

# **CHRISTCHURCH CITY COUNCIL AGENDA**

## **EXTRAORDINARY MEETING**

**THURSDAY 21 NOVEMBER 2013**

**9.30AM**

**COUNCIL CHAMBER, CIVIC OFFICES,  
53 HEREFORD STREET**



# AGENDA - OPEN EXTRAORDINARY MEETING



## CHRISTCHURCH CITY COUNCIL

**Thursday 21 November 2013 at 9.30am  
in the Council Chamber, Civic Offices, 53 Hereford Street**

**Council:** The Mayor, (Chairperson).  
Councillors Vicki Buck, Jimmy Chen, Phil Clearwater, Pauline Cotter, David East, Jamie Gough,  
Yani Johanson, Ali Jones, Raf Manji, Glenn Livingstone, Paul Lonsdale, Tim Scandrett and  
Andrew Turner

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3.	LAND USE RECOVERY PLAN for the FDL'DFCDCG5 @ HC'DFCJ-89'<CI G-B; '7<C=79fi	.....3



**COUNCIL 21. 11. 2013****1. APOLOGIES****2. DECLARATION OF INTEREST**

Members are reminded of the need to be vigilant to stand aside from decision making when a conflict arises between their role as a member and any private or other external interest they might have.



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**3. LAND USE RECOVERY PLAN (LURP): PROPOSALS TO 'PROVIDE HOUSING CHOICE'**

		Contact	Contact Details
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<b>Officer responsible:</b>	Transport and Research Unit Manager	Y	Richard Osborne, 8407
<b>Author:</b>	John Meeker, Senior Planner	Y	John Meeker, 8960

**1. PURPOSE OF REPORT**

- 1.1 On the 30 October the Minister for Canterbury Earthquake Recovery (Minister CER) briefed Councillors on a range of matters, including the Land Use Recovery Plan (LURP). A further briefing occurred on 14 November between Council staff and Councillors. This addressed the overall purpose of the LURP and what it seeks to achieve, as well as housing supply and the proposed intensification mechanisms. These mechanisms are predominantly aimed at improving the supply of dwellings within existing residential areas during the predicted housing 'pinch', which is expected to occur between 2014 and 2017. This report provides a brief overview of the LURP, outlines the proposed intensification mechanisms, what was previously agreed by Council in relation to these, and alternative approaches.

**2. EXECUTIVE SUMMARY**

- 2.1 The LURP is being prepared to facilitate how regulation, investment and development of land can be better coordinated to support the City's recovery. The Council has participated in its preparation and a draft LURP was published in July 2013 for public comment. The Minister CER is expected to approve the LURP by the end of 2013.
- 2.2 LURP directs a range of changes to the Christchurch City Plan. Some of these will be progressed through the District Plan Review, which has been underway since July 2013. However, a range of other changes are being considered via statutory directions within LURP, and the provisions for these may become operative immediately.
- 2.3 One of LURP's key considerations is around the immediate measures aimed at increasing the supply of housing. LURP makes provision of peripheral land for greenfield development, however it is the provisions aimed at intensification of existing urban areas which are the focus of this report.
- 2.4 Council had previously agreed its position on these proposed intensification mechanisms. However, there are concerns that they do not sufficiently address the likely housing supply shortfall. Therefore Council is re-considering its position and this report outlines possible alternatives to Council's previously agreed position. In summary, the following is recommended:
- For the reasons set out in **Appendix 2a & b**, Council staff recommend all the intensification mechanisms are implemented, with minor modifications.
  - Regarding the proposed Comprehensive Development Mechanism (floating zone) Council staff recommend Scenario 2 as outlined in **Appendix 3 and 4**. Scenario 2 enables intensification over a greater area than what was previously agreed by Council. Council staff also recommend a 'review clause' on this proposal.
- 2.5 Council staff consider that Scenario 2, in conjunction with other mechanisms and incentives – including emerging proposals to support the provision of Social Housing - will enable landowners to bring forward new sections to address the immediate housing supply shortfall.
- 2.6 Copies of the revised plan changes for the intensification proposals and the Comprehensive Development Mechanism will be tabled at the Council meeting.

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- 2.7 In relation to the LURP's endorsement, Council staff recommend it is endorsed subject to the changes outlined above being incorporated and the Council being satisfied with any changes to the Resource Management Act process being introduced through an Order in Council.

### 3. BACKGROUND

#### The draft Land Use Recovery Plan (LURP)

- 3.1 The draft LURP has been developed, under the Canterbury Earthquake Recovery Act 2011, to set a clear framework for rebuilding and recovery that supports existing and new communities, commercial and business needs, infrastructure requirements and environmental constraints. The preparation of the draft LURP was led by Environment Canterbury in collaboration with the Christchurch City Council, the Canterbury Earthquake Recovery Authority, the New Zealand Transport Agency, Ngai Tahu, Waimakariri and Selwyn District Councils. The draft LURP was publicly notified for written comment in July 2013 and can be viewed at <http://cera.govt.nz/sites/cera.govt.nz/files/common/draft-land-use-recovery-plan-2013-07-06.pdf>. The LURP is ultimately subject to approval by the Minister CER, and it is expected that it will be Gazetted by the end of 2013.
- 3.2 Since the publication of the draft LURP in July 2013, CERA representatives have been engaged in dialogue with the strategic partners to work through the detail of around 50 individual actions that are outlined in the document. Council and CERA are well aligned on the vast majority of the draft LURP and there is consensus and willingness to work together to deliver a coordinated and timely recovery. These subject areas include simplification of regulation, accelerated release of greenfield land for housing and business uses, comprehensive review of hazard management and a series of new collaborative working arrangements to coordinate strands of activity in a responsive and informed manner.
- 3.3 While Council and CERA are well aligned on the broad principles of LURP, there are areas of detail which have been subject of ongoing debate. These relate to the issue of providing for housing choice and a group of proposed intensification mechanisms associated with it.

#### LURP Endorsement

- 3.4 Council has previously endorsed<sup>1</sup> the draft LURP and recommended that Environment Canterbury present it to the Minister for Canterbury Earthquake Recovery for his consideration. While the 'look and feel' of the LURP has changed since it was previously endorsed by Council its policy direction remains the same, apart from the issue of housing choice and the associated City Wide Intensification Mechanisms and the Comprehensive Development Mechanism. This is explained in the following sections, and recommendations are made in relation to these proposed provisions, which if agreed by Council and the Minister CER, should provide assurance to the Council. Aside from this, the one area of uncertainty that remains is agreement on the process central government is going to provide a streamlined process for the District Plan Review through a process that meets this Council's expectations. The need for an expedited process was outlined in the draft LURP. In the absence of an agreed process the District Plan Review must follow the statutory Resource Management Act timeframes. Until more assurance is received in relation to how the District Plan process is going to be streamlined, and until Council has a chance to be assured of the process, any endorsement by the Council of the final LURP will need to be conditional.

<sup>1</sup> Extraordinary Council meeting 20 June 2013



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**'Provide Housing Choice'**

- 3.5 This topic addresses a complex set of issues that encompass temporary housing needs, the effect of the earthquake on the stock of low cost rental, affordability and the differing needs of the demand spectrum. However, a particular focus is that all recovery partners recognise that the next 2-4 years of the city's recovery will place severe stress on the housing market. Rents are already reaching record highs, and estimates suggesting that there will be an additional gross housing demand of approximately 7,500 dwellings between 2012 and 2016 (Table 2, Draft LURP, July 2013). This will arise from reduced supply (on account of lost and damaged homes) and increased demand arising from those renting temporary accommodation, the influx of workers to deliver the rebuild, as well as some modest underlying local population growth. This situation will compromise the ability of companies to recruit staff and is likely to see those on lower incomes squeezed out of market housing creating new demands in the social sector. There is consensus that action is needed in this area.
- 3.6 The draft LURP sets out groups of actions in this area seeking amendments to the District Plan to provide for
- 'a range of housing types and locations recognising the changing population and loss of housing options as a result of the earthquakes; (Action 1: Housing Choice i.)'*
- 'a choice of housing through a range of residential density and development provisions to facilitate intensified development (Action 1: Intensification iv.)'*
- 'comprehensive developments through residential and mixed use provisions (Action 1: Intensification v)'*
- 3.7 The draft LURP also directed that the Council:
- amend its district plan to introduce objectives, policies and methods to support a 'floating zone' to enable comprehensive redevelopment that provides for a range of housing types and sizes. (Action 2).*
- 3.8 Prior to the dissolution of the last Council detailed proposals were developed to give effect to the actions set out above. A process of testing and evaluation of options presented was undertaken as well as more detailed work on rules and mapping of relevant areas. In mid September, a package of proposals was sent to CERA representatives following review by Council and since that time dialogue has been maintained to help refine the proposals.
- 3.9 Feedback from CERA officials indicated that the proposals developed by the Council did not go far enough in tackling housing supply issues. This was outlined to Councillors in the Ministerial briefing on 30 October. This report outlines the agreed Council position, and highlights areas of compromise.

**City Wide Intensification Provisions**

- 3.10 In August 2013, CERA staff indicated that they wanted to bring forward a package of intensification measures for immediate inclusion within the District Plan. The basis for these was to make immediate changes which would encourage supply of housing from sources across the city. The Council were asked to comment on these. The measures were as follows:
- Reconfiguration/conversion of an existing residential unit into two units.
  - Enabling two residential units on a vacant site.
  - Enabling use of existing family flats as a second residential unit.
  - Extending and relaxing provisions relating to elderly persons housing.
- 3.11 **Appendix 2a** sets out the provisions under consideration, a broad description of each, the previously expressed view of Council and suggested compromises. The main points of this are summarised in the table below, with consideration of the advantages and disadvantages in **Appendix 2b**.

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Intensification Provision	Council Decision (October 2013)	Revised Recommendation
Conversion of large home to 2 units	<b>Supported</b> – subject to controls over space standards and parking.	No change
Building back 2 homes on vacant site	<b>Not Supported</b> – best pursued via the Year 1 District Plan review	<b>Support</b> – subject to a time limit of 5 years (with a review 6 months prior to this). But, not applicable to the Living Hills zone due to uncertainty in those areas.
Family Flats	<b>Supported</b> – within Living 1 Zones subject to controls over space standards and parking.	<b>Support</b> - would be appropriate to expand the provisions to Living 2, 3 and Hills Zones.
Elderly Persons Housing	<b>Not Supported</b> – concern over social / lifestyle conflict between incumbent elderly occupants and new younger aged tenants.	<b>Support</b> – Unit title/body corporate arrangements would allow collective determination (self policing) by existing occupants to any change in occupancy rules.

**The Comprehensive Development Mechanism (Floating Zone)**

- 3.12 Action 2 of the draft LURP required Council to introduce a 'floating zone' to its District Plan immediately on approval of the LURP. The term 'floating zone' is used because it doesn't technically apply to a specific site or area. However, it can be 'drawn down' and used, via a resource consent application.
- 3.13 In simple terms it is a mechanism for enabling the development of multiple adjacent sites in a comprehensive manner, subject to meeting qualifying standards. During the development of concept proposals, the Council renamed the 'floating zone' the Comprehensive Development Mechanism as a means to give a clearer signal as to what it was aiming to achieve.
- 3.14 It is proposed that the Comprehensive Development Mechanism will enable sites between 1,500m<sup>2</sup> and 10,000m<sup>2</sup> in size to be developed to a density of approximately 1 unit per 330m<sup>2</sup> to 1 unit per 150m<sup>2</sup>, subject to buffering adjacent existing properties and urban design standards (which would be assessed by the Council via a Resource Consent application). The existing densities in the District Plan are outlined in **Appendix 1**.
- 3.15 A package of rules was proposed which outlines the 'bulk and location' controls and various other matters (including a full urban design assessment) leaving a resource consent to consider qualifying proposals as a restricted discretionary activity.
- 3.16 In order to qualify, a range of qualifying criteria were established. These criteria are the principal matter at issue for the remainder of this report. To aid explanation, the different qualifying criteria for two versions of the Comprehensive Development Mechanism (CDM) are outlined below:
- **Scenario 1 - Council approved CDM - October 2013**
  - **Scenario 2 – Revised Council CDM extending coverage across Living 1 Zoned sites.**
- 3.17 The qualifying criteria under each of the different scenarios are set out in the table below. Elements in **bold** type highlight areas of difference.

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Site Qualifying Criteria	Scenario 1 Council Approved CDM	Scenario 2 Council Alternative CDM
Site Size	1,500-10,000sqm	
Zones	Living 2, 3 (and resultant logical extensions)	Living 1, 2 and 3 (and resultant logical extensions)
Accessibility		
Commercial Zones	Central City Business and Mixed Use Zones, Business 2 and Supermarkets over 1000sqm	Central City Business and Mixed Use Zones, Business 2 and Supermarkets over 1000sqm
Distance To Commercial Zones	800m	
Distance to Primary or Intermediate Schools	800m	
Distance to Open Space 2 Zone or Open Space 1 of 4000sqm+	400m	
Distance to Core Public Transport Route	800m	
Exclusions		
Special Amenity Areas (SAs)	All SAs	
Buffer Distance to Business 5 (Industrial Zone)	400m	
Hazard Areas	Residential Red Zone, Tsunami Inundation areas	
Infrastructure Constraints	Riccarton waste water interception catchment	
Time Limit	3 years	5 years, with review 6 months prior

- Proximity to the Business 2 zone is a key qualifying criteria. A description of the Business 2 zone is contained in **Appendix 1**.
- **Appendix 3** outlines the advantages and disadvantages of the two scenarios.
- The maps at **Appendix 4** shows the spatial extent over which the Comprehensive Development Mechanism would apply under the two scenarios.

3.18 **Scenario 1** was prepared by Council staff in August and September 2013 following dialogue around its structure with CERA representatives. Both parties approached the establishment of the CDM using location criteria based on the following:

- More intensive development should be focused close to areas best served with local services, amenities and facilities – including a choice of transport.
- Areas where risks to safety/amenity/reverse sensitivity should be avoided.
- The Central City area was excluded as the LURP does not address this area, and, it already contains Living 4 provisions which allows for densities in excess of those achievable in Living 3.
- Exclude designated areas of built heritage/amenity until a full review of their quality (post earthquakes) was undertaken as part of the District Plan Review.

3.19 In developing its proposal, the Council concentrated its focus on encouraging development in areas such as Living 2 and Living 3 where medium density development is anticipated, as well as minor extensions into Living 1 zones where mapping indicated this would be logical.

3.20 A further part of the Council's proposed mechanism was that it was time limited to 31st December 2016. It was considered that by introducing an end date it would incentivise rapid consenting and delivery to tackle the recovery related housing 'pinch' predicted.

3.21 Scenario 2 has been developed in recent weeks in response to concerns that Scenario 1 would not yield sufficient development potential. All the criteria used in Scenario 1 were reviewed. However, in essence, the most pragmatic solution has been to extend the same criteria in Scenario 1 across the Living 1 zone.

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- 3.22 It is proposed that this would apply for a five year period with a review 6 months prior to that.
- 3.23 As shown in the map at **Appendix 4**, the difference in qualifying criteria means that Scenario 2 enables intensification across a larger extent of the existing urban area of the City.

## 4. COMMENTARY

## Meeting projected Housing Supply

- 4.1 As stated above, the concern of all recovery partners is that sufficient housing potential is available in order that the market can respond to the 2014-17 housing 'pinch' and ultimately ensure that the city's longer term recovery – projected out to 2028 – is not held back by ongoing stress in the housing market.
- 4.2 The package of Intensification provisions, including the CDM, provides an expedient way to address the short term housing supply 'pinch'. In the future the District Plan Review will, as instructed by LURP, provide for a comprehensive suite of measures to ensure ongoing housing delivery. It should also be noted that the District Plan process will be subject of public consultation which is important given that the likely changes will have long lasting implications for the city form and its land use.
- 4.3 The table below explores the figures involved in the short term which relates to this report. Figures are taken from Table 2 and section 4.1.1.4 of the draft LURP unless otherwise referenced.

Christchurch City Council Area		
PROJECTED GROSS HOUSING DEMAND 2012-2016		
Source	No of homes/sections	
Household Growth	1,500	Draft LURP Table 2
Earthquake Relocation and Temporary Housing Demand	6,000	
<b>Total Demand 2012-16</b>	<b>7,500</b>	
SOURCES OF SUPPLY IDENTIFIED IN LURP TO 2016		
Greenfield Development <ul style="list-style-type: none"><li>- Northern Christchurch</li><li>- Southern Christchurch</li></ul>	3798 4413	Draft LURP Table 5
Central City Residential Development - estimate <i>(Based on target of 6,000 homes by 2020)</i>	2000	CCDU
Bare land within existing Living 1, 2 and 3 Zones	3,000	Draft LURP section 4.1.1.4
City Wide Intensification and CDM <i>(Based on maximising potential of existing developed zoned areas and further freedoms enabled by the package)</i>	3,000 <i>(A 10% conservative<sup>2</sup> allowance of maximised capacity identified in LURP at 30,000 additional homes - see footnote)</i>	
<b>Estimated Sources of Supply to 2016</b>	<b>16,211</b>	
<i>Contingency Oversupply (Conservative)</i> <i>(Projected Demand less Estimated Supply)</i>	<i>(8,711)</i>	

- 4.4 Hence, whilst the Council is working with CERA to avert the housing 'pinch' there is a clear case to be made that there is considerable land supply available. To emphasise this further, the table below considers the areas of land over which the CDM would apply. The figures here would contribute to the 'City Wide Intensification and CDM' row in the table above.

<sup>2</sup> The 10% is considered conservative as the LURP is tapping into an acknowledged underdevelopment within existing zones amounting to 30,000 homes. Looking at just one specific component – homes lost to the earthquakes, up to 20,000 sections fall into this group. Excluding Red Zoned areas (8,000) there are up to 12,000 plots available where two dwellings could be built back (i.e. 24,000 in all). Hence without looking at other elements of the package in Appendix 2 the 10% allowance here does understate available supply.

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	Scenario 1 : Council Approved	Scenario 2: Council Alternative
Qualifying Area (hectares)	297	887
Potential Housing Yield (10% of the maximum theoretical capacity of 30-65 units per hectare)	890-1,930	2,650-5,750

- 4.5 It is also considered important that the market is incentivised in some way to bring these sections forward. It is accepted that not all of the potential land identified in the table may be delivered but with the level of contingency built in (which may actually be a conservative estimate as considered in the table footnote) it is clear that Council and Government are enabling sufficient residential land supply through the planning process.

**Supporting Affordable Housing Delivery**

- 4.6 Given the state of the housing market, delivering affordable homes is a key outcome. Accommodation for lower income groups was subject to a greater degree of earthquake damage, and subsequently, their ability to find alternatives has been worsened by rapidly rising rental prices. Therefore, one of the principle concerns is that Housing New Zealand's (HNZ) recovery programme is facilitated.
- 4.7 The City Wide Intensification Provisions and the Comprehensive Development Mechanism have roles to play in enabling a wider range of sites and accommodation units to be made available to the market immediately, and over coming years. In particular, Scenario 2 of the Comprehensive Development Mechanism will enable the redevelopment of some Housing New Zealand sites and given the expanded area that it can be applied to it will enable more development of these sites than Scenario 1.
- 4.7 In addition to this, it is noted that Action 6 of the draft LURP enables 'exemplar' medium density development on land owned by Housing New Zealand, and other parties. While the details of how this will be managed are yet to be determined, this action will contribute to the provision of affordable housing.
- 4.8 The following section explores some of the emerging areas of the District Plan Review which offer opportunities to enable not only Housing New Zealand's programme but also that of Council and other potential providers of social and affordable housing.

**Emerging District Plan Proposals**

- 4.9 The mechanisms above are all immediate means to increase housing supply which would be available on the Gazettal of the LURP. However, the LURP also directs substantial changes to the District Plan as part of its review. The LURP intends that recovery related changes are made operative through a truncated process to facilitate the City's return to prosperity.
- 4.10 Many of the issues to be addressed in the District Plan Review interrelate with the proposals considered above and so it is important that there is understanding of a wider package of measures that will emerge, subject to consultation and agreement through the statutory process, to support the housing market. The table below summarises these.

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	Suburban Residential (Living 1 and 2 Zones)	Medium Density Residential (Living 3)	New Neighbourhoods (Living G)
<b>Housing Choice and Affordability</b>	<ul style="list-style-type: none"> <li>• Allowing for ancillary housing units for family/rental.</li> <li>• Enabling multi unit housing complexes for affordable/social providers.</li> <li>• 'Affordable CDM' – specific package for CCC, HNZ/Charitable Sector.</li> </ul>	<ul style="list-style-type: none"> <li>• Rules requiring a minimum mix of housing sizes and types across new communities</li> </ul>	<ul style="list-style-type: none"> <li>• Rules requiring a minimum mix of housing sizes and types across new communities</li> <li>• <i>Inclusionary Zoning (Years 2-3)</i></li> </ul>
<b>Intensification</b>	<ul style="list-style-type: none"> <li>• Carry forward of LURP provisions to allow large homes to be converted into 2 separate units.</li> <li>• Enabling multi unit housing complexes for general occupation (L2 areas only)</li> </ul>	<ul style="list-style-type: none"> <li>• Extending Medium Density Zone around Key Activity Centres (KACs) and some other suburban centres.</li> <li>• Simplified rules to enable mixed commercial and residential schemes in suburban centres.</li> </ul>	
<b>Supporting Rebuilding Activities</b>	<ul style="list-style-type: none"> <li>• Simplification of zones and rules across the whole plan.</li> <li>• Reduced notification requirements.</li> <li>• Restructured design evaluation criteria backed up with extensive sources of staff advice.</li> </ul>		<ul style="list-style-type: none"> <li>• Combined subdivision and land use consenting process with reduced notification requirements for comprehensively designed new neighbourhoods.</li> </ul>

## 5. FINANCIAL IMPLICATIONS

- 5.1 The administration of the intensification packages referred to in this report will form part of the Council's consenting process. The package of rules aims to make some of these proposals permitted activities in turn reducing the cost burden of processing, and on the costs to developers in bringing schemes forward.
- 5.2 The Comprehensive Development Mechanism will result in an increased consenting burden in the short term as the approach varies from any other provisions in the City Plan. However, this cost is small in comparison compared with multiple plan changes that would be required to enable development under a Business As Usual scenario.

## 6. STAFF RECOMMENDATION

It is recommended that the Council:

- 6.1 Endorses the Land Use Recovery Plan, subject to the changes outlined below being incorporated, and the Council being in agreement with any changes to the legal process and timeframes required of/by the Council, to complete the review of the District Plan.
- 6.2 Supports provisions to increase the short term supply of housing within LURP through amendments to the Operative Christchurch City District Plan which:
- 6.2.1 enable the redevelopment of vacant plots in Living 1 and Living 2 Zones around the city with two new houses as a permitted activity, for a period of 5 years, subject to a review 6 months prior to this.
  - 6.2.2 enable the conversion of existing single dwellings into two residential units in Living 1 and Living 2 Zones.
  - 6.2.3 remove restrictions on the occupancy of existing Family Flats.
  - 6.2.4 remove restrictions on the occupancy of Elderly Persons Housing Units.

Subject to appropriate development standards being agreed with Council.

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- 6.3 Supports provisions to increase the short term supply of housing within LURP through the Comprehensive Development Mechanism - Scenario 2, which applies for a period of 5 years, subject to a review 6 months prior to this. This is subject to appropriate development standards being agreed with Council.





## Appendix 1: Background Information about the District Plan

### The District Plan and Urban Consolidation

The Resource Management Act 1991 requires the Council to prepare and keep in place a District Plan to manage the district's natural and physical resources. The City's residential building stock is a physical resource. How that resource is managed to accommodate population growth and a quality living environment is one of the matters the District Plan addresses. A District Plan contains objectives (desired end points), policies (statements of how the end point is to be achieved) and rules to deliver those objectives and policies.

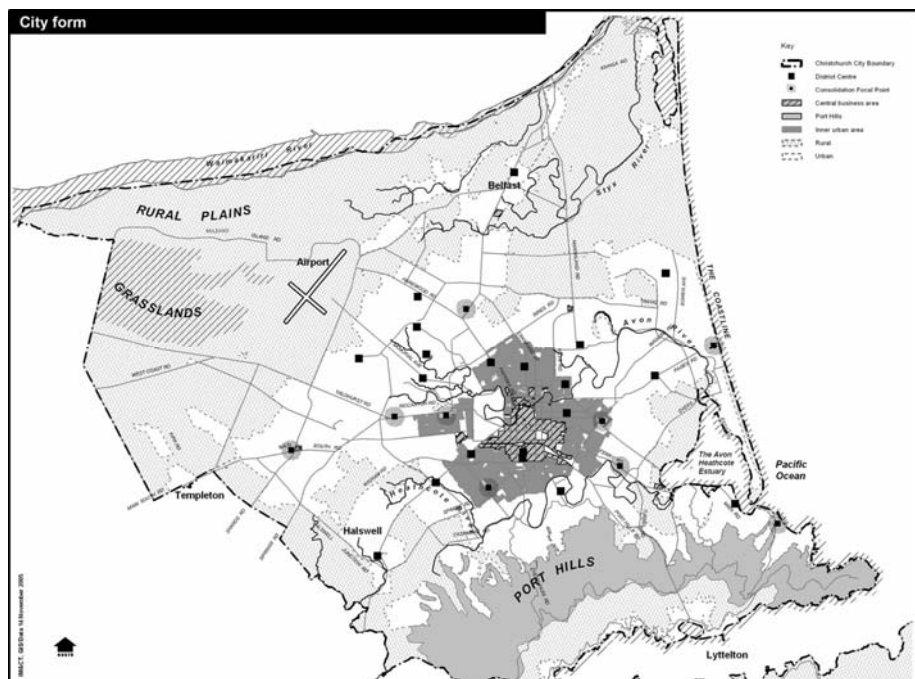
The Council's currently operative District Plans are Christchurch City Plan and the Banks Peninsula District Plan. The City Plan has a general objective of promoting 'Urban Consolidation' by 'Intensification'. Urban consolidation means managing urban growth so that the supply of new residential land is apportioned between greenfield residential growth and infill of existing residential areas. The current mix of growth proposed is about 40% urban intensification and 60% greenfield growth. The long term strategy to 2041 is for the intensification component to increase to 55%. This long term goal has not changed since the earthquakes.

Urban intensification (i.e. infilling, redevelopment to higher densities, etc.) has been focused by policies for locations in and around the central city and larger suburban commercial centres such as Northlands, Eastgate and Hornby. The City Form diagram here indicates Inner Urban areas where intensification is already being encouraged, and consolidation focal points around which higher density development is also encouraged. These locations allow residents good access to services and facilities and in turn enable public and commercial investment to be focused where it will see greatest use.

Predominantly around the central city and other locations, Living Zone 3 (a medium density housing development zone) has been put in place to encourage more intensive residential land use in the form of townhouses or modest apartments. This is in variance to Living 1 and Living 2 zones where the prevalent housing type is traditional section based development. The residential chapter of the City Plan review maintains this general strategy and so over time, like cities around the world, it is likely that higher density Living 3 Zones will become more widely distributed across the city around larger centres.

### Living Zones

Outside of the central city's Four Avenues, urban intensification is encouraged through three main residential zoning categories - Living 1, Living 2, Living 3. A more intensive Living 4 Zone exists within the central city area and a few other locations, such as New Brighton. The following sections give an overview of the types of environments these zones intend to provide.



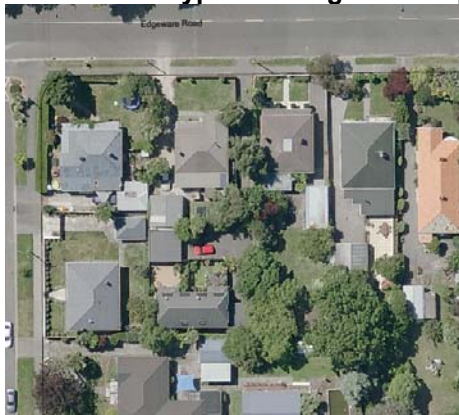
The **Living 1 zone** is the lowest density (lowest number of houses per hectare) and are typically developed at approximately 10-15 households per hectare. Minimum section sizes are 450sqm and contain one residential unit. Theoretically densities of up to 22 houses per hectare could be achieved.

**Illustration: Typical Living 1 development.**



The **Living 2 zone** has a slightly higher density at around 10-20 houses per hectare. Minimum section sizes are 330sqm and contain one residential unit. Theoretically densities of up to 30 houses per hectare could be achieved.

**Illustration - Typical Living 2 development**



The **Living 3 zone** is a medium density zone where development of at least 30 houses per hectare is expected. Minimum section sizes are not defined, as a plot ratio (amount of built floorspace to the area of the site) is applied typically at a level of 0.8 (i.e. on a 200sqm site you could deliver a 160sqm of residential space). There is an assumption that development will be at least 2 storey with height provision allowing 3 stories. Theoretically densities of up to 60+ houses per hectare could be achieved.

**Illustration typical Living 3 development.****Business Zones**

Business zones are difficult to generalise about in the same way as living zones however the zone descriptions from the City Plan below outline some of their characteristics.

The **Business 2 Zone** has three main purposes. Firstly, it provides for building development of a significant scale and intensity, appropriate to the function of larger district centres and to the amenities of any living environment adjoining the zone. Secondly, the zone identifies the core of business activity within a district centre, particularly with regard to retailing. Many of these district centres also contain both a Business 2 core and an adjacent (usually older) Business 1 Zone component. Thirdly, these centres usually contain important community facilities, whether in public or private ownership. ([Plan Change 56](#))

Some of the district centres serve a surrounding neighbourhood catchment. These centres are well distributed throughout the suburban areas of the city, and include a number and variety of small retail, community and service activities, and usually include a supermarket. The Business 2 Zone component of these centres identifies the focal point for business activity and development within these centres. The following are the smaller district centres in the city:

Woolston	Hillmorton	St Martins	Edgware	Halswell
Aranui	Avonhead	Richmond	Redcliffs	Parklands
Stanmore	Addington	Sumner	Fendalton	Wairakei
Belfast	Ilam			

The remaining, larger district centres are significant focal points for business activities and community facilities. They are strategically well distributed on major roads to serve sizeable suburban residential catchments, and generally contain a total floor space in excess of 20,000m<sup>2</sup>. They include an integrated shopping centre with at least one major retail store (a supermarket or variety store). They also usually have a large variety of small shops, a range of professional and commercial activities, offices, community facilities and service activities. In the case of the Ferrymead District Centre, residential activity and public amenities are also envisaged so as to achieve a diverse and vibrant mixed-use outcome. There are also limits on the extent and scale of commercial activities at the Styx Centre so that it supports its residential catchment without undermining the function and roles of District Centres and the central city following the Canterbury earthquakes of 2010 and 2011. Sizeable land areas are required for car parking, and special traffic management methods are often employed to cater for demand. The following are district centres of this type:

Riccarton	Hornby	Papanui
Church Corner	Linwood	Barrington
Shirley	Merivale	New Brighton
Bishopdale	Sydenham	Ferrymead
Styx		

**Appendix 2a: Summary of urban intensification provisions being considered as part of the LURP and previous analysis of their advantages and disadvantages**

Proposed LURP Intensification Component	Applicable Zones	Description	Council Resolution at October 2013	Updated Staff Recommendation
<b>Proposition 1 :</b> Redevelopment of 2 units on a vacant single unit plot	Living 1 Living 2 Living H	This proposal allows owners of sites left vacant by the earthquakes to build back two residential units where rules would not normally allow this, subject to various conditions	<b>Not Supported</b> - on grounds of the degree of change that may result in particular parts of the city, especially those with higher levels of earthquake damage. Allowance in Living H may expose new occupants to Hazard risk.	<b>Supported</b> - It is difficult to predict how often this provision will be utilised. However, provided there is a means to review the operation of this provision it could be trialled over a 5 year period to 2018 in Living 1 and 2 zones. However, it is recommended this rule would not be applicable in the Living Hills Zone where too much uncertainty exists in relation to natural hazards.
<b>Proposition 2 :</b> Conversion of a single residential building into two residential units	All Living Zones	This would enable an existing larger home to be divided in two to create two separate units.	<b>Supported</b> - subject to provisions around parking, access and natural hazards being applied.	No change.
<b>Proposition 3 :</b> Removal of Family Flat occupancy restriction	All Living Zones	This would allow existing Family Flats of more than 35sqm to become separate units of accommodation with its own outdoor living space and parking.		
<b>Proposition 4 :</b> Removal of Elderly Persons Accommodation occupancy restriction	All Living Zones	This would enable Elderly Persons Accommodation units of more than 35sqm to be occupied without compliance with age restriction.	<b>Not Supported.</b> The Council was concerned that these units are occupied in the most part by elderly persons who chose to live there knowing that fellow owners would be broadly similar in age and lifestyle. A mixing in of younger age groups may have social implications.	<b>Supported</b> - EPH properties are operated in a single unit title or 'body corporate' format meaning that any decision to allow 'non elderly' occupants would be a collective decision by owners and governed by any prevailing legal agreements. If the bodies concerned gained buy in from their occupants there is no reason to hold back the occupation of such properties by any occupant. With this degree of self management Council staff are comfortable supporting this provision.

## Appendix 2b: Analysis of the advantages and disadvantages of the proposed LURP intensification measures

Proposition 1	Advantages	Disadvantages
Rebuilding two new residential units on a vacant site formerly containing one unit.	It may provide for more affordable forms of housing.	Sites in lower density areas where there may be a heightened demand for smaller units e.g. in the vicinity of a tertiary education institution (for student accommodation) – may experience a more rapid uptake of the opportunity than other areas. Existing resident's concerns about intensification in the vicinity of these institutions may be heightened.
	Within infrastructure limits, this could make more efficient use of urban land in accordance with the Greater Christchurch Urban Development Strategy (UDS).	Overall, residents on adjoining sites may feel that their general amenity is adversely affected by an increase in the number of people in the vicinity of their property. This would be related to the intensity of the use of the site associated with a new building in place of what may have been private garden, and factors such as the number of vehicle movements to and from the site and noise generated from activities on the site.
		If allowed to be applied in known natural hazard areas it could put a larger number of people at risk. It should not be allowed to be applied in tsunami inundation areas, rock fall areas or the 'red zones'. In general the provision should only apply in 'flat land zones', such as the Living 1 & 2 zones. Council staff do not consider it should be applied to the Living Hills zone.
		If progressed in advance of the District Plan review, this provision could compromise the comprehensive residential living zones review in that it would dilute the clarity of zoning for the long term and may place unplanned demand on infrastructure networks designed for a particular capacity. However, time limiting this provision would ensure long term impacts are avoided.
Proposition 2	Advantages	Disadvantages
Allowing an existing residential unit to be redeveloped into two units.	It allows adaptive reuse of existing building stock.	Establishing additional parking for the additional units could be problematic to existing site layout. If additional parking is required it should be limited to 1 additional car park – or that there be no requirement for a car park.
	If no additional driveways or vehicle accessways are added to the property then outwardly the development can maintain its original lower density character.	The ability to convert an existing residential unit will depend on the layout of the unit. For some residential units it will not be cost effective or viable to convert the units – limiting the use of the provision. Any conversion will be subject to the usual building consent processes. On this basis it is difficult to determine how many residential units might be converted under the opportunity. Ultimately, however, this is a commercial decision for the owner of the unit to make.

	It may provide for more affordable forms of housing.	Sites in lower density areas where there may be a heightened demand for smaller units e.g. in the vicinity of a tertiary education institution (for student accommodation) – may experience a more rapid uptake of the opportunity than other areas. Existing resident's concerns about intensification in the vicinity of these institutions may be heightened.
	Within infrastructure limits, this could make more efficient use of urban land in accordance with the Greater Christchurch Urban Development Strategy (UDS).	Overall, residents on adjoining sites may feel that their general amenity is adversely affected by an increase in the number of people in the vicinity of their property. This would be related to the intensity of the use of the site and factors such as the number of vehicle movements to and from the site and noise generated from activities on the site. However in terms of the actual built environment there would be little discernable change.
		If allowed to be applied in known natural hazard areas it could put a larger number of people at risk. It should not be allowed to be applied in tsunami inundation areas, rock fall areas or the 'red zones'.

Proposition 3	Advantages	Disadvantages
Enabling use of <b>existing</b> family flats as second residential including the removal of family and/or age restrictions.	Refer to Proposition 2	Potential demand for subsequent subdivision of the flat could result in an adverse effect on residential density beyond the immediate recovery needs.
		Strong policy direction would be required to ensure this could not be used to provide a permitted baseline for new two unit development generally throughout the living zones.
		There is variable age and quality in existing family flats – some building stock may not be suitable for general housing.

Proposition 4	Advantages	Disadvantages
Removal of restriction on the use of <b>existing</b> elderly persons housing units to persons 60 years and older.	Enforceability of the current restrictions on occupancy of these units. For example, when enforcement officers receive complaints about occupancy of the units they find it difficult to establish what the age of occupants might be and/or what their family status might be. There are other legal issues regarding enforceability which have been investigated.	Existing elderly persons housing units, are occupied by persons approaching retirement or actually retired. Given that these units tend to be compact and close to each other there may be 'lifestyle' conflicts between existing residents over the age of 60 and incoming residents below the age of 60. Furthermore, existing residents may have moved into elderly persons housing units due in part to the restriction on age and may retain an expectation that their neighbours will continue to be in the over 60s age group. This is mitigated to some extent by the following disadvantage.
	Removal of these restrictions will 'open up' an	Elderly Persons Housing is owned on a single unit title basis (or associated body

	existing residential unit stock to a wider sector of the population. Also, unit title/body corporate arrangements would allow collective determination (self policing) by existing occupants to any change in occupancy rules.	corporate arrangement) and so it would require agreement by parties to the unit title/agreement. This enables a degree of self policing in response to the previous disadvantage but may mean that this provision does not generate a significant level of EPH 'freed up' for general occupation.
	It may provide for more affordable forms of housing.	May suppress the supply of suitable accommodation for retirement age people.
	Within infrastructure limits, this could make more efficient use of urban land in accordance with the Greater Christchurch Urban Development Strategy (UDS).	



### Appendix 3 – Comparison of the Advantages and Disadvantages of the two CDM Scenarios

Scenario	Advantages	Disadvantages
<b>SCENARIO 1</b> <b>Approved Council CDM</b> That the Mechanism apply to the Living 2 and Living 3 zones (with logical extensions into the Living 1, 2 and 3 zones).	If comprehensive design of developments between 30 and 65 houses a hectare is to be enabled – it is within these zones which are already signalled for a higher density of development.	May be restricting opportunities to provide for housing for recovery purposes.
	While the Living 3 already allows for medium to high density development the mechanism would allow for the consideration of comprehensive design of large areas without needing to consider the <b>possibly</b> restrictive existing standards in the plan.	Would limit the applicability of the CDM to fewer HNZN social housing sites.
	It would enable the delivery of developments that would have a range of unit types and tenures, and potentially affordable housing in a range of locations that have good access to services.	Limits the opportunity to enable intensification, using this mechanism, around some Key Activity Centres and Large Neighbourhood Centres where intensification may be appropriate.
	Provides a more defined area for potential intensification which facilitates infrastructure provision and planning.	By not extending this Scenario to Living 1 it only applies to a limited area that may not adequately address the short term housing 'pinch'.
	In avoiding Special Amenity Areas it allows the process for review of these areas to be completed as part of the District Plan Review.	
Scenario	Advantages	Disadvantages
<b>SCENARIO 2</b> <b>Alternative Proposed CDM</b> That the mechanism apply to the Living 1, Living 2 and Living 3 zones (with logical extensions into the Living 1, 2 and 3 zones as	It would enable the delivery of developments that would have a range of unit types and tenures, and potentially affordable housing in a range of locations that have good access to services. By extending this Scenario to Living 1 it will better address the short term housing supply 'pinch'.	This scenario would enable the intensification of pockets of Living 1 areas that are intended to be the lowest residential density areas. This is inconsistent with the general approach in the District Plan. Furthermore, residents within these areas are likely to have a range of views in regard to intensification within this low density area. For the first year of the District Plan review it has been identified that consultation with the residents in potential areas of intensification is necessary before any informed decision can be made about intensification.
	Will enable the redevelopment of a greater proportion of HNZN sites than under Scenario 1.	A key outcome of CERA's Christchurch Central Recovery Plan is intensification of residential development within the 'four avenues'. This is also Council's primary area for intensified residential development. Enabling pockets of intensification within the lower density outer suburban

Scenario	Advantages	Disadvantages
identified).		areas may undermine this intent.
	While Living 3 already allows for medium to high density development the mechanism would allow for the consideration of comprehensive design of large areas without needing to consider the <b>possibly</b> restrictive existing standards in the plan.	
	In avoiding Special Amenity Areas it allows the process for review of these areas to be completed as part of the District Plan Review.	

## **Appendix 4: Mapped extents of the Comprehensive Development Mechanism Scenarios 1 & 2**

*Points to note about the mapping used in this Appendix*

- These maps approximate the areas over which the CDM can be applied.
- The areas indicated are based on walking distances based on the existing street pattern. It does not factor in dedicated footways (e.g. routes across open spaces, mid block pedestrian paths) or distances to safe crossing points on busy arterial roads.
- Areas shown make up developable zoned land parcels.
- Any refinement of mapping to guide the use of the Mechanism will establish clear logical boundaries along street blocks or other on the ground features.
- As a general indication, the areas shown in these scenarios are likely to expand marginally in their extents.



