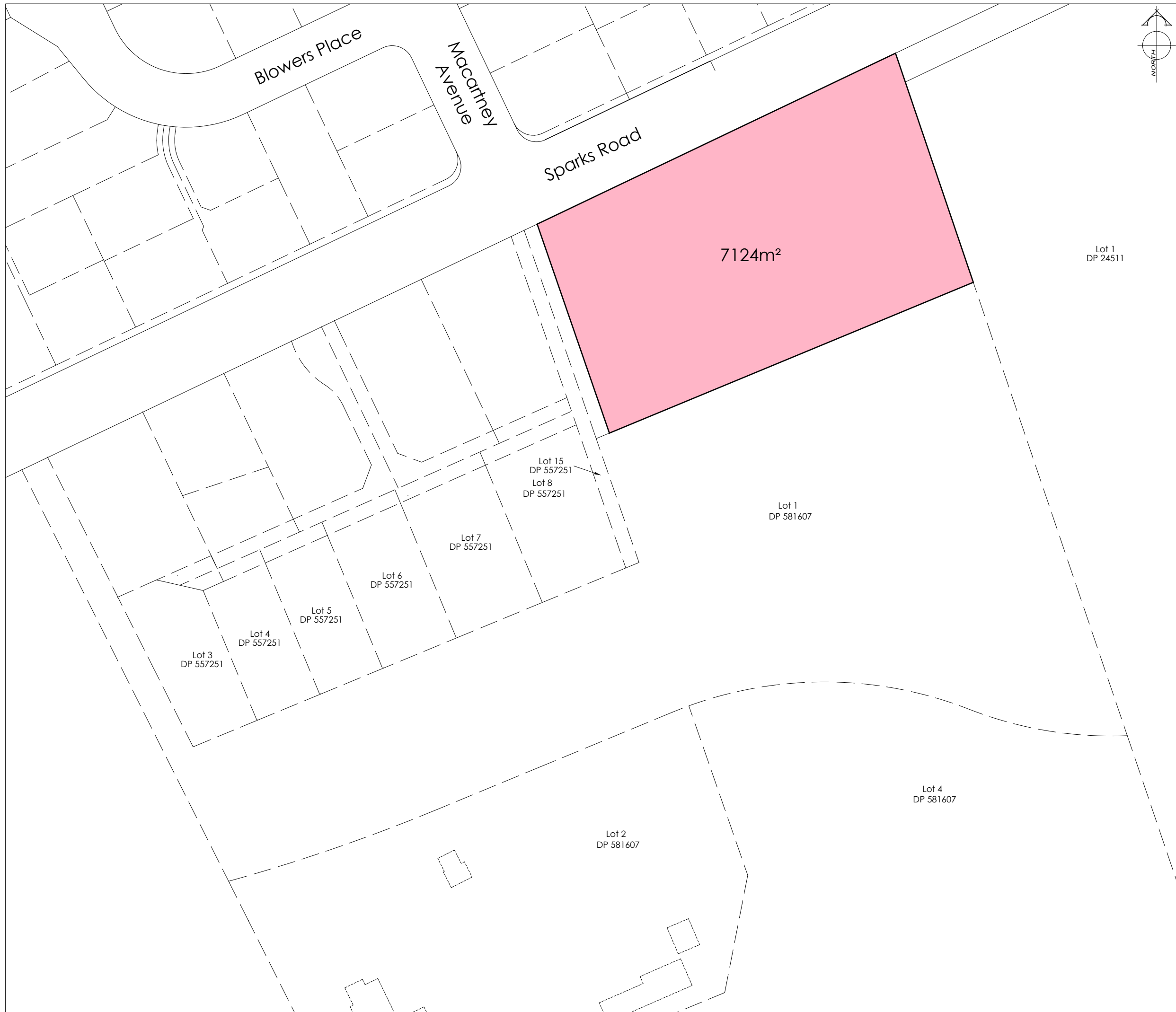
<p>Provision to which my/our submission relates:</p> <p><i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i></p>	<p>My position on this provision is:</p> <p><i>(Select one option)</i></p>	<p>The reasons for my/our submission are:</p> <p><i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i></p>	<p>The decision I/we want Council to make:</p> <p><i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i></p>
		<p>“fit the role of a small community neighbourhood centre” Further as it serves the surrounding neighbourhoods it has an “operational need” to be located with the suburban area.</p> <p><b>14.2.6.4 Policy - Other non-residential activities</b>  <i>Proposed new 14.2.9.5 (Proposed Plan Change 14)</i>  <i>Restrict the establishment of other non-residential activities, especially those of a commercial or industrial nature, unless the activity has a strategic or operational need to locate within a residential zone, and the effects of such activities on the character and amenity of residential zones are insignificant.</i></p> <p>In addition, Market Economics considers that the site achieves the outcomes sought by Policy 14.2.6.5 provides for small scale convenience retailing given its location.</p> <p><b>14.2.6.5 Policy - Retailing in residential zones</b>  <i>Proposed new 14.2.9.6(Proposed Plan Change 14)</i>  <i>Ensure that small scale retailing, except for retailing permitted as part of a home occupation, is limited in type and location to appropriate corner sites on higher order streets in the road hierarchy.</i></p>	
<p><b>Planning Maps</b></p>	<p><input checked="" type="checkbox"/> Support in part</p>	<p>432 Sparks Road (Lot 1 DP 581607) is a greenfield development lot. It is appropriate that this the residential portion of this property is zoned Future Urban Zone, with the remainder to be zoned Neighbourhood Centre as per our other submission.</p>	<p>Subject to our other submission, retain the Future Urban Zone over the residential portion of 432 Spark Road.</p>



9 May 2023

Signature of person authorised to sign on behalf of submitter

**Attachment A – Proposed Rezoning Plan**



AMENDMENTS:		
AMENDMENT	DATE	DESCRIPTION

- NOTES:
1. This plan has been prepared for zone change purposes only. No liability is accepted if the plan is used for any other purposes.
  2. This plan has been prepared for the use of our client and no liability is accepted in relation to any other parties.
  3. Any measurements taken from information which is not dimensioned on the electronic copy are at the risk of the recipient.

 Proposed Neighbourhood Centre Zone



116 Wrights Road P O Box 679 Christchurch 8140. New Zealand  
Telephone: 03 379-0793 Website: www.dls.co.nz E-mail: office@dls.co.nz

JOB TITLE: **25 KBR Limited**

SHEET TITLE: **Proposed Rezoning**

DRAWING STATUS: **For Rezoning**

SCALE: 1:500@A1 DATE: May 2023  
1:1000@A3

CAD FILE: J:\20316\SUBCON\20316_Zone Change.dwg	DRAWN: GC
DRAWING No: <b>20316</b>	REVISION: <b>R0</b>

**Attachment B –Economic Report**

# PROPERTY **E**CONOMICS



**SPARKS ROAD, HALSWELL**

**CONVENIENCE CENTRE**

**ECONOMIC MEMORANDUM**

Client: 25 KBR Limited

Project No: 52272

Date: March 2023

15 March 2023

## ECONOMIC MEMORANDUM

To: 25 KBR Limited

c/- Phil Middelberg

Email : p.middelberg@gmail.com

RE: 432 Sparks Road Convenience Centre Economic Impact Overview

### INTRODUCTION

Property Economics has been engaged by 25 KBR Limited to undertake a high-level economic overview of the market potential and potential economic impact of a convenience centre at 432 Sparks Road, Halswell, Christchurch.

This economic memo assesses market growth and future demand for convenience retail and commercial services in the localised catchment and the existing convenience centre network within the surrounding environment. This will inform design and planning aspects of the development, and the economic implications of the convenience centre in the context of the Christchurch District Plan provisions and the RMA.

### THE PROPOSED DEVELOPMENT AND POLICY CONTEXT

The development is proposed to encompass a total GFA of 2,250sqm and includes space for integrated medical facility, retail and commercial service convenience activities, and community services. The retail component of the centre is limited in scale due to the size of the medical centre and associated medical services / facilities proposed. The following table breaks down the floor space for these potential land uses.

**TABLE 1: POTENTIAL GFA BREAKDOWN BY LAND USE**

Land Use	GFA (sqm)
Restaurant	370
Takeaway / Café	255
Medical Services	700
Commercial / Retail / Gym	565
Education	120
Office	100
Community	140
<b>Total (sqm)</b>	<b>2,250</b>

Source: South Architects

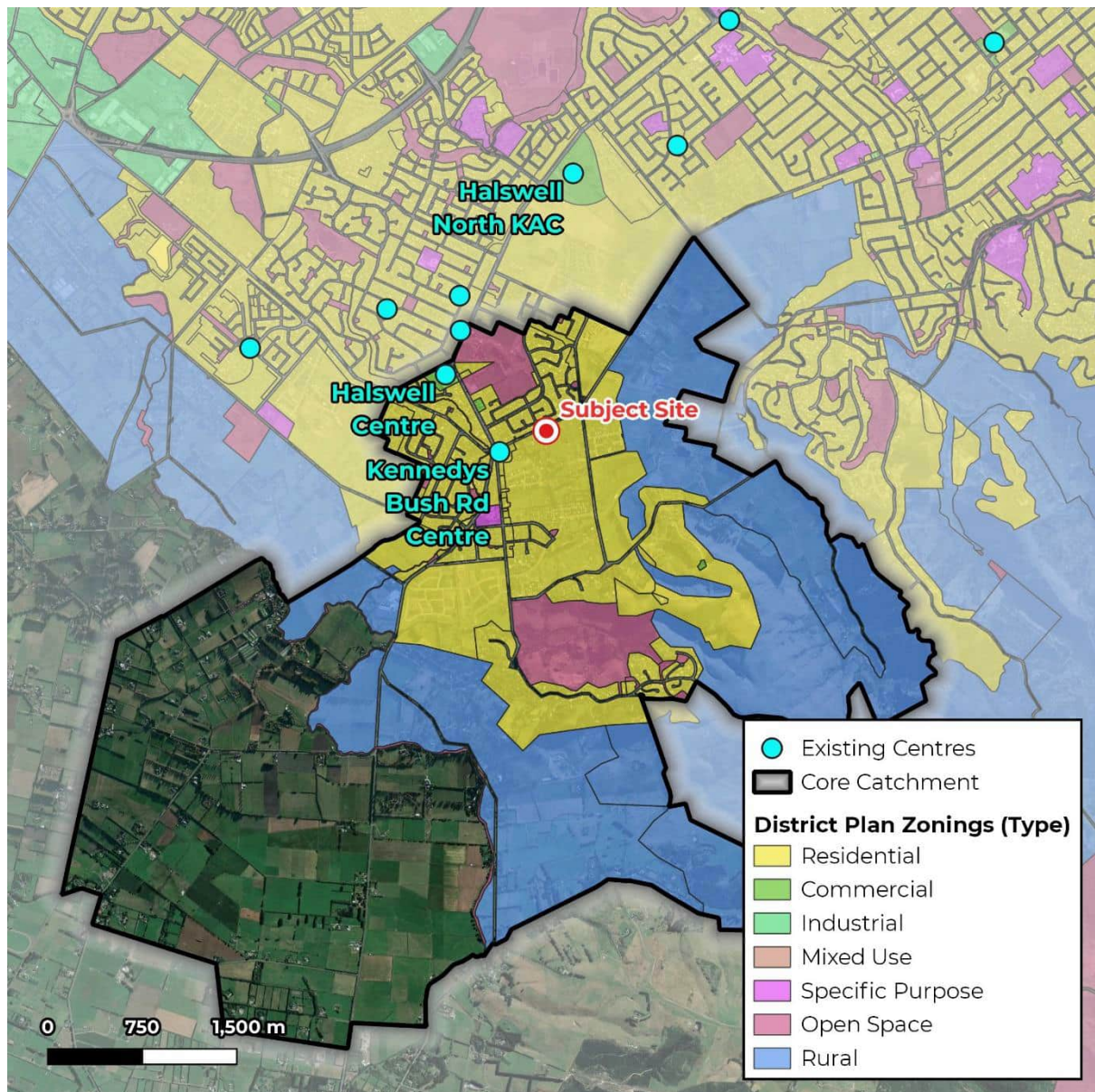
The proposed site plan of the new convenience centre is attached in Appendix 1.

## ECONOMIC CATCHMENT AND EXISTING CENTRE NETWORK

The following figure highlights the core economic catchment for a convenience centre at the subject site with other existing proximate convenience centres identified.

The delineation of this catchment has been based on Stats NZ Statistical Area 1 (SA1) boundaries, the location of existing convenience centres, the roading network, natural and physical geographical barriers, and the professional opinion of Property Economics based on known shopping patterns and trade area dynamics for convenience centres across the country.

**FIGURE 1: CORE CATCHMENT AND EXISTING CONVENIENCE CENTRES**



Source: Google Maps, Christchurch City Council, Property Economics

Convenience centres are designed to service, and draw the majority of their customers from, immediate surrounding residential areas given their inherent role within the market in providing

easy access to essential goods and services. For this reason, the catchment of the proposed convenience centre is considered to be the immediate residential base in Halswell and the southern rural environs of the area.

In terms of the existing centre network, there currently is a convenience centre located on the north-western edge of the core catchment and is anchored by a New World supermarket. Given its location and offer, this Halswell Centre services both the identified catchment and the residential areas located to the north (beyond the catchment).

In addition, there is a convenience centre located at the intersection of Sparks Road and Kennedys Bush Road. This centre is approximately 350m walking or 1 minute drive from the subject site.

Note that a Key Activity Centre (KAC) is planned to be established at Halswell North. This first component of this centre has recently given approval through an Environment Court decision. This will be a large commercial centre providing for a significant range of retail, commercial / professional businesses, community facilities, [public transport and public areas. The immediate surrounding area of this KAC is not considered a part of the subject site's core catchment given the KAC will also contain convenience store types as part of its broader offer.

## POPULATION AND HOUSEHOLD GROWTH

Based on Stats NZ's latest estimates, the core catchment has a current (2022) population base of around 6,070 people and contains around 2,220 households (rounded).

Over the last four years growth in the catchment has equated to +14% (population) and +17% (households). To provide a broader context, Christchurch City over the same period experienced growth of +1.4% in population and +4.1% in households. This indicates that the core catchment area is growing significantly faster than the balance of the city as a result of high levels of new residential development in the area. This new growth will require additional convenience activities to service the growing local population base.

The following table presents the core catchment population and household projections over the next 15 years (i.e., 2023 – 2038) based on Stats NZ's High and Medium growth scenarios.

**TABLE 2: POPULATION AND HOUSEHOLD PROJECTIONS 2023 – 2038**

Stats NZ Projection		2023	2028	2033	2038	2023 - 2038 Growth	
						(#)	(%)
Population	Medium	6,270	7,410	8,510	9,590	+3,320	+53%
	High	6,480	7,890	9,300	10,700	+4,220	+65%
Households	Medium	2,230	2,620	3,010	3,380	+1,150	+52%
	High	2,290	2,750	3,220	3,690	+1,400	+61%

Source: Stats NZ, Property Economics



Both growth scenarios project a robust and continuous period of growth in the catchment's population and household base over the next 15 years. However, given recent economic metrics (i.e., increasing interest rates) and the stage of the property cycle (i.e., in a period of market correction with recent falls in house prices) the more conservative Medium growth projection is considered to be more appropriate to represent the future rate of growth and therefore is the projection series utilised as the key input for the convenience spend and GFA modelling in the following section.

### CONVENIENCE RETAIL SPEND (EXCL. SUPERMARKETS) AND GFA REQUIREMENT

The following table provides the estimated convenience retailing spend (excluding supermarket expenditure) and the total convenience centre GFA requirement within the identified core catchment.

The core catchment is estimated to generate \$7.4m per annum of convenience retail expenditure in 2023. This \$7.4m represents the total 'pool' of the convenience retail market that any new convenience centre would compete for within the catchment. Over the 15 years between 2023 and 2038, the retail expenditure in the core catchment is projected to grow to \$12.3m per annum by 2038. This equates to an increase of nearly \$5m annually by 2038 above the 2023 base year.

Based on these estimates, the core catchment generates enough retail expenditure on an annualised basis to sustain around 1,510sqm of convenience retail GFA. Between 2023 and 2038, the total sustainable retail floorspace the convenience retail spend generated in the catchment can sustain will grow to approximately 2,520sqm in 2038, equating to a growth of around 1,000sqm GFA.

**TABLE 3: CONVENIENCE CENTRE GFA DEMAND (SQM) FORECAST**

	2023	2028	2033	2038	Net Growth (2023 - 2038)
Convenience Retail Spend (\$m)	\$7.4	\$8.9	\$10.6	\$12.3	<b>+ \$4.9</b>
Convenience Retail Sustainable GFA (sqm)	1,510	1,820	2,160	2,520	<b>+ 1,010</b>
Commercial Services Sustainable GFA (sqm)	1,510	1,820	2,160	2,520	<b>+ 1,010</b>
<b>Total Convenience Centre GFA (sqm)</b>	<b>3,020</b>	<b>3,640</b>	<b>4,320</b>	<b>5,040</b>	<b>+ 2,020</b>
Existing Convenience Centre GFA Supply (sqm)	1,600				-
<b>Additional Convenience Centre GFA Demand (sqm)</b>	<b>1,420</b>	<b>2,040</b>	<b>2,720</b>	<b>3,440</b>	<b>-</b>

Source: Property Economics

Based on research over many years by Property Economics on similar centres around the country commercial services generally account for around 50% of convenience centre activity, so an additional 1,510sqm GFA for local commercial and professional services is considered appropriate for the identified market. Both retail and non-retail commercial services tenancies, for the most part, are interchangeable tenancies, in respect of both being able to occupy the same tenancy footprint. As such, non-retail commercial services often co-locate with retail stores in convenience centres.

In total, the convenience centre GFA requirement within the catchment based on the 2023 population base would be just over 3,000sqm with the potential to grow to approximately 5,000sqm by 2038.

In terms of the existing supply, there are two convenience centres within the core catchment at present, as identified earlier. The Halswell Centre has an estimated GFA of 800sqm, excluding the New World supermarket. Given its location on the fringe of the core catchment, it can be expected that this centre would also be servicing the residential areas located to the immediate north of the catchment. As such, it is assumed that approximately half of the centre's spend / GFA (i.e., 400sqm) would be serviced by the core catchment.

The Kennedys Bush Centre is estimated to have a GFA of 1,200sqm. Therefore, in total, the existing convenience centre supply within the catchment is estimated to be approximately 1,600sqm GFA.

Based on the estimates, the convenience centre floorspace that is sustainable by available convenience expenditure (demand) exceeds the existing supply by just over 1,400sqm by 2023. This suggests that the local catchment can sustain more convenience provision than is currently provided in the market. This circa 1,400sqm GFA additional sustainable provision in 2023 increases to around 3,400sqm GFA by 2038 without any new convenience provision provided in the catchment.

Ultimately, the economic analysis shows the local market can sustain additional convenience stores in the catchment and the subject proposal would help address this shortfall.

It is important to note that convenience GFA supply does not have to exactly match the GFA demand. This analysis aims to provide an overview of how these markets operate and function together. Therefore, these figures should not be regarded as strict guidelines towards what is appropriate to provide. The key component of the analysis is the 'differential' which in effect provides a 'net position' of the supply and demand analysis to guide the appropriateness of future development.

## CENTRE IMPACT ANALYSIS

The Halswell Centre is anchored by a New World supermarket and therefore has a strong position to service a larger market in contrast to the proposed convenience centre. As such the Halswell Centre is unlikely to be undermined by the proposed development.

The Kennedys Bush Road Centre is currently occupied by a few food retailers, cafes & restaurants, real estate agencies and a beauty salon. Whilst being proximate to the proposed centre, this existing convenience centre can also be sustained by the local market. Specifically, the proposed medical services, office and community uses account for over half of the new centre's GFA, activities that are not offered within the Kennedys Bush Road Centre. In this regard many of the proposed centre's activities would complement the current local provision and not undermine it.

Moreover, based on the previous forecasts, the core catchment is anticipated to generate additional retail and commercial services spend over the next 15 years (2023 and 2038). This means any trade competition effects as a result of the proposed development are likely to be minor and temporal and quickly offset by the increasing demand within the local market.

The proposed 2,250sqm centre is not considered of a scale that could undermine the role, function, or viability of the existing Halswell Centre and Kennedys Bush Centre to a consequential level.

## BENEFITS AND COSTS OF THE PROPOSED DEVELOPMENT

The proposed land uses at the subject site would generate a range of potential economic costs and benefits. These include:

### ECONOMIC BENEFITS

- Provide for additional employment opportunities to the local market
- Increased and diversified convenience offerings
- Enhanced liveability of the surrounding residential environment
- Improved amenity, convenience, and wellbeing of surrounding communities
- Provide a catalyst that spurs further retail, employment, and residential growth in the area
- Leverage the existing transport network more efficiently (in contrast to un-serviced zoned locations)
- Improved community access to fundamental medical services and facilities
- The proposed centre is efficiently located to service the future growth in the area

### ECONOMIC COSTS

- Residential development potential loss at the subject site (i.e., an opportunity cost). However, in considering the proposed centre scale, along with the large vacant residential blocks in the surrounding environment, this economic cost is considered negligible and would not materially undermine the market's expected housing capacity.

Overall, Property Economics considers that the proposed new convenience and medical centre would generate net economic benefits to the local Halswell community.

### District Plan Policy

Under the Christchurch District Plan, the subject site is currently zoned Residential New Neighbourhood. Given that residential activities are envisaged to remain the dominant activity within the residential zones as outlined in Objective 14.2.6, the proposed convenience retail and commercial land uses on Sparks Road will be subject to Policy 14.2.6.4 "Other Non-residential Activities" and Policy 14.2.6.5 "Retailing in Residential Zones".

Policy 14.2.6.4 "Other Non-residential Activities" states:

*"Restrict the establishment of other non-residential activities, especially those of a commercial or industrial nature, unless the activity has a strategic or operational need to locate within a residential zone, and the effects of such activities on the character and amenity of residential zones are insignificant."*

Property Economics considers that the proposed development is appropriately sized to fit the role of a small community neighbourhood centre. These centres are typically located within residential suburbs with the intention of servicing the localised market with a small range of convenience retail store types. It therefore has an operational need to locate within suburban areas to fulfil this role to the community and improves a community's economic wellbeing. If this activity located within a higher order commercial zone, then it would simply be an extension of the existing centre, and not improve resident's access to convenience retail amenity.

In terms of retailing activities, Policy 14.2.6.5 "Retailing in Residential Zones" states:

*"Ensure that small scale retailing, except for retailing permitted as part of a home occupation, is limited in type and location to appropriate corner sites on higher order streets in the road hierarchy."*

The interpreted purpose of this Policy is to restrict the proliferation of retail activities within the residential zone to key strategic locations that also minimise the traffic impacts on the surrounding residential areas.

To this extent, it is noted that Sparks Road is a higher order street, providing a direct connection between Halswell and Hoon Hay. The site is located at the intersection of Sparks Road and Macartney Avenue which is the main access point to the neighbouring residential area that this centre is designed to service. Therefore, it is Property Economics view that the purposes of this policy are met by the proposed location.

## CONCLUSION

In Property Economics view, the proposal gives effect to Policy 14.2.6.4 and Policy 14.2.6.5 from an economic perspective in that there is strategic and operational demand with the subject residential zone to sustain the proposed non-residential land uses.

Meanwhile, the proposed centre GFA of 2,250sqm and the proposed extent of land uses are considered an appropriate scale that would not undermine the market and future growth of the existing centres under the context of RMA.

It can be expected that the proposed convenience centre development will provide diversified choices, amenities and employment opportunities to the local community while supporting the growing population in the neighbouring residential areas.

The medical centre and facilities are of growing importance to local communities as the population ages. The improved access this facility will bring to the local community generates important economic and social benefits and improves market efficiency.

As such, Property Economics supports the proposed convenience centre at 432 Sparks Road from an economic perspective.



If you have any queries, please give me a call.

Kind Regards



Tim Heath

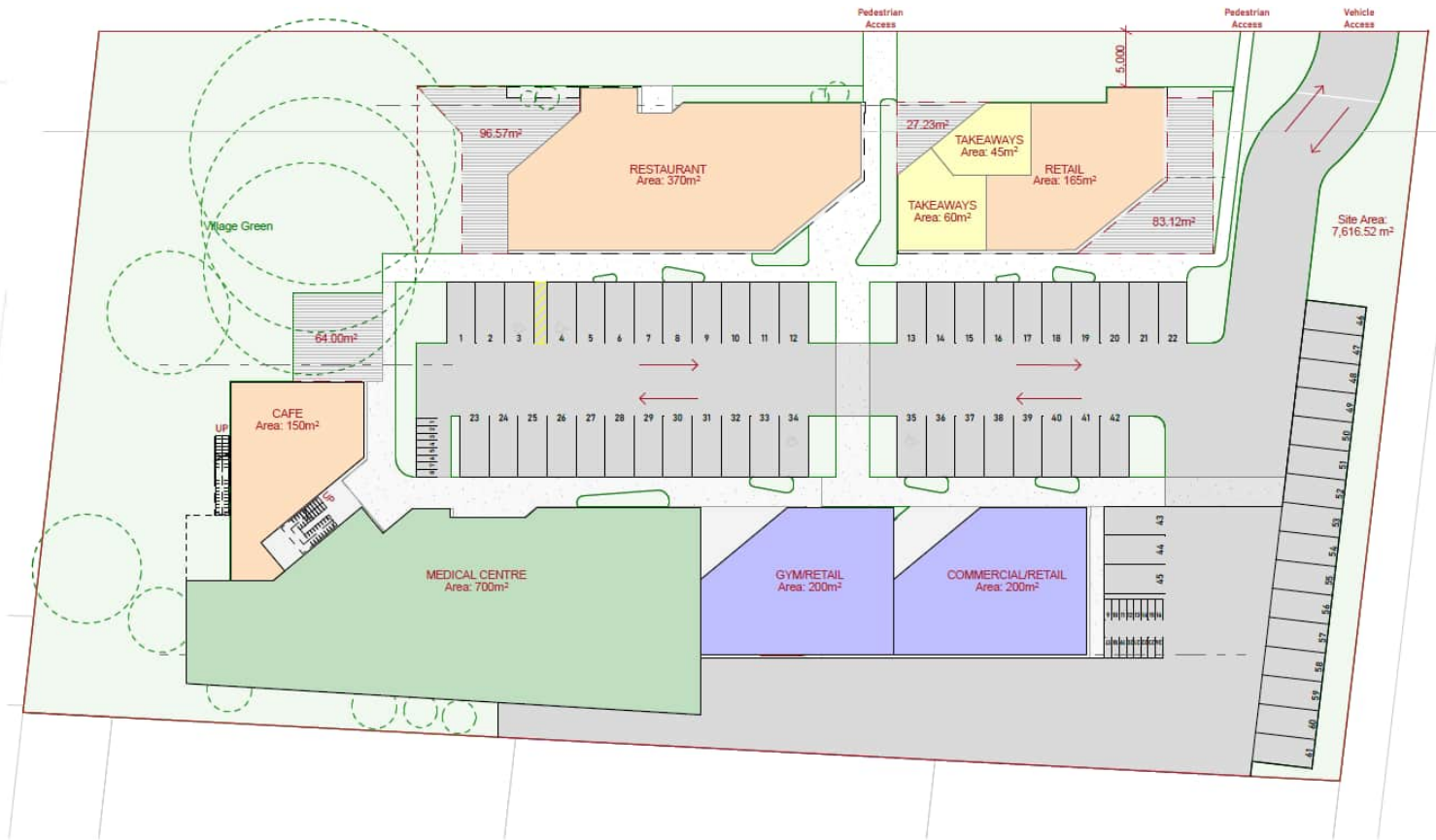
M: 021 557713

PO: Box 315596, Silverdale 0944, AUCKLAND

Email: [tim@propertyeconomics.co.nz](mailto:tim@propertyeconomics.co.nz)

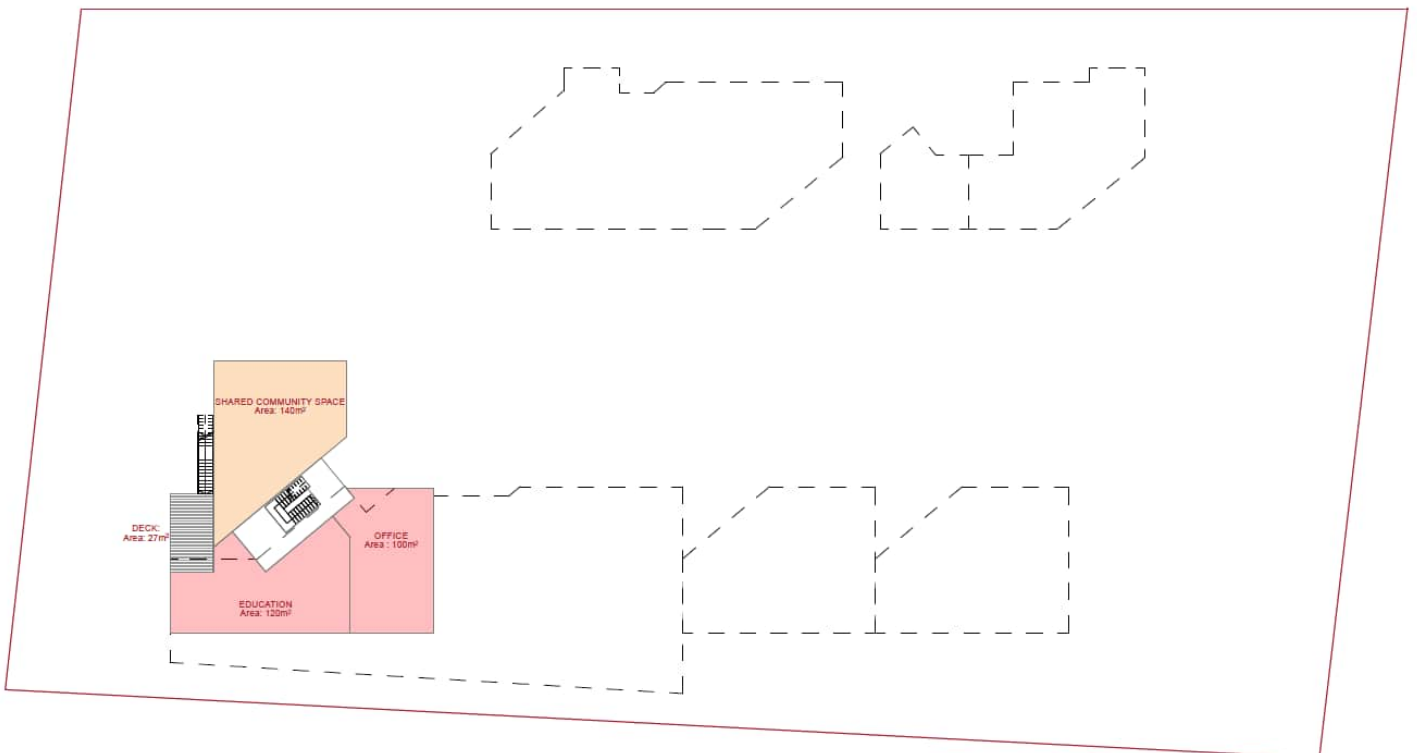
[www.propertyeconomics.co.nz](http://www.propertyeconomics.co.nz)

# APPENDIX 1. SITE PLAN



**Site Plan**

scale 1:500



**First Floor Plan**

scale 1:500

# Our proposed Housing and Business Choice Plan Change (PC14)

## Submitter Details

**First name:** Julie **Last name:** Comfort

**Preferred method of contact** Email

**Postal address:** PO Box 679

**Suburb:**

**City:** Christchurch

**Country:** New Zealand

**Postcode:** 8140

**Email:** julie.comfort@dls.co.nz

**Daytime Phone:** 3790793

**Age:**

**Gender:**

**Ethnicity:**

I could not  
Gain an advantage in trade competition through this submission

I am not  
directly affected by an effect of the subject matter of the submission that :  
a. adversely affects the environment, and  
b. does not relate to the trade competition or the effects of trade competitions.

Note to person making submission:

If you are a person who could gain an advantage in trade competition through the submission, your right to make a submission may be limited by clause 6(4) of Part 1 of Schedule 1 of the Resource Management Act 1991

**Would you like to present your submission in person at a hearing?**

- Yes
- I do NOT wish to speak in support of my submission and ask that the following submission be fully considered.

Additional requirements for hearing:

---

## Consultation Document Submissions

Planning Maps

- Support
- Oppose

Seek Amendment

**I seek the following decision from the Council**

***If seeking to make changes to a specific site or sites, please provide the address or identify the area***

Please see attached

**My submission is that**

Please see attached

---

Attached Documents

File
25 KBR Submission to PC14



# Our proposed Housing and Business Choice Plan Change (PC14)

## Submitter Details

**First name:** Julie **Last name:** Comfort  
**Organisation:** 25 KBR Limited

**Preferred method of contact:** Email

### Postal address:

**Suburb:** PO Box 679, Christchurch 8140

**City:**

**Country:** New Zealand

**Postcode:** 8140

**Email:** Julie.comfort@dls.co.nz

**Daytime Phone:** 03-379-0793

I could not  
 Gain an advantage in trade competition through this submission

I am not  
 directly affected by an effect of the subject matter of the submission that :  
 a. adversely affects the environment, and  
 b. does not relate to the trade competition or the effects of trade competitions.

Note to person making submission:

If you are a person who could gain an advantage in trade competition through the submission, your right to make a submission may be limited by clause 6(4) of Part 1 of Schedule 1 of the Resource Management Act 1991

### Would you like to present your submission in person at a hearing?

- Yes
- I do NOT wish to speak in support of my submission and ask that the following submission be fully considered.

Additional requirements for hearing:

## Attached Documents

File
Comfort Julie - 25 KBR Submission to PC14
Comfort Julie - Our proposed Housing and Business Choice Plan Change (PC14)

**SUBMISSION ON THE PROPOSED PLAN CHANGE 14, CHRISTCHURCH DISTRICT PLAN***in accordance with Clause 6 of the Schedule 1 of the Resource Management Act 1991*

**TO:** Christchurch City Council  
[engagement@ccc.govt.nz](mailto:engagement@ccc.govt.nz)

**1. Submitter Details**

**Submitters name:** Milns Park Limited

**Address For Service:** c\ - Davie Lovell-Smith Ltd  
 PO Box 679, Christchurch 8140

**Contact person:** [julie.comfort@dls.co.nz](mailto:julie.comfort@dls.co.nz)

**Phone:** 03-379-0793

**2. Trade Competition:**

We could gain an advantage in trade competition through this submission:  Yes  No

If Yes to above, then:

We are directly affected by an effect of the subject matter of the submissions that:

(a) adversely affects the environment; and

(b) does not relate to trade competition or the effects of trade competition  Yes  No

**3. Hearing options:**

Do you wish to be heard in support of your submission? *If you choose yes, you can choose not to speak when the hearing date is advertised.*

Yes  No

If others are making a similar submission would you consider presenting a joint case with them at the hearing? *You can change your mind once the hearing has been advertised.*

Yes  No

#### 4. Submission Details

Yes, I am enclosing further supporting information to this submission form

Provision to which my/our submission relates: <i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i>	My position on this provision is: <i>(Select one option)</i>	The reasons for my/our submission are: <i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i>	The decision I/we want Council to make: <i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i>
<b>Planning Maps</b>	<input checked="" type="checkbox"/> Support	25-51 Milns Road (Lot 600 DP 579587) is a greenfield development lot as such it is appropriate that this piece of land is included within the Future Urban Zone	Retain the Future Urban (FUZ) zoning for 25-51 Milns Road (Lot 600 DP 579587)
<b>Planning Maps</b>	<input checked="" type="checkbox"/> Oppose in part	Lot 500 DP 5795877 is a greenfield development lot. As such it is more appropriate for this piece of land to be included within the Future Urban Zone	Rezone Lot 500 DP 5795877 in Kearns Drive, Halswell to Future Urban Zone
<b>Appendix 8.10.4 North Halswell Outline Development Plan – Map Only</b>	<input checked="" type="checkbox"/> Oppose in part	<p>The removal of some land parcels in the North Halswell Outline Development Plan Area creates issues as to what provisions apply, including the location of roading and reserves. It appears as though the Town Centre Zone, High and Medium Density zoned land has been removed from the ODP. Furthermore, areas which have been identified appear to be within the ODP boundaries but are not identified in the key and vice versa. These changes are confusing, and it is unclear from the Section 32 reports as to why this change has been made. This is of particular concern as there are still parcels of land that are yet to be developed, and there are roading linkages that are required to be completed. It has been normal practice to retain ODPs in full until all land within an OPD area has been developed, we see no reason why this should not be the case of the North Halswell ODP.</p> <p>The ODP which exists in the current District Plan, identifies the 'residential development area' and does not refer to the specific zone. This approach is preferable as it indicates how the area is to be developed as for what purpose. The change in zone name &amp; density requirements is not considered a reason to remove some areas from the ODP. Notwithstanding the change in terminology, key structural</p>	Reinstate the current North Halswell Outline Development Plan Area and boundaries so it includes all of the land that is residentially zoned land, and not just some of it.

<b>Provision to which my/our submission relates:</b> <i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i>	<b>My position on this provision is:</b> <i>(Select one option)</i>	<b>The reasons for my/our submission are:</b> <i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i>	<b>The decision I/we want Council to make:</b> <i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i>
		<p>elements of ODP remain relevant and should remain to inform future development for all of the areas within the boundaries of the current ODP.</p> <p>The rules associated with the ODP are confusing in terms of what areas within the ODP they apply to.</p>	
<b>Rule 6.10A.4.1.1 P2</b>	<input checked="" type="checkbox"/> Oppose in part	<p>It is appropriate for a greenfield subdivision to either provide street trees or pay a financial contribution for it.</p> <p>What is not considered appropriate is for a greenfield subdivision which is creating vacant lots for further development to have to also provide for or pay for the tree canopy cover for the residential units at the time of subdivision. The definition of development site as applied to a subdivision would encompass all the land contained within the subdivision, including roads and reserves. That would mean that the area of land within the roads would be counted twice – once for the 20% development site cover under point (a) and again for the 15% road corridor cover under point (c). These means that 20% cover calculated at the time of the subdivision would be much larger than for the individual residential allotments created. On seeking clarification from Council staff. It was suggested that a consent notice would be placed on the residential lots to require the 20% cover, as per point (a) of this rule. It's unclear whether this 20% would be the calculation of the overall development site as noted above, or for each lot. If it is for each lot, then requiring 20% cover under P2 is not necessary, as the development of each individual is covered by P1.</p>	<p>Amend the rule so that only the 15% street tree canopy requirement is applicable to a vacant lot greenfield subdivision.</p> <p>Delete Activity specific standards – Tree canopy cover clause (a) and (b), an amend clause (d) to only refer to the 15% road corridor cover.</p>
<b>6.10A.4.1.3 RD2</b>	<input checked="" type="checkbox"/> Support in part	<p>In greenfield subdivisions there are a number of situations where reserves are vested to Council with enhancements. For example, enhancing waterways. In these situations, reserve contributions are not attributed to these reserves. We therefore support the approach by Council that these reserves can offset the tree canopy rule</p>	<p>Amend to rule to make it clear that reserves that are vested to Council with enhancements can offset the tree canopy rules for the development.</p>

<p>Provision to which my/our submission relates:</p> <p><i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i></p>	<p>My position on this provision is:</p> <p><i>(Select one option)</i></p>	<p>The reasons for my/our submission are:</p> <p><i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i></p>	<p>The decision I/we want Council to make:</p> <p><i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i></p>
		<p>requirements. However, we consider that this needs to be more explicit in the rules to ensure this happens</p>	
<p><b>8.2.6.2</b> <b>8.3.3</b> <b>Standard 6.10A.4.2.2</b></p>	<p><input checked="" type="checkbox"/> Oppose in part</p>	<p>There is no reasoning given in any of the Section 32 documentation for how the financial contribution of \$2,037.00 per tree has been calculated. Furthermore, it is unclear whether this is GST inclusive or not. The figure does not appear to relate to the Minimum Acceptable Rates provided for bonding under the IDS or for the maintenance period of 2 years.</p> <p>The CCC bond schedule for street trees allows for: For street trees that is \$500 per tree (includes the tree pit), and \$40 per tree per month for maintenance. Total per tree for 2 year bond period of \$1,460.00 all excl GST. With GST included that is only \$1,679.00.</p> <p>Assuming \$2,037 is excluding GST this is 1 tree plus 38.4 months maintenance. If Inc GST its 31.7 months of maintenance.</p>	<p>Make clearer in the plan how the costs have been attributed and whether it is GST inclusive.</p>
<p><b>Standard 6.10A.4.2.3</b> <b>8.2.6.3</b> <b>8.3.7</b></p>	<p><input checked="" type="checkbox"/> Oppose in part</p>	<p>It is unclear how Council will enforce the tree canopy rules on individual properties &amp; within their own road reserve network. How will compliance be measured? Furthermore, will Council report on the compliance of the tree canopy rules and what projects the financial contributions go towards?</p> <p>Issues could arise where the species planted may be appropriate at the time but due to unforeseen circumstances, the vegetation may die and need to be replaced.</p> <p>Based on previous experiences, when Council needs to cut budgets the first departments this is impacted on are the reserves and maintenance teams and the monitoring and enforcement teams.</p>	

Provision to which my/our submission relates: <i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i>	My position on this provision is: <i>(Select one option)</i>	The reasons for my/our submission are: <i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i>	The decision I/we want Council to make: <i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i>
<b>Activity Standard 8.6.2</b>	<input checked="" type="checkbox"/> Oppose in part	It is unclear whether there is a minimum allotment for the FUZ when there is an existing building. The drafting of the provision as notified removes the reference to 'Nil' for the previous named zoned of RNN. We suggest it is clearer within the standard that there is no minimum allotment size in the FUZ zone around existing buildings.	Amend the standard to make it clear that there is no minimum allotment size in the FUZ zone around existing buildings.
<b>Activity Standard 8.6.15 North Halswell</b>	<input checked="" type="checkbox"/> Oppose in full	<p>The wording of this provision is unclear as to what areas it relates to. Given the changes to the ODP boundaries, it is assumed to be the areas which used to be within the previous ODP boundaries and not properties to the north of Hendersons Road, west of Halswell Road, south of Milns Road and east of Sparks Road. The drafting of this provision makes interpretation of the plan difficult and unworkable.</p> <p>Consistent with our relief sought above, we seek to reinstate the current ODP and its boundaries. If this is accepted this rule is redundant.</p> <p>If the Panel is of a mind to retain the ODP as notified and this provision, then better drafting is required to identify the area in which this provision applies to.</p>	Delete Activity Standard 8.6.15
<b>Rules as Matters of Control – Subdivision 8.7.13</b>	<input checked="" type="checkbox"/> Oppose in full	As discussed previously, our preference is to reinstate the current ODP and its boundaries therefore, this provision is not required.	Delete Matter of Control 8.7.13
<b>Rules as Matters of Discretion – Subdivision 8.8.13 Additional Matters-Subdivision in the Medium and High Density Residential Zones at North Halswell</b>	<input checked="" type="checkbox"/> Oppose in full	It is unclear where this applies to. PC14 have amended the boundaries of the North Halswell ODP to exclude areas proposed to be zoned High and Medium Density Residential. As such it is unclear how this provision would be assessed. Notwithstanding this, it is our preference to reinstate the current ODP and its boundaries. As such it is not necessary for this provision to exist.	Delete 8.8.13 Additional Matters-Subdivision in the Medium and High Density Residential Zones at North Halswell
<b>Waterbody setback layer on District Planning Maps</b>	<input checked="" type="checkbox"/> Oppose in part	The waterbody setbacks are not changing as part of PC14 which is supported by the submitter. However, the location of the drains on the planning maps is problematic as in many cases these waterbodies are required to be enhanced and naturalised or decommissioned,	The waterbodies on the planning maps are to be identified as 'indicative locations only' or alternatively to show them in their correct location or not at all.

<p>Provision to which my/our submission relates:</p> <p><i>(Please specify the Objective, Policy, Rule, Rule Requirement, Assessment Matter, Mapping feature or other reference your submission relates to, eg TCZ-R12 Visitor Accommodation)</i></p>	<p>My position on this provision is:</p> <p><i>(Select one option)</i></p>	<p>The reasons for my/our submission are:</p> <p><i>(Please give details, eg I think this should be non-complying because we don't want this to occur in our town centre)</i></p>	<p>The decision I/we want Council to make:</p> <p><i>(Please specify if you want the provision to be retained, amended or deleted, eg Amend – change the activity status to non-complying)</i></p>
		<p>therefore the overlay on the planning maps may trigger a resource consent when the drain is in another location entirely or no longer there. An example of this is Dunbars Drain where it passes through the Milns Park residential development. This channel has been naturalised and is located within Lot 275 DP 579587, Lot 279 DP 548038 and Lots 270 and 271 DP 533866. The straight nature of the alignment shown on the interactive planning maps does not reflect the correct alignment, for example it shows running through 24 Whitburn Ave.</p> <p>This means that the properties to which this Qualifying Matter should apply may not be appropriately identified, and it may result in the Qualifying Matter applying to properties that are not located near or within the waterway setbacks.</p> <p>Our preference is for the waterbodies to be shown as indicative only. The alternative is to show the waterbodies in their correct location or not at all.</p>	



12 May 2023

Signature of person authorised to sign on behalf of submitter

# Our proposed Housing and Business Choice Plan Change (PC14)

## Submitter Details

**First name:** Julie **Last name:** Comfort

**Preferred method of contact** Email

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**Suburb:**

**City:** Christchurch

**Country:** New Zealand

**Postcode:** 8140

**Email:** julie.comfort@dls.co.nz

**Daytime Phone:** 3790793

**Age:**

**Gender:**

**Ethnicity:**

I could not  
Gain an advantage in trade competition through this submission

I am not  
directly affected by an effect of the subject matter of the submission that :  
a. adversely affects the environment, and  
b. does not relate to the trade competition or the effects of trade competitions.

Note to person making submission:

If you are a person who could gain an advantage in trade competition through the submission, your right to make a submission may be limited by clause 6(4) of Part 1 of Schedule 1 of the Resource Management Act 1991

### Would you like to present your submission in person at a hearing?

- Yes
- I do NOT wish to speak in support of my submission and ask that the following submission be fully considered.

Additional requirements for hearing:

## Consultation Document Submissions

Chapter 8 Subdivision, Development and Earthworks

- Support
- Oppose



Seek Amendment

**I seek the following decision from the Council**

***If seeking to make changes to a specific site or sites, please provide the address or identify the area***

Please see attached submission

**My submission is that**

Please see attached submission

---

Attached Documents

File
Milns Park Ltd Submission to PC14

# Our proposed Housing and Business Choice Plan Change (PC14)

## Submitter Details

**First name:** Julie **Last name:** Comfort  
**Organisation:** Milns Park Limited

**Preferred method of contact:** Email

**Postal address:** PO Box 679, Christchurch  
 8140

**Suburb:**

**City:**

**Country:** New Zealand

**Postcode:**

**Email:** julie.comfort@dls.co.nz

**Daytime Phone:** 03-379-0793

I could not  
 Gain an advantage in trade competition through this submission

I am not  
 directly affected by an effect of the subject matter of the submission that :  
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### Would you like to present your submission in person at a hearing?

- Yes
- I do NOT wish to speak in support of my submission and ask that the following submission be fully considered.

Additional requirements for hearing:

## Attached Documents

File
Comfort Julie - Milns Park Ltd Submission to PC14
Comfort Julie - Our proposed Housing and Business Choice Plan Change (PC14) (2)

## Our proposed Housing and Business Choice Plan Change (PC14)

### Submitter Details

**First name:** Catherine **Last name:** Boulton

**Preferred method of contact** Email

**Postal address:**

**Suburb:**

**City:**

**Country:** New Zealand

**Postcode:**

**Email:** catherine@planzconsultants.co.nz

**Daytime Phone:** 021964017

**Age:** 35-49 years

**Gender:** Female

**Ethnicity:** New Zealand European

I could not  
Gain an advantage in trade competition through this submission

I am  
directly affected by an effect of the subject matter of the submission that :  
a. adversely affects the environment, and  
b. does not relate to the trade competition or the effects of trade competitions.

Note to person making submission:

If you are a person who could gain an advantage in trade competition through the submission, your right to make a submission may be limited by clause 6(4) of Part 1 of Schedule 1 of the Resource Management Act 1991

**Would you like to present your submission in person at a hearing?**

- Yes
- I do NOT wish to speak in support of my submission and ask that the following submission be fully considered.

Additional requirements for hearing:

If others make similar submissions, the submitter will consider presenting a joint case at the hearing.

---

### Consultation Document Submissions

Planning Maps

- Support

- Oppose
- Seek Amendment

**I seek the following decision from the Council**

***If seeking to make changes to a specific site or sites, please provide the address or identify the area***

Please see attached full submission.

**My submission is that**

Please see attached full submission.

---

Chapter 15 Commercial

- Support
- Oppose
- Seek Amendment

**I seek the following decision from the Council**

***If seeking to make changes to a specific site or sites, please provide the address or identify the area***

Please see attached full submission.

**My submission is that**

Please see attached full submission.

---

Chapter 8 Subdivision, Development and Earthworks

- Support
- Oppose
- Seek Amendment

**I seek the following decision from the Council**

***If seeking to make changes to a specific site or sites, please provide the address or identify the area***

Please see attached full submission.

**My submission is that**

Please see attached full submission.

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Attached Documents

File
PC14_Belfast Village Centre Limited Submission_Final

**SUBMISSION ON A NOTIFIED PROPOSAL FOR A POLICY STATEMENT OR PLAN, CHANGE OR VARIATION VIA INTENSIFICATION PLANNING INSTRUMENT (IPI) IN ACCORDANCE WITH SECTION 80F(1)(a), RESOURCE MANAGEMENT ACT 1991**

**Submission on Plan Change 14 to the Christchurch District Plan (PC14)**

**To:** Christchurch City Council  
53 Hereford Street  
Christchurch Central  
Christchurch 8013  
<https://ccc.govt.nz/the-council/haveyoursay/show/531>

**Submitter:** Belfast Village Centre Limited ('Belfast')

**Contact:** Craig Watts

**Address for Service:** Belfast Village Centre Limited  
C/- Planz Consultants Limited  
PO Box 1845  
Christchurch 8140

Attn: Catherine Boulton  
M +64 21 964 017  
E [catherine@planzconsultants.co.nz](mailto:catherine@planzconsultants.co.nz)

**Hearing**

Belfast Village Centre Limited wishes to be heard in support of this submission.

**Introduction**

1. This is a submission on the Christchurch District Council (the Council's) Proposed Plan Change 14 (**PC14**) to the Christchurch District Plan.
2. Belfast could not gain an advantage in trade competition through this submission.
3. Belfast Group is generally supportive of the primary intent of PC14 to enable the intensification of residential zones and commercial centres across Christchurch in accordance with both the National Policy Statement on Urban Development (NPS-UD) and the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021 (**EHAA**).

4. Belfast notes that an inevitable consequence of enabling greater residential intensification is that there will be a commensurate increase in the number of residents living within the catchment area of existing commercial centres. In delivering a well-functioning urban environment it is critical that residents have easy access to a wide range of services and facilities to meet their needs. Belfast also notes that in addition to residential intensification, the NPS-UD also seeks to enable business development (Objective 3, Policy 1(b), and Policy 23).
5. It is acknowledged that PC14 has a number of instances of areas being rezoned in recognition of the enabling intent of the EHAA, including Sydenham and the Tannery in Woolston. Belfast consider that a rezoning approach should also be applied to its site at Belfast in recognition of the extent of the increased residential density supporting additional commercial floorspace provision.

## **Background**

### Resource Consent History

6. Land subject to the rezoning submission (within the North-Belfast Outlined Development Plan area) is currently undergoing subdivision and development works as part of the development phase of this large greenfield urban growth area for commercial and residential purposes. The wider subdivision consent application RMA/2008/2490 was approved in April 2017, while a subsequent variation RMA/2008/2490/A was approved on 3 August 2017. The consented subdivision includes roads, a recreation reserve and residential allotments. The Ministry of Education has separately acquired a large block of land to the southwest of the Belfast centre for the provision of a new primary school, reflecting the substantial growth in the catchment.
7. Resource Consent (RMA/2018/720) was granted in 2018 to establish a comprehensive new neighbourhood commercial shopping centre on a greenfield site within the commercial core zone identified in the North-West Belfast Outline Development Plan. The consented development is for 3 two-storey commercial buildings, one of the buildings was approved for an anchor tenant (a supermarket) while the other two were approved for a mix of retail and food and beverage activities on the ground floor and office activity at first floor level. Carparking associated with the development was approved centrally with access obtained from the Belfast Road extension and the subdivision spine road. This development was approved wholly within the Commercial Core Zone.
8. Following the grant of RMA/2018/720, a further application was made for resource consent due to a change in the economic climate and shopping preferences (RMA/2020/1965). This

consent was specifically for a supermarket and e-store (the anchor tenant) without additional commercial buildings. The supermarket and e-store had a reduced scale and a revised building design and site layout. Resource consent was granted on 28 June 2021 and the supermarket has since been developed and is now operational. This development was approved within the Commercial Core Zone and across the Residential New Neighbourhood Zone.

#### Recent Plan Change History

9. There is a lengthy planning history of the site and wider area dating back to the early 2000's. For the purpose of the submission, the more recent history in relation to Plan Change 5 is outlined. Belfast Village JV Limited (a related entity to Belfast Village Centre Limited) submitted on PC5 regarding proposed amendments to the objectives and policies in the Commercial Chapter of the District Plan and in support of an expansion of the commercial core zone in the south-western corner of the North Belfast Neighbourhood Centre shown on the Proposed Plan Maps 11A and 12A (Plan Change 5F). In addition, Belfast Village sought to rezone the existing residentially zoned land to the north and east of the Commercial Core zone as shown in **Figures 1** below. Amendment was also sought to the North West Belfast Outline Development Plan to accommodate these changes.



*Figure 1: Rezoning Sought by Belfast Village Limited in their Plan Change 5 Submission to Christchurch City Council*

10. The rezoning sought by Belfast Village was to enable zone boundaries to be sensibly aligned with road boundaries, cadastral boundaries, consented development and to rezone the scope driven residential buffer strip (Residential New Neighbourhood land) between the centre and existing dwellings on Main North Road) and lastly to provide for sufficient additional commercially zoned land to help the community. In their Plan Change decision, Christchurch City Council approved the rezoning of Residential Suburban and Residential New Neighbourhood Zone to the Commercial Core Zone up to Main North Road as shown in **Figure 2** below and immediately at the south-western corner of the approved supermarket development. The additional areas of rezoning sought were considered as being 'out of scope' and were not approved due to:



- *“The implications on the future role of the North West Belfast Neighbourhood Centre and its relationship with the Northland Belfast Key Activity Centre (KAC), raising issues relating to where and how a northern Christchurch KAC is to be delivered, and the potential implications in terms of the stated hierarchy of centres in the Plan.*
- *...Implications for wider objectives and policies in the Plan and higher order direction; however, the Decision also accepted that the scope of changes sought do qualify as incidental or consequential to the changes included in PC5F, for this centre and it is not proposing something completely novel”<sup>1</sup>.*

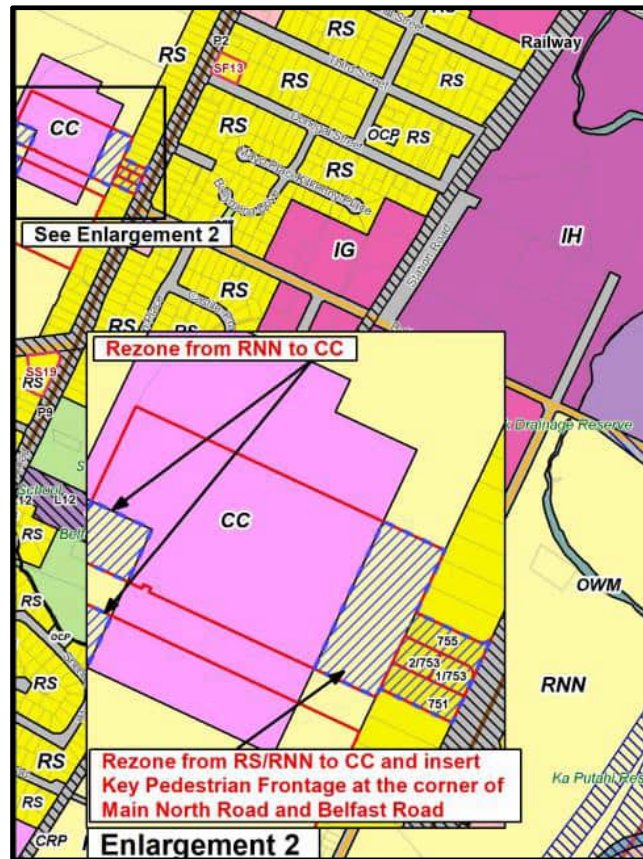
11. Despite the rezoning of the northern areas being considered as out of scope of Plan Change 5, the CCC Hearing Commissioners generally accepted that unless there is additional zoned land there is likely to be a shortfall in land supply to meet expected future demand and that the land at North West Belfast is generally suitable for an expanded centre<sup>2</sup>. In this regard, the CCC decision sets out, *“it is very clear that the issue of the planning for the North Christchurch KAC is one that needs to be addressed through a separate plan change and we recommend to the Council that this be given priority in their near future work program”*.<sup>3</sup> It is surprising that this priority work area does not appear to have formed part of CP15, despite PC14 being necessary to implement NPS-UD directions regarding alignment of residential opportunities with commercial centres and despite clear direction to Council that the extent of commercial zoning in Belfast needed to be urgently reviewed.

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<sup>1</sup> ENV-2022-CHC-54 Joint Memorandum of Counsel Seeking Consent Orders 14 December 2022 (Page 7)

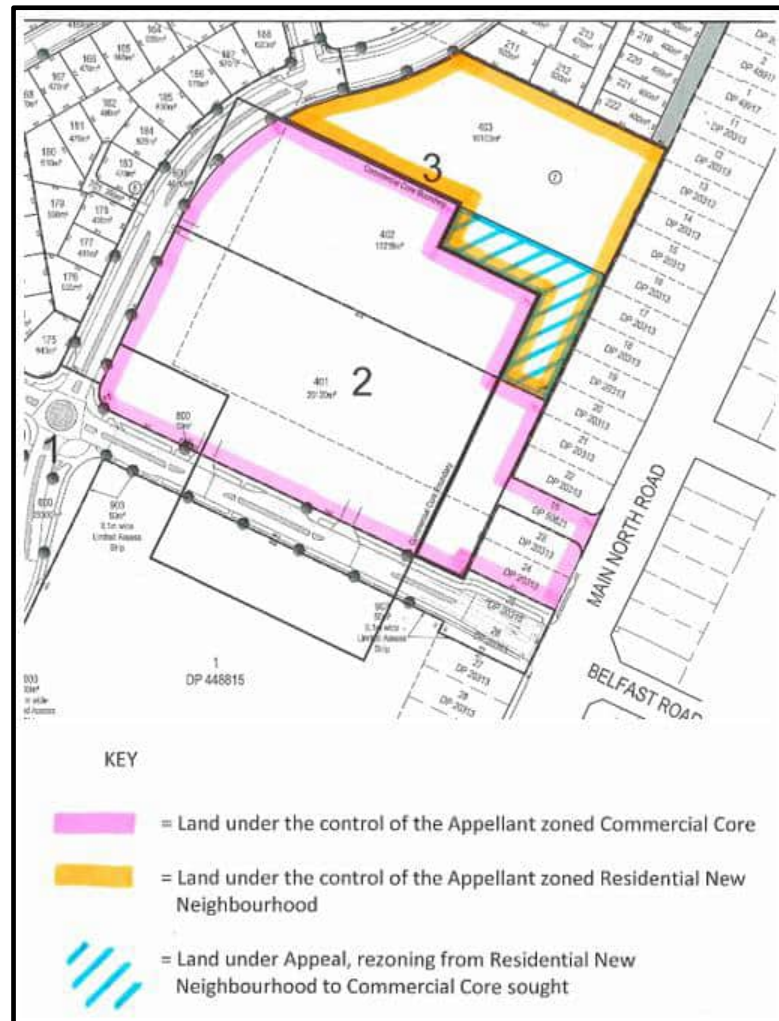
<sup>2</sup> Hearing of Proposed Plan Change 5 Grouped Changes – Report and Recommendations by Hearing Commissioners (Paragraph 110 Page 189)

<sup>3</sup> Hearing of Proposed Plan Change 5 Grouped Changes – Report and Recommendations by Hearing Commissioners (Paragraph 127 Page 196)



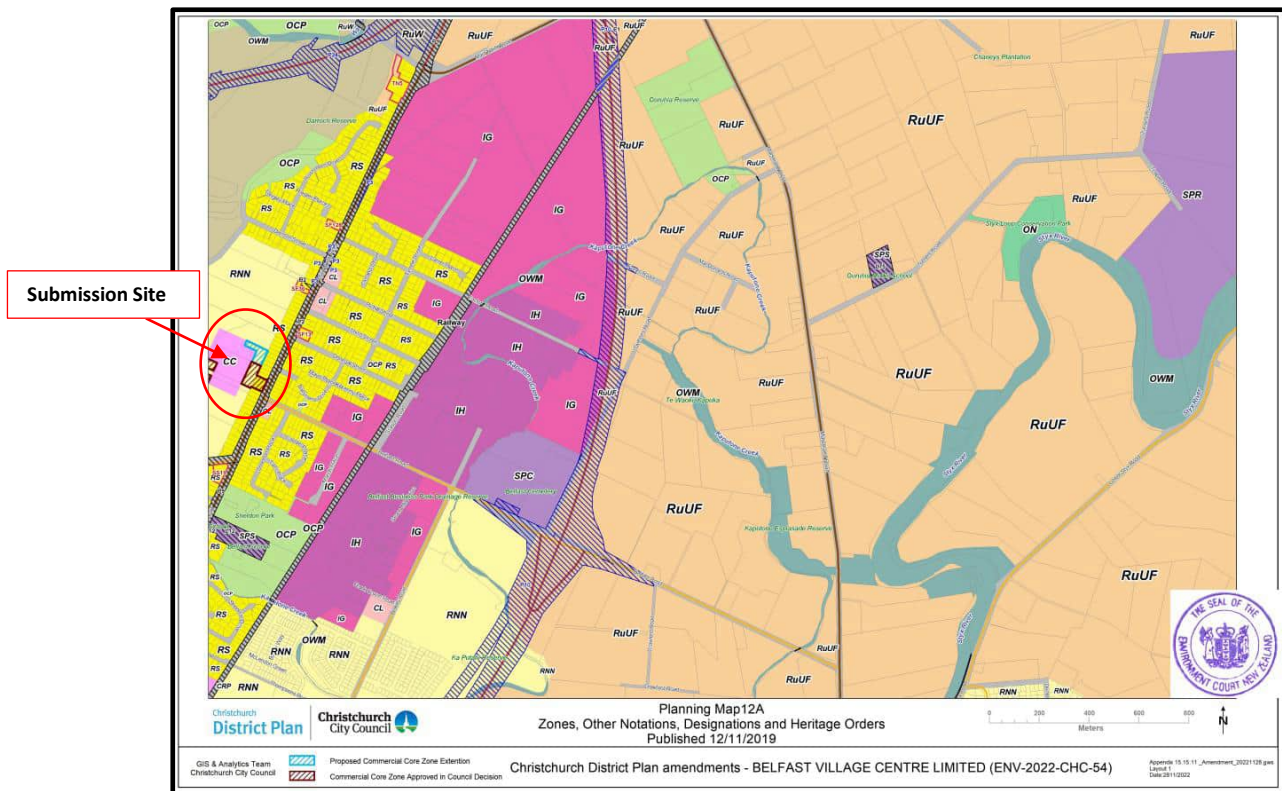
*Figure 2: Amended Planning Map 12A – Zones, Other Notations, Designations and Heritage Orders (Source: Christchurch District Plan)*

12. Following the CCC decision on Plan Change 5, Belfast Village Centre Limited made an appeal to the Environment Court to rezone Residential New Neighbourhood land to Commercial Core (part of Lot 402 LT 552856 – the blue area) as shown in **Figure 3** below.



**Figure 3: Belfast Village Limited Appeal to the CCC Plan Change 5 Decision (Land under appeal shown in Blue)**

13. This appeal was settled by way of a consent order, with the consent order issued by the Environment Court on 1<sup>st</sup> February 2023 requiring the Christchurch City Council to amend Plan Change 5 by making changes to Planning Map 12A as shown in **Figure 4** below and Appendices 8.10.23 and 15.15.11 as shown in Appendices A to F. All other parts of the appeal were dismissed.



**Figure 4. Environment Court – Consent Order for Plan Change 5 Amendments to Planning Map 12A (Source: [2023] NZEnvC 19)**

### **Plan Change 14 – Proposed Housing and Business Choice Plan Change**

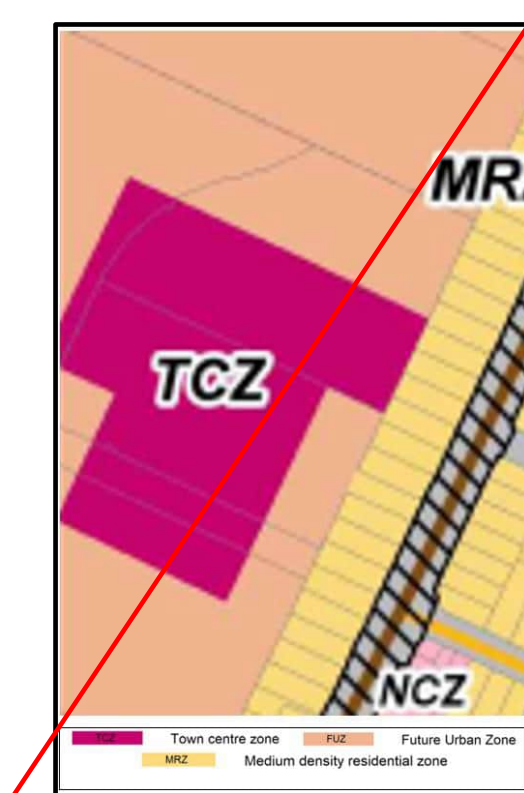
The specific relief requested by Belfast on Plan Change 14 is as follows:

- Belfast note with concern that the extent of the Town Centre Zone in PC14 does not align with the zone boundaries confirmed through PC5. It is unclear if this is intentional or in error and there does not appear to be any explicit s32 assessment as to why a change in zone boundary is proposed. Belfast therefore **opposes** the rezoning of the land at 751 (Lot 24 DP 20313), 1/753 and 2/753 (Lot 23 DP 20313) and 755 Main North Road (Lot 2 DP 540607) from commercial zoned land (as approved in CCC’s decision on Plan Change 5 and the subsequent Consent Order) to residential. This is shown on PC14 Planning Map 12 as ‘Town Centre Zone’ and ‘Future Urban Zone’.
- **Amend** the zoning of land at 751, 1/753 and 2/753 and 755 Main North Road from Future Urban Zone to Town Centre Zone.
- **Amend** the zoning of land at 40B Johns Road (Lot 3 DP 540607 and Section 4 Survey Office Plan 533991) from Future Urban Zone to Town Centre Zone.
- **Amend** Table 15.1 to categorise North West Belfast as a ‘medium’ Local Centre rather than a ‘small’ Local Centre as notified.

- **Amend** Appendix 15.15.11 – Town Centre Zone (North-West Belfast) Outline Development Plan to extend the North-West Belfast Commercial Centre across land at 40B Johns Road.
- **Amend** Appendix 8.10.18 or 8.10.19 North-West Belfast Outline Development Plan to extend the North-West Belfast Commercial Centre across land at 40B Johns Road. Note that this Appendix has been assigned two numbers under PC14 and only needs one.

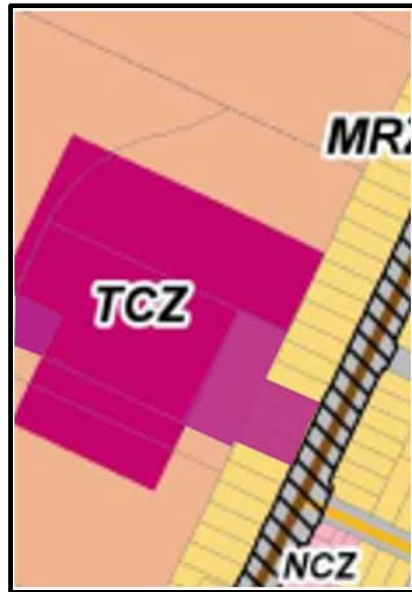
**Reasons for Belfast’s opposition:**

As set out above, there is a long planning history to the land subject to this submission, with recent changes to zoning through Plan Change 5 Council and Environment Court approved decisions. The notified Plan Change 14 maps do not reflect these changes as shown in **Figure 5** below.



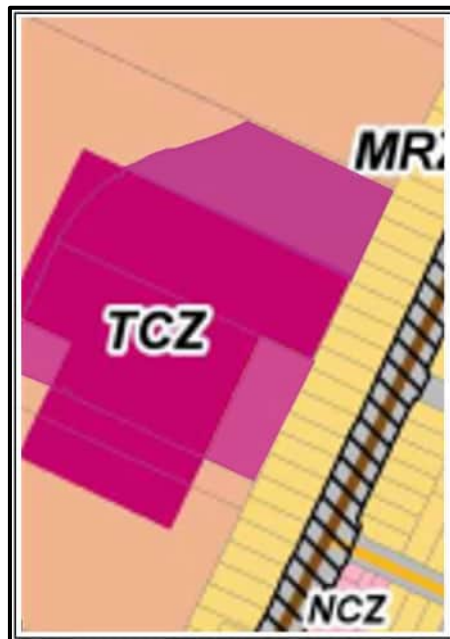
**Figure 5. Excerpt from Plan Change 14 Planning Map 12**

Belfast instead request that this land is amended to ‘Town Centre Zone’ on Planning Map 12 as shown on **Figure 6** to align the Planning Map with the recent CCC and Environment Court decisions.



*Figure 6. Additional Areas Shown in Purple to Include within Town Centre Zone to match the CCC Plan Change 5 Decision and Subsequent Environment Court Consent Order*

Belfast also submit that the Town Centre Zoning should be extended further towards the north as shown in **Figure 7** below. Belfast considers that the expansion of the Town Centre Zone within the North West Belfast outline Development Plan Area would be a natural progression of the zone boundaries at a location (40B Johns Road – Lot 3 DP 540607 and Section 4 Survey Office Plan 533991) which is appropriately suited to commercial development. Following the PC5 process it is accepted that it is challenging to rezone the strip of privately owned residential houses along Main North Road (albeit that a better urban form would ultimately result). As such Belfast only seeks rezoning over the greenfield land that it controls.



*Figure 7. Additional Areas Shown in Purple to Include within Town Centre Zone for an Expansion of the Commercial Centre*

To match the changes sought to zoning, to reflect the Plan Change 5 decisions, Environment Court consent order and expansion of zoning sought, Belfast also submit that Appendix 15.15.11 – Town Centre Zone (North-West Belfast) Outline Development Plan be amended as shown in Figure 9 below and the North West Belfast Outline Development Plan in Appendix 8.10.18 (8.10.19) of PC14 as shown in Figure 11 below



**Figure 8. Appendix 15.15.11 Sought to be amended by Belfast**



Figure 9. Additional Areas Shown in Purple to Include within the North-West Belfast Commercial Centre (Appendix 15.15.11)

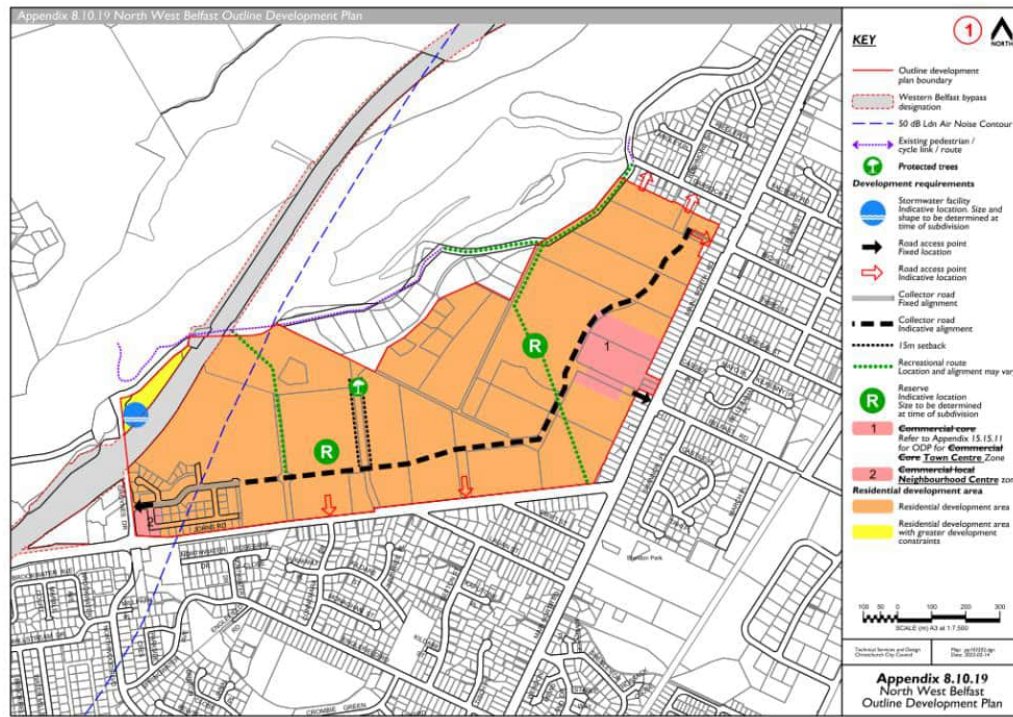
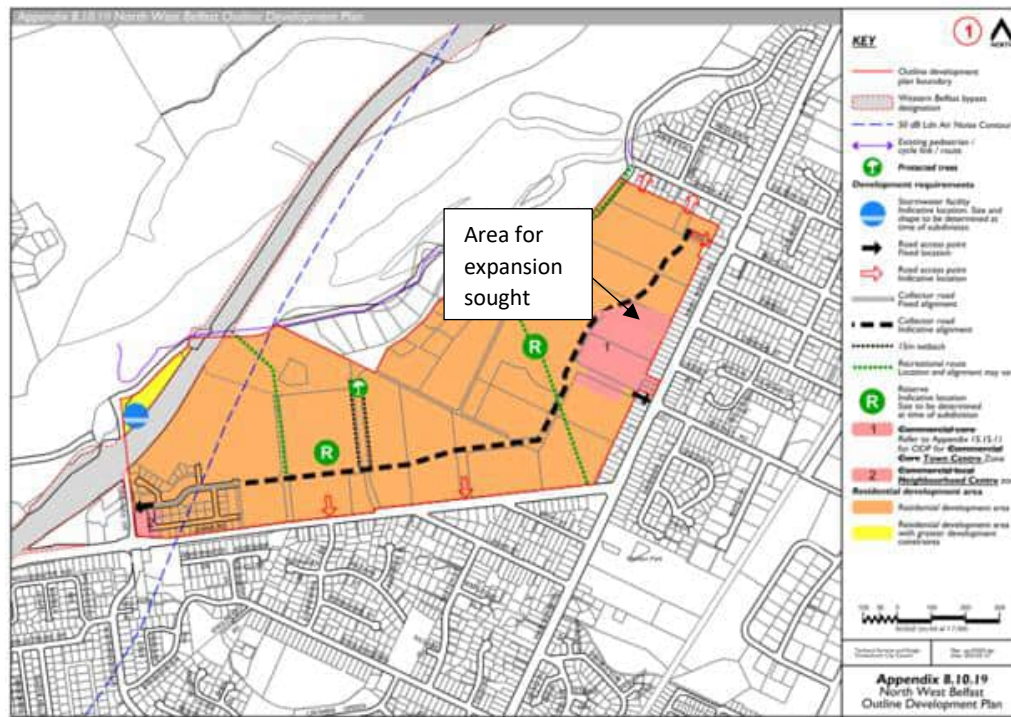


Figure 10. Appendix 8.10.18/8.10.19 Sought to be amended by Belfast



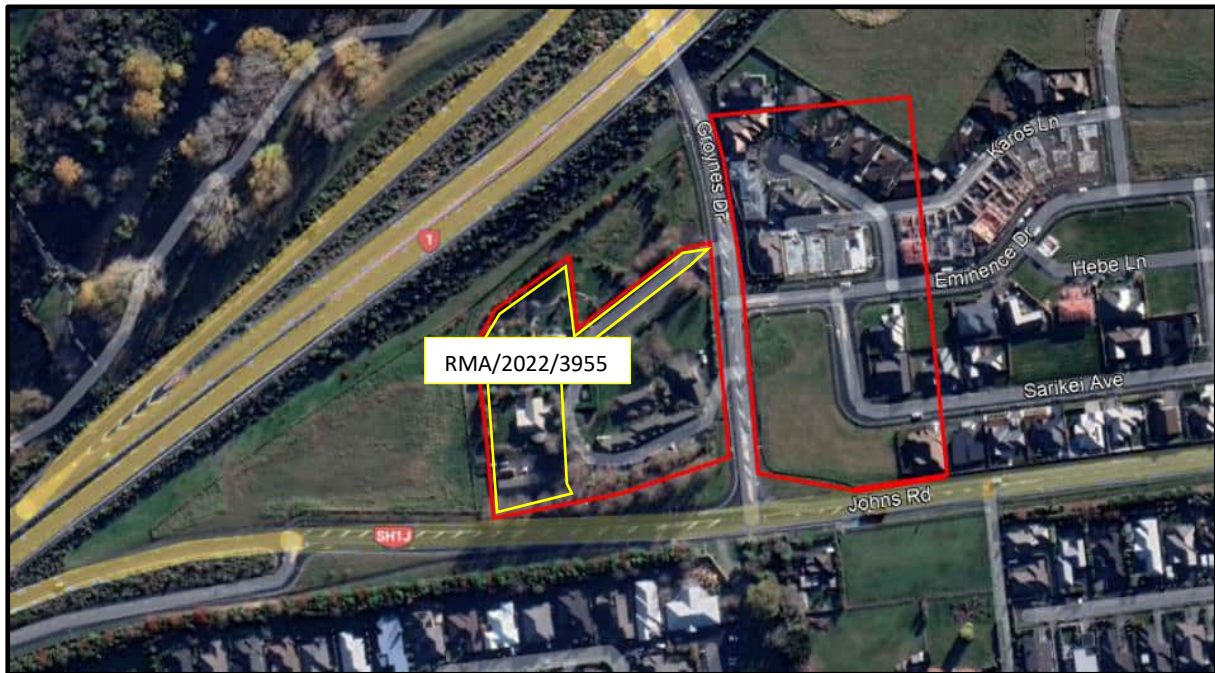


**Figure 11. Appendix 8.10.18/8.10.19 Sought to be amended by Belfast Additional Areas Shown in Pink to Include within the North-West Belfast Town Centre Zone (Appendix 8.10.18) Note that this is identified under the Heading of Appendix 8.10.18... in Plan Change 14 but this Figure is Identified Appendix 8.10.19**

It is considered that this site should be rezoned Town Centre Zone because of its strategic location and ability to serve a wide catchment. In this regard, the North-West Belfast Centre was designed to serve residential growth in the northern part of Christchurch City and has an ability to do so by being easily accessible by vehicles and a range of modal choices and accessibility. Critical changes to the surrounding area around Belfast have occurred in recent years meaning that the submission site can appropriately be expanded. These critical changes include changes to the surrounding road network, a loss in existing commercial zoned land to residential development and greater residential growth in the area including an expected material effect on future greenfield housing yields when Plan Change 14 comes into effect in Christchurch.

With regard to the above, changes to the surrounding road network around Belfast, in particular the opening of the Northern Arterial route have materially affected the performance and role of commercial land in South Belfast meaning that demand for commercial land is now more likely focused at and around the submission site in North West Belfast instead. The road network changes have resulted in greater regional accessibility for the submission site in North West Belfast to the north, east and west with this overall resulting in a strategically positioned site which is well suited to the expansion of commercial land.

In addition to substantial changes in the surrounding arterial road network, there has also been a material loss of existing commercial zoned land to residential development in the wider area. The Commercial Local zoned land at Groynes Park has been developed with residential properties rather than for commercial activities, with further development of a community activity (church) to be undertaken on land previously used for a commercial activity at Rosebank Estate and Winery (RMA/2022/3955) as shown on **Figure 10** below.



**Figure 10. Approximate Commercial Local Zoning at Groynes Park (in red) Area subject to resource consent (in yellow)**

At Northwood, Ryman's Healthcare have been granted consent for a retirement facility over approximately 7ha of Commercial Core zoned land within a District Centre – Key Activity Centre (KAC) in the Operative District Plan. The first stage of this Ryman development is due to be completed soon with earthworks well advanced. Although 2ha of vacant land is still available to be developed at the Belfast/Northwood KAC south of Radcliffe Road, the centre is expected to have a below average amount of total Gross Floor Area compared to other District Centres. Therefore, the loss of commercial zoned land within the surrounding area provides an opportunity for the land at 40B Johns Road to be rezoned Town Centre Zone to increase commercial land supply and support residential intensification around the centre compared with the status quo Commercial Core Zone extent.



**Figure 11. Approximate Commercial Core Zoning at Belfast/Northwood (in red) Area subject to resource consent (in yellow)**

Lastly, the increased density of residential development enabled through PC14 should be accompanied by increased opportunities in centres (and edge of centres) to accommodate additional services that will be required. In that context, it is appropriate to extend the zoning of specified centres to ensure that they are better able to accommodate the services that will be required in the future.

### **Role of Commercial Centres**

Plan Change 14 seeks to amend the frameworks for commercial centres that is based upon a 'hierarchy of centres' approach to managing retail distribution, with this hierarchy is set out under Objective 15.2.2 and its supporting Policy 15.2.2.1 under Table 15.1. Under the Operative District Plan, North-West Belfast is located within a 'Neighbourhood Centre'. Neighbourhood centres are a destination for weekly and daily retailing needs as well as community facilities, anchored by supermarket(s) and second or different anchor store. They primarily serve their immediate surrounding suburbs, are accessible by different transport modes and medium density housing is contemplated around the centre. They have a Gross Floor Area size range of 3,000 to 30,000m<sup>2</sup>.

Plan Change 14 has been notified with changes to Table 15.1. Neighbourhood Centres are to be renamed as 'Local Centres' and the local centres are categorised as either large, medium or small. North-West Belfast falls within the 'small' category in Table 15.1 as notified. Belfast submit that the centre is comparable with others fitting within the 'medium' category (especially once the commercial centre is built out i.e. based on its anticipated size rather than its current size as a partially developed

greenfield centre). Belfast therefore submit that the table be amended to include North West Belfast in the Local Centre (medium) category and subsequently deleted from the Local Centre (small) category as shown in red in the excerpt of Table 15.1 (as notified by PC14) below.

**Table 15.1 – Centre’s role**

	Role	Centre and size (where relevant)
C.	<p><b>Neighbourhood Local Centre</b></p> <p>A destination for weekly and daily <u>retailing shopping</u> needs as well as for <u>community facilities</u>.</p> <p>...</p>	<p>Centres: <u>Spreydon/ Barrington (Key Activity Centre)</u>, <del>New ...</del></p> <p><b>Local Centres (large):</b> <b><u>Bush Inn/Church Corner...</u></b></p> <p><b>Local Centres (medium):</b> <b><u>Prestons, Barrington (Key Activity Centre), New Brighton (Key Activity centre), and Bishopdale and North West Belfast.</u></b></p> <p><b>Local Centres (small):</b> Addington, Avonhead, Sumner, Akaroa, Colombo/Beaumont (Colombo Street between Devon Street and Angus Street), Cranford, Edgeware, Fendalton, Beckenham, Halswell, Lyttelton, Ilam/Clyde, Parklands, Redcliffs, Richmond, St Martins, <u>Stanmore/Worcester-Linwood Village</u>, Sydenham South (Colombo Street between Brougham Street and Southampton Street), Wairakei/Greers Road, Wigram (<u>emerging</u>), Woolston, Yaldhurst (<u>emerging</u>), <u>West Spreydon (Lincoln Road)</u>, <u>Hillmorton, Aranui</u>, <del>North West Belfast.</del></p> <p>Size: 3,000 to 30,000m<sup>2</sup> <u>GFA</u>.</p>

## Relief Sought

The submitter requests the following amendments and decisions:

### Plan Change 14

1. **Amend** Planning Map 12A to rezone the part of 755 Main North Road shown as Future Urban Zone to Town Centre Zone.
2. **Amend** Planning Map 12A to Rezone 751, 1/753 and 2/753 and 755 Main North Road from Medium Density Residential Zone to Town Centre Zone.
3. **Amend** Planning Map 12A to rezone 40B Johns Road from Future Urban Zone to Town Centre Zone.
4. **Amend** Table 15.1 in Policy 15.2.2.1 – Role of centres so that North West Belfast is included in the Local Centre (medium) category and removed from the Local Centre (small) category.
5. **Amend Appendix** 15.15.11 – Town Centre Zone (North-West Belfast) Outline Development Plan to extend the North-West Belfast Commercial Centre across land at 40B Johns Road.
6. **Amend** Appendix 8.10.18/8.10.19 – North West Belfast Outline Development Plan to extend the Town Centre Zoned land across 40B Johns Road. This Plan should also be amended so that it is only assigned one Appendix number.

## Overall Conclusion

In relation to the provisions and matters that Belfast Village Centre Limited has raised concerns about, it is considered those require deletion, inclusion or amendment because without such, they will:

- Not give effect to the NPS-UD;
- Not promote the sustainable management of natural and physical resources;
- are contrary to Part 2 and other provisions of the RMA;
- will not enable the social and economic well-being of the community;
- will not meet the reasonably foreseeable needs of future generations;
- will not achieve integrated management of the effects of use, development or protection of land and associated resources of Christchurch City;
- will not enable the efficient use and development of the land within the North West Belfast Outline Development Plan area and will not enable this land to be efficiently redeveloped to meet evolving commercial and community needs; and

- do not represent the most appropriate means of exercising the Council's functions, having regard to the efficiency and effectiveness of the provisions in relation to other means.
- To achieve the purpose of the RMA, comply with the content of the EHAA and give effect to the NPS-UD, PC14 must maximise opportunities for development of centres, in particular it should extend or amend centre zonings in appropriate locations to meet future demand resulting from residential intensification.

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

The suggested revisions do not limit the generality of the reasons for the submission.

The submitter wishes to be heard in support of their submission.

If others make similar submissions, the submitter will consider presenting a joint case at the hearing.

**DATED** this 12th day of May 2023

# Our proposed Housing and Business Choice Plan Change (PC14)

## Submitter Details

**First name:** Catherine **Last name:** Boulton  
**Organisation:** Belfast Village Centre Limited

### Preferred method of contact

**Postal address:** PO Box 1845

**Suburb:**

**City:**

**Country:** New Zealand

**Postcode:** 8140

**Daytime Phone:** 021 964 017

I could not  
 Gain an advantage in trade competition through this submission

I am not  
 directly affected by an effect of the subject matter of the submission that :  
 a. adversely affects the environment, and  
 b. does not relate to the trade competition or the effects of trade competitions.

Note to person making submission:

If you are a person who could gain an advantage in trade competition through the submission, your right to make a submission may be limited by clause 6(4) of Part 1 of Schedule 1 of the Resource Management Act 1991

### Would you like to present your submission in person at a hearing?

- Yes
- I do NOT wish to speak in support of my submission and ask that the following submission be fully considered.

Additional requirements for hearing:

## Attached Documents

File
for Christs College - Boulton Catherine - Our proposed Housing and Business Choice Plan Change (PC14)
for Christs College - Boulton Catherine - PC14_Belfast Village Centre Limited Submission_Final

**Cui, Aviva**

**From:** Generation Zero <noreply@123formbuilder.com>  
**Sent:** Wednesday, 3 May 2023 6:20 pm  
**To:** Engagement  
**Subject:** CCC District Plan Changes (PC14) - Generation Zero Quick Submit / 531

This is a submission on the proposed Christchurch District Plan changes via the Generation Zero quick submission form. The feedback below is on PC14.

**Form Summary****1. First / Last name**

Geoff Banks

**2. Email address**

geoff.banks@bfe.nz

**3. Postal Address**

58 Gracefield Ave  
 Christchurch  
 8013

**4. Trade competition/adverse effects:**

Option 1: I could not gain in trade competition through this submission

**5. Answer if you selected option 2 above:**

Are you directly affected by a possible effect of this plan change in a way that it:

- a. adversely affects the environment, and
- b. does not relate to the trade competition or the effects of trade competitions

Option 2: No

**Chapter 6 - Tree Canopy Cover and Financial Contributions**

The council will require 20% of new residential developments to be covered by trees, or otherwise pay a financial contribution to help the council plant more trees on public land. Christchurch has an appallingly low tree canopy cover rate of 13% compared to Auckland (18%) and Wellington (30%). Trees have a wide range of



## Form Summary

environmental, health, social and economic benefits and are important for the future of our city.

I support the Tree Canopy Cover rules and Financial Contributions to restore our tree canopy. Trees are important in reducing emissions, providing shade and temperature control in the summer, alongside the other wide range of economic, health and social effects. I seek that the council retains the tree canopy requirement and contributions plan.

### Chapter 14 - Low Public Transport Accessibility Area Qualifying Matter

The council plans to restrict housing in some areas of the city because they are poorly serviced by the lack of current high frequency public transport routes. Some areas solely designated with this qualifying matter such as in Casebrook and Styx are close to rail corridors, existing commercial areas and are serviced by low frequency routes. In the future, these areas could see a boost in service by more buses on current routes or introduction of a commuter rail service.

### Chapter 14 - Sunlight Access Qualifying Matter

There are many cities in the world that have high density and are further from the equator than Christchurch. Cities such as Vienna, Copenhagen, Toronto, Geneva, and Calgary are consistently ranked some of the most livable cities in the world. This qualifying matter would reduce the maximum height and size of medium residential buildings below what is legally required. This qualifying matter has been developed with the expressed purpose of protecting and increasing property values rather than increasing the amount of affordable housing for people.

### Chapter 14 - High-Density Residential Zone

The council is required by law to allow residential buildings of at least 6 storeys within a 1.2km radius of commercial centres such as malls and the city centre. The council plan to enable this, while also allowing up to 10 storeys for residential buildings closer to the city centre. This would enable a wider range of dense housing development options. It would also allow more people to live close to services and amenities.

### Any other comments?

Generation Zero has asked that I oppose the Sunlight Access Qualifying Matter. I do not oppose this QM, and do strongly support it. The reason for supporting it is nothing to do with supporting existing property values, and everything to do with keeping housing more affordable, and helping to protect the physical and mental health of all residents, and of our environment. Sunlight is essential to these matters.

I am disappointed that Generation Zero have not engage with residents who submitted to CCC on this matter, and are making and publishing incorrect assumptions about the motivations of those residents.

As I have been unable to correct the standard form, I have not ticked those sections I disagree with, and make my comments here.

Referrer: (no referrer)

Form Host: <https://form.123formbuilder.com/6423130/ccc-district-plan-changes-pc14-generation-zero>

## Our proposed Housing and Business Choice Plan Change (PC14)

### Submitter Details

**First name:** Geoff **Last name:** Banks

**Preferred method of contact** Email

**Postal address:** 58 Gracefield Avenue

**Suburb:** Christchurch Central

**City:** Christchurch

**Country:** New Zealand

**Postcode:** 8013

**Email:** geoff.banks@bfe.nz

**Daytime Phone:**

**Age:**

**Gender:**

**Ethnicity:**

I could not  
 Gain an advantage in trade competition through this submission

I am not  
 directly affected by an effect of the subject matter of the submission that :  
 a. adversely affects the environment, and  
 b. does not relate to the trade competition or the effects of trade competitions.

Note to person making submission:

If you are a person who could gain an advantage in trade competition through the submission, your right to make a submission may be limited by clause 6(4) of Part 1 of Schedule 1 of the Resource Management Act 1991

**Would you like to present your submission in person at a hearing?**

Yes

I do NOT wish to speak in support of my submission and ask that the following submission be fully considered.

### Consultation Document Submissions

Chapter 6 General Rules and Procedures

- Support  
 Oppose  
 Seek Amendment

**I seek the following decision from the Council**

*If seeking to make changes to a specific site or sites, please provide the address or identify the area*

**My submission is that**

Tree Canopy Cover and Financial Contributions.

I support the Tree Canopy Cover rules and Financial Contributions to restore our tree canopy. Trees are important in reducing emissions, providing shade and temperature control in the summer, alongside the other wide range of economic, health and social effects. I seek that the council retains the tree canopy requirement and contributions plan.

---

Chapter 14 Residential

- Support
- Oppose
- Seek Amendment

**I seek the following decision from the Council**

***If seeking to make changes to a specific site or sites, please provide the address or identify the area***

**My submission is that**

Low Public Transport Accessibility Area Qualifying Matter

The council plans to restrict housing in some areas of the city because they are poorly serviced by the lack of current high frequency public transport routes. Some areas solely designated with this qualifying matter such as in Casebrook and Styx are close to rail corridors, existing commercial areas and are serviced by low frequency routes. In the future, these areas could see a boost in service by more buses on current routes or introduction of a commuter rail service.

---

Chapter 14 Residential

- Support
- Oppose
- Seek Amendment

**I seek the following decision from the Council**

***If seeking to make changes to a specific site or sites, please provide the address or identify the area***

**My submission is that**

High-Density Residential Zone

The council is required by law to allow residential buildings of at least 6 storeys within a 1.2km radius of commercial centres such as malls and the city centre. The council plan to enable this, while also allowing up to 10 storeys for residential buildings closer to the city centre. This would enable a wider range of dense housing development options. It would also allow more people to live close to services and amenities

---

Chapter 14 Residential

- Support
- Oppose
- Seek Amendment

**I seek the following decision from the Council**

***If seeking to make changes to a specific site or sites, please provide the address or identify the area***

**My submission is that**

Sunlight Access Qualifying Matter

Generation Zero has asked that I oppose the Sunlight Access Qualifying Matter. I do not oppose this QM, and do strongly support it. The reason for supporting it is nothing to do with supporting existing property values, and everything to do with keeping housing more affordable, and helping to protect the physical and mental health of all residents, and of our environment. Sunlight is essential to these matters.

I am disappointed that Generation Zero have not engage with residents who submitted to CCC on this matter, and are making and publishing incorrect assumptions about the motivations of those residents.

As I have been unable to correct the standard form, I have not ticked those sections I disagree with, and make my comments here

---

Attached Documents

File
Geoff Banks email

# Our proposed Housing and Business Choice Plan Change (PC14)

## Submitter Details

**First name:** Geoffrey **Last name:** Banks

**Preferred method of contact** Email

**Postal address:** 58 Gracefield Avenue

**Suburb:** Christchurch Central

**City:** Christchurch

**Country:** New Zealand

**Postcode:** 8013

**Email:** geoff.banks@bfe.nz

**Daytime Phone:** 021468646

**Age:** 50-64 years

**Gender:** Male

**Ethnicity:** Other

I could not  
Gain an advantage in trade competition through this submission

I am not  
directly affected by an effect of the subject matter of the submission that :  
a. adversely affects the environment, and  
b. does not relate to the trade competition or the effects of trade competitions.

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### Would you like to present your submission in person at a hearing?

- Yes
- I do NOT wish to speak in support of my submission and ask that the following submission be fully considered.

Additional requirements for hearing:

## Consultation Document Submissions

Chapter 13 Central City

- Support

Our proposed Housing and Business Choice Plan Change (PC14) from Banks, Geoffrey

- Oppose
- Seek Amendment

**I seek the following decision from the Council**

***If seeking to make changes to a specific site or sites, please provide the address or identify the area***

Draft Clause 13.5.2.1.3 be amended to read:

'a. Encourage comprehensive residential development of hospital sites (except Christchurch Hospital and former Christchurch Women's Hospital) that are no longer required for hospital purposes.'

Draft Appendix 13.5.6.1 Alternative Zone Table be amended by removing the row with the hospital name 'Former Christchurch Women's Hospital'.

(Note that the former Christchurch Women's hospital site is also referred-to by others as 885 Colombo St, although it encompasses a number of titles extending from Durham St North to Colombo St.)

**My submission is that**

For the reasons given in the attached Submission by GN and BG Banks, Specific Purpose (Hospital) Zone: former Christchurch Women's hospital Property:

Draft Clause 13.5.2.1.3 be amended to read:

'a. Encourage comprehensive residential development of hospital sites (except Christchurch Hospital and former Christchurch Women's Hospital) that are no longer required for hospital purposes.'

Draft Appendix 13.5.6.1 Alternative Zone Table be amended by removing the row with the hospital name 'Former Christchurch Women's Hospital'.

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Attached Documents

File
PC14 GB Submission on SPH April 2023

## Submission by GN and BG Banks

### Specific Purpose (Hospital) Zone: former Christchurch Women's Hospital Property

This feedback relates to the site of the former Christchurch Women's Hospital, also known as 885 Colombo St, Christchurch. It extends between Colombo St and Durham St North, and between residential sites to the north and south.

Our feedback relates to the Alternative Zone designation of HRZ (Appendix 13.5.6). We do not consider that any alternative zone designation should be applied to this site under PC14.

#### 1. Background

- 1.1 Policy clause 13.5.2.1.3 a. This clause seeks to encourage comprehensive residential development of hospital sites (except Christchurch Hospital) **that are no longer required** (our emphasis) for hospital purposes.
- 1.2 Appendix 13.5.6.1 Alternative Zone Table then goes on to list an Alternative Zone for the former Christchurch Women's Hospital (aka 885 Colombo St) as HRZ.
- 1.3 Written correspondence Te Whatu Ora to Geoff Banks, 19 April 2023, saying: *"No decision has been made yet about the future use or any sale of the former Christchurch Women's site at 885 Colombo Street."* And *"The site has not been declared surplus to requirements..."*.
- 1.4 Written correspondence from CDHB to the government, 2021, advising that the site is *"...not completely lost to health in case there was a need in future (Health would be **unlikely to secure a large, central site like this ever again**". (Our emphasis)*
- 1.5 Property Economic CBA (ex S32 Evaluation) Section 5, stating that *"Property Economics understands that the current and anticipated future realisable capacity estimates commissioned by Council indicate sufficient levels of capacity for the city and for Council to meet its obligations under the NPS-UD. Property Economics also understands that the level of sufficiency is substantial and that minor losses, even of a cumulative nature, will likely not endanger the city's ability to meet future demand."*
- 1.6 Research demonstrating the increased health needs of Canterbury residents following the Canterbury earthquakes. G Banks is co-author of a paper incorporating these social and health impacts to be presented at the Pacific Conference on Earthquake Engineering in June 2023.
- 1.7 Written advice from CCC in April 2022 during the Housing Choices public feedback period that *"The changes do not apply to the specific purpose zone..."*, in response to a specific query regarding the former Christchurch Womens Hospital site. As a consequence, no feedback was given regarding the site at the time. Now, insufficient time has been made available to research the matters and engage with the public properly when a change was proposed in the draft PC14.

#### 2. Commentary

The former Christchurch Women's Hospital is NOT a property that is no longer required for hospital services. The hospital themselves, as recently as April 2023, have stated that this property is not surplus to requirements, has identified that it should not be lost to a health use, and that it would be unlikely to secure a site like this ever again. Therefore, the site does not fall within the category of no longer being required for health use.



The CDHB have identified the uniqueness of this site for health use and that. If lost to health, they would not be likely to ever be able to replace it.

Research has identified specific greater health needs in Canterbury as a consequence of the recent earthquakes. With the impact of other disasters, there appears to be a growing need for research into, and treatment of, post-disaster long term health needs.

Property Economics have identified that substantial levels of housing capacity are enabled already by PC14 and the losses to capacity will not endanger the city meeting its obligations under the NPS-UD.

In summary, it would be both tragic and un-necessary to lose this unique hospital site to residential use which is very-well served elsewhere according to experts. Once lost, hospital advisers have said that they would be unlikely to ever be able to replace it. Particularly given there has been little or no opportunity for public and transparent consultation on this issue, it should certainly not have an HRZ designation applied as part of this PC14 process.

### **3. Decision Sought**

- Clause 13.5.2.1.3. Change *“(except Christchurch Hospital)”* to *“(except Christchurch Hospital and former Christchurch Women’s Hospital)”*.
- Appendix 13.5.6.1 Alternative Zone Table. Remove the row with the hospital name *“Former Christchurch Women’s Hospital”*.

# Our proposed Housing and Business Choice Plan Change (PC14)

## Submitter Details

**First name:** Geoff **Last name:** Banks

### Preferred method of contact

**Postal address:** 58 Gracefield Ave

**Suburb:**

**City:**

**Country:** New Zealand

**Postcode:** 8013

**Daytime Phone:**

**Age:**

**Gender:**

**Ethnicity:**

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### Would you like to present your submission in person at a hearing?

Yes

I do NOT wish to speak in support of my submission and ask that the following submission be fully considered.

## Attached Documents

File
Banks Geoffrey - Geoff Banks email
Banks Geoffrey - Our proposed Housing and Business Choice Plan Change (PC14) (1)
Banks Geoffrey - Our proposed Housing and Business Choice Plan Change (PC14) (2)
Banks Geoffrey - PC14 GB Submission on SPH April 2023