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Minister of Canterbury Earthquake Recovery  
And  
Minister for the Environment

Draft Section 32

Chapter 21 - Specific Purpose Zones -  
Tertiary Education

20 February 2015

**DRAFT SECTION 32**  
**SPECIFIC PURPOSES CHAPTER 21**  
**SP Tertiary Education zone**

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## 4.6. TERTIARY EDUCATION ZONE

### 4.6 SPECIFIC PURPOSE (TERTIARY EDUCATION) ZONE

The tertiary education zone covers sites and facilities which make up the University of Canterbury (UC) and the Christchurch Polytechnic and Institute of Technology (CPIT). These institutions are major employers and contributors to the regional economy. UC has three sites, including the main site between Ilam and Clyde Roads, the secondary site between Waimairi and Ilam Roads which includes UC hostels and the Ilam Fields, and the former Teachers Training College site between Dovedale and Parkstone Avenue. For CPIT the main site is between Madras and Barbadoes St south of the city centre, with a secondary campus, the “Trades Innovation Institute” at Sullivans Road/Ensors Road. A third CPIT owned site at Hassals Lane in Opawa is also zoned tertiary education in this Plan in anticipation of likely future uses at that site.

There are other tertiary institutions in Christchurch, but they are of much smaller scale. These include The Academy, the Avonmore Tertiary Institute, Te Wananga o Aotearoa, and Laidlaw College (formerly the Bible College). Hagley College offers not only secondary school courses but also many teenage and adult courses. These facilities are either zoned as schools as a result of their smaller scale, or are located in commercial zones eg where they lease commercial floorspace only.

### 4.6.1 RESOURCE MANAGEMENT ISSUES

#### 4.6.1.1 Issue 1

#### RESOURCE MANAGEMENT ISSUE 1 - Flexibility for Providers:

As for schools, changes which were already occurring in the tertiary education sector in Christchurch have been accelerated by the Canterbury earthquakes. Extensive damage to University of Canterbury (UC) and Polytech (CPIT) buildings has led both institutions to undertake major repair and rebuilding programmes, with significant financial contributions from Government. Much temporary “decanting” ie relocating of departments from building to building has occurred, e.g. at the time of writing the UC has three temporary “villages” of prefabricated single storey buildings to provide more floorspace, located on their sites at Kirkwood Avenue, Waimairi Road and Dovedale Crescent under temporary activity consents. Temporary buildings are also located on the Dovedale site for the Unlimited School.

Rebuilding has presented the opportunity to modernise facilities. Both institutions have taken the opportunity to reorganise what happens where on their campuses, and to create more efficient and logical “precinct” areas, of buildings with related disciplines or functions. . Both have master plans for their sites showing their campus development plans. In the case of UC this acknowledges the university as a hub for Crown Research Institutes via a Research and Innovation precinct on Creyke Road) and provides precincts for Engineering , Health and Wellbeing, Student Housing, and a Regional Science and Innovation Centre. In the case of CPIT a more formal and publicly available Master Plan shows anticipated changes in the campus up to the year 2022. A major theme is bringing more functions back to the main site from disparate buildings in streets around that site, with nursing training moving to the new Health Precinct near the Christchurch Hospital. More greenspace is also expected to be created on the main site. Several new buildings are being added at the Ensors Road/Sullivan Avenue Trades Training site to cater for the demand for skilled workers for the Canterbury rebuild.

All these changes mean that planning provisions for these tertiary education facilities need to be as flexible as possible, while still enabling zone objectives and policies to be achieved.

It is not considered that there are any options for this Plan other than to facilitate change in the tertiary education sector in relation to the overall use of land and buildings. With some exceptions relating to the context of surrounding areas and zones e.g. coverage and height controls, it is considered that Council’s

involvement with these institutions should be limited to what happens at the interface between the edges of the sites and adjoining land uses.

Note that the parking and access provisions relevant to these facilities are found in Chapter 7 Transport.

#### 4.6.1.3 Issue 2

##### **RESOURCE MANAGEMENT ISSUE 2 - Increasing Community Use of Tertiary Education Sites**

In recent years there has been more community use of tertiary education facilities, and greater cooperation between these major educational institutions and business, industry, health and research sectors. In the case of UC this includes co-operating directly with Crown Research Institutes located on university land at the edge of the site, and more cooperation with commercial research enterprises. In regards to public use, this includes use of performance and recreation facilities, temporary use of buildings for one-off events and extensive informal use of the grounds for passive recreation.

The proposed Replacement Plan makes community activities using tertiary education buildings a permitted use in tertiary education zones, but new buildings not related to education, training or research will still be subject to consents, eg in regard to effects on adjoining residents and the wider community. This is because tertiary education zones are expected to be primarily used for tertiary education activity (albeit that this is widely defined), and other unrelated activities could have significantly different effects e.g. in relation to traffic generation.

It is not considered that there are any options here other than to facilitate wider community use of tertiary education sites, subject to compatibility with educational uses and limitations on scale of such use.

#### 4.5.1.4 Issue 3

##### **RESOURCE MANAGEMENT ISSUE 3 - More Intensive Use of Sites – Maintaining Amenity of Neighbours**

Rebuilding and functional reorganisation of buildings as a result of the earthquakes appears to be resulting in more intensive use of some of the tertiary education zoned sites. Some of this intensity is temporary eg the UC villages but some is permanent eg increasing building coverage at the CPIT main site. As noted above, the detail of what happens on particular sites is the education provider's responsibility. There will ultimately be a limit on the number of buildings that can be accommodated on tertiary education sites, since parking, traffic circulation, amenity landscaping and active and passive recreation space also need to be provided for. The UC sites have a park-like character which contributes significantly to the University's "brand".

The wider community has come to expect a relatively pleasant interface between these larger institutions and their residential (or other) neighbours, with "edge" buildings not overly dominating surrounding land uses with large building scale and mass.. In the Christchurch City Plan, there are five types of built form standards for tertiary education facilities: building coverage as a percentage of the site; recession planes and height, and road and internal boundary setbacks. These categories are continued in this Plan as they are still seen as relevant and necessary to protect residential amenity, however some standards are relaxed.

Parking standards are specific to the tertiary education and are found in Chapter 7. Noise standards are the same as for all educational activities as they are based on the acceptable levels of receipt of noise at the boundary of other zones eg all residential zones. See Chapter 6. This Plan does not attempt to control hours of operation of educational activities, relying only on noise limits to protect aural amenity. It does however introduce a new rule on sale of alcohol at night-time from any part of the UC Dovedale campus to supplement the rule in Part 6 which limits sale or supply of alcohol at these hours to areas further than 75m from a residential zone. This is not considered adequate in the context of the Dovedale site which is

surrounded by residential zoning.

There are options as to the built form standards which should be adopted for tertiary education facilities. Some of these options are discussed in the evaluation tables below. In this Plan coverage allowances have been increased for some sites (note that for this zone coverage includes impervious surfaces as well as buildings) and height rules refined by stepping up allowable heights with distance from residential boundaries. Setbacks from internal boundaries have been retained as they were, but road boundary setbacks for all sites except the CPIT Madras St site have been reduced to provide more flexibility for locating buildings.

#### **RESOURCE MANAGEMENT ISSUE 4 - New Tertiary Education Zonings at Montana Avenue (UC) and Hassals Lane (CPIT)**

Two new tertiary education zones/areas of zone have been included in this Plan. They are on the south side of Montana Avenue at the northern edge of the main UC site, and at the site owned by CPIT at Hassals Lane, Opawa.

The zoning at Montana Avenue recognises the fact that UC now owns all of the land on the south side of the street except for one site which is still privately owned. The land nearest Creyke Road has been owned by UC for some time with houses used for University purposes, and carparking on the rear of the sites backing onto the Engineering precinct. The remaining houses have been acquired more recently. UC now proposes to use this land for a student village of medium density housing for first year students. This partially replaces an original proposal to site all new student accommodation on the UC Dovedale site; and derives from a recognition that it is better to locate first year students closer to the main site. The Dovedale site is now more likely to accommodate older students, students with families etc, as an element of future reorganisation and redevelopment of that campus.

The CPIT has owned the Hassals Lane site, not far from its Sullivan Avenue campus for some years, originally using it for horticultural training. The site has two road frontages and is currently well screened from surrounding residential areas by large trees. The site now proposed to be zoned Tertiary Education adjoins the Te Kura Kaupapa Maori o Waitaha school to its east. It is currently occupied by the Sevenoaks private school, which is anticipated to move to a site at Halswell within the next few years. When the site becomes vacant, it is expected to be redeveloped by CPIT, but specific uses have yet to be finalised. Built form standards for this site are similar to those for schools in residential areas, including height standards which step up with distance from the boundaries.

#### **4.5.2 Scale and significance evaluation**

The level of detail of the evaluation below has been reflects an assessment of the scale and significance of the implementation of the proposed provisions. I.e. whether the provision:

- a. is of regional or city-wide significance and/or is predetermined by a higher order document;
- b. is of importance to resolve an issue or problem particularly to protect life and property;
- c. has a wide range of policy options or only variations of a theme; or
- d. the policy direction will radically change from current provisions; and/or
- e. will affect reasonable use of land; and/or
- f. adversely impact those most directly affected or those with particular interests including Maori (consideration needs to be given to whether there is certainty of effects based on the availability of information to assess benefits and costs); and

- g. will directly assist in the City's recovery.

#### 4.5.2.1 Objectives, policies and rules

1. The key objective contained within this chapter (paraphrased) is to enable education providers to efficiently use and develop their land and buildings, while recognising that education facilities are hubs for communities and need to integrate well with the neighbourhoods within which they are located.
2. The level of evaluation able to be undertaken through this Section 32 has been influenced by the truncated process and timeframe for the DPR. The evaluation reflects site visits and consultation undertaken to date and will continue to be updated following submissions from the community and stakeholders.
3. The Canterbury Recovery Strategy included the social goal of "strengthening community resilience, safety and wellbeing, and enhance quality of life for residents and visitors, by a) delivering community, health, education and social services that are collaborative, accessible, innovative and inclusive; and b) supporting people, in particular those facing hardship and uncertainty, by providing quality housing, education and health services". These goals are broad and fall in the first instance to be addressed by the education sector and not by the District Plan.
4. Chapter 6 of the Regional Policy Statement introduced by the Land Use Recovery Plan and setting the overall direction for the growth and development of Christchurch, does not deal specifically with tertiary education.
5. However the tertiary education chapter in this Plan has drawn on information from the Ministry of Education and Tertiary Education Commission's Greater Christchurch Education Renewal Recovery Programme to provide context for the changes occurring in the tertiary education sector in the City.
6. The Strategic Directions chapter of the District Plan has a Community Facilities policy: Enable the recovery of community facilities and education activities in existing and planned urban areas to meet the needs of the community while encouraging the co-location and shared use of facilities between different groups to facilitate a timely recovery. This provides a context for the changes that have been made in the revised Tertiary Education zone provisions.
7. The changes are designed to make the provisions as flexible as possible while not compromising the amenity of adjoining land uses, particularly residential, and while also recognising the contribution that education buildings and sites make to the character of neighbourhoods.
8. The existing City Plan provisions are already relatively flexible. The amendments made in this Review are essentially refinements of previous directions, rather than radical changes, and should further assist recovery in the tertiary sector, by reducing consents required for changes in "built infrastructure." The main changes in this tertiary education zone review are:
  - Resolving confusion in the City Plan definition of "site" for the tertiary education zone, by splitting up the definition of site for the purpose of activity standards, which will be considered across the facility as a whole, from the standard definition of site for the purposes of built form and general city-wide standards e.g. parking, which will be considered separately for each "site" which is part of that facility. It is not considered that it is the Council's role to dictate what uses should occur on which piece of tertiary education zoned land. This also removes the potential interpretation that one institution can use or develop the other institutions facilities or land.
  - Objectives and policies made specific to educational facilities and simplified and streamlined. In the operative Plan policy direction was effectively contained in the "environmental results anticipated" for the zone.

- Provision for community activities to use existing tertiary education facilities as permitted activities, subject only to the standard noise and parking requirements for the zone. (Community activities will still need to meet individual institution requirements as to use of facilities).
- Increase in allowable site coverage for some tertiary education sites e.g. the UC site west of Ilam Road, and the Dovedale site, which is close to its maximum coverage under the operative Plan. Note that site coverage in this zone includes impermeable surfaces used for parking and traffic circulation. There is a general need to ensure that greater intensity of use of sites can be accommodated by the rules without decreasing the amenity of surrounding neighbours.
- A stepping up of permitted height away from the boundaries of residential zones. Since permitted heights varied between particular sites in the operative Plan, in practice this means more restrictive height than previously within 30m of a residential zone boundary for the UC main site and for the UC Dovedale site (this is counterbalanced by reductions in road setback) , more restrictive height within 20m of a residential boundary for the UC site west of Ilam Road, but then more generous height further into that site; and stepping up of heights for the CPIT Sullivan Avenue and Hassals Lane sites. This is not required for the CPIT Madras St site which is surrounded by Central City Mixed Use zonings. These height increases still enable compliance with recession plane rules, which have not changed, and should enable extra stories for buildings further from boundaries.
- No change in setbacks from internal boundaries but a reduction in road setback required from 15m to 10m for all tertiary education sites except CPIT Madras St. For this site there is a minor increase in road setback from 3m to 4m. The decrease from 15m to 10m for most of the sites is because it is considered that in the current circumstances of rebuilding and some intensification, that this will give providers slightly more flexibility in use of their sites. Note that this is counterbalanced by decreases in allowable height near residential boundaries. The change from 3m to 4m road setback for the CPIT Madras St site is consistent with the same increase for schools in higher density zones and recognises the difficulty of providing appropriate landscaping for large buildings utilising only a 3m strip of land.
- The policies also encourage tertiary education providers to retain as much open space on their sites as practicable, as well as retaining mature trees where they can.

### 4.5.3 Evaluation of proposed objectives

Section 32(1)(a) of the RMA requires the Council to evaluate the extent to which the objectives are the most appropriate way to achieve the purpose (Section 5) of the Act.

#### 4.5.3.1 Evaluation of Proposed Objective 1: Use of Education Facilities

GENERAL POLICY DIRECTION OPTIONS & RECOMMENDATIONS
<p>In Christchurch the Canterbury earthquakes, extensive damage to tertiary education buildings and land and fluctuations in enrolments have brought significant changes in the tertiary sector recently. Much temporary “decanting” i.e. relocating of departments from building to building has occurred on sites as the opportunity is taken to modernise and reorganise campus layouts. Reorganisation and rebuilding are expected to continue in the near future.</p> <p>The District Plan has no option but to facilitate these changes, by only imposing rules restricting uses of land, scale and form of buildings or requiring consents where there is a good reason on behalf of the community to do so.</p> <p><b>Option 1 (Status Quo) Existing Plan Objectives</b></p> <p>The operative City Plan has the following objective for metropolitan community facilities including tertiary education facilities:</p>

Provision of community facilities which serve metropolitan needs for educational, cultural and specialised services.

This objective implies that Council has a role to play in providing these facilities, which is not the case, as this is up to education providers. These providers also determine the locations and the general nature and scale of sites and buildings, with Council’s role essentially being to follow on, by making appropriate planning provision for these activities in that location.

This objective does not reflect the dynamic nature of this sector and describes a social rather than an environmental or planning outcome.

**Option 2 (Proposed Objective) Use of Education Facilities**

This objective incorporates several elements including:

- a. Acknowledgment that education providers are the main actors in the process of education recovery;
- b. Reference to the need for them to have as much flexibility as possible in the use and development of their land and buildings, in order to respond to the current circumstances in Christchurch;
- c. Reference to the fact that tertiary facilities operate in a wider context of a network of education facilities;
- d. Balancing this with a continuing expectation of mitigation of any adverse effects on adjoining land uses such as visual dominance, loss of privacy, development which is noticeably out of scale with the surrounding area, parking issues etc;
- e. Also balancing the fact that tertiary facilities have a need to develop and change, with the fact that communities may have an interest in the open space and visual amenity that these facilities provide.

**ADOPTED GENERAL DIRECTION**

While it is clearly possible to debate the wording of Option 2, it is considered that it is better than Option 1 (status quo) in responding to changing circumstances in the tertiary education sector in Christchurch.

**OBJECTIVE MOST APPROPRIATE WAY TO ACHIEVE THE PURPOSE OF THE RMA**

Objective	Summary of Evaluation
<p><b>Objective 21.6.1.1 – Use of Education Facilities</b></p> <p>Education providers are able to efficiently use and develop their land and buildings, within the wider network of education facilities across Christchurch, for:</p> <ul style="list-style-type: none"> <li>• education activity; and as</li> <li>• hubs for a diverse range of community activities, while:</li> <li>• mitigating any adverse effects on the amenity of adjoining zones, and</li> <li>• recognising and enhancing the contribution of education buildings and sites to the character of neighbourhoods.</li> </ul>	<p><b>Relation to Resource Management Issue</b></p> <p>The proposed objective relates clearly to the resource management issues identified above of flexibility for providers, increasing community use of education sites, and maintaining the amenity of neighbours.</p> <p>The potential for adverse effects on neighbours is an issue at present, particularly because of the trend towards more intensive use of sites. Against this , a benefit of tertiary education facilities in the neighbourhood, other than its impact on property values, is that these large sites can make an important contribution to the character of areas by providing a secondary network of open space. The university sites in particular include mature trees which add to visual amenity and a sense of greenspace in an area, and most areas of the grounds are able to be used informally by the public for walking and cycling. The CPIT site in the central city may make a greater contribution to amenity in the Central City in the future than it does in present, by consolidating its smaller areas of greenspace into larger areas and providing clearer walkway and cycleway links</p>



	<p>across the site, and to the remainder of the Central city.</p> <p>The scale and significance evaluation above refers to statutory influences which have contributed to this revised objective, in particular the intent of the Canterbury Recovery Strategy. The Ministry of Education and Tertiary Education Commission’s Greater Christchurch Education Renewal Recovery Programme had a significant influence, and the Strategic Directions chapter of this Plan includes a Community Facilities policy which refers to the recovery of education facilities.</p> <p>The objective also reflects the purpose of the RMA in enabling people and communities to provide for their social, economic, and cultural well-being, while avoiding remedying or mitigating any adverse effects of activities on the environment.</p> <p>Because of the circumstances in tertiary education resulting from the Canterbury Earthquakes, it makes sense and there is little option but to adopt as flexible an approach as possible to planning provisions for tertiary education zoned facilities.</p> <p>This is consistent with the statement of expectations in the Order in Council for the preparation of the replacement District Plan, in that reliance on resource consent processes is likely to be reduced, compared with the existing district plans.</p> <p>Overall it is considered that the objective is the most appropriate way to achieve the purpose of the RMA with regard to tertiary education in Christchurch.</p>
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**4.5.3.2 Evaluation of Proposed Objective 2 - Changing Needs For Educational Land and Buildings**

<b>GENERAL POLICY DIRECTION OPTIONS &amp; RECOMMENDATIONS</b>
<p><b>Option 1 (Status Quo)-No Plan Objective</b></p> <p>The operative Plan included similar rule provisions listing tertiary institutions with a specific tertiary zoning and providing an alternative zoning to be applied when activities not defined as education activities, or any activities on a site which the institution has disposed of, take place on the site. However there is no objective or policy base for this rule.</p>
<p><b>Option 2 (Proposed Objective) – Changing Need for Educational Land and Buildings</b></p> <p>This policy is intended to provide some context for the rule in 21.7.2.3.2 where any activities or facilities which are permitted activities in the alternative zone for that site listed in the chapter, become restricted discretionary activities in the tertiary education zone. Council’s discretion will be limited to the relationship of the new activity to the remaining activity on the site, and special features of the site or buildings which may be able to be integrated into the new development. It is not anticipated that there will be much change in the extent of the land areas used for tertiary education in the planning period, although the future of the CPIT Hassals Lane site is unclear at present.</p>
<b>ADOPTED GENERAL DIRECTION</b>

Option 2	
OBJECTIVE MOST APPROPRIATE WAY TO ACHIEVE THE PURPOSE OF THE RMA	
Objective	Summary of Evaluation
<p><b>Objective 21.6.1.2 - CHANGING NEEDS FOR EDUCATIONAL LAND AND BUILDINGS</b></p> <p>Education providers have some flexibility and the community some certainty, as to the future use of education sites when land and/or buildings become surplus.</p>	<p><b>Relation to Resource Management Issue</b></p> <p>This objective relates to the ongoing issue of change in the tertiary education sector and the need for flexibility for providers, but also a degree of certainty for communities as to future use of tertiary education sites if all or part of any sites become surplus.</p> <p>While providing an alternative zoning for tertiary sites may appear complex, the alternative zonings are not a double up as each applies in different circumstances. Reducing the need for resource consents or zone changes as much as possible is in line with the statement of expectations in the OIC for the District Plan and is efficient in the present circumstances.</p> <p>In this Plan, converting tertiary education land to uses not provided for in the tertiary education zone itself but in the surrounding zone, is subject to a restricted discretionary activity application (the lowest level of consent). Council's discretion is very restricted, and limited to issues associated with the boundary between uses which is effectively shifting to within the tertiary education site, or the integration of any special features of the site into the new development.</p>

#### 4.5.4 Evaluation of proposed policies, rules and methods

##### 4.5.4.1 Changes to Permitted Activities – Issue 2

Rules/Method(s) Most Appropriate	Effectiveness and Efficiency
<p><b>Option 1: Changes to Permitted Activities</b></p> <p>a. Provision for community activities using tertiary education facilities as permitted activities in the tertiary education zone, if such use is compatible with the use of the site for education activity. Where those community activities involve new buildings or facilities, a Restricted Discretionary Activity application will be required.</p> <p>b. Activities permitted under the alternative zoning are restricted discretionary activities, instead of permitted activities in the school zone.</p>	<p><b>Effectiveness</b></p> <p>1. This is a lesser issue than for schools as tertiary education facilities are often more specialised. However this rule is more effective and clearer in allowing community activities to occur in tertiary education zones (Issue 2) with minimum activity specific standards (e.g. only those City wide rules in relation to noise. parking etc). Consents required only for larger scale activities which need new buildings.</p> <p>2. If activities permitted under alternative zonings have looser standards applying, this could become a permitted baseline argument for tertiary education sites to have these lesser standards apply as well e.g. internal boundary setbacks of 1.8m as for residential zones. This is clearly inappropriate.</p>

	<p><b>Efficiency</b></p> <p>3. Separating out community activities from community facilities in the definitions, assists in focusing consents only on larger scale community facilities wishing to locate in tertiary education zones, where effects are likely to be greater.</p> <p>4. .Consents for alternative uses will address only very limited issues e.g. effect on use of the remainder of the tertiary education site, and should be very straightforward.</p> <p><b>Benefits</b></p> <p>5. Resolves the confusion that exists in the operative Plan where any community activity occurring on tertiary education sites is considered under an alternative zoning, not an education zoning, which also implies that the rules of that other zoning, (e.g. residential) including built form standards, apply. In many cases this is nonsensical.</p> <p>6. Making these alternative activities subject to a (minor) consent makes it clearer that alternative activities should be secondary to the use of the site for tertiary education activity.</p> <p><b>Costs</b></p> <p>7. Need for a few additional consents for establishing different activities on tertiary education sites. This will however be counterbalanced by reducing confusion as to whether consents are required, and reducing the number of consents needed for community activities to take place on these sites.</p>
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**Rule/method options less or not as appropriate to achieve the Objectives and Policies:**

<p><b>Option 2: Status Quo as in City Plan</b></p> <p>a. Community uses not clearly provided for in tertiary education zone, but only as a use that can occur by application of an alternative zoning.</p> <p>b. Activities permitted under the alternative zoning are a permitted activity in the tertiary education zone.</p>	<p><b>Appropriateness</b></p> <p>1. This is confusing given that the intention appears to be to provide for such uses in the tertiary education zone.</p> <p>2. Unnecessary consents if the community use is a relatively minor one with minor effects.</p> <p>3. This may result in administrative difficulty e.g. permitted baseline arguments. See above.</p>
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**4.5.4.2 Evaluation of Proposed Policy/Method 2 - Proposed Changes (or Not) to Built Form Rules for Tertiary Education sites**

<b>Rules/Method(s) Most Appropriate</b>	<b>Effectiveness and Efficiency</b>
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<p><b>Option 1: Proposed Changes to Built Form Rules</b></p> <ul style="list-style-type: none"> <li>a. Increases in permitted site coverage for UC site west of Ilam Road and UC Dovedale site.</li> <li>b. Reduction of allowable height near boundaries, and stepping up and increases of allowable height with distance from internal boundaries, except for CPIT Madras site.</li> <li>c. No change to internal boundary or road setbacks except small increase in road setbacks for CPIT Madras site.</li> <li>d. Retention of operative Plan recession plane rules</li> </ul>	<p><b>Effectiveness</b></p> <ol style="list-style-type: none"> <li>1. Small increases in coverage on these two UC sites are seen as appropriate as existing coverage rules are considered restrictive in post earthquake Christchurch, with rebuilding and reorganisation of UC buildings and functions. Coverage permitted for the site west of Ilam Road is still low, because of the Ilam Fields and University Staff Club grounds. Coverage at the Dovedale site including impermeable surfaces is approaching 40% and an increase to 45% is considered appropriate to provide more flexibility for redevelopment of this site, without losing its park-like character. Note that temporary activity consents on this site will eventually expire, requiring the removal of the temporary village and school.</li> <li>2. Stepping up height allowable at distances of greater than 20m from internal boundaries is a way in which a balance can be struck between the needs of tertiary institutions for large buildings, and the need for surrounding residents not be to “overwhelmed” by their proximity to these buildings. The heights and distance chosen should allow for an extra storey for the tertiary institutions further in to their sites without significant effect on neighbours. E.g. buildings will still be able to comply with recession planes. Maximum heights across the centre of the west of Ilam and Dovedale sites are still significantly less than for the main UC site.</li> <li>3. Greater road boundary and internal boundary setbacks than for residential uses are considered justifiable because tertiary education buildings can be of considerable height and building length. Setbacks of 10m from the road provide a significant opportunity for establishment of identity and landscaping features, and are consistent with those required for schools.</li> <li>4. Increasing the road scene setback from 3m to 4m for the CPIT Madras St site is considered a very minor change and is proposed solely to provide a better opportunity for landscaping with slightly larger growing species. The previous 3m was minimal. The retention of a coverage allowance of 90% for this site is generous and reflects its central city rather than suburban location.</li> <li>5. The current and proposed recession plane provisions (unchanged in this Plan) are</li> </ol>
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	<p>considered appropriate. Note that recession planes do not apply to road frontages.</p> <p><b>Efficiency</b></p> <p>6. More flexibility in built form rules should mean fewer consents are required.</p> <p>7. There is consistency in regard to the level of amenity that neighbours of tertiary institutions and schools can expect in regard to built form near their boundaries. The size of tertiary sites means that higher buildings are possible nearer the centre of tertiary sites.</p> <p><b>Benefits</b></p> <p>8. More flexibility in built form rules and scale of buildings is permissible away from site boundaries.</p> <p>9. Potentially more effective landscaping in the road setbacks of the CPIT Madras St site. (This could be negated in some locations by existing use rights, as a result of older buildings having been built right up to road boundaries.)</p> <p><b>Costs</b></p> <p>10. A metre of land is “lost” at the road frontage of CPIT’s Madras St site. In some circumstances well-designed buildings may be acceptable right up to road boundaries.</p>
<b>Rule/method options less or not as appropriate to achieve the Objectives and Policies:</b>	
<p><b>Option 2: Greater Changes to Built Form Rules</b></p> <p>a. Further increases in site coverage, or no distinction between coverage rules for different tertiary sites.</p> <p>b. Smaller road setbacks and internal boundary setbacks.</p> <p>c. More permissive recession plane rules.</p>	<p><b>Appropriateness</b></p> <p>1. Further increases in site coverage are not considered appropriate at this time. UC sites and the two out of centre CPIT sites are located in suburban neighbourhoods and their buildings should fit to some degree with that residential character.</p> <p>2. Smaller internal boundary setbacks not considered appropriate as a default option. It is important to provide enough space for landscaping or other screening methods between tertiary institutions and houses to preserve privacy, reduce visual dominance and overlooking, and to allow distance to attenuate noise e.g. that coming from open windows, or in the case of the Trades Innovation Institute, to attenuate construction noise from activities both within and outside buildings.</p> <p>3. Road setbacks are needed to provide enough space for identity and effective landscaping</p>

	<p>features, and in some cases to facilitate noise reduction adjoining busy roads. This Plan already proposes a reduction in this zone for road scene setbacks from 15m to 10m, but it is not anticipated that buildings will have a uniform 10m setback. UC is concerned that they will lose a line of temporary buildings on the Kirkwood village (ex University Oval) site if they were required to meet the 15m road setback for new development, and the 10m setback will not solve this problem. However the current tall narrow hedge on the road frontage is not especially attractive as a long term screening measure, nor is it particularly appropriate from a CPTED (Crime Prevention through Environmental Design) perspective.</p> <p>4. There is no clear justification for recession planes to be more lenient for tertiary buildings than they are at present. Sites are large enough that recession planes should be able to be complied with.</p>
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**4.5.4.3 Evaluation of Proposed Policy/Method 3 - Rezoning to Tertiary Education zone at Montana Avenue (UC) and Hassals Lane (CPIT)**

<b>Rules/Method(s) Most Appropriate</b>	<b>Effectiveness and Efficiency</b>
<p><b>Option 1: Proposed Rezoning to Tertiary Education zone</b></p> <p>a. Rezoning at Montana Avenue – all of south side of street from residential to Tertiary Education</p>	<p><b>FOR MONTANA AVENUE</b></p> <p><b>Effectiveness</b></p> <ol style="list-style-type: none"> <li>1. This is seen as the most effective option because UC already owns all but one of the properties, and leaving that site zoned residential will not make any difference to the long term outcome of redevelopment of this block for student housing or other university purposes. The university will eventually acquire the last residential property.</li> <li>2. Even if the line of houses were not rezoned for Tertiary Education in this Plan, it is likely that UC would seek resource consent or a private plan change to use the land for this purpose. As the site is contiguous with the main university site and is on the south side of the road, thus creating opportunities for direct linkages with the main UC site and reducing building dominance and shading effects for the north side of the road, it is possible that consent would be granted, or a private plan change to rezone the land be approved.</li> <li>3. Comprehensive development will create a better design outcome than development</li> </ol>

	<p>which leaves out some sites.</p> <p><b>Efficiency</b></p> <p>4. It is efficient to rezone the land at this District Plan review because redevelopment is almost certain to take place within the planning period.</p> <p><b>Benefits</b></p> <p>5. Providing for student hostels/housing on a site which is contiguous with the main university site will reduce effects of student behaviour (noise, mess etc) on neighbours, by effectively internalising some of the effects.</p> <p>6. Use of this location for some of the demand for new student hostels/accommodation will reduce the number of new beds which need to be provided on the Dovedale site.</p> <p><b>Costs</b></p> <p>7. The owner of the remaining property on the south side of the street and some of the owners on the north side of the street are likely to oppose the rezoning.</p>
<p>b. Rezoning at Hassals Lane from residential to Tertiary Education</p>	<p><b>FOR HASSALS LANE</b></p> <p><b>Effectiveness</b></p> <p>1. This is seen as the most effective option because CPIT already owns the property. Leaving the site zoned residential does not reflect the nature of the use as an educational site, and will make little difference to the long term outcome of redevelopment of this site for CPIT purposes.</p> <p>2. Even if the site were not rezoned for Tertiary Education in this Plan, eg if it was rezoned to the Schools zone to reflect its current use, this is a relatively short term land use. It is likely that CPIT would seek resource consent or a private plan change to use the land for tertiary education purposes. As the site currently in question is close to the CPIT Trades Innovation Institute it could be used for spillover trades training activities or revert back to horticultural use. Alternatively and with appropriate roading and access improvements it may be suitable for standalone CPIT uses.</p> <p><b>Efficiency</b></p> <p>3. It is efficient to rezone the land at this District Plan review because change of use of this site is very likely to take place within the planning</p>

	<p>period and the current zoning does not reflect the site uses anyway.</p> <p><b>Benefits</b></p> <ol style="list-style-type: none"> <li>The site is close to the Trades Innovation Institute at Sullivans Av. and is sufficiently distant from most residential neighbours that it can probably be used more intensively without significant adverse effects.</li> <li>An additional site for tertiary education activity will provide further functional flexibility to CPIT and thereby contribute to tertiary sector recovery.</li> </ol> <p><b>Costs</b></p> <ol style="list-style-type: none"> <li>As the site is surrounded by DBH TC2 and TC3 zonings, the site could well require significant geotechnical strengthening of land, especially if large buildings were proposed.</li> <li>Access to the site via the surrounding road network can be gained only from the west and south. Access and quality of roading standard would need to be significantly improved to facilitate more intensive use of the site.</li> </ol>
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**Rule/method options less or not as appropriate to achieve the Objectives and Policies:**

<p><b>Option 2:</b></p> <p>a. Leave zoning at Montana Av as it is</p>	<p><b>Appropriateness FOR MONTANA AVENUE</b></p> <ol style="list-style-type: none"> <li>Leaving the zoning on the south side of Montana Avenue as Residential Suburban Transition zone would be a good option from the effects perspective, if there was no real change in use of the sites eg if they were used by UC for accommodation for visiting academics etc. However this would make no contribution to the demand for more student housing as UC rolls increase.</li> <li>If there was no ability to use the Montana Avenue site for student housing, this would either require additional student housing to be located on the Dovedale site, which will be even more unpopular with surrounding residents than the current scale of additional development proposed there; or another site or other sites would need to be found.</li> <li>There are few other large enough sites on existing UC land, and further land might need to be acquired. Locating more student housing for example on the Ilam Fields adjoining existing student housing would be strongly</li> </ol>
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	<p>opposed by residents, and is likely to compromise longstanding recreational use of the Fields for rugby, cricket and events</p>
<p>b. Leave zoning at Hassals Lane as it is, or amending it to Schools zone</p>	<p><b>FOR HASSALS LANE</b></p> <ol style="list-style-type: none"> <li>1. This is an unusual site in an urban setting as it has effectively been “underutilised” for some years. In addition both the use of this site and the use of the site immediately to the east which now accommodates the Te Kura Kaupapa o Waitaha (state) school, have been effectively ignored in the past by the zoning of the site as residential.</li> <li>2. Changing the zoning to School zone would reflect its current use but the Sevenoaks school intends to build a new school on its site in Halswell in 2016. A school zone would mean that education activity was a permitted activity on the site, and the definition of education activity can encompass tertiary education. However the coverage standard and height standards for schools are less generous than those proposed for this site under a tertiary education zoning.</li> <li>3. A change of use for this site seems definite within the planning period, and delaying the rezoning will create a need for further planning processes in the near future. The issue of roading and traffic can be addressed by the high traffic generator rule in Chapter 7.</li> </ol>