

Appendix 14: New Neighbourhood Comprehensive and Subdivide first subdivision process

New Neighbourhoods : Information Requirements

THE NEW NEIGHBOURHOOD ZONE

The New Neighbourhood zone is a new zone contained within the proposed Christchurch District Plan that aims to provide a planning framework to stimulate the creation of high quality, distinctive new communities on medium to large greenfield sites which offer a range and choice of residential options to meet different household types and sizes. The New Neighbourhood zone is intended to progressively supersede the current Living Greenfields (Living G) Zone of the Christchurch City Plan.

The intent is to move towards a *Comprehensive Development Process* as an alternative to the traditional sequential *Subdivision then Land Use* approach. In light of consultation, council is willing to concede that this approach will be challenging to some parts of the development industry and so variants of the approach are proposed. Having said this, whilst the council has retained a consenting pathway that maintains a two stage approach, this variant builds more expectation that the subdivision process better defines the eventual nature and diversity of the homes built and the corresponding contribution to the look and feel of the built environment.

RATIONALE - WHAT THE NEW ZONE IS SEEKING TO ACHIEVE ?

One of the biggest concerns over recent large scale greenfield development has been the mismatch of building typologies/sizes to sites, the overdevelopment of sites, and the lack of housing choice available. While large scale greenfield areas are initially developed from an Outline Development Plan and then often on the basis of a master planning process, the initial subdivision consenting stage is an engineering and surveyor driven process which lays out the structure of the development and the development lots. This is not necessarily developed in-line with the more detailed aspects of the master plans including matters such as block and lot layout. The subdivision consenting process ensures that land is set aside for all the infrastructure and general amenities that a community needs to be served by. However, the final residential development lots are driven by City Plan lot size requirements for Living G (e.g. average of 300sqm, 650sqm, 800sqm). These lots are then made available to buyers and builders whose own aspiration or business models, combined with the existing City Plan rules in regard to built form standards, largely result in fairly uniform housing typologies. In addition, some of the lots made available are intended for higher density development. City plan assessment matters are provided in conjunction with the generic built form standards for these larger lots. However, often too little up-front consideration is given to the development forms for these sites, or the potential density they may achieve to, to deliver good, or anticipated, design outcomes.

In seeking to promote better neighbourhood amenity and more diversity and choice of housing, a better relationship between the lot layout and the housing product is needed. To address this, a Comprehensive Development process is proposed that aims to give developers the freedom to define their own minimum lot sizes in return for certainty of the housing typology that will be built on a specific lot. This represents a step change from current lots being treated broadly as a blank canvas, upon which any house typology could be constructed.

The table on the following page explores the three variant routes proposed and indicates their origins and purpose routes

Table 1: Process Summaries

	Comprehensive Development Process (ROUTE A)		Subdivision First (ROUTE B)
	A1 – Comprehensive Neighbourhood	A2 – Combined Consent	
Description	<p>A comprehensive approach to the development of land whereby the subdivision of land and the location of buildings and their types are consented together to ensure that the built outcome objectives are achieved.</p> <p>The concept development phase for Comprehensive Subdivision is no more onerous to that currently taken through the master plan development process that underpins most greenfields development areas.</p>	<p>This alternative that allows greater density uplift than might be achieved under route B. but across a scale where a Neighbourhood Plan envisaged under Route A1, might require an unreasonable level of detail.</p> <p>In common with the Comprehensive Neighbourhood approach a combined subdivision and consent process - on a smaller scale and without the requirement for a Neighbourhood Plan – is available. Information requirements for consent processing are still extensive as this approach is offering approval for the general form of individual houses.</p>	<p>A traditional land development approach whereby the land is subdivided into lots under the subdivision consent process.</p> <p>However, in seeking to ensure that eventual houses are better matched to the lot a broad building typology will be assigned to each lot so that future interests in the land are fully aware of the built outcome expected and requires effect being given to it through the subsequent land use consent for the buildings.</p>
Site size	Minimum site size of 8ha (subsequent stages of a minimum of 7000sqm)	Between 7000sqm and 4ha	Between 7000sqm and 4ha
Regulation	Lot sizes are flexible, being responsive to the proposed buildings and their relationships to one another, and to the proposed public space environment.	<p>A minimum subdivision and land use development area of 7000m² is required. Lot sizes are flexible, being responsive to the proposed buildings and their relationships to one another, and to the proposed public space environment.</p> <p>A rigorous initial subdivision and landuse consenting process for the minimum 7000m² based upon a comprehensive block and lot plan, and detail including the lot and building layout, typology, unit type, building and landscape quality that provides a high level of certainty as to the built outcome.</p>	A minimum subdivision development area with minimum lot sizes of 300m ² (400m ² for corner sites). Building typologies are allocated to sites at the subdivision consent stage in conjunction with the site layout and are given effect through land use consent, if required.
Process	<p>A rigorous initial consenting process for a minimum area i.e. 8ha, based upon a master planning type process is combined with a finer level of detail including the lot and building layout and typology within a Lot Development Guide. As part of this a typical first stage would be fully consented his way.</p> <p>Once this consent is secured and the wider strategic subdivision pattern is established, subsequent stages would be subject to a more straightforward assessment that is really seeking assurance that development in proceeding in line with the built form outcome set out in the Neighbourhood Plan. Subsequent stages might, in response to market conditions, buyer preferences or other influences, seek variations to the Lot Development Guide which can be updated on a stage by stage basis.</p>	<p>A rigorous initial subdivision and landuse consenting process for the minimum 7000m² based upon a comprehensive block and lot plan, and detail including the lot and building layout, typology, unit type, building and landscape quality that provides a high level of certainty as to the built outcome.</p>	A formulaic subdivision consent for the whole site with subsequent consenting of individual houses based upon designated typologies denoted in the subdivision consent.

CONSENTING PATHWAYS

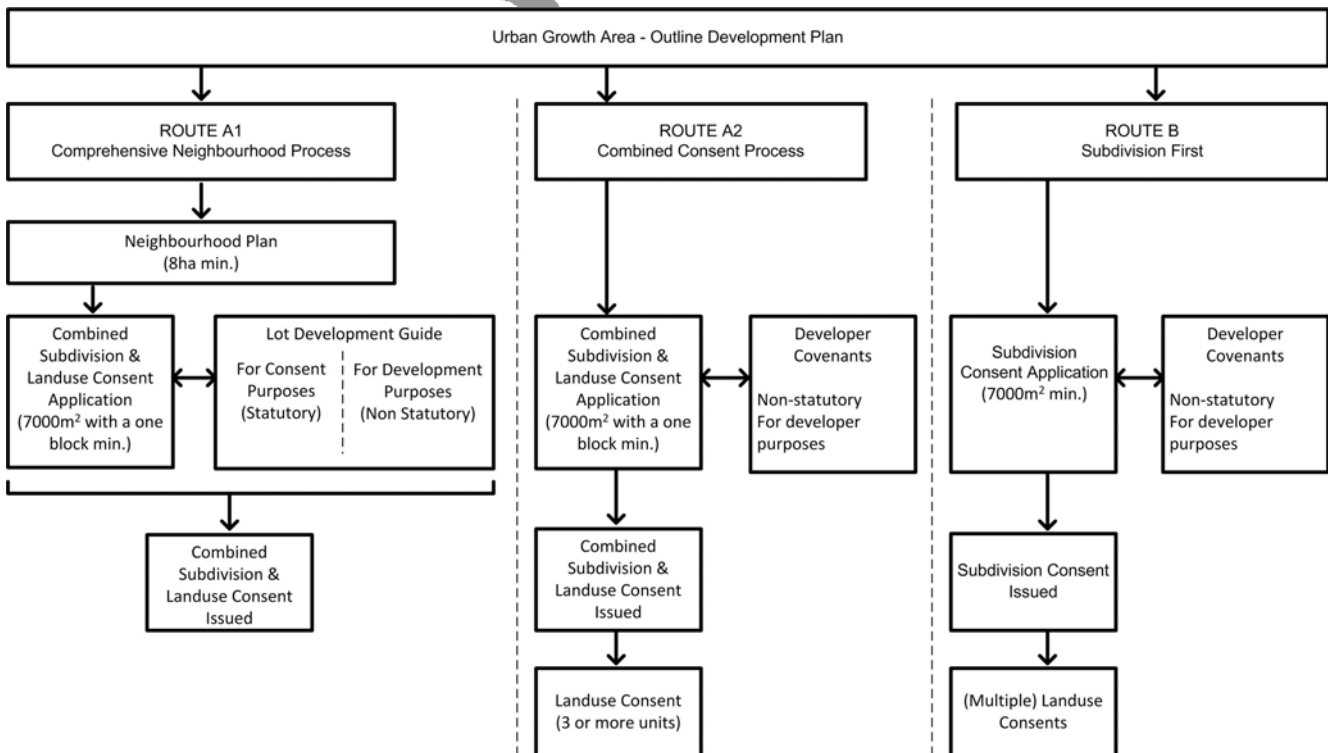
The three routes can broadly be summarised as follows, with the subsequent diagram summarising the process stages.

The **Comprehensive Neighbourhood Route [A1]** – set out in part 8.4.2.1 RD1 – enables a consenting pathway that requires a lot of information to establish the overall site (minimum 8ha) framework and vision for the built form with lot sizes not being prescribed but instead guided by what types and sizes of homes could be accommodated. In effect subdivision can therefore, potentially, generate more efficient use of land and higher financial return. Whilst broadly committing the development of lots to a certain type and scale, the approach does retain enough flexibility for individual buildings to be detailed to satisfy generic or bespoke buyer needs (within the parameters defined by the overall housing typology parameters).

The **Combined Consent Route [A2]** - set out in part 8.4.2.1 RD2 - applies the approach described in Route A1 at a smaller scale – that of a typical urban block. The aim here is that a combined subdivision and land use process is used to plan the overall block so that, again the nature of the buildings can guide the lot sizes and, where appropriate, higher density (and financial return) can be secured whilst also demonstrating that the quality of the residential outcome is high. Given a block may contain 15-20 homes at most the level of consent information provided will be substantially less than route A1, although across a development with many blocks this information would need to be replicated and so Route A1 might prove to be more efficient.

The **Subdivision First Route [B]** – set out in part 8.4.2.1 RD3 – is an evolution of the traditional subdivide, then build approach. This route fixes lot sizes to minima of 300 or 400sqm and requires consent for the subsequent use of that land. The key difference introduced is that at the subdivision stage a broad typology of house is nominated to each plot so that marketing to future buyers is clear about what can be achieved on the site and that built outcomes can be established to a greater degree from the outset.

Figure 1 : Process stages under the New Neighbourhood Zone consent routes



The two comprehensive routes (Comprehensive Neighbourhoods and Combined Consent) will involve a single combined consent process for each stage of development – although further consents would be needed where a development chooses to create a large lot for subsequent development by a particular builder (subdivision)

or a buyer chose to build a house that varied from the agreed types (land use). In contrast, the Subdivision First will require an initial subdivision and multiple land use consents for individual homes with corresponding implications for cost and timing.

The **Comprehensive Neighbourhoods** approach requires the preparation of a Neighbourhood Plan.

This structure also has to be underpinned by a whole range of other technical and engineering considerations

Neighbourhood Plan

Ideally site wide but as a minimum must cover 8ha.

It is a plan for the specified area that contains:

- An overall vision statement for the site linked to a number (say 10-15) of key deliverables/outcomes which may be linked to RMA outcomes (objectives and policies) or site specific outcomes (giving a clear steer to buyers and developers that these would be secured via covenants or other binding mechanisms).
- The overall development structure provided by the Outline Development Plan, and more refined development structure for the area including movement network, open space, and infrastructure. This includes cross sections of streets and blocks and overall site wide strategies such as structural landscape elements.
- Lot arrangement, size and allocation of defined housing typologies. This level should contain sufficient analysis to demonstrate that relevant development standards in the subdivision and residential chapters can be met (notably those related to daylight and outdoor living space).

and hence will require an extensive pre-application commitment to dialogue and negotiation with the Council in order that the consent process is efficient and smooth. To be effective it will be critical that it well conceived as well as being exposed to different scenarios in order that it can be resilient, flexible and robust across multiple development stages over periods of years where the economic cycle, social demands or other macro level considerations may change.

The Neighbourhood Plan is agreed as part of application that also agrees combined subdivision and land use consent for the first stage of the development.

Combined Subdivision and Land Use Consent

As a single process, formally approves a developers stage of subdivision and land use consent. It should be minimum must cover of 7000m² and at least one block but may be considerably larger.

It will consist of a sophisticated subdivision plan that

- Outlines how the development stage delivers on the Neighbourhood Plan's overall vision statement and the associated key deliverables/outcomes
- Give an explicitly clear steer to buyers and developers of the constraints, limitations and standards which are applicable to the site and how there are secured (e.g. covenants/binding mechanisms).
- The layout of the stage including how it integrates with the wider site including movement network, open space, infrastructure which needs consenting as a whole. This will include block and street cross sections and, structural landscape elements and indicative detailed landscape concepts.
- Refinements of lot arrangement in response to the defined unit types and size allocated to the lot as detailed in the accompanying Lot Development Guide.

This level of planning should contain sufficient analysis to demonstrate that relevant development standards and assessment matters in the subdivision and residential chapters can be met (notably those including daylight and outdoor living and service space, the public space interface (i.e. habitable rooms, boundary treatments), location of site access and car parking.

Appropriate information to inform subdivision and land use standards will be accompanied by a Lot Development Guide. The Lot Development Guide is a document that will be cross referenced in consent conditions, in effect, making reference to agreed solutions that the development may use.

Lot Development Guide

This is a detailed document whose primary role is to outline approved solutions or variations that can be rolled out across current and future stages. In effect it will mean that development forms that are consented can use all the flexibilities in this document as part of the build to remain a permitted activity. Accepting that housing preferences and specifications may change over time, the Lot Development Guide is designed to be flexible, capable of being updated as part of any subsequent stage consent. However, the Lot Development guide is also a form of control and so if a buyer/builder wants to do something different from the 'approved solutions' they will need a new land use consent. In effect it balances the flexibility needed by the developer with reassurances over the certainty of outcome needed by the council

In theory the extent of content is open ended, but the Lot Development Guide must at least contain the house types, house floorplans, potential variants and variant features (e.g. verandahs, decking, windows, single or double garages, etc.) as well as boundary, servicing and landscaping variants/palettes which could be mixed and matched to generate individuality or to meet specific buyer needs.

In addition to statutory content that delivers outcomes that meet built form and urban design standards, a developer may also choose to include non statutory elements within the Lot Development Guide to inform or guide buyers or developers as part of any vision to create a particular look and feel to the development that extended beyond planning controls (including being the basis for covenants).

Having had the Neighbourhood Plan and Lot Development Guide agreed for the wider development site, as well as consents for subdivision and building on the first stage, subsequent stages are more straightforward and process efficient. Further consents must simply show conformity with the previously agreed Neighbourhood Plan, the normal statutory subdivision elements, as well as any necessary updates or additions to the Lot Development Guide.

The **Combined Consents** route applies at a smaller spatial scale of development than the Comprehensive Neighbourhoods route.

Combined Subdivision and Land Use Consent

As a single process, this stage formally approves a subdivision and land use consent and as a minimum must cover of 7000m² and at least one block.

A sophisticated subdivision and land use plan that contains:

- The layout of the 7000m² including how it integrates beyond the site including movement network, open space, infrastructure.
- Lot arrangement, size and allocation of defined unit types (see below for difference between building typology and unit type).

This level of planning should contain sufficient analysis to demonstrate that relevant development standards and assessment matters in the subdivision and residential chapters can be met (notably those including daylight and outdoor living and service space, the public space interface (i.e. habitable rooms, boundary treatments), location of site access and car parking.

A pared down version of the Lot Development Guide might be appropriate to inform boundary and landscaping treatments, or the use of materials and key architectural detailing. As with the Comprehensive Neighbourhoods, if a buyer/builder wants to do something different from the comprehensive subdivision and land use consent they will need a new land use consent.

INCENTIVES AND PROCESS EFFICIENCY

The development process for new development areas has been complicated by a multi stage consenting process where instances of disagreement between developer and council arise as a result of conflicting expectations that emerge between subdivision and the actual development of individual lots. Furthermore, often ‘clunky’ rules drive particular outcomes that sometimes fail to satisfy the aspirations/intentions of developers, buyers or Council.

Certainty and Flexibility - The introduction of requirements for a development to define building typologies at the subdivision stage offers the means for a clearer up front understanding of how a the eventual built out subdivision will take shape. This will improve certainty for all parties, yet - because the typologies define only broad parameters - maintains degrees of flexibility in order that the eventual homes built can be tailored to meet particular client demands and aspirations. These changes should contribute to a more efficient and productive consenting process based on a better shared understanding by all parties.

Incentivising Developers: The degree to which a development pursues comprehensive development remains a choice for developers to make. However, the consenting pathways available offer process efficiencies and the ability to achieve uplifts in the financial yield of schemes as summarised in the table below.

More Comprehensive		Less Comprehensive
←		
Comprehensive Neighbourhoods	Combined Consent	Subdivision first
No Minimum Lot Size (Well planned arrangement of buildings could deliver multiple lots at under 300sqm)		Lot sizes fixed at 300/400sqm
(Updateable) Lot Development Guide can agree building types and variants, material palettes, boundary treatments, etc. that can be rolled out on nominated lots across multiple stages within th initially consented Neighbourhood Plan.	Each application will need to define its own building plans and other built form details for the units envisaged within the development and which lot they will be assigned to on each lot including any variations that might be offered to potential buyers.	Detailed building plans are agreed on a lot by lot basis in a land use consent process that follow subdivision
Intensive initial consent agrees Neighbourhood Plan and first stage development (subdivision and land use) with a Lot Development Guide containing approved house types/variants and other materials/standards. Subsequent stage consents simply demonstrate conformity with Neighbourhood Plan and, if necessary, seek approval of alterations to the Lot Development Guide.	Single Intensive land use and subdivision consent where lots are created and detailed house types are approved on allocated lots subject to the usual built form standards and assessment matters	Initial subdivision process establishes the lots and creates titles. Multiple subsequent land use consents required to agree the built form of individual/groups of homes

Density Uplift: The current subdivision process sets minimum lot sizes reflecting uncertainty of future uses of sites and the generic application of corresponding built form standards in the residential rules. This approach limits land use efficiency on a precautionary basis. The combined consenting process possible under the Comprehensive Neighbourhoods and Combined Consent routes means that the collective relationships between buildings and the consequential indoor and outdoor amenity of housing units can be assessed, which in turn may prove that a smaller lot size is appropriate, which in turn can generate higher density (and corresponding development values).

Group Development/Economies of Scale and Marketing: The use of typologies and flexibility over lot sizes opens up an opportunity for more synergies between land sub dividers and house builders including the ability to front load market testing and presales. Assembling together appropriately orientated collections of different housing types combined with appropriate street amenity and open space can offer greater opportunities for small and mid sized buildings to bring forward small clusters (sub-blocks) whilst larger operations may be able to extend themselves to whole blocks. These types of ventures can only improve construction efficiency and productivity as well as allowing developers to generate group character (e.g. common/collective landscaping or materials which in turn may enabling marketing of units to be more bespoke and exclusive than just a random collection of individual homes within a generic residential subdivision.

BUILDING TYPOLOGIES

The introduction of building typologies provides a means for the subdivision process to indicate the broad built outcomes that will be expected across a development area without limiting the ultimate flexibility of developer or buyer to achieve a home that meets their needs. By nominating a particular typology or more detailed type to a lot, prices set and buyers offers can be more reflective of envisaged outcomes.

In essence, all houses can be broadly summarised into particular residential building **typologies**. Within Christchurch there are four main residential building typologies, as follows:

- Standalone House
- Terrace
- Duplex
- Apartment building.

Each typology, however, can encompass a range of **unit types**. So, for example, villas, townhouses, cottages all constitute Standalone Houses.

Taking each one of these unit types, there is a range of variations that make up a particular standard or bespoke house. The subtle differences, whether in size, external appearance, roof pitch and even internal configuration contribute to different variants, may be endless.

In seeking to establish information requirements for the Comprehensive Development consenting pathway, the table below illustrates the levels of detail for each typology expected at each layer of information gathering and the purpose for gathering that.

Table 3: Information Needs - Building Typologies and Unit Types

	Typology (Neighbourhood Plan Stage)	Unit Type (Combined Land Use and Subdivision Consent Stage)	Variant Mixes (Lot Development Guide)
	One Typology/Site	2-3 Unit Types/Typology	Unlimited Compliant Variations
Information Needs	<p>Lot size</p> <p>Typology allocation Maximum building envelope (<i>including max potential height and site coverage</i>)</p> <p>Primary Outdoor Living space</p> <p>Lot points of access (<i>pedestrian/vehicle</i>)</p>	<p>Building Footprint /Site Coverage</p> <p>Height – floors to eaves and maximum</p> <p>Front yard and side yard setbacks</p> <p>Recession planes</p> <p>Habitable rooms</p> <p>Urban Design Assessment (glazing, entry, roof forms)</p> <p>Mixed use configuration</p> <p>Mixed use floorspace</p>	<p>Unit Type details and:</p> <p><i>Fundamentals</i></p> <p>Number of Bedrooms</p> <p>Amount and configuration of garaging</p> <p>The development manual may therefore contain:</p> <p><i>Either</i> generic Unit Types with modelled extensions, loft spaces, porches, conservatories etc</p> <p><i>Or</i> individual detailed designs for standard house types intended to be constructed on site</p> <p>These variations of type or detailed designs would be compliant with the District Plan Rules and therefore be ‘approved solutions’ that could be built without any further consenting.</p> <p>Both of these would be accompanied by additional generic palettes of landscaping, fencing, walls, utility treatments (e.g. bin stores, mailboxes, detached garages), etc which would also be ‘approved solutions’ to dress the building, its boundaries and accessways.</p> <p>Any variations from these ‘approved’ solutions would be require a new land use consent within which the applicant would need to be compliant with the rules and the prevailing vision or principles set out in the Neighbourhood Plan.</p>
Purpose	<p>To understand the broad building form and location within the context of the lot and block, and wider public space environment as well as the means of access and servicing.</p> <p>For example the Neighbourhood Plan provides a basis to</p>	<p>To understand the detailed relationship of individual buildings to one another and to the public realm.</p> <p>The consent stage ensures that the fundamentals of the detailed unit types used are appropriate to the plot to ensure privacy, amenity,</p>	<p>To understand the degrees of variation within the unit types that would be compliant with the residential rules and assessment matters and could therefore be built without the need for further resource consent – i.e. approved solutions.</p> <p>The Development Manual builds in approved flexibility which can then be applied over the consented building and lot.</p> <p>Anything that falls outside the agreed flexibility will be the subject to a new resource</p>

	understand potential shading effects of different typologies on adjacent sites and public space and in turn allocate the best building outcome to the site, or design the site to accommodate that building outcome.	security and safety. These aspects may or may not be tied to conditions linked to the associated Development Manual.	consent. The key for the Development Manual is to cover off all the residual residential land use rules and assessment matters as well as building in sufficient certainty that the overall vision and principles contained within the Neighbourhood Plan are achieved. Some of the requirements in the Development Manual may flow through into covenants on land or other binding arrangements (exclusive of Council).
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Table 4: Example of how Building Typologies, Unit Types and Variants offer diversity of housing

Typology	Unit Type	Variant Options (not exhaustive)
Standalone House 1-2 storey (8m)	Village House 2 story	3-4 bedroom 1-2 garage Attached or standalone garage
	Cottage 1 or 1.5 story	2-3 bedroom 0-2 garage Attached or standalone garage
	Mews Cottage 2 Storey	1-2 bedroom Attached or standalone garage
	Stable Loft 1.5 to 2 Storey	1 bedroom
Terrace 2-3 storey (8-11m)	Row House 2 Storey	2-3 Bedroom 0-2 garage Attached or standalone garage
	Eco Apartment 3 storey	2 bedroom Internal garage
Multi Unit 2.5-3 storey	Walk Up Apartment 2.5 – 3 Storey	2-3 bedroom

(11m)	Maisonette 2 or 2.5 storey	2-3 bedroom Ground floor single level Upper floor two level
Duplex	n/a	n/a

COMPREHENSIVE NEIGHBOURHOODS – Levels and extent of information needed

	Consenting Documents		
	Neighbourhood Plan	Composite Subdivision and Resource Consent	Lot Development Guide
	<i>Role: Overall Strategic Plan</i>	<i>Role : Detailed lot configuration, interrelationships of buildings and associated outdoor space, and the interfaces between public and private areas</i>	<i>Role : Defines agreed variants that can be applied to the lots</i>
Theme/ Discipline			
Direction and Regulation	Vision and Development Principles/Outcomes General rules and assessment matters		Any necessary site specific rules, assessment matters needing to be applicable across this consented are or the wider development and approved solutions
ODP	Outline Development Plan infrastructure and other requirements		
Greenspace	Configuration of public spaces including Areas/widths of provision Vehicle access points Location and nature of any playground/court facilities within the green network		
Transport	Streets/access <ul style="list-style-type: none"> - Street layout, network and hierarchy hierarchy and intersection treatments (modelling for controlled intersections also required) - Street, block and open space cross sections, including on-street landscaping and parking - Street furniture - Bus routes (if any proposed by Ecan) - Any areas of proposed non-standard materials on legal roads are to be highlighted - Pedestrian and cycle access and connections showing interaction with green and blue links 	<i>Public versus private access elements</i>	

Landscaping (public or publically accessible space)	<ul style="list-style-type: none"> - Landscape strategy including planting, material and way finding strategies 	<ul style="list-style-type: none"> - Structural landscape elements - Indicative detailed landscape concepts - Tree species in public space 	<p>Landscape (private)</p> <ul style="list-style-type: none"> - Generic plant palettes - Generic fencing and wall types, style height - Generic utility treatments (e.g. bin stores, mailboxes, garage types and locations) - Public/private interface treatments
Subdivision /Lots	<p>Blocks and lots</p> <ul style="list-style-type: none"> - Block shapes and arrangement - Lot arrangement/layout - Lot sizes 	<p>Blocks and lots</p> <ul style="list-style-type: none"> - Lot sizes - Site access - Location of outdoor living and service space - Public space interface elements (also refer to landscape) - Location and width of site access - Location of car parking - Building arrangement <p>Subdivision engineering drawings</p>	<p>Lots</p> <ul style="list-style-type: none"> - Outdoor storage and service areas - Outdoor living space - Site access
Buildings	<p>Building typologies</p> <ul style="list-style-type: none"> - Typology description (if non standard) - Typology allocation to each lot - Maximum Typology building envelope - High level shading diagram proving viable plot sizes and identifying conflicts to be resolved at detailed consent stage (9am/4pm Winter solstice) - 	<p>Unit type by lot</p> <ul style="list-style-type: none"> - Unit size (floorplates and bedroom numbers) - Detailed shadow diagrams - subtype allocation – e.g. affordable housing 	<p>Unit types</p> <ul style="list-style-type: none"> - Building variants * - Building forms - Building material palette - Glazing
Stormwater	<ul style="list-style-type: none"> - Stormwater basins - Swales 	-	

	- Extent of integration as part of the greenspace network		
*All buildings need to comply with Sustainable building standards			