

**SECTION 32**  
**RESIDENTIAL CHAPTER 14**

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# 1. STRATEGIC CONTEXT

## 1.1 What the residential chapter does for housing

The Residential chapter will be instrumental in addressing Christchurch's housing issues (which are defined within this report at 2.2) by:

1. providing a more efficient and less onerous regulatory environment, in particular by reducing consenting and notification requirements;
2. making it easier for residential properties to be redeveloped to provide a greater supply and range of housing types and sizes;
3. immediate rezoning of Greenfield priority areas where infrastructure is available;
4. a simple and straightforward regulatory framework for specialised housing needs, including provision for social housing;
5. enabling the market to provide for the needs of an ageing population and to meet the demand for smaller household units;
6. recognising and providing for the needs of Maori;
7. ensuring that future communities are close to services and are able to incorporate high standards of infrastructure provision;
8. distributing higher density housing areas in a manner that best serves the overall interests of the District;
9. protecting the environmental and heritage values that give urban areas their unique character and to help mitigate the effects of buildings and infrastructure; and
10. ensuring that new housing stock is built sustainably and meets the needs of its occupants at all stages of their lives.

## 1.2 Scope of the residential chapter

1. Both the Christchurch City Plan and the Banks Peninsula District Plan provide a very large and broad suite of objectives and policies in relation to residential areas. In reviewing those provisions, a number of changes were identified that would assist with Canterbury's recovery. In particular there is a need to:
  - a. re-focus the objectives and policies so they specifically recognise and respond to recovery issues and identify opportunities to remove unnecessary regulatory controls on residential activities (i.e. reduce consent, notification requirements and the need for private plan change requests);

- b. update the provisions (some being nearly twenty years old) to reflect the direction of relevant statutory documents, in particular the LURP (LURP) and Canterbury CRPS (CRPS); and
  - c. streamline the residential provisions as the current Christchurch City Plan in particular, is overly cumbersome primarily due to a series of ad hoc private plan changes.
2. The District Plan Review (DPR) has been divided into chapters (or parts of chapters) that are urgent and less urgent in promoting the recovery of Christchurch. The focus for the residential chapter has been on reviewing those sections that affect the residential areas where the majority of Christchurch residents live. The first phase of the review therefore focuses on the current Living 1, 2, and 3 Zones (with some small 'pockets' of Living 4 outside of the Central City). The first phase of the review also covers the lower density Living 1A-F Zones. The Living 1A Zones have been removed entirely as they are no longer needed as an urban edge. Living 1G, 1D, 1E and 1F have become 'overlays' on the planning maps as their associated rules are still relevant and appropriate. Phase 1 has also reviewed the Living G Zones and includes new provisions relating to new (greenfield) neighbourhood development.
  3. The first phase of the review reformats the Residential and Residential Conservation Zones in Banks Peninsula which cover Lyttelton and Akaroa townships where the majority of peninsula residents live. This enables these two existing zones to be incorporated within the proposed replacement District Plan as a first step towards having a single plan that covers both the city and peninsula. Whilst minor amendments have been made to the Residential and Residential Conservation Zones through the reformatting exercise, the policy direction, zone boundaries, and rule packages have not been substantively reviewed. It is anticipated that this review will take place in the second phase.
  4. The residential matters that will be reviewed in Phase 2 of the DPR include:
    - a. Objectives, policies and rules and design guides that relate to additions and alterations and demolition of existing buildings and new buildings in the Banks Peninsula Conservation Zone;
    - b. Special Amenity Areas (SAMs) and the Objectives, Policies and Rules that relate to them;
    - c. Living Hills Zones and the Objectives, Policies and Rules that relate to them;
    - d. Living Rural Settlement Zones and the Objectives, Policies and Rules that relate to them;
    - e. Banks Peninsula Small Settlement Zones and the Objectives, Policies and Rules that relate to them;
    - f. Banks Peninsula Papakainga Zones and the Objectives, Policies and Rules that relate to them;
    - g. Living 5 Travellers Accommodation Zones and the Objectives, Policies and Rules that relate to them;

- h. Living Greenfield Zone and the Objectives Policies and Rules that relate to them, and consideration whether to include only on those objectives and policies proposed under Phase 1 for New Neighbourhood Zones, namely 14.1.6 Objective – Comprehensive planning for new neighbourhoods and its supporting policies;
- i. Additional New Neighbourhood Zones where they meet all the necessary criteria and requirements. These areas will give effect to LURP Action 19 to provide for development of Greenfield Priority Areas shown on map A, appendix 2 of Chapter 6 of the CRPS, and are not already zoned for development. Future residential urban growth areas that are identified in the CRPS but do not meet the necessary requirements and criteria (for rezoning) are to be zoned "Future Urban Development Areas" FUDAs as part of the Phase 2 DPR. The FUDA mechanism will not confer development rights for comprehensive residential development but will protect the land from inappropriate development that could frustrate the future comprehensive development of the land. The FUDA's will include an indicative ODP to identify specific features of the land that need protection in the interim, such as transport, stormwater and wastewater networks. The new provisions for FUDA's will reflect the Operative Rural Zone provisions until such time as the land is able to be rezoned to a New Neighbourhood Zone. Future plan changes beyond Phase 2 of the DPR will be required for FUDA's to rezone the land to enable development; and
- j. Living Zones subject to the Canterbury Earthquake Recovery Authority's (CERA) 'Red Zones'.

### **1.3 Proposed Replacement District Plan overview and synopsis**

1. The review of the Residential chapter has focused on consolidating and streamlining the operative District Plan objectives and policies, and where necessary better aligning them with higher order provisions including those contained within the proposed Strategic Directions chapter. Residential zones have been consolidated where appropriate but some zones, such as those for Banks Peninsula have been carried through unchanged. Some operative residential zones now appear as overlays to the proposed Residential Suburban Zone as those specific provisions relating to the overlay areas are still required to manage the effects of building development. The activity-based model for the proposed District Plan has required the reformatting of rules to provide greater certainty in regard to what activities are permitted, restricted discretionary, discretionary or non-complying. All rules have been reviewed to ensure they are still the most effective and efficient means of achieving objectives and policies. Where operative rules have led to poor outcomes or are deemed unnecessary to control the effects of land use development, they have been removed. The matters of discretion (previously referred to as assessment matters) required to be taken account of for restricted discretionary activities, have been significantly streamlined and clarified as to the outcomes sought.
2. The proposed Strategic Directions chapter provides the following policy direction for residential activity in Christchurch:
  - a the recovery and development of Christchurch as a dynamic and internationally competitive city with:

- i. sufficient land to meet the community's immediate recovery and longer term needs or housing;
  - ii. a range of housing options including affordable housing and papakainga housing;
  - iii. a quality urban environment;
  - iv. recognition of the ancestral and contemporary relationship between Ngāi Tahu and the land; and
  - v. revitalised communities where people enjoy a high quality of life;
- b development design and quality in accordance with the principles of the New Zealand Urban Design Protocol 2005;
- c an integrated pattern of development that promotes consolidation of the urban form;
- d sufficient provision for greenfield land and residential activities;
- e coordination of residential growth with infrastructure provision; and
- f limiting the adverse effects of activities on the efficient and effective functioning, maintenance and upgrading of infrastructure, including reverse sensitivity effects.

3. The Residential chapter is guided by the strategic directions and includes eight objectives which are achieved through a number of policies as follows (Appendix 1 sets out the linkages between all provisions in the chapter):

Table 1: Overview of the Residential objectives and policies

a. 14.1.1 Objective – Housing Supply	Achieved through: <ul style="list-style-type: none"> <li>i. 14.1.1.1 Policy – Location density and type of housing;</li> <li>14.1.1.2 Policy – Provision of social housing</li> <li>ii. 14.1.1.3 Policy – Non-household residential accommodation</li> <li>iii. 14.1.1.4 Policy – Provision for retirement villages</li> <li>iv. 14.1.1.5 Policy – Recovery housing - existing housing stock and vacant land</li> <li>v. 14.1.1.6 Policy- Recovery housing – higher density comprehensive redevelopment</li> <li>vi. 14.1.1.7 Policy – Recovery housing – social housing development</li> <li>vii. 14.1.1.8 Policy – Temporary infringement for earthquake repairs</li> <li>viii. 14.1.1.9 Policy – Avoidance of adverse effects on strategic transport infrastructure</li> </ul>
b. 14.1.2 Objective - Residential recovery needs	Achieved through: <ul style="list-style-type: none"> <li>i. Policies 14.1.1.1 to 14.1.1.7 (as above)</li> </ul>
c. 14.1.3 Objective – Housing distribution and density	Achieved through: <ul style="list-style-type: none"> <li>i. Policies 14.1.1.1 to 14.1.1.7 (as above)</li> </ul>
d. 14.1.4 Objective Strategic infrastructure	Achieved through: <ul style="list-style-type: none"> <li>i. Policies 14.1.1.1 to 14.1.1.7 (as above)</li> </ul>
e. 14.1.5 Objective – High quality residential environments	Achieved through: <ul style="list-style-type: none"> <li>i. 14.1.5.1 Policy – Neighbourhood character, amenity and</li> </ul>

	<p>safety</p> <ul style="list-style-type: none"> <li>ii. 14.1.5.2 Policy – Scale of home occupations</li> <li>iii. 14.1.5.3 Policy – Character of low and medium density areas</li> <li>iv. 14.1.5.4 Policy – Best practice for health, building sustainability, energy and waste efficiency</li> <li>v. 14.1.5.5 Policy – Neighbourhood character and residential amenity in residential areas of Banks Peninsula</li> <li>vi. 14.1.5.6 Policy – Heritage values in residential areas of Lyttelton and Akaroa</li> </ul>
f. 14.1.6 Objective – Comprehensive planning for new neighbourhoods	<p>Achieved through:</p> <ul style="list-style-type: none"> <li>i. 14.1.6.1 Policy – Comprehensive development</li> <li>ii. 14.1.6.2 Policy – Higher density housing location</li> <li>iii. 14.1.6.3 Policy – Higher density housing to support papakaianga development</li> <li>iv. 14.1.6.4 Policy – Neighbourhood Centres scale and location</li> <li>v. 14.1.6.5 Policy – Parks and open space networks</li> <li>vi. 14.1.6.6 Policy – Stormwater networks</li> <li>vii. 14.1.6.7 Policy – Transport network</li> <li>viii. 14.1.6.8 Nga kaupapa/Policy – Protection and enhancement of sites, values and other taonga of significance to tangata whenua</li> <li>ix. 14.1.6.9 Policy – Separation of incompatible activities</li> <li>x. 14.1.6.10 Policy – Protection and enhancement of natural features and amenity</li> </ul>
g. 14.1.7 Objective – Non-Residential activities	<p>Achieved through:</p> <ul style="list-style-type: none"> <li>i. 14.1.7.1 Policy – Residential character</li> <li>ii. 14.1.7.2 Policy – Local community facilities and services</li> <li>iii. 14.1.7.3 Policy – Existing non-residential activities</li> <li>iv. 14.1.7.4 Policy – Retailing in residential zones</li> <li>v. 14.1.7.5 Policy – Memorial Avenue and Fendalton Road</li> </ul>

4. Broadly the objectives and policies seek to address the following key resource management issues:

- a following the principles of urban consolidation, accommodating residential household demand and providing housing choice for the recovery (from the earthquakes) and growth, by;
  - i. increasing the opportunity for new housing development, including affordable homes, within the existing urban area and new greenfield areas; and
  - ii. providing a greater range of housing choice and diversity in terms of design and form; and
  - iii. increasing housing density in and around larger commercial centres; and
  - iv. requiring mixed density housing in greenfield residential areas; whilst
  - v. controlling infill housing requirements in the outer suburban areas;



- b maintaining and achieving residential character and amenity through controls on buildings appropriate to the anticipated residential environment for the area;
- c managing non-residential activities within residential areas; and
- d managing the effects of residential activities on strategic infrastructure.

5. The policies will be implemented through:

- a Zoning of land (refer to **Appendix 7** illustrating the proposed Planning Maps relating to Residential Zones) to provide for different densities and types of housing development appropriate for the particular area, including the:
  - i. *Residential Suburban Zone* – comprising the existing low density zones under the operative City Plan (previously Living 1 Zone) with provision for;
    - A. a residential unit on a site with a minimum area of 450m<sup>2</sup> as a permitted activity;
    - B. a minor residential unit on the same site as an existing residential unit as a permitted activity;
    - C. conversion of an existing elderly persons housing unit into a residential unit as a permitted activity;
    - D. conversion of an existing family flat into a residential unit as a permitted activity;
    - E. replacement of a residential unit demolished due to earthquake damage with two residential units as a permitted activity;
    - F. construction of two residential units on a site vacant before the 2010 and 2011 earthquakes as a permitted activity;
    - G. social housing multi-unit residential complexes comprising up to three units as a permitted activity;
    - H. additional residential units through the resource consenting process generally as a restricted discretionary activity subject to an assessment on matters such as urban design; and
    - I. residential units with more than six bedrooms are a restricted discretionary activity.
  - ii. *Residential Suburban Transitional Density Zone* – comprising the operative City Plan Living 2 Zone, being a transition zone between the low and higher density zones, with provision for all those permitted activities as for the Residential Suburban Zone, except that as the zone is intended to continue to be a transition area, that a greater level of housing density is provided for. The Residential Suburban Transitional Density Zone enables;
    - A. a single residential unit to be developed on a site with a minimum area of 330m<sup>2</sup> as a permitted activity;

- B. multi-unit residential complexes comprising up to three units (i.e. 2 or 3 units) as a permitted activity but noting that the Built Form Standards restrict the height of multi-unit residential complexes to 5.5m or less and single storey only; and
  - C. additional residential units through the resource consenting process generally as a restricted discretionary activity subject to an assessment on matters such as urban design.
- iii. *Residential Medium Density Zone* – retaining the existing medium density zones under the operative City Plan (previously Living 3 and 4 Zones) and providing for new medium density development within greenfield development areas and around some Key Activity Centres (KACs) and large Neighbourhood Centres, where residential units are a permitted activity except that development is a restricted discretionary activity when it results in:
- A. more than six bedrooms in total within a single residential unit; or
  - B. three or more residential units, or
  - C. one or two residential units on a site smaller than 300m<sup>2</sup> gross site area, or
  - D. one or two residential units resulting in a residential floor area greater than 500m<sup>2</sup>; or
  - E. over 40m<sup>2</sup> of a building is used for other activities.
  - F. Generally, the Built Form Standards for buildings within the Residential Medium Density Zone are limited (as a permitted activity) to 9m or 11m where the pitched roof is at least 22°. This height rule provides for units up to three storeys, being a key difference between the Residential Suburban Zone and Residential Medium Density Zone.
- iv. *Residential Banks Peninsula Zone* – these consist, in the main, of the operative Banks Peninsula Zone rules. They have been reformatted into the proposed District Plan format. Non-residential activities that are permitted in the flat land residential zones have been carried over into the Residential Banks Peninsula Zone.
- v. *Residential Conservation Zone* - these consist, in the main, of the operative Banks Peninsula Zone rules. They have been reformatted into the proposed District Plan format. Non-residential activities that are permitted in the flat land residential zones have been carried over in the Residential Conservation Zone.
- vi. *Comprehensive Development Mechanism (CDM)* – this mechanism was introduced by the LURP on 6 December 2013. It is carried over into the proposed District Plan.
- vii. *Enhanced Development Mechanism (EDM)* – this mechanism was introduced by the LURP on 6 December 2013. It is carried over into the proposed District Plan.

- viii. *Living G Zone and New Neighbourhoods Zone* – the Living G Zones and the provisions that relate to them have been carried through unchanged from the Operative City Plan. Where Living G areas have been fully developed (or close to), the need for subdivision and development to be in general accordance with an Outline Development Plan (ODP) has been removed, as such provisions are no longer necessary or appropriate.
- b Permitted activities providing for appropriate land use activities within residential zones (such as traveller accommodation, care of non-resident children, home occupations, places of assembly and preschool, health care, veterinary and education facilities) and specific controls on some activities to manage the actual and potential adverse effects of these activities on neighbouring properties.
- c A package of Built Form Standards to ensure that residential development is suitable to the context and character of the neighbourhood, contributes to the safety and amenity of the street, and achieves a good level of amenity and safety for the occupants.
- d **Appendix 1** sets out the linkages between all provisions in the chapter.

## 1.4 Research

1. The Council has commissioned technical advice and assistance from various internal and external experts and utilised this, along with internal workshops and community feedback, to assist with setting the plan framework for the proposed Residential chapter provisions. This advice includes the following:

Table 2: Reports commissioned by the Christchurch City Council for the Residential chapter review.

Title	Author	Description of Report
1. DPR of Medium Density Residential Zones around Key Activity and Neighbourhood Centres – Refer to <b>Appendix 4</b> of this s 32 report.	John Scallan, Christchurch City Council	The purpose of this report is to assess opportunities for new medium density development around Key Activity and large Neighbourhood Centres. This report sets out a methodology and draws conclusions on how different areas can contribute to required intensification targets.
2. Design controls review of built form, character, and amenity provisions – existing flat land residential zones Refer to Appendix 5 of this s 32 report.	Ekin Sakin, Christchurch City Council	This report reviewed the existing City Plan rules relating to the built form, character and amenity. It considers the effectiveness of the rules to achieve the desired outcomes, consistency across all residential zones, and those trends and issues arising from the resource consent process. Recommendations for changes to the rules and a rationale for these changes are proposed in this report.
3. Economic Impact Assessment of Proposed District Plan Residential Chapter Changes to	Eric Assendelft, Christchurch City Council	This analysis assesses the costs and benefits of a number of the proposed changes to the District Plan zones and built form standards. This includes and

Provisions - Refer to <b>Appendix 6</b> of this s 32 report.		assessment of new residential medium density zones, the comprehensive development provision, small scale increases in densities, new sustainable building rules, and controls on plot ratio, site coverage, fencing and garages.
4. Evaluating the Effectiveness and Efficiency of the Christchurch City Plan – Project Report 28 January 2011 and Evaluating the Effectiveness and Efficiency of the Banks Peninsula District Plan – Addendum Report 28 January 2011.	Response Planning Consultants Limited	These reports evaluate the effectiveness and efficiency of the policies, rules, or other methods in the Christchurch City Plan and Banks Peninsula District Plan. Refer to s5.11 of the Christchurch report and s3.2 of the Banks Peninsula report.
5. Affordable Housing Work Stream Memorandum	Paul Cottam, Christchurch City Council	Considers the planning and regulatory mechanisms that could encourage affordable and social housing.
6. Urban Edge report - Refer to <b>Appendix 8</b> of this s 32 report.	Hannah Lewthwaite, Christchurch City Council	This is a landscape assessment of the built interface between the residential and rural areas.
7. Quantity Survey/built costs report - Refer to <b>Appendix 9</b> of this s 32 report.	Robert Amtmann, Christchurch City Council	This report assesses the difference in building costs between one and two-storey houses.
8. Comparative costs of 'traditional and comprehensive subdivision - Refer to <b>Appendix 10</b> of this s 32 report.	Shaun Wong, Christchurch City Council	Compares the different process options for subdivision and comprehensive development.
9. Energy Efficiency Building Standards Cost Scoring Report -Refer to <b>Appendix 11</b> of this s 32 report.	Jasmax Limited	Cost-benefit analysis of the Energy Efficiency Building Standards rating system in the Canterbury context.
10. Rationale for minimum size of neighbourhood parks - Refer to <b>Appendix 12</b> of this s 32 report.	Kelvin McMillan, Christchurch City Council	This report reviews the minimum requirement for neighbourhood parks to achieve quality and functional neighbourhoods.
11. Review of greenfield growth areas, including reports on: a. First draft Greenfield Residential Subdivision– Urban Design Issues and Recommendation Report b. Draft Greenfield Residential Subdivision– Urban Design Issues and Recommendations Report, and	Janet Reeves, Context Urban Design	Critical reviews of greenfield growth areas developed over the last 10-15 years under the operative Living G Christchurch City Plan provisions, with particular focus on poor outcomes and recommended improvements to the District Plan provisions to better achieve higher order objectives and policies.

c. Issues Greenfield Residential.		
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12. In addition to the above reports and advice, the Council has compiled, reviewed and developed a collection of material on residential issues (refer to Bibliography). This information has been used to inform the DPR and this s 32 report.

## 1.5 Consultation

1. Section 7 of this report sets out in detail the issues raised during consultation and identifies where feedback from the consultation has led to any change to provisions. Following is a summary of the key issues raised by stakeholders. A more detailed overview of the feedback received and the Council response is provided in **Appendix 13**.

i. *General stakeholders and public* - During the pre-notification stage of the DPR, a number of consultation meetings were held. Stakeholder sessions were held in August 2013 to provide an overview about the direction of the proposed Residential chapter. Subsequent events have been held with the community over February and March 2014 on the draft Commercial chapter. Feedback in the main has been about the proposed intensification (by way of rezoning to the Residential Medium Density Zone) around nine KACs and larger Suburban Centres. The consultation in relation to intensification raised the following concerns:

- A. that the proposed changes would affect the character and amenity of their living areas;
- B. higher density in the intensification areas would exacerbate existing traffic problems;
- C. that the areas of proposed intensification cannot be serviced for infrastructure or that infrastructure is already under pressure;
- D. levels of service for facilities such as parks and libraries etc would not be maintained in and around the residential intensification areas;
- E. that intensification in the intensification areas will lead to an increase in crime;
- F. that intensification in the intensification areas undermine or delay the recovery of the Central City; and

- G. substantive feedback was also received by retirement village providers who generally supported the restricted discretionary activity status for retirement villages but sought changes to objectives, policies and rules.
- ii. *Strategic Partners, Collaborative Advisory Group and Canterbury Joint Officials Group* - Discussions have been held with staff from CERA, Environment Canterbury, and Mahaanui Kurataiao Limited in preparation of the draft chapter to outline the direction of the chapter and to also invite their feedback. A Collaborative Agency Group, comprising representatives of the Canterbury Regional Council, Selwyn District Council, Waimakariri District Council, CERA, New Zealand Transport Agency (NZTA), Ngāi Tahu and the Ministry for Environment (MfE) (in an advisory role), has provided feedback through late 2013 and early 2014. Matters raised in the context of these discussions included:
  - A. that the draft rules still appeared to be complex;
  - B. that the draft rules (as they were put out for comment in late February) did not appear to reduce consenting;
  - C. that not enough attention had been paid to the Iwi Management Plan and the directions that plan takes in relation to manawhenua matters;
  - D. Environment Canterbury was generally supportive of the objectives and policies;
  - E. that provision needed to be made for temporary infringement of Built Form Standards for earthquake recovery works (can affect insurance claims);
  - F. a perception of a disconnection between the proposed Strategic Directions chapter and the proposed Residential chapter;
  - G. perception of overreliance on urban design assessment;
  - H. New Zealand Transport Agency were generally supportive of the reverse sensitivity Objectives and Policies;
  - I. perception that objectives and policies for long term development are loose principles that do not portray a clear vision;
  - J. concern at the depth of restrictions on non residential activities;
  - K. further consideration needed to be given to the extent of the intensification areas;
  - L. concern at the prescriptive nature of the Chapter Package and the number of standards needed to be reduced; and
  - M. support for non-notification clauses.

## 2. RESOURCE MANAGEMENT ISSUES

The resource management issues set out in this section have been identified mainly from the following sources:

- primary and secondary research ( refer to attached bibliography);
- public feedback and comment through various sources including the media, public engagement and annual residents' surveys;
- academic press;
- monitoring and review of the operative District Plan's; and
- matters raised in various forums by statutory partners.

### 2.1 Strategic planning documents

1. Many issues are of a strategic nature and therefore consideration has already been given to the strategic policy direction in higher order documents that have been carried through into the proposed Strategic Directions chapter.
2. Those strategic matters and provisions that have been specifically given effect to or had regard to in this chapter are summarised in the table below and are set out in full in **Appendix 2**. These documents already broadly identify the resource management issues for the district and provide the higher level policy direction to resolve these issues.
3. The proposed Strategic Directions chapter also contains higher order objectives and policies to reflect the outcomes sought in a number of strategic planning documents. An assessment of these objectives and policies is contained within the s 32 Strategic Directions report. Those objectives and policies within the Strategic Directions chapter that guide this chapter are set out under **Appendix 1**.

Table 3: Higher order and guiding documents relevant to the Residential chapter.

Document (Statutory obligation in brackets)	Relevant provisions the Residential chapter is required to take into account/give effect to
1. The CRPS - <i>proposed District Plan must give effect to</i>	<p>a. <i>Chapters 5 and 6<sup>1</sup></i>  Directs that residential growth is to be consolidated, integrated land use and infrastructure development, focused within existing urban areas, and provides for a range of house options (choice) and achieves good urban design.</p>
2. The Canterbury Earthquake Recovery Strategy – <i>proposed District Plan must not be inconsistent with</i>	<p>The Recovery Strategy lists six components of recovery each with associated goals. Those goals that are given specific effect to in this chapter are:</p> <ul style="list-style-type: none"> <li>a. facilitating a timely and efficient recovery, including intervening where necessary to remove impediments, resolve issues and provide certainty;</li> <li>b. supporting people, in particular those facing hardship and uncertainty, by providing quality housing, education and health services;</li> <li>c. acknowledging and celebrating the rich and diverse Ngāi Tahu, colonial and other heritages and connections;</li> <li>d. supporting innovative urban design, buildings, technology and infrastructure to redefine greater Christchurch as a safe place for the future;</li> <li>e. rebuilding infrastructure and buildings in a resilient, cost effective and energy efficient manner;</li> <li>f. zoning sufficient land for recovery needs within settlement patterns consistent with an urban form that provides for the future development of greater Christchurch; and</li> <li>g. having a range of affordable housing options connected to community and strategic infrastructure that provides for residents participation in social, cultural and economic activities.</li> </ul>
3. The LURP– <i>proposed District Plan must not be inconsistent with</i>	<p>a. <i>Actions 2, 7, 19, 42 and 45</i>  Directs the DPR to provide for housing choice, affordability, intensification, revitalising neighbourhood centres, improved accessibility, the building of new communities, and streamlining regulation.</p>
4. The Mahaanui Iwi Management Plan (IMP) – <i>proposed District Plan must have regard to</i>	<p>a. Directs that participation and particular interests of Ngāi Tahu Papatipu Runanga are recognised and provided for in urban and township planning. Recognising and providing for sites and places of importance and special values to tangata whenua. Recognising and providing for papakāinga and marae, and activities through including objectives that specifically identify the importance of papakāinga development to the relationship of Ngāi Tahu and their culture and traditions to ancestral land; and zoning and housing density policies and rules that are specific to enabling papakāinga and mixed use development; and that avoid unduly limiting the establishment of papakāinga developments through obligations to avoid, remedy or mitigate adverse effects on the environment.</p>

<sup>1</sup> New Chapter 6 inserted on 7<sup>th</sup> December 2013 pursuant to section 24(1)(a) and (b) of the Canterbury Earthquake Recovery Act 2011.



<p>5. Greater Christchurch Urban Development Strategy and Action Plan 2007 – (UDS) - 2010 Action Plan – <i>proposed District Plan should have regard to</i></p>	<p>a. Promotes integrated land use and infrastructure development, an appropriate housing mix, and housing that is affordable, sustainable, of a high quality and accessible to key services. Ensuring neighbourhoods are safe and that houses provide for multigenerational and extended families.</p>
<p>6. South West Area Plan (SWAP) – <i>proposed District Plan should have regard to</i></p>	<p>a. The objectives in the SWAP are of particular relevance to new Greenfield development, both for residential and business development. SWAP provides direction for the comprehensive and integrated development of some 8000ha of land in the south-west of Christchurch. SWAP contains goals, objectives and policies, including detailed plans for new growth areas, to support the development of residential land to accommodate some 12,000 new households and over 300 hectares of new business land.</p>
<p>7. Belfast Area Plan (BAP) – <i>proposed District Plan should have regard to</i></p>	<p>a. The objectives in BAP are of particular relevance to new greenfield development, both for residential and business development. BAP provides direction for the comprehensive and integrated development of some 1350 hectares of land in northern Christchurch. BAP contains goals, objectives and policies, including detailed plans for new growth areas, to support the development of residential land to accommodate some 2,500 new households and 98 hectares of new business land.</p>
<p>8. Suburban Centres Master Plans – <i>proposed District Plan should have regard to:</i></p> <ul style="list-style-type: none"> <li>a. Lyttelton – adopted</li> <li>b. Sumner – adopted</li> <li>c. Linwood – adopted</li> <li>d. Sydenham – adopted</li> <li>e. Ferry Road – yet to be adopted</li> <li>f. Selwyn Street – adopted</li> <li>g. New Brighton – yet to be adopted</li> <li>h. Edgeware – yet to be adopted</li> </ul>	<p>a. Master plans provide a very broad plan of how suburban centres would ideally be arranged through their rebuild and recovery. There are actions contained within the Sydenham, Ferry Road, Main Road, Sumner, and Lyttelton Master Plans that have specific actions for the DPR. Refer to the following specific actions for more detail: Lyttelton Actions B1 and B2, Sydenham B3, Ferry Road FR2 and CE1, Main Road CCH6 and Sumner P2. 1-3, P3.1.</p>

9. New Zealand Urban Design Protocol	a. The New Zealand Urban Design Protocol is a voluntary commitment to specific urban design initiatives by signatory organisations, which include central and local government, the property sector, design professionals, professional institutes and other groups. Christchurch City Council is a signatory to the New Zealand Urban Design Protocol.
10. MfE Guidelines for Crime Prevention Through Environmental Design (2005)	a. Sets out a framework for incorporating crime prevention into quality urban designs. Principles include safe movement and connections; See and be seen; clear and logical and orientation; eyes on the street; showing a space is cared for; well-designed, managed and maintained environments; and using active security measures.
11. Health in all Policies Approach	a. An approach to public policies across sectors that systematically takes into account the health implications of decisions, seeks synergies, and avoids harmful health impacts, in order to improve population health and health equity.

## 2.2 Accommodating residential household demand and providing housing choice for the recovery and growth.

<p><b>RESOURCE MANAGEMENT ISSUE 1 – Accommodating residential household demand and providing housing choice for the recovery and growth.</b></p>
<ol style="list-style-type: none"> <li>1. This issue comprises several components, some of which touch on other issues: <ol style="list-style-type: none"> <li>a. how much urban growth is needed to 'accommodate demand' and enhance affordability?</li> <li>b. where should that growth go?</li> <li>c. how much should be 'new development' as opposed to 'redevelopment and infill'?</li> <li>d. how is housing choice to be incorporated into zoning provisions? and</li> <li>e. how is recovery housing different from growth housing?</li> </ol> </li>   <li>2. Policy direction for the provision of residential development and redevelopment is provided for under the CRPS under chapters 5 and 6, and the proposed District Plan's Strategic Directions chapter. More specifically they direct that: greenfield expansion occurs in specific locations adjacent to the current urban edge; greenfields areas provide a range of housing types and densities; increased density occurs within and around the Central City, KACs and large Neighbourhood Centres; and gradual infill occurs across the balance of suburban Christchurch in a manner that is compatible with the valued low density suburban character.</li>   <li>3. Targets for intensification are set under chapter 6 of Objective 6.2.2 under the CRPS. Greenfield areas within Christchurch city are required to deliver 15 household units per hectare. Intensification development within Christchurch city is required to achieve 50 household units per hectare within the Central City and 30 households units per hectare outside of the Central City. Provision is also directed to be made for comprehensive development across multiple or amalgamated sites, and the recovery and regeneration of brownfield land through new comprehensive residential, mixed-use or business development is also promoted. An overview of household demand and targets for</li> </ol>

household growth is provided in **Appendix 3**.

4. Housing affordability is directed under the CRPS to be addressed by providing sufficient intensification and greenfield development and brownfield redevelopment; and by providing a range of lot sizes, densities and appropriate development controls that support more intensive development (refer to CRPS, chapter 6, Policy 6.3.7(6)). However, there is no indication as to whether there is sufficient land provided to affect affordability levels, or how zoned land becomes ready for housing at a rate that will impact on section prices. Other non-District Plan methods are available and if implemented could improve housing affordability.
5. A further overarching housing issue relates to ensuring that residential development and redevelopment (particularly in greenfield areas where there is greatest opportunity) does not adversely affect tangata whenua values and opportunities to enhance tangata whenua values are realised.
6. Specifically how and where this residential development and redevelopment direction is applied is the main issue for the Residential chapter of the District Plan. The operative plan currently uses zoning and subdivision and residential bulk, location and activity rules to implement the objectives and policies and control the effects of subdivision and land-use activities. The Banks Peninsula District Plan also contains specific zoning for residential development and provisions concerning subdivision and residential development. Both Plans were prepared in the context of the older and less directive RPS (1998 version) which has now been superseded by the CRPS. Some changes to the Christchurch City Plan have already been made through the LURP to address housing recovery issues (i.e. enabling one house to be converted to two and two houses to replace one house that has been demolished as a consequence of the earthquakes). Both district plans can however be strengthened further to address recovery issues relating to housing, in particular with regard to housing supply, choice and density.
7. The distinctions between different residential zones are important to maintain in order to provide for diverse living environments and to protect the essentially different characters of areas of the City. Providing for different densities in identified locations respects the existing built form and relationship between open space and buildings.
8. Several suburban centres already have medium density zoning located nearby, in particular Riccarton, and to a lesser extent Northlands Papanui, Merivale, and New Brighton. These medium density areas have experienced varying degrees of redevelopment over the last twenty years, with Riccarton and Merivale in particular having largely transitioned to a medium density environment. In order to enable the further advancement of the strategic consolidated approach to commercial development and intensification of residential areas, and to give effect to a number of the directions set out in the LURP and the provisions of the CRPS, a review of the Living 3 and 4 zones is required. This is particularly important around the proposed Key Activity Centres and large neighbourhood centres (refer to the Section 32 for the Commercial Chapter) to ensure that sufficient land is zoned for medium density housing to achieve the intensification targets under the CRPS.
9. Managing change within the existing urban area is a significant local community issue, as

increasing density will substantially change the character and amenity of existing areas. This is particularly so for those areas proposed to change from a Living 1 or 2 Zone (currently low to medium density areas) to the proposed Residential Medium Density Zone (comparable with the existing Living 3 and 4 Zones). Some change is inevitable and necessary, however Council can ensure appropriate controls on land-use activities and subdivision are in place to make sure the quality of land development and redevelopment is of a high quality. Council can also ensure that whilst provision is made for some non-residential activities (i.e. retailing) to establish within and service residential areas, that the adverse effects of these activities are avoided or mitigated.

10. Managing the effects of greenfield development and ensuring such development achieves best practice in terms of urban planning, has been a strong focus for the Council for the last 10 years. The Council through its South-West Christchurch and Belfast Area Plans, and a number of private requests and plan changes, have set high standards for Greenfield subdivisions. Many of the Greenfield areas rezoned over the last 10 years have been developed and/or subdivision and land-use consents granted. However, a major district plan issue is the sheer number of Greenfield related objectives, policies and rules; the minor inconsistencies between some provisions; and the repetitiveness of some objectives and policies. This has been caused through a series of rezoning decisions where the scope of the proposed Plan Change has been limited, thereby requiring new provisions being developed for a specific area. Notwithstanding this, the policy direction for many of the provisions is still sound and justified against the higher order planning directives for integrated planning; comprehensive development and ensuring a broad range of housing opportunities are provided for through the District Plan. The Councils focus for the DPR in terms of Greenfield development will be particularly around streamlining provisions, resolving inconsistencies, as well as reviewing the effectiveness and efficiency of some policies and rules.

## 2.3 Maintaining and achieving good residential character and amenity

### **RESOURCE MANAGEMENT ISSUE 2 - Maintaining and achieving good residential character and amenity**

1. Maintaining and achieving good residential character and amenity is recognised in a number of higher order documents. It is an important contributor to achieving a good quality of life for individuals, but is also important for the wider District, as quality urban environments attract and retain residents and help set apart one District from another.
2. The Christchurch City Plan already contains a number of existing provisions regarding character and amenity. Broadly, the direction of the current City Plan seeks to provide good quality building and site design to achieve a high level of amenity throughout the living areas of the City. Policies reinforcing this approach are directed matters such as street scene, open space, and access to sunlight and daylight. The Plan uses bulk, location and activity rules as triggers to control and assess residential development where the permitted standards for these provisions are exceeded. The Banks Peninsula District Plan also contains provisions concerning residential amenity. These focus primarily on size,

form and location in a similar manner to the Christchurch City Plan.

3. Plan Change 53 (Living 3 and 4 Zone Urban Design and Amenity) was made operative in 2012. This began a process of embedding qualitative urban design considerations issues within the Christchurch City Plan for established urban areas. It introduced a requirement that all multi unit developments or development on small sites should be subject to an urban design assessment. This change fundamentally altered the way in which the Council, site owners and developers needed to interact. Good design is based on dialogue about solutions that deliver attractive functional places rather than just buildings on sites. However, PC53's emergence coincided with a period of unprecedented design and planning activity in Christchurch arising from the 2010 and 2011 earthquakes. The need for good design can incur greater up-front costs to owners and developers. The main challenge is to ensure that any additional costs are essential to achieving good design and the overall benefits (i.e. more valuable property and building, energy savings and health benefits) outweigh initial costs. Both certainty and clarity in the planning process is needed, in particular to demonstrate the need for and benefit of good design, and how this is to be achieved. Providing clarity and certainty about urban design requirements are reflected in Action 2 of LURP (the LURP) and a fundamental review of rules and assessment matters is consequently needed.
4. The issue is where to strike the balance between achieving good urban design and ensuring land development and redevelopment is not unnecessarily constrained. The policies and package of rules need to ensure there is adequate development potential of land and sites, but that any redevelopment and development is of a standard that can achieve a good level of residential amenity for the local neighbourhood. As a general principle, as density increases there is greater need for quality design to offset the bulk of buildings and consequential loss of open space and garden planting.
5. The City Plan has evolved to create a level of complexity which sometimes makes it difficult to achieve quality urban design. Rules, which if breached, trigger a wide array of different assessment matters which have contributed to development proposals of formulaic designs (i.e. to fit the rules) to avoid costly assessments or notification procedures. The Council has spent considerable time and resources on assessments which in some cases detracted from taking a more positive, proactive approach to support landowners in delivering forms of development the city needed.

## 2.4 Managing non-residential activities within residential areas

### **RESOURCE MANAGEMENT ISSUE 3: Managing non-residential activities within residential areas to provide for community needs whilst maintaining residential amenity and character**

1. Residential areas have always contained a range of non-residential activities as an inherent element of urban residential environments. These activities include schools, churches, healthcare facilities, daycare facilities, community halls, travellers' accommodation such as motels and B&Bs, and a range of corner shops, cafes, and small commercial services. These facilities enable residents to conveniently meet a number of day-to-day needs within their local community and make an important contribution towards suburban amenity and what constitutes a community. Having convenient access to local facilities means residents can walk or cycle and this minimises congestion on the road network and improves the health of the community. Many of these facilities are also not appropriate in commercial centres e.g. schools and churches, or are of sufficiently small scale they will have a minimal effect on retail distribution or the viability of existing commercial centres. There are also a number of activities that whilst residential in nature, do not occur within a residential unit. Examples of such activities include retirement homes, student hostels, women's refuges, and some forms of supervised social housing. These activities are an anticipated part of the residential environment and are more appropriately located within residential areas than in business or rural locations.
2. There is a continued need to balance the benefits that the provision of such facilities and living options provide to neighbourhoods against the need to ensure they are of a size and scale compatible with a residential location. The existing policy direction under both district plans is one of enabling and providing for these facilities (although the Banks Peninsula District Plan is slightly more conservative), subject to residential amenity and coherence being maintained.
3. The Council has reviewed resource consent data relating to non-residential applications and the monitoring report prepared in 2012 by Response Planning. This review showed the majority of non-residential applications are granted with generally consistent conditions relating to limits on the scale of the activity, hours of operation, and noise. Despite the existing plan enabling community facilities and travellers' accommodation, the majority of such proposals require resource consents that in turn are generally granted, subject to a reasonably standard set of conditions. The key issue for the review therefore, is whether the thresholds for triggering resource consents can be relaxed (i.e. reducing consenting requirements) whilst not adversely affecting residential amenity or the viability of commercial centres.

## 2.5 Managing the effects of residential activities on strategic infrastructure

### **RESOURCE MANAGEMENT ISSUE 4: Managing the effects of residential activities on strategic infrastructure**

1. The key issue concerns the potential conflict that can exist between some land use activities and the efficient functioning of key strategic infrastructure assets in the district. The issue can be seen in terms of reverse sensitivity effects, particularly where the presence of sensitive land use activities establish close to the infrastructure asset and become adversely affected by the assets operations. This can result in pressure to restrict the assets operations, potentially to the detriment of the assets short and longer-term viability, growth and development. Particular strategic infrastructure that is potentially affected includes the Christchurch International Airport, the Port of Lyttelton and the strategic road and rail networks. Management of this issue is crucial to the recovery of Christchurch and to the long-term economic development of the wider region.

### 3. SCALE AND SIGNIFICANCE EVALUATION

- a. The level of detail undertaken for the evaluation of the proposed District Plan provisions has been determined by an assessment of the scale and significance of an issue affected by the proposed District Plan provisions. The scale and significance assessment considers the environmental, economic, social and cultural effects of the issue being considered. In making this assessment regard has been had to the following, namely whether the provisions:
  - a. are of regional or city wide significance;
  - b. impede or promote the city's recovery;
  - c. adversely affect people's health and safety;
  - d. result in a significant change to the character and amenity of local communities;
  - e. have effects on resources that are considered to be a matter of national importance in terms of s 6 of the Resource Management Act;
  - f. adversely affect 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);
  - g. limit options for future generations to remedy effects;
  - h. whether the effects have been considered implicitly or explicitly by higher order documents; and
  - i. whether the provisions include regulations or other interventions that will impose significant costs on individuals or communities.
2. The level of evaluation able to be undertaken through this s 32, has been significantly influenced by the truncated process and timeframe for the DPR. The s 32 evaluation will continue to be (informally) updated, in particular in response to recommendations from the Ministers for Canterbury Earthquake Recovery and for the Environment, and submissions from the community and stakeholders.
3. Whilst all of the proposed Residential objectives are addressing significant issues for the district, an extensive evaluation of each objective (in relation to its appropriateness) has not been undertaken. The reasoning for this approach is as follows:
  - a. the direction and outcomes sought under each objective, and the supporting policy framework, has not substantively changed from that proposed under the operative district plans;
  - b. the proposed Residential objectives give effect to and are largely reflective of the provisions contained within the CRPS chapters 5 and 6; and
  - c. the proposed Residential objectives are significantly guided by the proposed Strategic Directions chapter (refer to **Appendix 2**). The scale and significance of the above Strategic Directions objectives and policies has been assessed under the s 32 report



for the Strategic Directions chapter. As the Residential objectives (and some policies) are an extension of the Strategic Directions, parts of the assessment (relating to scale and significance) under the s 32 report for the Strategic Directions are relevant to the evaluation of the Residential chapter provisions.

4. The evaluation of the policies and rules has focused on those provisions that will result in a substantial change to the management of residential land and are of greatest importance to ensure the objectives of the Residential chapter are achieved. The s 32 has not focused on those provisions that reduce the level of regulatory control unless reducing the level of regulatory control is likely to give rise to adverse effects on the community. Some policies and rules have been evaluated as a package, as they together address a particular issue and seek to meet a specific objective. Some rules may implement more than one policy, for example site coverage, therefore have been referred to multiple times. Following is a summary of the policies and rules considered to be of a scale and significance to justify a more comprehensive evaluation of options.

Table 4: Scale and significance assessment of proposed provisions the resource management issue they address

Issue	Provisions evaluated	Scale and significance reasoning
<p>a. Accommodating residential household demand and providing housing choice for the recovery and growth through low density residential development.</p>	<p>i. 14.1.1.1 Policy 1(f) – Location density and type of housing;</p> <p>ii. Residential Suburban Zone and Built Form Standards relating to site density, building height, site coverage and minimum allotment size;</p> <p>ii. Residential Suburban Density Transition Zone and Built Form Standards relating to site density, building height, site coverage, minimum allotment size, recession planes and outdoor living space;</p> <p>v. Residential Banks Peninsula Zone and Built Form Standards relating to site density, building height, and minimum allotment size.</p>	<p>An evaluation of the listed provisions has been undertaken as low density residential environments are considered to be a significant matter for the following reasons:</p> <ul style="list-style-type: none"> <li>A. maintaining low density residential areas is of importance to many residents within Christchurch City and Banks Peninsula. Low density areas are highly valued as they provide housing choice and residential environments that offer larger areas of open space for tree and garden plantings, outdoor living and storage areas;</li> <li>B. consideration needs to be given as to whether existing low density areas are better able to help support the City’s recovery, in particular providing for a greater supply of housing and housing types. This is beyond what has already been provided for within the operative changes directed by the LURP;</li> <li>C. any proposed changes to the rules may potentially adversely affect people’s health and safety;</li> <li>D. any proposed changes to low density residential environments could result in a significant change to the character and amenity of local communities;</li> <li>E. unmanaged changes to low density residential areas could limit options for future generations to remedy effects and continue to offer this type of housing choice; and</li> <li>F. unmanaged changes to low density residential areas could impose significant costs on individuals or communities. If rules are inappropriately relaxed these could lead to costs on adjoining neighbours. If greater regulation is unnecessarily proposed this could lead to costs on property owners and developers. If no changes are made to the rules this could fail to ensure land use development achieves the higher level objectives and policies.</li> </ul>
<p>b. Accommodating residential household demand and providing</p>	<p>i. 14.1.1.1(f) Policy – Location density and type of housing;</p> <p>ii. 14.1.1.2 Policy – Provision of social housing;</p>	<ul style="list-style-type: none"> <li>A. This matter is of significant relevance to large areas of the existing urban area.</li> <li>B. This matter is of importance to the City’s recovery, in particular to</li> </ul>

<p>housing choice for the recovery and growth through social housing, infill development and multi-unit residential complexes.</p>	<ul style="list-style-type: none"> <li>iii. 14.1.1.4 Policy – Recovery housing;</li> <li>iv. 14.1.1.5 Policy – Recovery housing – higher density comprehensive redevelopment;</li> <li>v. 14.1.1.6 Policy – Recovery housing – social housing redevelopment;</li> <li>vi. Residential Suburban Zone – Permitted activities, including those relating to multi-unit Residential Complexes and social housing multi-unit residential complexes;</li> <li>vii. Residential Suburban Zone Built From Standards relating to multi-unit residential complexes and social housing multi-unit residential complexes;</li> <li>iii. Enhanced Development Mechanism; and</li> <li>ix. Community Housing Redevelopment Mechanism</li> </ul>	<p>provide adequate opportunity for new housing.</p> <ul style="list-style-type: none"> <li>C. Inadequate housing to meet recovery needs will adversely affect people’s health and safety.</li> <li>D. Any proposed changes to the zones or rules could result in a significant change to the character and amenity of local communities.</li> <li>E. Any changes to low density residential areas could impose significant costs on individuals or communities. If rules are relaxed these could lead to costs on adjoining neighbours. If greater regulation is proposed this could lead to costs on property owners and developers.</li> </ul>
<p>c. Accommodating residential household demand and providing housing choice for the recovery and growth through medium density residential development.</p>	<ul style="list-style-type: none"> <li>i. 14.1.1.1(b), (c) and (d) Policy – Location density and type of housing;</li> <li>ii. Residential Medium Density Zone; and</li> <li>iii. Residential Medium Density Zone Built Form Standards relating to Height, Site Coverage and Allotment Size.</li> </ul>	<ul style="list-style-type: none"> <li>A. Residential Medium Density Zones exist and are also proposed in many locations across Christchurch City. Whilst they are focused on particular areas, the potential effects of medium density housing are significant is not appropriately located and potential adverse effects managed.</li> <li>B. This matter is of importance to the city’s recovery, in particular to provide adequate opportunity for new housing.</li> <li>C. Inadequate housing to meet recovery needs will adversely affect people’s health and safety.</li> <li>D. Any proposed changes to the zones or rules could result in a significant change to the character and amenity of local communities.</li> <li>E. Any changes to residential areas could impose significant costs on individuals or communities. If rules are relaxed these could lead to costs on adjoining neighbours. If greater regulation is proposed this could lead to costs on property owners and developers.</li> </ul>
<p>d. Accommodating residential household demand and providing</p>	<ul style="list-style-type: none"> <li>i. 14.1.6.1 Policy – Comprehensive Development</li> <li>ii. 14.1.6.2 Policy – Higher density housing location</li> </ul>	<ul style="list-style-type: none"> <li>A. Residential New Neighbourhood Zones are proposed in greenfield growth areas identified in the CRPS.</li> </ul>

<p>housing choice for the recovery and growth through new residential neighbourhoods</p>	<ul style="list-style-type: none"> <li>iii. 14.1.6.3 Policy – Higher density housing to support papakainga development</li> <li>iv. 14.1.6.4 – Neighbourhood centres scale and location</li> <li>v. 14.1.6.5 Policy – Parks and open space networks</li> <li>vi. 14.1.6.6 Policy – Stormwater networks</li> <li>vii. 14.1.6.7 Policy – Transport network</li> <li>viii. 14.1.6.8 Nga Kaupapa / Policy – Protection and enhancement of sites, values and other taonga of significance to tangata whenua</li> <li>ix. 14.1.6.9 Policy – Separation of incompatible activities</li> <li>x. 14.1.1.1(b), (c) and (d) Policy – Location density and type of housing</li> <li>xi. Residential New Neighbourhood Zone</li> <li>xii. Residential New Neighbourhood Zone Built Form Standards relating to height, site coverage and allotment size</li> <li>xiii. 8.1.2.2 Allotments</li>   <li>xiv. 8.1.2.4 Sustainable design and resilience</li>   <li>xv. 8.1.2.5 Integration and connectivity</li>   <li>xvi. 8.1.2.6 Open space</li>   <li>xvii. 8.1.2.8 Additional subdivision design for greenfield areas.</li> <li>xviii. And all supporting rules as defined in Appendix 1.</li> </ul>	<ul style="list-style-type: none"> <li>B. Whilst they are focused on particular areas, the potential effects of the mixes of activities and type of housing have the potential to be significant if not appropriately located and potential adverse effects managed.</li> <li>C. This matter is of importance to the City’s recovery, in particular to provide adequate opportunity for new housing.</li> <li>D. Inadequate housing to meet recovery needs will adversely affect peoples health and safety.</li> </ul>
<p>e. Maintaining and achieving good residential character and amenity within Residential Suburban and</p>	<ul style="list-style-type: none"> <li>i. 14.1.5.8 Policy – Neighbourhood Character, Amenity and Safety</li> <li>ii. 14.1.5.9 Policy - Character of low and medium density areas</li> </ul>	<ul style="list-style-type: none"> <li>A. Residential character, amenity and quality are city-wide issues relevant to all residential zones.</li> <li>B. Poor quality residential environments will impede the City’s</li> </ul>

<p>Medium Density zones</p>	<p>iii. Built Form Standards for these areas/zones relating to:</p> <ul style="list-style-type: none"> <li>▪ site density</li> <li>▪ maximum gross floor area of buildings</li> <li>▪ building height</li> <li>▪ site coverage</li> <li>▪ road boundary building setback garages and other buildings</li> <li>▪ fencing in the road boundary setback, garages and driveways</li> <li>▪ outdoor living space</li> <li>▪ parking areas</li> <li>▪ minimum Energy Efficiency Building Standards and Life mark rating</li> <li>▪ daylight recession planes</li> <li>▪ minimum building setbacks from internal boundaries</li> <li>▪ minimum setback and distance to ground level for windows and balconies</li> <li>▪ tree and garden planting</li> <li>▪ service, storage and waste management spaces</li> <li>▪ maximum impervious surface on a site connected stormwater network</li> <li>▪ fences and screening structures</li> <li>▪ ground floor habitable space</li> <li>▪ building overhangs</li> <li>▪ minimum unit size</li> <li>▪ acoustic insulation.</li> </ul>	<p>recovery as the City may fail to retain and attract residents, workers and tourists.</p> <p>C. Poor quality residential environments adversely affect peoples health and safety.</p> <p>D. The level of expected new development and redevelopment of existing urban areas in the short to medium term will result in a significant change to the character and amenity of local communities.</p> <p>E. Residential character, amenity and quality are matters particular regard should be given to under Section 7 of the Resource Management Act.</p> <p>F. The quality of residential environments is of interest and concern to many organisations and Maori (refer to matters contained within the Iwi Management Plan).</p> <p>G. Once development and redevelopment has occurred there are limited options for future generations to remedy effects.</p> <p>H. Residential character and amenity are matters explicitly required to be considered by the CRPS.</p> <p>I. Any changes to residential areas could impose significant costs on individuals or communities. If rules are relaxed these could lead to costs on adjoining neighbours. If greater regulation is proposed this could lead to costs on property owners and developers.</p>
<p>f. Maintaining and achieving good residential character and amenity through adopting best practice for</p>	<p>i Built Form Standards – Minimum energy efficiency building standards and Lifemark rating for new buildings within all Residential Zones.</p>	<p>A. Ensuring new buildings are built sustainably and achieve necessary standards to be energy and water efficient, are city-wide issues relevant to all residential zones.</p> <p>B. Poor quality buildings will not achieve the LURP direction to</p>

<p>health, building sustainability, energy and water efficiency</p>		<p>develop resilient, cost-effective, accessible housing.</p> <p>C. Poor quality homes adversely affect peoples health and safety.</p> <p>D. The level of expected new development of redevelopment in the short to medium term, provide significant opportunity for the District housing stock to be improved, setting the District apart from other cities and townships within New Zealand.</p> <p>E. Energy and water efficiency are matters particular regard should be given to under s 7 of the RMA.</p> <p>F. A quality living environments is a matter explicitly required to be achieved under the CRPS (Objective 6.2.3 Sustainability, Policy 6.3.2(6)).</p> <p>G. The quality of buildings is of interest and concern to many organisations and Maori (refer to matters contained within the Iwi Management Plan).</p> <p>H. Once development and redevelopment has occurred there are limited options for future generations to remedy effects.</p> <p>I. Any changes to residential areas could impose significant costs on individuals or communities. If rules are relaxed these could lead to costs on adjoining neighbours. If greater regulation is proposed this could lead to costs on property owners and developers.</p>
<p>ii Managing Non-residential Activities within residential areas to provide for community needs whilst maintain residential amenity and character.</p>	<p>i. 14.1.1.3 Policy – Non-household residential accommodation, retirement villages and provision of housing for elderly persons;</p> <p>ii. 14.1.5.2 Policy – Scale of home occupations;</p> <p>iii. 14.1.7.1 Policy - Residential character</p> <p>iv. 14.1.7.2 Policy – Local community facilities and services;</p> <p>v. 14.1.7.3 Policy – Existing non-residential activities;</p> <p>vi. 14.1.7.4 Policy – Retailing in Residential Zones;</p> <p>vii. 14.1.7.5 Policy – Memorial Avenue and Fendalton Road;</p> <p>viii. Residential Suburban Zone – 14.2.2.1 Listed permitted activities;</p>	<p>A. Providing for these activities within residential areas is of city wide significance and of importance to all local communities.</p> <p>B. These policies and rules will be of relevance to temporary businesses that have re-established within residential zones and wish to remain in the longer term.</p> <p>C. Inappropriately located, scaled, designed activities can adversely affect people’s health and safety.</p>

	<ul style="list-style-type: none"> <li>ix. P2 – Travellers’ accommodated for tariff within a residential unit</li> <li>x. P3 – Care of non-resident children within a residential unit in return for monetary payment to the carer</li> <li>xi. P6 – Home occupation</li> <li>xii. P7 – Preschool facility</li> <li>xiii. P8 – Healthcare facility</li> <li>xiv. P9 – Veterinary care facility</li> <li>xv. P11 – Temporary military or emergency service training activities</li> <li>xvi. P12 – Market gardens, community gardens, and garden allotments</li> <li>xvii. P13 – Storage of heavy vehicles</li> <li>xviii. P14 – Dismantling, repair, or storage of motor vehicles and boats</li> <li>xix. P15 – Places of assembly</li> <li>xx. 14.2.2.2 Listed restricted discretionary activities</li> <li>xxi. RD2 – Student hostels owned or operated by a secondary or tertiary education and research activity</li> <li>xxii. RD3 – Creation of stormwater drainage ponding areas within 3km of the edge of the Canterbury International Airport runways.</li> <li>xxiii. RD9 – Elderly persons retirement villages</li> <li>xxiv. RD10 – Convenience retail activity</li> <li>xxv. 14.2.2.3 Listed discretionary activities</li> </ul>	
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## 4. EVALUATION OF OBJECTIVES

### 4.1 Evaluation of Proposed Objective 1: Housing Supply

SCALE AND SIGNIFICANCE	
<p>1. Regard has been had to the following matters in determining the extent and depth of analysis supporting Objective 1 and its subsequent provisions:</p> <ol style="list-style-type: none"> <li>Land supply is of regional and city-wide significance and the provisions are largely predetermined by higher order documents (the LURP and CRPS).</li> <li>Accommodating projected household demand is largely already able to be achieved through the operative District Plans, in particular through the Living G zones, Living 3 and 4 Zones, and general infill and redevelopment opportunities throughout the existing Living 1 and 2 zones.</li> <li>The provisions include regulations or other interventions that will impose costs on individuals and communities through development contributions for new infrastructure. These costs were taken into account at the time the Greater Christchurch Urban Development Strategy and proposed Change 1 to the CRPS were developed. These costs and the need for infrastructure repairs, upgrades and improvements have been reviewed in response to the earthquakes. The infrastructure programmes consequently set are deemed to be necessary to facilitate the recovery. Little more analysis of infrastructure costs is therefore considered necessary at this stage.</li> </ol>	
GENERAL DIRECTION	
<p>1. The issues this objective seeks to address are housing affordability and housing choice, both of which are necessary for Christchurch's recovery. Councils cannot directly influence the supply of housing (other than as a provider or through incentives) but can indirectly influence it through zoning provisions. An adequate supply of housing is partly dependent on the availability of sites and zoned land. Artificially constraining land supply is just one factor contributing to higher housing prices. Depending on location and distribution, increasing land supply for housing will broaden the range of housing options.</p> <p>2. The objective supports the strategic direction under the LURP and CRPS to provide an adequate supply of housing, enabling the market and public housing providers to meet housing demand over the recovery period and beyond. This supply is to be met in accordance with the pattern of development set out in those documents, which the District Plan must give effect to (the CRPS) and not be consistent with (the LURP). Crucially, the District Plan has little influence on the rate at which the market takes up these opportunities and releases serviced sections on to the market and any steps to intervene in this matter are likely to involve non-regulatory methods such as incentives.</p>	
OTHER RELEVANT OBJECTIVES IN THE PROPOSED PLAN	
<p>3. The objective is closely tied to Objective 1 in the proposed Commercial chapter and helps support objectives in the Transport chapter seeking to promote alternative modes of transport.</p>	
OBJECTIVE MOST APPROPRIATE WAY TO ACHIEVE THE PURPOSE OF THE RMA	
Objective	Summary of Evaluation
<p><b>4. 14.1.1 OBJECTIVE 1 – HOUSING SUPPLY</b> An increased supply that will a) enable a wide range of housing types, sizes, and densities, b) meet the diverse needs of the community in the immediate recovery period and longer term including, social, and temporary housing options and c) assist in improving housing affordability .</p>	<ol style="list-style-type: none"> <li>This objective gives effect to the Canterbury CRPS chapter 6 Policy 6.3.2(5) Development form and urban design and Policy 6.3.7 Residential location, yield and intensification, by reflecting many of the outcomes sought under these policies. The CRPS is understood to achieve the purpose of the RMA and the District Plan must give effect to the RPS.</li> <li>Providing sufficient land for development to achieve parts a, b and c of the objective is fundamental to meeting social and economic needs of the</li> </ol>



	<p>community. Consideration was given as to whether alternative objectives would more appropriately achieve the purpose of the RMA, taking into account circumstances of the district.</p> <p>c. There is no other known alternative objective that would satisfy the Council’s statutory obligations under the RMA and CER Act. The objective on housing supply, in particular with regard to the level of household growth that needs to be accommodated and broadly where this is to be accommodated has already been committed to by the LURP and the CRPS.</p> <p>d. The Council therefore considers the adopted objective is the most appropriate way to achieve the purpose of the RMA and address housing supply issues.</p>
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## 4.2 Evaluation of Proposed Objective 2: Residential Recovery Needs

SCALE AND SIGNIFICANCE	
<p>i. Regard has been had to the following matters in determining the extent of analysis supporting Objective 2 and its subsequent provisions:</p> <ul style="list-style-type: none"> <li>a. Earthquake recovery is of regional and city-wide significance and the provisions are predetermined by higher order documents, including the LURP.</li> <li>b. If unmanaged, accommodating household needs for recovery could adversely affect local neighbourhood character and amenity.</li> <li>c. The provisions will positively affect those with urgent housing needs and also those owners of single unit dwellings able to take advantage of the secondary unit provision.</li> <li>d. Some provisions will include regulations that will impose costs on individuals and this analysis seeks to demonstrate that these are reasonable.</li> </ul>	
GENERAL DIRECTION	
<p>2. Increased land supply and housing densities will provide sufficient opportunities to house displaced residents, temporary workers and new immigrants. This objective and the following set of provisions are aimed at ensuring that the District Plan explicitly recognises the need for immediate action to provide a range of housing types and locations, giving choice to people who have been forced to move from earthquake-affected areas, and to provide housing for people moving to the city. Those affected are a heterogeneous group comprising households across the whole socioeconomic spectrum and a corresponding range of housing options must be provided.</p>	
OTHER RELEVANT OBJECTIVES IN THE PROPOSED PLAN	
<p>The objective is closely aligned to Objective 3.6.1 in the proposed Strategic Directions chapter.</p>	
OBJECTIVE MOST APPROPRIATE WAY TO ACHIEVE THE PURPOSE OF THE RMA	
Objective	Summary of Evaluation
<p><b>3. 14.1.2 OBJECTIVE 2 - RESIDENTIAL RECOVERY NEEDS</b> Short-term residential recovery needs are met by providing opportunities for:</p> <ul style="list-style-type: none"> <li>a. an increased supply throughout the lower and medium density</li> </ul>	<p>i. This objective has a clear link to Objectives 1 and 3, and Objective 3.6.1 Recovery and Long-term Future of the District within the Strategic Directions chapter. This is an all-encompassing objective, the intent of which is to extend the existing City Plan residential framework to provide</p>

<p>residential areas; and</p> <p>b. higher density comprehensive redevelopment of sites within suitable lower and medium density residential areas; and</p> <p>c. medium density comprehensive redevelopment of community housing environments; and</p> <p>d. new neighbourhood areas in greenfields priority areas.</p>	<p>additional opportunities for immediate and simple development. It also provides some additional scope for social housing providers over and above the current provisions that are subject to s23 CER Act directions.</p> <p>ii. The direction provided by the objective reinforces and further develops existing and long-standing urban development strategies, which have the support and commitment of Government and local planning authorities through the LURP and CRPS.</p> <p>iii. The intent of the objective is aligned with that in the LURP and has in part already been inserted into the operative plan. The provisions in the Operative Plan inserted through a LURP/CER Act direction need to be carried over into the proposed chapter so that the Replacement District Plan remains consistent with the LURP and gives effect to the provisions of chapter 6 of the CRPS.</p> <p>iv. It is not considered necessary to quantify the costs and benefits derived from this objective (and supporting policies and rules) as the provisions are introducing a more liberal regulatory regime.</p> <p>v. The principal alternative would have been to develop one or two large new urban residential settlements. Even if suitable areas could be found, the costs of providing servicing (unless these developments were privately funded), isolation from community infrastructure, and the comparable lack of choice in such developments makes this alternative undesirable. To date, the market has not shown any interest in such a development.</p> <p>vi. It is therefore concluded that the adopted objective is the most appropriate to achieve the purpose of the RMA.</p>
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### 4.3 Evaluation of Proposed Objective 3: Housing Distribution and Density

SCALE AND SIGNIFICANCE
<p>1. Regard has been had to the following matters in determining the extent of analysis supporting Objective 3 and its subsequent provisions:</p> <p>a. The way increased density is distributed is of regional and city-wide significance and affects other policy areas particularly the timing and provision of social and physical infrastructure. The distribution and location of higher density housing has been determined by higher order documents, including the LURP.</p> <p>b. Accommodating projected household demand through zoning for different densities of housing is largely already provided for under the operative District Plans, in particular through the Living 3 and</p>

- 4 Zones (i.e. medium density around KAC's and large Neighbourhood Centres), and general infill and redevelopment opportunities throughout the existing Living 1 and 2 zones.
- c. The provisions will positively affect those with urgent housing needs but potentially if not well managed, will negatively impact on some existing neighbourhoods and properties. The analysis has taken into account these conflicting outcomes.

**GENERAL DIRECTION**

2. The direction provided by this objective is to ensure intensification is undertaken in localities that are close to the day-to-day services these new households will require. This approach provides the opportunity for those living in these areas to use alternative forms of travel to the private motor vehicle. The objective also recognises there are various ways in which higher density housing can be provided to enable a more efficient use of land, provided that environmental effects are avoided or mitigated. There is some overlap with Objective 2 but the two are consistent and reinforce each other.

**OTHER RELEVANT OBJECTIVES IN THE PROPOSED PLAN**

3. The objective is closely tied to Objective 1 in the Commercial chapter and helps support Objectives in the Transport chapter seeking to promote alternative modes of transport.

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

Objective	Summary of Evaluation
<p><b>4. 14.1.3 OBJECTIVE 3 - HOUSING DISTRIBUTION AND DENSITY</b>            A distribution of different density areas with:</p> <ul style="list-style-type: none"> <li>a. Increased density of residential development in and around commercial centres where there is ready access to a wide range of facilities, services, public transport and parks and open spaces;</li> <li>b. Limited additional infill housing in other existing suburban areas to maintain a low density, open and landscaped environment;</li> <li>c. a mix of housing densities in New Neighbourhood areas; and</li> <li>d. medium density residential development in suitable brownfield areas and on larger suburban residential sites where external impacts on the surrounding areas can be mitigated; and</li> <li>e. integrated provision of infrastructure.</li> </ul>	<ul style="list-style-type: none"> <li>i. As with Objective 2 the framework has been put in place by the LURP and CRPS. The challenge for the District Plan is to define the extent of intensification within this framework around commercial centres. There is clear policy direction in the Strategic Directions chapter providing a framework for intensification around the Central City, and in the New Neighbourhood objective for intensification in the greenfields priority areas.</li> <li>ii. Public consultation has in general drawn a response which was positive towards the concept of intensification around KACs, but negative to circumspect as to the manner the concept is to be implemented, particularly location and extent. In addressing this issue the Council has considered the following matters:               <ul style="list-style-type: none"> <li>A. the priority given (in the various higher order planning documents) to supporting the recovery and ongoing viability of the Central City through providing for medium density development within the inner suburbs;</li> <li>B. consideration of how the CRPS intensification targets for new households can be achieved at different locations within the existing urban area;</li> <li>C. a focus on harnessing opportunities for affordable and social housing, community renewal, and redevelopment of brownfields sites, particularly through comprehensive developments;</li> </ul> </li> </ul>

	<ul style="list-style-type: none"> <li>D. constraints and opportunities for immediate or longer-term intensification due to infrastructure capacity (including community infrastructure) or natural hazards;</li> <li>E. the demographic and other social characteristics of potentially affected communities; and</li> <li>F. potential effects that changes in density will have on the character and amenity of potential intensification areas.</li> </ul> <p>iii. There are two principal alternatives to this objective, not mutually exclusive. The first is to have an even spread of intensification throughout residential areas. The second is to concentrate intensification along major bus corridors. The former fails to take advantage of the opportunities to reduce private vehicle travel that a 'nodal' concentration provides. Higher densities around commercial centres (including the Central City) provides a potential increased customer base, which will assist in maintaining the economic viability of those centres and is the direction set down in higher order documents.</p> <p>iv. Concentrating intensification along major transport corridors is an alternative option to concentrating intensification around KACs and large neighbourhood centres. This alternative approach could be effective in achieving a more efficient use of existing infrastructure, in particular public transport (thereby achieving Objective 6.2.4 – Integration of transport infrastructure and land use under Chapter 6 of the CRPS). The District Plan has given less emphasis to this alternative approach for several reasons. Firstly, because Christchurch's projected household growth is relatively modest, therefore the benefits of intensification will be greater if the majority of medium density households are concentrated in relatively few key areas such as around KACs and the inner city. There is simply insufficient intensification potential remaining to gather the critical mass needed to make a significant impact on bus patronage through this method. Secondly, intensification along bus routes may increase potential public transport patronage, but is also likely to have adverse effects on the road network through increasing traffic friction between other modes. Thirdly, successful 'transit orientated development' is found to be more effective where there are rail-based public transport systems in place. Notwithstanding this, there is still potential for transit orientated development to be</p>
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	<p>investigated in the future.</p> <p>v. Taking all the above into account the adopted objective is considered to be the most appropriate alternative for achieving the purpose of the RMA in the Christchurch context.</p>
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#### 4.4 Evaluation of Proposed Objective 4: Strategic Infrastructure

<b>SCALE AND SIGNIFICANCE</b>	
<p>1. Regard has been had to the following matters in determining the extent of analysis supporting Objective 4 and its subsequent provisions:</p> <ol style="list-style-type: none"> <li>a. strategic infrastructure is of regional or city-wide significance and failure to protect it will impede recovery and economic development;</li> <li>b. health can be adversely affected;</li> <li>c. the effects of residential activity, in particular housing density, have been considered implicitly or explicitly by higher order documents;</li> <li>d. the provisions include regulations or other interventions that will impose costs on individuals and communities, particularly opportunity costs; and</li> <li>e. the provisions include regulations or other interventions that will impose costs on individuals and communities through development contributions for new infrastructure. These costs were taken into account at the time when the Greater Christchurch Urban Development Strategy and proposed Change 1 to the CRPS were developed. These costs and the need for infrastructure repairs, upgrades and improvements have been reviewed in response to the earthquakes. The infrastructure programmes consequently set are deemed to be necessary to facilitate the recovery. Little more analysis of infrastructure costs is therefore considered necessary at this stage.</li> </ol>	
<b>GENERAL DIRECTION</b>	
<p>2. The region's strategic infrastructure is a vital part of the recovery and ongoing economic development of Christchurch and the Canterbury Region. The CRPS requires that district plans protect the region's strategic infrastructure from the adverse effects of land use development. For residential development the key infrastructure assets of strategic significance are the Christchurch International Airport, Port of Lyttelton, strategic transport network (state highways, major arterials, core public routes, and railways) and transmission lines. The need to ensure their continued operation and expansion is recognised in the existing plans and, in the case of the Christchurch International Airport, an updated 55 dBA Ldn noise contours has recently been inserted into the Operative City Plan through the LURP. Housing near transmission lines is prevented through industry standards (refer to NPS) and it is proposed to refer to these in the proposed plan in appropriate chapters. Other strategic infrastructure can be protected through appropriate setbacks and buffers.</p> <p>3. Protection of the strategic road network from the effects of development is more problematic due to current heavy loadings and will rely on the provisions in the proposed Transport chapter to manage effects, for example, through Integrated Transport Assessments. The long-term solution to protecting the road network will include measures beyond the scope of the District Plan, for example, programmes implemented through the Regional Land Transport Plan.</p>	
<b>OTHER RELEVANT OBJECTIVES IN THE PROPOSED PLAN</b>	
<p>4. Other relevant objectives include Objective 7.1.1.b (Transport)</p>	
<b>OBJECTIVE MOST APPROPRIATE WAY TO ACHIEVE THE PURPOSE OF THE RMA</b>	
Objective	Summary of Evaluation
<p><b>5. 14.1.4 OBJECTIVE 4 - STRATEGIC INFRASTRUCTURE</b></p>	<p>a. Strategic infrastructure assets are regionally important physical resources. Their ongoing ability</p>

<p>Residential development does not adversely affect the efficient operation, use, and development, of Christchurch International Airport and Port of Lyttelton, and other strategic infrastructure.</p>	<p>to function and develop is critical to Christchurch’s recovery and the long-term economic development of the region. The effects of their activities cannot realistically be expected to be entirely confined to their own sites and some regulatory control is needed to manage adverse effects of activities on affected communities. Furthermore, it is appropriate that reverse sensitivity effects on strategic infrastructure are addressed, as most of these assets were already well established before residential areas were developed.</p> <p>b. The need to protect strategic infrastructure is recognised in the LURP and CRPS and there is little option for the District Plan other than to implement these higher order objectives.</p> <p>c. The adopted objective followed consultation with statutory partners as explained in previous sections to this report. It is considered to be the most appropriate way of achieving the purpose of the RMA.</p>
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#### 4.5 Evaluation of Proposed Objective 5: High Quality Residential Environments

<p><b>SCALE AND SIGNIFICANCE</b></p>
<p>1. Regard has been had to the following matters in determining the extent of analysis supporting Objective 5 and its subsequent provisions:</p> <p>a. the changes on the residential environment will result in a significant change to the character and amenity of local communities in the immediate term. The effects of these changes will be managed through the implementation of this and related objectives and the level of analysis reflects this.</p>
<p><b>GENERAL DIRECTION</b></p>
<p>2. The intent of this objective and subsequent provisions is to provide greater scope to proactively promote good urban design in Christchurch’s residential areas. Particular regard has been had to s 7(c) and s 7(f) of the RMA. The provisions under Objective 5 are aimed at managing the magnitude and effects of neighbourhood change through applying well-accepted urban design principles. Guidance on what is to be achieved is provided through the Urban Design Protocol to which the Council is a signatory. The LURP recognises that recovery is not confined to restoring earthquake-affected areas but also improving their environments where possible.</p> <p>3. Information derived from the Annual Residents’ survey and pre-notification consultation clearly indicates that environmental quality is a resource management issue for large parts of the community. The concern is mostly with the medium density areas where poor juxtaposition and design of buildings have led to a negative public perception of this type of development. To achieve the objectives of the CRPS, design quality needs to be improved. At the same time there is an opportunity to incorporate measures to assist with improving the overall long-term sustainability of residential areas. This includes energy conservation, sustainable transport options and life-long housing systems.</p>
<p><b>OTHER RELEVANT OBJECTIVES IN THE PROPOSED PLAN</b></p>

4. Strategic Directions Objective 3.6.1 Recovery and Long-Term Future of the District and its supporting Policy 3.6.1.5 Development design and quality.

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

Objective	Summary of Evaluation
<p><b>5. OBJECTIVE 5 - HIGH QUALITY RESIDENTIAL ENVIRONMENTS</b>            High quality, sustainable, residential neighbourhoods, which are well designed, have a high level of amenity, and enhance local character.</p>	<p>a. The reason for this objective is to maintain or improve the quality of the living environment. Ensuring that new development is of a high quality and achieves sustainability principles will be a key driver in enhancing the city’s overall attractiveness and viability. As neighbourhoods are redeveloped, it is necessary some regulatory control is in place to provide guidance and certainty as to what is required to create attractive and sustainable places, streets and homes. The plan is realistic as to what can be achieved through regulation and there is reliance on other methods to achieve this objective e.g. design guides, and expenditure on amenities and services.</p> <p>b. There may be concern regarding the extent of regulatory intervention that is deemed necessary to achieve high quality residential neighbourhoods. Notwithstanding this, the objective is still needed as part of addressing a legitimate resource management issue.</p> <p>c. There are other arguably more direct means of achieving the purpose of the RMA but they lack the certainty in the outcomes and means of enforcement provided by an objective in a district plan. For example, there are various plans that could be prepared under the Local Government Act that might include an objective such as this but the regulation needed to implement these would be absent.</p> <p>d. Including this objective in the District Plan is therefore considered to be the most appropriate means of improving environmental quality and amenity having particular regard to s 7 of the RMA.</p>

**4.6 Evaluation of Proposed Objective 6: Comprehensive Planning for New Neighbourhoods**

<b>SCALE AND SIGNIFICANCE</b>
<p>1. Regard has been had to the following matters in determining the extent of analysis supporting Objective 6 and its subsequent provisions:</p> <p>a the provision of new neighbourhoods is of regional and city wide significance and affects</p>

other policy areas particularly the timing and provision of social and physical infrastructure. The need for minimum densities has been determined by higher order documents, including the LURP.

- b the focus of analysis is on local effects and the need for integrated management. The changes on the residential environment will result in a significant change to the character and amenity of local communities in the medium and long term. The changes will in the main relate to the mix of residential unit types available, where as existing suburban development tends to be detached or standalone three to four bedroom houses. On street and open space amenity features such as planting and furniture will be of a higher quality. Pedestrian, cycle and traffic flows within surrounding existing areas will also change as the new residential areas develop. The effects of these changes will be managed through the implementation of this and related objectives and the level of analysis reflects this; and
- c the provisions will positively affect those with urgent housing needs but potentially will negatively impact on some existing neighbourhoods due to increased (downstream) traffic and demand for community facilities such as recreation space. The analysis has taken into account these conflicting outcomes.

#### **GENERAL DIRECTION**

1. The planning and design of new suburban growth areas in Christchurch has evolved over the past decade through the adoption of a holistic and comprehensive approach to their planning, and the application of sustainable development principles through urban design. These features have been introduced sequentially into the operative plan through a series of, Environment Court resolutions of references to the proposed City Plan as publicly notified in 1995, and Council initiated and privately requested plan changes. These changes have introduced a general Living G Zone and have been accompanied by an ODP, itself comprising a series of layers designed to achieve a range of integrated outcomes including housing choice, more use of active transport, and an integrated approach to managing of natural resources management. However a myriad of 'bespoke' objectives and policies for each Living G Zone has been introduced further complicating the District Plan.
2. The use of private plan changes has created a considerable number of different Living G Zones. The proposed Residential chapter seeks to bring these zones together into a 'New Neighbourhoods Zone' in a way that avoids duplication and creates better consistency in their administration.
3. Whilst the Living G Zones were a significant advancement in integrated planning of new greenfield areas, and have produced better outcomes in greenfield development, analysis has shown that they do not sufficiently provide for the good urban design and integrated development as required by chapter 6 of the CRPS.
4. The Council had previously signalled the concern in regard to complication of the City Plan when it developed and publicly notified Plan Change 61 which sought to introduce an overarching set of objectives and policies for greenfield growth areas. This plan change had regard to the former Proposed Change 1 to Canterbury CRPS (which was superseded by the LURP Appendix 1 changes to the CRPS). This review of the District Plan has superseded PC61 and it has not progressed. General themes of comprehensive, integrated and coordinated development through all of these processes (proposed Change 1, LURP Appendix 1, PC 61 and this phase 1 review) remain.
5. Accordingly the provisions of PC 61 have been revisited and three alternative subdivision and land use consenting routes have been developed, as follows:
  - a Applicants can elect to comprehensively design an 8ha area with a context and site analysis and a neighbourhood plan. A subdivision and a land use consent are processed



simultaneously to give effect to the comprehensive design. A selection of three of four different housing typologies from the following are required: standalone house, duplex, Terrace. and/or an apartment, with any one typology making up no more than two thirds of the total in the application. A minimum of 15 households per hectare must be provided. Allotment sizes are determined by compliance with built form standards and 'fit' with the housing typologies. All other aspects such as compliance with the outline development plan, servicing, road layout and street furniture are determined in this comprehensive consent. No further resource consents are required and because of the comprehensive nature of the application dealing with all aspects the application, and all potential adverse effects outside the consent area can be considered to be less than minor, the applications can be processed on a non-publicly notified basis. Limited notification would only be to persons who own property within the application area who have not given their written approval for the proposal. The combined application is processed as a restricted discretionary activity. It is expected that this option would mostly be taken up by applicants who own or have control of the 8ha in the development area. The consents are processed as restricted discretionary activities. The neighbourhood plan forms part of the consent.

- b Applicants can elect to comprehensively design and consent a minimum 7000m<sup>2</sup>. The mix of units, density and consenting process is the same as that in (a) except that a context and site analysis and neighbourhood plan is not required. There is less certainty that the potential adverse effects on persons will be less than minor so non public notification and limited notification are determined through Sections 95 – 95(g) of the RMA.
  - c Applicants can elect to subdivide and create allotments in accordance with the outline development plan, with land use consent for residential units as a subsequent step, either by the applicant or whoever purchases the allotment. The applicant needs to be able to show that the allotments to be created can contain three of the four different housing typologies and the density as set out in (a) above. As with (b) there is less certainty that the potential adverse effects on persons will be less than minor so non public notification and limited notification are determined through Sections 95 – 95(g) of the RMA.
6. These processes are more fully explained in the document “*New Neighbourhood Comprehensive and ‘Subdivide First’ subdivision process*” in **Appendix 14** of this section 32 report.
  7. There is a need for provisions in Phase 1 to provide the framework for an exemplar development in Halswell (these provisions are required by the LURP). The proposed exemplar will show case the application of route (a) above. This constitutes the most recent adaptation of the Living G concept with development likely to start in early 2015, prior to the decisions being made on Phase 2.
  8. In Phase 1 there is a need to provide for two new greenfield residential priority areas at North Halswell (a part of which is the exemplar discussed above) in the South West and an area south of Buchanans Road and the Christchurch International Airport – both identified in the CRPS.
  9. Development is either well advanced or at an advanced planning, consenting and financing stage in existing Living G zones. Consultation with landowners and developers has revealed that rezoning to of these areas to include them in the next generation of greenfield comprehensive development mechanisms would be too disruptive to the ongoing development process. Accordingly these existing Living G zones are not being addressed as a part of Phase 1.

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

Objective	Summary of Evaluation
<p data-bbox="199 221 657 320"><b>10. 14.1.6 OBJECTIVE 6 - COMPREHENSIVE PLANNING FOR NEW NEIGHBOURHOODS</b></p> <p data-bbox="247 353 695 562">Promote new residential developments in priority greenfield residential growth areas that are comprehensively planned so they are environmentally and socially sustainable over the long-term.</p>	<ul style="list-style-type: none"> <li data-bbox="767 221 1420 573">a The New Neighbourhood Zone is predicated on integrated resource management which embodies and reconciles the key parts of s 5, with the outcomes delivered through a separate ODP process. The transport, open space, stormwater, heritage, ecological and tangata whenua features of the ODPs recognise and provide for all of the matters listed under s 6, and have particular regard to the matters listed in s 7 as appropriate.</li> <li data-bbox="767 607 1420 741">b As the proposed provisions give effect to the relevant provisions in Chapter 6 CRPS, particularly Policy 6.3.3, it is understood that they must meet the purpose of the RMA.</li> <li data-bbox="767 775 1420 1406">c The principal alternative to comprehensive development is to zone an area a suburban residential (equivalent to the Living 1 Zone) However this does not provide for or ensure that the matters set out in Chapter 6 of the CRPS, in particular relating to ODP's and integrated management will be achieved. Suburban residential/Living 1 zoning tends towards uniformity of allotment sizes and residential type units, and ultimately a reduced range of housing options as sought under higher order documents. It may however be appropriate to zone smaller peripheral greenfield residential extensions – approximately 20ha and below as a mix of Residential suburban and Residential Medium Density. This is provided they comply with an outline development plan and deliver 15 houses a hectare.</li> </ul>

## 4.7 Evaluation of Proposed Objective 7: Non-Residential Activities

SCALE AND SIGNIFICANCE	
<p>1. Regard has been had to the following matters in determining the extent of analysis supporting Objective 6 and its subsequent provisions:</p> <ul style="list-style-type: none"> <li>a. non-residential uses are an important part of communities. The potential effects on the residential environment if not well managed could result in adverse effects on the character and amenity of local communities.</li> <li>b. the provisions will positively affect communities but potentially will negatively impact on some existing neighbourhoods and properties. The analysis has taken into account these conflicting outcomes.</li> </ul>	
GENERAL DIRECTION	
<p>2. The direction provided by this objective aims to retain the character of residential areas in the face of increasing pressure to establish commercial and other non residential activities in residential areas. The proposed provisions recognise it is appropriate for residential areas to accommodate various types of other activities for social, economic and cultural reasons but these activities either individually or collectively can have impacts that will adversely affect the quality of the residential environment. There is a need to regulate the scale, location and types of non-residential activities.</p> <p>3. Experience gained from resource consents processes has been an important factor in including this objective, in particular providing clear direction that residential activity is to remain the dominant activity within residential zones. The objectives and policies in the operative City Plan have not provided the necessary framework for managing effects of non-residential activities. This has resulted in numerous cases where consents have been granted despite officers' concerns about the effects on amenity of the neighbourhood.</p>	
OTHER RELEVANT OBJECTIVES IN THE PROPOSED PLAN	
<p>4. Objective 1 (Commercial Zone).</p>	
OBJECTIVE MOST APPROPRIATE WAY TO ACHIEVE THE PURPOSE OF THE RMA	
Objective	Summary of Evaluation
<p>5. <b>14.1.7 OBJECTIVE 7 - NON-RESIDENTIAL ACTIVITIES</b> Residential activities remain the dominant activity in the residential zones and any non-residential activities meet local community needs, and are compatible with and can be accommodated within residential areas.</p>	<ul style="list-style-type: none"> <li>a. The intent of this objective is to enable mainly small-scale activities to establish that are needed to assist residents in meeting their social, cultural and economic needs, but in a manner that retains the overall character of a residential environment. There are two main reasons why this objective is needed. Firstly, to enable residents to have access to goods and services that they may require on a day-to-day basis. Secondly, to minimise the cumulative effects that will ultimately change the character of residential areas if non-residential activities are permitted to establish unabated.</li> <li>b. The alternative of enabling a wider range of non-residential activities may have some validity, for example, in adding some vibrancy to neighbourhoods (as a form of mixed use). However, such an approach does not support the zoning-based system upon which much of the planning framework, including the consents</li> </ul>

	<p>system, is based. A risk of a liberal approach to non-residential activities is an insidious or unplanned expansion of commercial centres and ad hoc development into neighbouring housing areas. Such an approach could undermine both the commercial objectives in the plan and result in gradual erosion of housing stock and residential amenity.</p>
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## 5. EVALUATION OF PROPOSED POLICIES, RULES AND METHODS

Section 32 (1)(b) requires an evaluation of whether the provisions are the most appropriate way to achieve the objectives by identifying other reasonable practicable options, assessing the efficiency and effectiveness of the provisions in achieving the objectives, and summarising the reasons for deciding on the provisions. The assessment must identify and assess the benefits and costs of environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions, including opportunities for economic growth and employment. The assessment must if practicable quantify the benefits and costs and assess the risk of acting or not acting if there is uncertain or insufficient information available about the subject matter.

### 5.1 Low Residential Density

- a. **Policy 1(f): Location density and type of housing;**
- b. **Residential Suburban Zone and Built Form Standards relating to site density, building height, site coverage and minimum allotment size;**
- c. **Residential Suburban Density Transition Zone and Built Form Standards relating to site density, building height, site coverage, minimum allotment size, recession planes and outdoor living space; and**
- d. **Residential Banks Peninsula Zone and Built Form Standards relating to site density, building height, and minimum allotment size.**

#### 5.1.1 Identification of options

- a. There is no specific direction under higher order documents that low density residential environments continue to be provided for and maintained. It is however surmised that if the intensification of the existing urban area is directed to occur in specified areas (refer to s 6.3 below), that the balance area is not required for significant redevelopment to achieve the household targets set under the CRPS, Objective 6.2.2 – Urban form and settlement pattern. Low residential density areas, often referred to as traditional suburban areas, are well established and valued areas within Christchurch and the townships of Banks Peninsula. In a recent survey, the top five main reasons residents<sup>2</sup> gave for wanting to stay in the suburbs were (in order of importance) greater amount of private space; greater area for private land, gardens, trees and outdoor living and play; peace and quiet; suitability for family; and greater privacy. There will most likely always be a need and demand for low residential environments. It is therefore not a feasible option that low density residential environments are not provided for in some form under the District Plan.
- b. The alternative to not having a low density zone is not considered feasible. The level of infill and scale of new development that is acceptable and provided for within a low density area, has however been reviewed. A greater mix of densities could be provided for, even further than the opportunities for infill development that has been provided

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<sup>2</sup> Christchurch Central City Living Research — Full Report  
Conducted by IPSOS and Christchurch City Council, 2013

for already under the change to the Operative City Plan under LURP. Options have also been considered in relation to the Built Form Standards that control the density of buildings able to be developed on a site. Specific consideration has been given as to what level of regulatory control is appropriate and whether the existing rules should be more permissive.

### 5.1.2 Policy and rule evaluation

PROVISIONS (POLICY, RULE, METHOD) <u>MOST APPROPRIATE WAY TO ACHIEVE THE OBJECTIVES</u>	
<p><b>Relevant objectives:</b></p> <p><b>14.1.1 OBJECTIVE 1: HOUSING SUPPLY</b>  <i>An increased supply that will:</i></p> <p>(a) <i>enable a wide range of housing types, sizes and densities;</i>            (b) <i>meet the diverse needs of the community in the immediate recovery period and longer term including social and temporary housing options; and</i>            (c) <i>assist in improving housing affordability.</i></p> <p><b>14.1.2 OBJECTIVE 2: RESIDENTIAL RECOVERY NEEDS</b>  <i>Short-term residential recovery needs are met by providing opportunities for:</i></p> <p>(a) <i>An increased supply throughout the lower and residential medium density areas.</i></p> <p><b>14.1.3 OBJECTIVE 3: HOUSING DISTRIBUTION AND DENSITY</b>  <i>A distribution of different density areas with:</i></p> <p>(b) <i>limited additional infill housing in other existing suburban areas to maintain a low density, open and landscaped environment;</i>            (d) <i>Residential Medium Density development in suitable brownfield areas and on larger suburban residential sites where external impacts on the surrounding areas can be mitigated; and</i>            (e) <i>integrated provision of infrastructure.</i></p>	
Provision(s) most appropriate	Effectiveness and Efficiency
<p><b>Option 2 (Proposed Approach to Low Density Residential Areas)</b></p> <ol style="list-style-type: none"> <li>14.1.1.1(f) Policy to ensure low density residential environments are maintained within existing suburban residential areas and in the residential areas of Banks Peninsula.</li> <li>Establishment of a Residential Suburban Zone that combines the current Living 1 and 2 Zones.</li> <li>Establishment of a Residential Suburban Density Transition Zone comprising the current Living 2 Zone to provide for smaller minimum allotment sizes and more permissive recession planes, and smaller outdoor living space areas.</li> <li>Retaining the Residential Banks Peninsula Zone.</li> <li>Retaining the Residential Conservation Zones (only applying to Lyttelton and Akaroa).</li> </ol> <p><b>14.1.1.1 Policy: Location density and type of</b></p>	<ol style="list-style-type: none"> <li><b>Effectiveness</b></li> </ol> <p><b>14.1.1.1(f) Policy</b>            Providing for and maintaining a low density residential environment is still appropriate for large areas of urban Christchurch and the townships of Akaroa and Lyttelton. Low density housing still provides for choice within the housing market; a variety of building designs and styles; and ensures open space and landscape plantings remain strong features of the wider suburban environment. Low density residential environments are able to be retained as higher densities (to achieve intensification targets) are provided for within the Central City and beyond KACs and large Neighbourhood Centres. Low density environments are important to retain to offset effects and providing contrast to more dense residential areas. Low density areas provide opportunities for larger tree and garden plantings, slower and often calmer</p>

<p><b>housing</b>  <i>Ensure:</i>  <i>f. Low density residential environments in existing suburban residential areas and in the residential areas of Banks Peninsula are maintained but limited opportunities are provided for smaller residential units that are compatible with the low density suburban environment.</i></p> <p><b>Zoning</b></p> <ol style="list-style-type: none"> <li>a. Residential Suburban Zone (currently Living 1 and 2 Zones );</li> <li>b. Residential Suburban Density Transition Zone (currently Living 2 Zone);</li> <li>c. Residential Banks Peninsula Zone (currently the Residential Zone under the Banks Peninsula District Plan);</li> <li>d. Residential Conservation Zone (currently the Residential Conservation Zone under the Banks Peninsula District Plan); and</li> <li>e. Rationalisation of the Living 1 D, E, F and 1B Zones.</li> </ol> <p><b>Main rules that control housing density:</b>  In the Residential Suburban Zone, the following proposed rules that will achieve and control low density housing include:</p> <ol style="list-style-type: none"> <li>a. Site Density;</li> <li>b. Minimum Allotment Size;</li> <li>c. Site Coverage;</li> <li>d. Building Height;</li> <li>e. Recession plane (Residential Suburban Density Transition Zone); and</li> <li>f. Outdoor living space (Residential Suburban Density Transition Zone).</li> </ol> <p>Those relating to building setbacks and outdoor living space will also impact on the number of household units that can be developed on a site but to a much lesser extent than those standards listed above.</p> <p><b>Definitions</b>  Accessory building  Residential activity  Residential allotment  Residential unit  Standalone house</p>	<p>street environments, and a greater sense of openness, all being characteristics that contribute to an effective transition between rural and urban areas, and contribute to Christchurch’s Garden City image.</p> <p>2. <b>Residential Suburban Zone</b></p> <ol style="list-style-type: none"> <li>a. The proposed approach to the current Living 1 and 2 Zones is to combine these zones and rename as Residential Suburban Zone. This approach recognises the similarities in residential character of both zones and that a number of existing standards (such as height, site coverage, building setbacks and outdoor living space) were the same or very similar.</li> <li>b. The proposed Residential Suburban Zone provides for a traditional type of housing in New Zealand in the form of single or two-storey predominantly detached or semi-detached houses, with garage, ancillary buildings and provision for gardens and landscaping. The zone provisions provide sufficient scope for future infill and redevelopment at a scale and intensity that does not affect the suburban character of the existing neighbourhoods. Existing houses are able to be converted into two residential units. Also minor (small) residential units are able to be built on a site containing a residential unit (which is the main and larger house). A wider range of housing options will enable a typical family home to be retained but also provide greater housing stock for dependent relatives, rental accommodation, and homes more suitable for smaller households (including older persons).</li> <li>c. The Living 1A Zone has been incorporated into the Residential Suburban Zone. The Living 1A Zone was designed as an amenity buffer for residents located adjacent to the rural zone. A review of the landscape rationale for the zone has determined that the lower density buffer has generally not been effective in producing the desired edge. Further the urban boundary has moved in several areas making the Living 1A Zone redundant. The Living 1B zone sits on peat ground conditions. The only real difference between Living 1B and Living 1</li> </ol>
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is a lower density requirement due mainly to soil conditions. Whilst the lower density is considered to be appropriate, it is considered more appropriate to show the areas as in an overlay rather than entirely separate zones. Living 1D and E are similar in that they reflect on-site conditions relating to stormwater and water supply within a limited set of different rules for each. These too are shown as an overlay in the Residential Suburban Zone. The Living F Zone was a zone created to enable the development of a retirement village. That village is under construction. The rules and development plan are retained in an overlay.

**3. Residential Suburban Density Transition Zone**

- a. The proposed Residential Suburban Density Transition Zone recognises that the former Living 2 Zone in relation to providing for smaller site sizes is still appropriate for the Living 2 Zone areas. The zone provides for smaller detached housing to be provided for within a suburban environment. This will help enable people to remain within their local community as their personal, family and household circumstances change over time.
  
- b. The Residential Suburban Density Transition Zone (operative Living 2 Zone) forms an effective buffer between low and medium density areas (i.e. the proposed Residential Suburban Zone/current Living 1 Zone and the proposed Residential Medium Density Zone/Living 3 Zone). These zones are often located close to amenities and open space, which are two important features that support a more dense residential environment. By maintaining what is essentially a transition zone, some of the tensions that can arise when situating low density housing directly beside medium density housing, can be avoided. The greater dominance of buildings expected within medium density areas (resulting from more permissive building heights, recession plane intrusions, and smaller outdoor living space and boundary setbacks) can be a significant visual contrast to the character



of low and more traditional residential areas. The level of residential activity (people, vehicles and consequently noise) is also often significantly greater and the sense of privacy is much less in medium density areas. A transitional zone effectively softens the change in the built form, and the level of residential activity and privacy between areas.

4. **Building height standards** for the Residential Suburban Zone, Residential Suburban Density Transition Zone, Residential Medium Density Zone, Residential Banks Peninsula Zone and Residential Conservation Zone have been carried through from their respective current zones under the operative District Plans. The operative height standards are still considered to be reflective of the built form and density expected for each zone.

5. **Rules – Residential Suburban Zone and Residential Suburban Density Transition Zone**

a. **Site density standards** for the Residential Suburban Zone permit residential buildings to be established on sites with a minimum area of 450m<sup>2</sup>. Subdivision is a restricted discretionary activity (to ensure a variety of subdivision matters are addressed) for allotments of 450m<sup>2</sup> or greater in area. This (450m<sup>2</sup>) area is necessary to maintain the anticipated built and neighbourhood outcome for a low density residential environment. Similarly for the Residential Suburban Density Transition Zone the minimum site size (as a permitted activity) and minimum allotment size (restricted discretionary activity) of 330m<sup>2</sup> is considered appropriate for a transition zone between low and medium density areas. Whilst buildings are expected to be more dense within the Density Transition Zone, there is still opportunity for tree and garden planting. Adequate setbacks can also be achieved to maintain an open street character and an adequate level of privacy from and for neighbours. Site density smaller than 450m<sup>2</sup> for the Residential Suburban Zone and 330m<sup>2</sup> for the Residential Suburban Density Transition Zone will continue (as in the Operative Plan) to require resource consent as a restricted discretionary activity. This is to

ensure matters relating to site design are adequately addressed to avoid or mitigate adverse effects, including cumulative effects, on neighbouring properties. A change from the current approach is however proposed to the trigger for non-complying status. It is proposed that a residential building will become non-complying if the site size is less than 400m<sup>2</sup> within the Residential Suburban Zone. Previously the non-complying trigger was at 420m<sup>2</sup>. The proposed change will enable greater flexibility in site design and avoid a non-complying status for development that is most likely to be acceptable within a suburban area (and generally consistent with relevant objectives and policies).

b. **Site coverage** - Under the Operative City Plan (Development Standard for Open Space) where the height of all buildings on a site does not exceed 5.5m and is of a single storey, a site coverage bonus of five per cent is allowed (i.e. 40 per cent of the site in the L1 Zone can be covered with impervious surfaces as opposed to 35 per cent, and 45 per cent of the site in a Living 2 Zone as opposed to 40 per cent). This Operative rule encourages larger single storey buildings and whilst the impact is small on neighbours, the cumulative impact of the bonus can be significant. Larger houses often have larger garages and associated hard surfaces which on a small site near the minimum size, end up located on the street side. Cumulatively, larger single storey houses on small sites lead to a greater dominance of garages and hard surfaces and less functional open space. More impervious surfaces also reduce the potential for passive or on-site stormwater disposal, thereby reducing requirements on existing reticulated services, particularly during heavy rainfall events. In order to encourage two-storey housing with smaller footprints and smaller single-storey houses, the site coverage bonus from the Operative Plan has not been carried through into the proposed chapter.

b. **Recession planes** – Resource consent analysis (refer to Response Planning Report on Efficiency and Effectiveness) indicates that a significant proportion of resource consents were being required for recession plane

	<p>intrusions. Most of these were granted on the basis that they did not give rise to significant adverse effects. A change to the operative recession plane rule is considered necessary to reduce the number of resource consents unnecessarily required thereby improving the efficiency of the District Plan. The proposed rule allows for intrusions of 0.2m into the recession plan, mainly providing for intrusions of gutters and eaves. Provision is also provided for solar panels to intrude as the benefits of solar energy are considered to outweigh the minor intrusion that may be required to accommodate these panels.</p> <p><b>5. Efficiency</b> Refer to Appendix 5 Section A for a cost-benefit analysis on Residential Suburban Zones. The following assessment takes account of Appendix 5 and identifies further benefits and costs in relation to the proposed policy, zoning and rule package.</p> <p><b>6. Benefits</b></p> <ul style="list-style-type: none"> <li>a. Policy 1(f) and the zoning approach for low density residential environments provide certainty for residents of the environmental outcomes anticipated for the area and the management approach. Greater certainty leads to more efficient administration and monitoring of the District Plan as the environmental outcomes of the area are well understood. Residential markets respond well and are also more stable when there is greater certainty and confidence in the long-term form and character of an area.</li> <li>b. Low density environments provide for and maintain larger areas for tree and garden planting, which have value in terms of providing shade, maintaining and enhancing biodiversity, and improving street and site amenity.</li> </ul> <p><b>7. Costs</b></p> <ul style="list-style-type: none"> <li>a. May result in some existing infrastructure and services not being fully utilised to their available capacity in the short term.</li> </ul>
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<b>Options less or not as appropriate to achieve the objectives and policies:</b>	
<b>1. Option 1 (Status quo – Current approach to Low Density Residential Areas)</b>	<b>a. Appropriateness</b> This approach is not significantly different to

<p>Retain existing Living 1 and 2 Zones including the LURP rule amendments.</p>	<p>Option 2, except that Option 2 is an activities-based approach, as opposed to the effects-based approach under the operative District Plan. An effects-based plan can sometimes be less certain on the types of activities that are appropriate. This can lead to more consents required and certainly more time spent in assessing compliance with the District Plan. The current spatial extent of the Living 1 and 2 Zones will theoretically provide sufficient housing opportunities to achieve the required household targets under the CRPS. The Operative plan (since greater opportunities have been provided for infill development under the LURP) is also broadly effective in maintaining low density residential environments, whilst ensuring density levels are adequate to effectively utilise existing and planned infrastructure (i.e. supporting public transport and investment into other infrastructure and services). The current approach does include a number of sub-zones, particularly within the Living 1 Zone. As discussed in Option 2 above, the proposed Residential chapter consolidates the number of sub-zones and removes any additional rules that are no longer necessary to manage land-use activities. Option 1 is therefore is less efficient approach.</p>
<p><b>2. Option 3 (Mixed density approach)</b></p> <p>Rezone all existing Living 1 and 2 Zones to provide for a greater mix of housing densities.</p>	<p><b>a. Appropriateness</b></p> <p>This approach would not align with the urban structure and density requirements of the CRPS. It would draw intensification away from the Central City and around KACs and large Neighbourhood Centres, thereby not improving the viability and supporting growth of these commercial areas. Concentrating population within appropriate areas provides greater certainty as to where public and private investment should be targeted, which leads to greater efficiencies in expenditure (i.e. the level of investment serves the most number of people). If the districts low density environments are greatly intensified, people seeking such an environment will be displaced into the surrounding Waimakariri and Selwyn districts. Such an approach will lead to less efficient use of existing and planned infrastructure and will not achieve a consolidated urban form. A mixed density approach across wider Christchurch may make more efficient use of some existing infrastructure and services with greater</p>

	<p>capacity to accommodate more households than is currently being utilised. A mixed density approach may lead to greater adverse effects on adjoining properties as buildings and associated levels of residential activity dominate over another property. There is no certainty for residents as to the long-term local character and amenity, which may in turn adversely impact on the marketability of residential areas.</p>
<p><b>Risk of Acting or Not Acting</b></p>	
<p>Comprehensive assessments of housing densities have been undertaken through the development of higher order documents, in particular through the development of the Greater Christchurch Urban Development Strategy and the review of Chapters 5 and 6 of the CRPS. The analysis undertaken supports a directive approach to intensification (predominantly around commercial centres) as being the most appropriate option for accommodating urban growth. Conversely, this approach enables most existing low density residential areas to be maintained without significant change. Changes under the LURP to the operative Christchurch City Plan have also resulted from consideration of housing needs for the recovery and the level of development appropriate within low density residential environments. Community research (namely through the Christchurch Central City Living Research 2013 Report) provides sufficient direction that the communities strongly value low density residential environments. The Response Planning 2011 Reports (refer to Bibliography) that evaluated the effectiveness and efficiency of the Christchurch City Plan and Banks Peninsula District Plan provide an adequate level of assessment of the existing provisions and where improvements should be considered. Further technical reports and assessments have been prepared to assess the effectiveness and efficiency of existing provisions. On this basis it is considered that sufficient information exists about the proposed provisions without the need to take account of the risk of acting or not acting (RMA s 32(4)(b)).</p>	

## 5.2 Residential Recovery Needs and Future Multi-Unit Residential Complexes

- a. 14.1.1.1(f) Policy - Location density and type of housing;
- b. 14.1.1.2 Policy - Provision of social housing;
- c. 14.1.1.4 Policy - Recovery housing;
- d. 14.1.1.5 Policy - Recovery housing – higher density comprehensive redevelopment;
- e. 14.1.1.6 Policy - Recovery housing – social housing redevelopment;
- f. Residential Suburban Zone – Permitted activities, including those relating to Multi-Unit Residential Complexes and Social Housing Multi-Unit Residential Complexes;
- g. Residential Suburban Zone Built Form Standards relating to Multi-Unit Residential Complexes and Social Housing Multi-Unit Residential Complexes;
- h. Enhanced Development Mechanism; and
- i. Community Housing Redevelopment Mechanism.

### 5.2.1 Identification of options

1. Some level of change to enable additional supply of housing in the Operative Living 1, 2 and H Zones has been directed through the LURP. LURP amendments<sup>3</sup> to the Operative District Plan have :
  - a. removed restrictions for occupancy of existing elderly persons housing (EPH) units and existing family flats;
  - b. enabled conversion of existing residential units into two;
  - c. enabled development of two residential units in place of one on vacant sites existing before the earthquakes; and
  - d. enabled development of two residential units where an existing unit is required to be demolished as a result of earthquake damage.
2. Whilst the Council must not make any recommendations or decisions inconsistent with the above provisions (i.e. must include the directed rules), consideration has been given as to whether the rules require any reformatting to remain consistent with the new Replacement District Plan format, and address any errors or inconsistencies between rules.
3. The LURP amendments only apply to existing residential buildings and/or vacant sites that existed prior to the earthquakes (or were demolished as a result of the earthquake damage). The operative City Plan rules do not apply to future development. Any new EPH units, family flats, residential units and site vacancies due to demolitions not related to earthquake damage, will be subject to existing density and occupancy restrictions in the Replacement District Plan. Therefore the DPR options are:
  - a. making no changes to existing District Plan density and occupancy restrictions and therefore future development being more restricted than existing (pre-December 2013) development (i.e. occupancy restrictions still apply to new family flats and EPH units). This is effectively the status quo (i.e. Option 1 in the table below);
  - b. retaining the operative District Plan density provisions but removing the ability for occupancy restriction related additional density (in the form of EPH units and family flats) although existing density remains. This is not considered to be a

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<sup>3</sup> LURP Appendix 1- Amendment 1C to the Christchurch City Plan – Other interventions to assist with Immediate Requirements for Additional Housing.

- feasible option as it would reduce housing supply and therefore be inconsistent with higher order objectives and policies; and
- c. amending the District Plan provisions for future development to be consistent with the LURP amendments by removing occupation restrictions from EPH units and family flats and enabling conversion of new residential units into two. Some consequential name changes or new provisions would be needed as the EPH and family flat names will no longer be appropriate without the occupancy restriction which they imply.

## 5.2.2 Policy and rule evaluation

PROVISIONS (POLICY, RULE, METHOD) <u>MOST APPROPRIATE WAY</u> TO ACHIEVE THE OBJECTIVES	
<p><b>Relevant objectives:</b></p> <p><b>14.1.1 OBJECTIVE 1: HOUSING SUPPLY</b> An increased supply that will:</p> <ol style="list-style-type: none"> <li>a. enable a wide range of housing types, sizes and densities;</li> <li>b. meet the diverse needs of the community in the immediate recovery period and longer term including social and temporary housing options; and</li> <li>c. assist in improving housing affordability.</li> </ol> <p><b>14.1.2 OBJECTIVE 2: RESIDENTIAL RECOVERY NEEDS</b> Short-term residential recovery needs are met by providing opportunities for:</p> <ol style="list-style-type: none"> <li>(a) an increased supply throughout the lower and residential medium density areas;</li> <li>(b) higher density comprehensive redevelopment of sites within suitable lower and Residential Medium Density areas;</li> <li>(c) medium density comprehensive redevelopment of community housing environments; and</li> <li>(d) new neighbourhood areas in greenfield priority areas.</li> </ol> <p><b>14.1.3 OBJECTIVE 3: HOUSING DISTRIBUTION AND DENSITY</b> A distribution of different density areas with:</p> <ol style="list-style-type: none"> <li>(b) limited additional infill housing in other existing suburban areas to maintain a low density, open and landscaped environment;</li> <li>(d) medium density residential development in <i>suitable</i> brownfield areas and on larger suburban residential sites where external impacts on the surrounding areas can be mitigated; and</li> <li>(e) integrated provision of infrastructure.</li> </ol>	
Provision(s) most appropriate	Effectiveness and Efficiency
<p><b>Option 2 (new policies and rules for multi-unit complexes)</b></p> <ol style="list-style-type: none"> <li>1. Include new policies to provide for residential recovery needs and affordable housing within the Residential Suburban Zone, including through providing for a wide range of housing types and sizes, and limiting opportunities for smaller residential units.</li> <li>2. Include new policies to provide for higher density comprehensive redevelopment of larger sites and comprehensive redevelopment of social housing.</li> <li>3. Retain rules introduced in 6 December 2013 by</li> </ol>	<ol style="list-style-type: none"> <li>a. <b>Effectiveness</b> <ol style="list-style-type: none"> <li>i. The core themes and provisions of Policies 2, 4, 5 and 6 and the supporting rules were introduced to the operative Christchurch City Plan by Appendix 2 of the LURP on 6 December 2013. These policies have been slightly reformatted to ensure effective integration into the Replacement District Plan. These provisions were analysed by CERA before they were introduced under the CER Act 2011. In this regard it is considered that the proposed provisions are both effective and efficient in giving effect to the</li> </ol> </li> </ol>

the LURP.

4. New rules permitting up to three units (referred to as Multi-Unit Residential Complexes and Social Housing Multi-Unit Residential Complexes) within the Residential Suburban Zone.
5. Built Form Standards specifically related to multi-unit residential complexes to ensure the adverse effects on the character and amenity of the Residential Suburban Zone are avoided or mitigated.

**14.1.1.1 Policy - Location density and type of housing**

*Ensure:*

*f. Low density residential environments in existing suburban residential areas and in the residential areas of Banks Peninsula are maintained but limited opportunities are provided for smaller residential units that are compatible with the low density suburban environment.*

**14.1.1.2 Policy – Provision of social housing**

*Enable small scale medium density social housing developments throughout the residential area.*

**14.1.1.4 Policy - Recovery housing**

*Provide for comprehensively designed and well-located higher density accommodation options and accessory services for older people and those requiring care or assisted living throughout all residential zones.*

**14.1.1.5 Policy - Recovery housing – higher density comprehensive redevelopment**

*Provide for a range of additional housing opportunities to meet residential recovery needs through redevelopment and additions to the existing housing stock and/or vacant land, that:*

- (a) is consistent with the anticipated character of any surrounding residential environment;*
- (b) is visually and physically subordinate to the principle dwelling;*
- (c) does not adversely affect pedestrian safety and efficiency of traffic movements within the street; and*
- (d) are appropriately laid out and designed to provide a high level of residential amenity and meet the functional needs of residents both in the short and the long term.*

**14.1.1.6 Policy - Recovery housing – social housing redevelopment**

*Enable comprehensive redevelopment of social housing in areas where:*

Objective 2 which in turn is derived from the LURP directives. Where there were errors or inconsistencies in the original mechanisms, these have been corrected in the proposed District Plan. The replacement of one earthquake-destroyed house with two houses allowed under the LURP has a criterion that spoke of requiring an engineer to certify the original house was unrepairable. However viability of repair or otherwise of a house is based on economic factors. The criteria have therefore been changed to provide evidence that the insurer has stated that the repair is uneconomic. The EDM rules introduced under LURP's did not describe EDM walking distances (as other EDM criteria were). EDM walking distances are proposed to be inserted in the Replacement District Plan as location criterion.

- ii. Demographic changes (i.e. ageing population), changes in household composition (i.e. more single and two-person households) and pressure for more affordable housing, is leading to a greater demand for smaller homes (one to two bedrooms). The new provisions are proposed to provide sufficient but controlled opportunities for smaller residential units in the Residential Suburban Zone. These changes are a further extension of the LURP directed changes to provide for more recovery housing options. This includes the lifting of occupancy restrictions from family flats and elderly persons housing units, and the conversion of residential units.
- iii. The new minor residential unit provision mirrors the operative family flat provision. In terms of its built form and residential amenity outcome, a minor residential unit is largely the same as a family flat without the occupancy restriction. The operative family flat provisions were reviewed and found to be effective in providing additional density whilst not creating adverse effects to the suburban environment. Therefore the majority of the existing family flat provisions are carried through under the new 'minor residential unit' name without the occupancy restriction. This provides for additional flexibility to meet the ongoing housing affordability and supply needs of



<ul style="list-style-type: none"> <li>a. <i>natural hazards can be adequately mitigated;</i></li> <li>b. <i>adequate infrastructure services and capacity are available; and</i></li> <li>c. <i>reverse sensitivity on existing industrial areas is managed; while achieving:</i></li> <li>d. <i>high quality urban design and on-site amenity is achieved;</i></li> <li>e. <i>the development integrates and is sympathetic with the amenity of adjacent neighbourhoods and adjoining sites;</i></li> <li>f. <i>the stock of community housing units is maintained or increased;</i></li> <li>g. <i>residential density is increased; and</i></li> <li>h. <i>a range of housing types, including housing for lower income groups and those with specific needs is increased.</i></li> </ul>	<p>the community. Some additional rules are added to ensure the cumulative outcome of the provision does not dominate the suburban neighbourhoods.</p>
<p><b>Residential Suburban Zone Rules</b></p> <p>14.2.2.1 Listed Permitted Activity P5 - Removal of occupancy restrictions for existing Elderly Persons Housing Units (introduced by the LURP);</p> <p>14.2.2.1 Listed Permitted Activity P15 - Removal of occupancy restrictions for existing Family Flats (introduced by the LURP);</p> <p>14.2.2.1 Listed Permitted Activity P16 - Conversion of a residential unit into two (introduced by the LURP);</p> <p>14.2.2.1 Listed Permitted Activity P17 – Replacement of a residential unit with two residential units (introduced by the LURP);</p> <p>14.2.2.1 Listed Permitted Activity P18 – Construction of two residential units on a site that was made vacant prior to the earthquakes (introduced by the LURP);</p> <p>14.2.2.1 Listed Permitted Activity P19 – Minor residential unit where the minor unit is a detached building and the existing site is to be built on contains only one residential unit;</p> <p>14.2.2.1 Listed Permitted Activity P20 – Social Housing Multi-unit residential complexes;</p> <p>14.2.2.1 Listed Permitted Activity P21 –Multi-unit residential complexes within the Residential Suburban Density Transition Zone;</p> <p>14.2.2.3 Listed Restricted Discretionary Activity RD5 – Conversion or a residential unit within or as an extension to a residential unit into two that does not meet the Activity Specific Requirement in P16;</p> <p>14.2.2.3 Listed Restricted Discretionary Activity RD6 - Minor residential unit where the minor unit is a detached building and does not meet the Activity Specific Requirement in P19;</p> <p>14.2.2.3 Listed Restricted Discretionary Activity</p>	<ul style="list-style-type: none"> <li>iv. The new multi-unit residential complex and the multi-unit social housing complex provisions mirror the operative EPH units provision. In terms of their built form and residential amenity, both new multi-unit residential complexes produce the same outcome as EPH units although without the occupancy restriction. Prior to the earthquakes, there were known issues relating to the EPH units especially with respect to their impact on the suburban street scene, inadequate provision for on-site servicing spaces and the limitations of the maximum floor area. The adverse effects were found largely to be similar to that of multi-unit developments elsewhere in the city prior (refer to Plan Change 53 s 32 assessment). In carrying through the EPH units built outcome, provisions relating to tree and garden planting and service, storage and waste management are brought into the Residential Suburban Zone specifically to apply to the new multi-unit provisions. The difference between the multi-unit residential complex and the multi-unit social housing complex provisions reflect contextual differences within the Residential Suburban Zone and the need to specifically incentivise social housing provisions.</li> <li>v. The listed permitted activities as a package provide a broad range of new housing opportunities not previously provided for in the Operative City Plan. The minor residential unit provisions will allow the development of a large untapped ‘land bank’ within the suburban residential area of Christchurch without creating any significant adverse effects on the character and amenity of the area.</li> <li>vi. The proposed provisions are considered to be highly effective in providing a supply of housing.</li> <li>vii. Social housing multi-unit residential complexes of up to three units are provided for as a permitted activity throughout the suburban residential area. This will be highly</li> </ul>

<p>RD7 - Social housing multi-unit residential complexes over three residential units; and 14.2.2.3 Listed Restricted Discretionary Activity RD8 - Multi-unit residential complexes within the Residential Suburban Density Transition Zone over three residential units.</p> <p>There are two other restricted discretionary rules that specifically relate to multi-unit residential complexes and multi-unit social complexes, namely RD15 and RD 19 that address non-compliance with site coverage, outdoor living space, street scene, road boundary building setback, tree and garden planting, service storage and waste management spaces, and in relation to the Energy Efficiency Building Standards and Lifemark rating.</p> <p><b>Built Form Standards:</b> In Residential Suburban Zones all of the Built Form Standards apply to Multi-unit Residential Complexes and Multi-unit Social Housing Complexes. The following rules apply only to multi-unit residential development within the Residential Suburban Zone: 14.2.3.3 Multi-unit residential complexes and multi-unit social housing complexes - Tree and garden planting; and 14.2.3.13 Multi-unit residential complexes and multi-unit social housing complexes - Service, storage and waste management spaces.</p> <p><b>14.7 Enhanced Development Mechanism</b> (introduced by the LURP) – comprising the following rules: 14.7.2 Activity Status Tables; 14.7.2.1 Restricted Discretionary Activities; 14.7.2.2 Discretionary Activities; 14.7.2.3 Non-complying Activities; 14.7.3 Qualifying Standards; 14.7.4 Built Form Standards; and 14.7.5 Information requirements for applications.</p> <p><b>14.8 Community Housing Redevelopment Mechanism</b> (introduced by the LURP) – comprising the following rules: 14.8.2 Activity Status Tables; 14.8.2.1 Restricted Discretionary Activities; and 14.8.3 Built Form Standards.</p> <p><b>Definitions</b> Community housing unit</p>	<p>effective in providing additional social housing stock, which has been undersupplied in Christchurch since the earthquakes. Limiting the availability of the method to a predetermined range of social housing providers will be effective in ensuring that the mechanism is only available to organisations that are genuine social housing providers (as recognised by the Government). This will avoid inappropriate operators utilising the method.</p> <p>viii. General multi-unit residential complexes in the suburban residential density overlay area are open to any landowner or provider as a permitted activity. This is an effective method to achieve a more efficient use of land to yield more household units per site than provided for under the Operative plan. The outcome overtime will be a slightly higher density suburban residential area than traditionally expected. However, the Built Form Standards will adequately mitigate adverse effects particularly on residential amenity and character.</p> <p>ix. The permitted activity threshold for the number of multi-units able to be developed on one site is three units. It was determined (under Plan Change 53 s 32) that three units is the threshold where adverse effects on the neighbourhood and on-site amenity became significant if not controlled. Christchurch residential density structure is arranged in concentric circles where enabled density is highest in the Central City. Less density is provided for as distance from the Central City is increased. Following LURP-directed changes, the lowest density zone in Christchurch allows for two residential units to establish on a site. The next logical density level is providing for more than two on a site, however more than three as a permitted activity could result in adverse effects. Four or more units are therefore proposed to require resource consent subject to urban design matters of control and discretion.</p> <p>x. The rules related to the Enhanced Development Mechanism and Community Housing Redevelopment Mechanism is not proposed to be changed from their</p>
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<p>CHRM  Duplex  EDM  EDM core public transport route  EDM qualifying supermarket  EDM walking distance  Elderly person  Elderly person housing complex  Elderly persons housing unit  Family flat  Multi-unit residential complex  Social housing</p>	<p>introduction through the LURP.</p> <p>xi. In summary, the proposed zoning and rule package will help meet growing demand for more affordable one and two-bedroom housing. It also provides increased opportunities for social agencies in the provision of social housing, and developers in the rental market.</p> <p><b>b. Efficiency</b></p> <p>i. Refer to Appendix 5 Section A for a cost-benefit analysis on Residential Suburban Zones. The following assessment takes account of Appendix 5 and identifies further benefits and costs in relation to the proposed policy, zoning and rule package.</p> <p><b>c. Benefits</b></p> <p>i. More affordable housing options should lead to a greater range of home purchase prices. This will enable a wider range of people to become homeowners which leads to better health, social and education outcomes if households and families are shifting house less often due to affordability issues.</p> <p>ii. Residents are able to live locally in smaller sized houses serving their needs and being near family and friends, rather than having to move to a new neighbourhood. This will improve social accessibility, connectedness and accessibility.</p> <p>iii. As a permitted activity resource consent is not required (where previously one would have been) and the building development process is more efficient. Where resource consent is required as a restricted discretionary activity (for non-compliance with the permitted activity standards) the resource consent will be focused to the assessment matters narrowing the range of issues to be addressed.</p> <p>iv. Being a permitted activity the method is considered to be highly efficient. Comments above as to the efficiency of the Restricted Discretionary Activity rule of minor dwelling units are relevant to this mechanism.</p>
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	<p>v. All of these mechanisms provide opportunities for economic growth through employment in the construction industry, rental income for landowners, improvement in general population health and other reductions in social costs associated with an undersupply of social housing.</p> <p><b>d. Costs</b></p> <p>i. There will be a change in character and amenity of all of the areas as a greater level of infill and redevelopment is provided for than traditionally allowed. However, the thresholds for consenting and Built Form Standards will ensure that any change in character or amenity is within the parameters expected for outcomes associated with a low density residential environment.</p>
<b>Options less or not as appropriate to achieve the objectives and policies:</b>	
<p><b>Option 1 – (Status quo)</b> Retain the current plan provisions, including changes to rules introduced on 6 December 2013 through the LURP. These changes provided for:</p> <ol style="list-style-type: none"> <li>1. removal of occupancy restrictions on EPH units;</li> <li>2. removal of occupancy restrictions on family flats;</li> <li>3. conversion of a residential unit into two residential units;</li> <li>4. establishment of two residential units in place of one that was earthquake destroyed;</li> <li>5. introduction of an EDM; and</li> <li>6. introduction of a Community Housing Development Mechanism.</li> </ol> <p>This option retains the occupancy restrictions on future multi- unit developments (i.e. new family flats and EPH units).</p>	<p><b>a. Appropriateness</b></p> <p>i. This option will not provide as many new housing opportunities. Maintaining occupancy restrictions on future multi-unit development is unnecessary and inappropriate as the effects on the surrounding environment are the same regardless of whom the occupants are. This option will result in a greater number of resource consents and associated consenting costs, and time delays in delivering much needed new housing. This is not considered to be the most effective or efficient approach to multi-unit development.</p> <p>ii. Removes the option of greater planning regulation and market incentive to address the supply gaps of both affordable rental and affordable owner-occupier housing in Christchurch. The LURP notes the high demand for housing given the loss of stock from the earthquakes, which has resulted in both house prices and rents increasing significantly. Removing the option of amending current planning regulations risks exacerbating housing affordability issues.</p>
<b>Option 3 (More direct controls and specific</b>	<b>a. Appropriateness</b>

<p><b>requirements for the development of affordable housing)</b></p> <p><b>Options include:</b></p> <ol style="list-style-type: none"> <li>1. <i>Inclusionary zoning</i> - A proportion of new housing in a development is set-aside for low income households.</li> <li>2. <i>Density bonus or relaxation of other planning controls</i> - Provides an incentive for affordable housing, e.g. a higher density of development than allowed by zoning would be possible if a certain percentage of affordable housing is provided.</li> <li>3. <i>Linkage zoning</i> - requires new residential and commercial developments, such as retail, commercial or tourist developments, to provide a certain number of affordable housing units.</li> </ol>	<ol style="list-style-type: none"> <li>i. Provides and disperses affordable housing across the community, helping to create more socially mixed communities. May require a regional approach so developers do not shift between localities to avoid inclusionary zoning provisions. Can contribute to intensification, affordability and environmental outcomes. Can have environmental effects, as the bonus enables developers to build above a permitted level, and can require higher design standards that in turn increase compliance costs for developers. Links impact of development types with the need for affordable housing.</li> <li>ii. Can only be used in areas where a cause-effect relationship can be established. In general, there has been insufficient time to fully evaluate Option 3, especially inclusionary zoning and linkage zoning.</li> </ol>
<b>Risk of Acting or Not Acting</b>	
<p>A 2013 report by MBIE entitled 'Housing Pressures in Christchurch estimated that 5,510-7,405 residents are in insecure housing and there are fewer lower rental properties available. A further MBIE report, Greater Christchurch Housing Market Assessment (2013) highlighted that housing affordability in Greater Christchurch is expected to deteriorate over the next decade. The report also advised that the number of financially stressed renter households is continuing to increase; there is growing demand for more affordable one and two-bedroom housing; but that there are limited, if any, affordable dwellings being developed. Housing needs for the recovery were assessed in the development of the LURP and consequential changes were made to the Operative City Plan to increase housing opportunities. Although it is not yet known whether the changed provisions will lead to significant levels of new housing development, by not continuing to provide for these redevelopment opportunities and extend them where appropriate, the risk increases that recovery needs will not be met. Existing and future residents may be forced to reside outside of Christchurch city thereby not achieving the most consolidated urban form possible. The effects of multi-unit residential complexes have been comprehensively through the Councils Plan Change 53 for the Living 3 Zone. Further technical assessments on urban design and form have been undertaken to support this s 32 analysis (refer to Bibliography). On this basis, sufficient information is considered available to appropriately assess options for low density residential areas.</p>	

### 5.3 Residential Medium Density

- a. 14.1.1.1(b), (c) and (d) Policy - Location density and type of housing;
- b. Residential Medium Density Zone; and
- c. Residential Medium Density Zone Built Form Standards relating to height, site coverage and allotment size.

#### 5.3.1 Identification of options

- a. Policies 1(b), 1(c) and 1(d) reflect the direction in the LURP and chapter 6 of the CRPS that medium density housing (being 30 households per hectare) be provided for to achieve the CRPS household targets for the existing urban area and greenfield development (to achieve 15 households per hectare). Higher density development is directed under the CRPS to be focused around the Central City, KACs and Neighbourhood Centres (refer to CRPS, Policy 6.3.7(3) – Residential location, yield and intensification). Key Activity Centres are identified under the CRPS Policy 6.3.6 and broadly located on Map A. The proposed District Plan Commercial chapter 15.1.1.2 Policy 2 - Role and extent and development of KACs, also identifies the key activity centres as including commercial zones (being either the Commercial Core, Commercial Fringe or Commercial Retail Park zones) at Papanui, Shirley, Linwood, Belfast, Riccarton, Hornby (all District Centres) and New Brighton, Spreydon, North Halswell,(Neighbourhood Centres). Where higher density development is broadly to occur has already been determined under the CRPS. The consideration of alternative policy approaches (options) is as such limited to considering in greater detail where new medium density development should occur (i.e. the extent or area included in medium density zones) and the alternative procedural approaches that can assist in determining more appropriate locations for medium density development.
- b. It is not considered feasible to remove the development rights of existing medium density zones (i.e. Living 3 Zones) as this would not give effect to a number of objectives and policies under the CRPS (in particular Objective 6.2.2 – Urban form and settlement pattern and Policy 6.3.7 – Residential location, yield and intensification which relate to intensification targets).
- c. Options have been considered in relation to the Built Form Standards that control the density of buildings able to be developed on a site. Specific consideration has been given as to what level of regulatory control is appropriate.

#### 5.3.2 Policy and rule evaluation

<b>PROVISIONS (POLICY, RULE, METHOD) <u>MOST APPROPRIATE WAY TO ACHIEVE THE OBJECTIVES</u></b>
<p><b>Relevant objectives:</b></p> <p><b>14.1.1 OBJECTIVE 1: HOUSING SUPPLY</b> An increased supply that will:</p> <ol style="list-style-type: none"><li>a) enable a wide range of housing types, sizes and densities;</li><li>b) meet the diverse needs of the community in the immediate recovery period and longer term including social and temporary housing options; and</li><li>c) assist in improving housing affordability.</li></ol>

**14.1.2 OBJECTIVE 2: RESIDENTIAL RECOVERY NEEDS**

Short-term residential recovery needs are met by providing opportunities for:

- a) an increased supply throughout the lower and medium density residential areas.

**14.1.3 OBJECTIVE 3: HOUSING DISTRIBUTION AND DENSITY**

A distribution of different density areas with:

- a) increased density of residential development in and around commercial centres where there is ready access to a wide range of facilities, services, public transport and parks and open spaces;
- b) medium density residential development in *suitable* brownfield areas and on larger suburban residential sites where external impacts on the surrounding areas can be mitigated; and
- c) integrated provision of infrastructure.

Provision(s) most appropriate	Effectiveness and Efficiency
<p><b>Option 2 (Mixed process approach)</b></p> <ol style="list-style-type: none"> <li>1. 14.1.1.1(b) Policy providing for medium density development within existing medium density areas; and 14.1.1.1(c) Policy providing for new medium density development around KACs and large Neighbourhood Centres; and 14.1.1.1(d) Policy providing for medium density development in greenfield neighbourhoods;</li> <li>2. retain existing medium density (Living 3) zones; and</li> <li>3. rezone some additional new medium density zones from Living 1 and 2 zoned areas that are located adjacent to KACs and some large Neighbourhood Centres, and which meet the Medium Density policy criteria.</li> </ol> <p><b>14.1.1.1 Policy - Location density and type of housing</b></p> <p><i>Ensure:</i></p> <ul style="list-style-type: none"> <li>(b) Existing medium density residential areas achieve a net density of 30 households per hectare</li> <li>(c) New residential medium density zones within and around KACs and larger Neighbourhood Centres meet the following criteria:               <ol style="list-style-type: none"> <li>i. achieves a net density of 30 households per hectare;</li> <li>ii. is accessible to a public transport node;</li> <li>iii. is able to be efficiently serviced by Council-owned stormwater, wastewater and water supply networks;</li> <li>iv. is located outside Special Amenity Areas unless the potential adverse effects of densification on the unique residential character and amenity of these areas can be mitigated;</li> <li>v. is in close proximity to existing parks or</li> </ol> </li> </ul>	<p><b>a. Effectiveness</b></p> <ol style="list-style-type: none"> <li>i. Several suburban centres have already been zoned for medium density housing (currently zoned Living 3 and 4) including Riccarton, Papanui, Merivale, New Brighton and within the Central City. The existing zoning has been reviewed (with the exception of the Central City Recovery Plan and subject to Phase 2 of the DPR) to ensure that sufficient capacity is provided to achieve the intensification targets set under the CRPS.</li> <li>ii. The approach to enabling higher densities in locations close to centres and associated public transport hubs provides residents with considerable housing choice. The proposed Residential Medium Density zoning together with the Built Form Standards for minimum allotment size, floor area ratio and height, will enable a range of different types of homes to be built (i.e. detached houses, townhouses and apartments). The proposed number of Residential Medium Density Zones provides a good variety of locations for such housing across the city. These two factors (range of types and location) should contribute to achieving a greater housing price range within the existing urban area. It will also provide flexibility for social housing providers to meet the needs of their client base.</li> <li>iii. The areas currently zoned to provide for medium to high density development under the Operative City Plan, provide a theoretical total potential household yield of 39,000 households (refer to Appendix 3). This theoretical level of potential development appears sufficient to meet the required 2028 intensification target 20,742 new households within the existing urban area of greater</li> </ol>

- open space, or where there is a local deficiency of parks and open space this is able to be efficiently addressed to support medium density development;*
- vi. is located outside of high hazard areas or those where the land remediation is unlikely to be feasible to support medium density development; and*
  - vii. there is adequate potential for the land to be redeveloped and yield 30hh/ha based on the age of the housing stock and the presence of sufficient vacant land, property amalgamation potential, and large sites that have not been redeveloped in the last 20 years.*

*(a) Areas where some of the criteria for medium density residential development set out under clause 14.1.1.1(b) are not met but there is potential for these areas to be redeveloped to achieve 30hh/ha, that further investigation of these areas is undertaken.*

*(b) Low and residential medium density developments in greenfield neighbourhoods achieve a net density of 15 households per hectare.*

#### **Zoning**

All existing Living 3 Zones will be renamed Residential Medium Density Zone and continue to provide for medium density development. In addition new Residential Medium Density Zones (in many cases being an extension of an existing Living 3 Zone) are proposed in the following areas and Planning Maps (refer to Appendix 7):

- Riccarton (Planning Maps 31 and 38);
- Shirley (Planning Maps 25 and 32);
- Papanui (Planning Map 24);
- Bishopdale (Planning Map 24);
- Linwood (Planning Maps 32 and 39);
- Merivale (Planning Map 31);
- Hornby (Planning Map 36); and
- Barrington (Planning Map 38 and 39).

#### **Main rules that control housing density:**

In Residential Medium Density Zone, the following proposed rules that control housing density include:

- Minimum Allotment Size;
- Floor Area Ratio; and

Christchurch (refer also to Appendix 3 for a more detailed summary of housing demand and supply). Consideration has been given to longer term household needs to accommodate household growth requirements to 2041 (being the growth period assessed under the Greater Christchurch Urban Development Strategy). Land development, property and financial constraints can also impede delivery of medium density development. Some existing Living 3 Zone areas historically show little market activity. There is uncertainty regarding whether these areas will in reality deliver the required number of new households within the short to medium term. Maximising the housing opportunities for medium density development by zoning large but suitable areas provides greater confidence that intensification targets can be achieved. Some additional areas for medium density development have been considered to further maximise housing opportunities within the existing urban area that may be more attractive to the market (thereby more likely to achieve short to medium term intensification targets).

- iv. Policy criteria are proposed to assess and identify new areas most appropriate for medium density development. Without criteria to evaluate and compare areas, the District Plan could potentially zone an unnecessary amount of land for medium density development. Creating an excess of medium density land, whilst it maybe provide a broad range and potential for housing development opportunities, will not best achieve those objectives and policies relating to the efficient use and development of infrastructure (refer to CRPS Objective 6.2.1(11) Recovery framework, Policy 6.3.4 Transport effectiveness, Policy 6.3.5 Integration of land use and infrastructure, and proposed District Plan Strategic Directions Objective 3.6.2(5)) and statutory requirements under s 31 of the RMA. Identifying and rezoning only the most appropriate and suitable areas, will ensure investment (public and private) is focused on particular areas, therefore leading to more successful regeneration of areas. Successful regeneration of existing areas will attract people and investment into Christchurch, contributing to local growth in jobs and employment.



- Height.

Those relating to site coverage and building setbacks will also impact on the number of household units that can be developed on a site but to a much lesser extent than those listed above.

Successful regeneration will also contribute to the revitalisation and investment into the adjacent and adjoining KACs or Neighbourhood Centres, again contributing to economic growth and providing employment opportunities.

- v. Where a potential medium density area meets only some of the policy criteria, it may be marginally less appropriate or ready for redevelopment and intensification. The following matters could be a barrier to its successful redevelopment for medium density purposes:
  - A. there is a great mix of age in the building stock and substantial redevelopment has already occurred. The level of new household capacity yield is therefore less certain;
  - B. the character and amenity of the area is potentially unique or of a high value and consequently there is little market desire to change the character of the neighbourhood or street;
  - C. the area may be at the extremity of the 400m walkability line (being a measure of accessibility to facilities and services), the walkability line does not extend to the full length of the road or street, or there may be potential barriers to easily access facilities and services (e.g. high traffic volumes);
  - D. feedback from the local community is in the main unsupportive of medium density development, although caution needs to be given to reliance on community feedback as it may not be representative of all property owners within the identified area;
  - E. focusing new medium density development in other areas will make better use of existing or planned infrastructure improvements and capacity; and
  - F. there are known limitations on infrastructure services in particular waste water and stormwater disposal.
- vi. The proposed rules, particularly those relating to minimum allotment size, floor area ratio and height, have not significantly changed from those under the Living 3 Zone, and in some instances (for example the floor area ratio) have been further relaxed (i.e. become

less restrictive). Very little change to the existing rules is proposed as the current controls will adequately provide for a broad range of multi-unit developments (i.e. townhouse and apartments).

**b. Efficiency**

- i. Refer to Appendix 5 Section A for an economic impact assessment of rezoning from low to medium density zones. The following assessment takes account of Appendix 5 and identifies further benefits and costs in relation to the proposed policy, zoning and rule package.

**c. Benefits**

- i. This approach includes a broad range of criteria to obtain a more comprehensive assessment of the areas appropriateness for redevelopment and likelihood to achieve the required household intensification yield.
- ii. This approach provides a good range of housing redevelopment opportunities across a number of city locations thereby encouraging economic growth by attracting people to the Christchurch district and by investment into the building sector.
- iii. The areas identified under this approach meet important criteria that Council consider are necessary to achieve successful medium density development. Successful medium density development is considered to be that which will deliver the required 30hh/ha yield whilst also achieving a high standard of site and street design (i.e. achieving the residential amenity and character objectives and policies).
- iv. This approach provides some consideration of market parameters (i.e. age of housing stock), which will ultimately determine the readiness of an area for redevelopment.
- v. Property values in the areas subject to change are more likely to be enhanced if intensity is limited to specific areas at specific points in time.
- vi. The proposed medium density areas will result in a more efficient use of land for residential purposes, and increased sustainability of using existing resources and infrastructure.
- vii. The proposed medium density areas will provide an opportunity for individual property owners to achieve greater economic gain from redevelopment of their property as more units are likely to be able to be achieved under the proposed provisions.

	<p><b>d. Costs</b></p> <ul style="list-style-type: none"> <li>i. May result in a loss of residential amenity and character depending on the current level of street character and amenity, and the quality and form of development undertaken.</li> <li>ii. Will diminish the immediate development opportunity for some areas that may be appropriate for redevelopment in the short term.</li> <li>iii. Will require further Council investigation and associated staff and community time and resources to confirm an areas appropriateness for medium density redevelopment.</li> <li>iv. Introducing new (additional) Residential Medium Density areas may further deter investment (public and private) into existing Living 3 zoned areas, which have to date been slow to redevelop. Such areas may be more likely to provide more affordable housing and this may not occur as easily if other new areas detract investment away.</li> </ul>
<b>Options less or not as appropriate to achieve the objectives and policies:</b>	
<p><b>Option 1 (Status quo)</b></p> <p>Retain existing medium density zones around commercial centres and associated rules on minimum allotment size, floor area ratio and height.</p>	<p><b>a. Appropriateness</b></p> <ul style="list-style-type: none"> <li>i. The current spatial extent of the Living 3 Zone could theoretically contribute sufficient housing to achieve the required household targets under the CRPS. However some areas have been very slow to regenerate, particularly Living 3 Zones on the eastern side of the city. At the current market development rates, there is concern that there will not be adequate market investment into residential medium development. Other new areas have been assessed as being more or at least as suitable for regeneration.</li> </ul>
<p><b>Option 3 (More extensive rezoning approach and identification of future investigation areas)</b></p> <p>Rezone all existing Living 3 Zones, plus large areas of new medium density zones around centres, and identify future medium density investigation areas, where the areas in principle may meet the Medium Density policy criteria. There are however known issues that require further investigation before an area can be promoted for medium density development.</p> <p>This approach could include a policy directive within the District Plan to investigate the appropriateness of other potentially suitable areas for medium density development. These areas</p>	<p><b>a. Appropriateness</b></p> <ul style="list-style-type: none"> <li>i. Rezoning of expansive new areas for Residential Medium Density purposes was proposed and tested during consideration of options. Community feedback, in some areas was unsupportive of the new expansive areas, primarily due to the significant change such development would have on the existing residential character and amenity. The more expansive rezoning approach, whilst it may provide maximum opportunities for multi-unit development, could focus public and private investment too broadly. Focused investment into more appropriate and marketable areas, will better support growth of KACS and large Neighbourhood Centres.</li> </ul>

<p>could be identified on the planning maps.</p>	<ul style="list-style-type: none"> <li>ii. Notwithstanding the above, some specific areas, beyond those which are proposed Residential Medium Density Zones, are generally considered appropriate for medium density development. These areas mostly meet the proposed policy criteria under 14.1.1.1(c), however not in their entirety. Further detailed analysis and local planning work could be undertaken to assess the potential extension of the proposed Residential Medium Density Zones. Through additional work some of the issues raised by the local community may be able to be resolved and result in greater community support for medium density development.</li> <li>iii. However at this stage additional medium density areas are not required to meet household targets to 2028. Identifying future investigation areas could lead to difficulties in administering the plan, and result in greater uncertainty for landowners and the wider neighbourhood in regard to the local environmental outcomes.</li> <li>iv. There are benefits to including a future investigation area policy and identifying future investigation areas on the planning maps. Many of the issues that currently impede their development for medium density could be easily resolved over time, for example required and planned upgrades to infrastructure. This policy approach also provides a specified area that communities understand may have long-term potential for change and more intensive redevelopment.</li> <li>v. At this point in time however, it is considered inappropriate and unnecessary to rezone areas that do not meet all the policy criteria.</li> </ul>
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**Risk of Acting or Not Acting**

<p>Comprehensive assessments of housing densities have been undertaken through the development of higher order documents, in particular through the development of the Greater Christchurch Urban Development Strategy and the review of chapters 5 and 6 of the CRPS. The analysis undertaken supports a directive approach to intensification (predominantly around commercial centres) as being the most appropriate option for accommodating urban growth. The Response Planning 2011 Reports (refer to Bibliography) that evaluated the effectiveness and efficiency of the Christchurch City Plan and Banks Peninsula District Plan provide an adequate level of assessment of the existing provisions and where improvements should be considered. Further technical reports and assessments have been prepared to assess the effectiveness and efficiency of existing provisions, and whether the level of intensification provided for under the operative City Plan is adequate to meet the required targets. On this basis it is</p>	<p>have been undertaken through the development of the Greater Christchurch Urban Development Strategy and the review of chapters 5 and 6 of the CRPS. The analysis undertaken supports a directive approach to intensification (predominantly around commercial centres) as being the most appropriate option for accommodating urban growth. The Response Planning 2011 Reports (refer to Bibliography) that evaluated the effectiveness and efficiency of the Christchurch City Plan and Banks Peninsula District Plan provide an adequate level of assessment of the existing provisions and where improvements should be considered. Further technical reports and assessments have been prepared to assess the effectiveness and efficiency of existing provisions, and whether the level of intensification provided for under the operative City Plan is adequate to meet the required targets. On this basis it is</p>
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considered that sufficient information exists about the proposed provisions without the need to take account of the risk of acting or not acting (RMA s 32(4)(b)).

## **5.4 Policies to maintain residential character and amenity within Residential Suburban and Medium Density zones and Built Form Standards for these areas/zones relating to:**

- a. **site density;**
- b. **maximum gross floor area of buildings;**
- c. **building height;**
- d. **site coverage;**
- e. **road boundary building setback garages and other buildings;**
- f. **fencing in the road boundary setback, garages and driveways;**
- g. **outdoor living space;**
- h. **parking areas;**
- i. **minimum Energy Efficiency Building Standards and Life mark rating;**
- j. **daylight recession planes;**
- k. **minimum building setbacks from internal boundaries;**
- l. **minimum setback and distance to ground level for windows and balconies;**
- m. **tree and garden planting;**
- n. **service, storage and waste management spaces;**
- o. **maximum impervious surface on a site connected stormwater network;**
- p. **fences and screening structures;**
- q. **ground floor habitable space;**
- r. **building overhangs;**
- s. **minimum unit size; and**
- t. **acoustic insulation.**

### **5.4.1 Identification of Options**

- a. The higher order policy direction for residential character and amenity comes predominantly from CRPS Policy 6.3.2 Development form and urban design<sup>4</sup> (refer to Appendix 2). The District Plan policy approach must give effect to the CRPS as well as be the most appropriate way to achieve the proposed Residential chapter Objective 5 (High quality residential environments). Policy options for the District Plan can consider whether the direction under CRPS Policy 6.3.2 needs to be expanded upon or needs to provide more detailed or localised guidance for the Christchurch and Banks Peninsula locations. Other options are whether to retain the existing set of policies (should they give appropriate effect to higher level objectives and policies) or whether a new or amended policy framework is more appropriate.
- b. The District Plan rules are the regulatory method for implementation of policies. Other methods may include, for example, non-regulatory incentives, business plans and improvement plans. District Plan Review options include whether regulatory intervention is an appropriate method for implementation and whether the same level, less or more regulation than the operative set will better implement the policies when considered together with their costs and benefits.

<sup>4</sup> Canterbury CRPS -Policy 6.3.2 – Development form and urban design

## 5.4.2 Policy and rule evaluation

### PROVISIONS (POLICY, RULE, METHOD) MOST APPROPRIATE WAY TO ACHIEVE THE OBJECTIVES

#### Relevant objective:

#### **14.1.5 OBJECTIVE HIGH QUALITY RESIDENTIAL ENVIRONMENTS**

*High quality, sustainable, residential neighbourhoods which are well designed, have a high level of amenity, and enhance local character.*

Provision(s) most appropriate	Effectiveness and Efficiency
<p><b>Option 2</b> <b>(Streamlined and/or strengthened policies and rules)</b></p> <ol style="list-style-type: none"> <li>1. Revised policies to ensure new development achieves high quality, high amenity, well designed neighbourhoods that enhance local character.</li> <li>2. Revised package of rules and assessment matters for Residential Suburban and Medium Density Zones that include quantitative and qualitative methods of achieving high quality in neighbourhoods, streets and on individual sites.</li> </ol> <p><b>14.1.5.8 Policy - Neighbourhood character, amenity and safety</b> Ensure individual developments achieve high quality residential environments in all residential areas that:</p> <ol style="list-style-type: none"> <li>(a) reflect the context, character and the scale of building anticipated in the neighbourhood;</li> <li>(b) contribute to a high quality streetscape;</li> <li>(c) provide a high level of internal and external amenity;</li> <li>(d) minimise noise effects from traffic and other sources where necessary to protect residential amenity;</li> <li>(e) provide safe, efficient and easily accessible movement for pedestrians, cyclists and vehicles; and</li> <li>(f) incorporate principles of crime prevention through environmental design.</li> </ol> <p><b>14.1.5.9 Policy - Character of low and medium density areas</b></p> <ol style="list-style-type: none"> <li>(a) Low density areas with a low scale open residential environment with predominantly one or two-storey detached or semi-detached housing, with</li> </ol>	<p><b>1. Effectiveness</b></p> <ol style="list-style-type: none"> <li>a. <b>Policies:</b> The proposed policies and supporting rules are considered necessary to ensure that residential development is suitable to the context and character of the neighbourhood contributes to the safety and amenity of the street, and achieves a desired level of amenity and safety for the occupants. The design of the built form involves balancing multiple components and at times competing or conflicting factors. Striking the right balance between these factors is the necessary process to achieve what is often referred to as 'good design'. The principles and elements of good design need to be well articulated and described to ensure the development community as well as the general community are clear on what needs to be achieved and how it can be achieved. <p>Policies 14.1.5. 8 and 14.1.5.9 are more directly aligned with the CRPS Policy 6.3.2 – Development form and urban design by containing the broad range of residential amenity and character matters over fewer policies. The proposed reduction of number of policies relating to character and amenity will also assist with better communication and administration of the District Plan.</p> <p>Proposed Policy 8 supports Objective 5 by expanding on the main elements of good design in a residential context and ensures that:</p> <ol style="list-style-type: none"> <li>i. High quality is addressed at the three main spatial components of residential areas, including the:               <ol style="list-style-type: none"> <li>A. <i>neighbourhood</i> – quality of new</li> </ol> </li> </ol> </li> </ol>

<p>significant opportunities for landscaping and good access to sunlight and privacy.</p> <p>(b) Medium density areas with a medium scale and density of buildings up to two or three storeys including semi-detached and terraced housing and low rise apartments, with landscaping in publicly visible areas, with access to sunlight and privacy limited by the anticipated density of development.</p> <p><b>Residential Suburban Zone Built Form Standards:</b> In Residential Suburban Zone, the proposed package of Built Form Standards comprise rules that are primarily aimed at:</p> <p>A. Neighbourhood amenity:</p> <ul style="list-style-type: none"> <li>▪ site density;</li> <li>▪ maximum gross floor area of buildings;</li> <li>▪ building height; and</li> <li>▪ site coverage.</li> </ul> <p>B. Street scene amenity and safety:</p> <ul style="list-style-type: none"> <li>▪ road boundary building setback garages and other buildings;</li> <li>▪ fencing in the Road boundary setback garages and driveways.</li> </ul> <p>C. On-site amenity:</p> <ul style="list-style-type: none"> <li>▪ outdoor living space; and</li> <li>▪ minimum home star and Lifemark rating residential units (new standard in District Plan – refer to s 6.5 of the s 32 report).</li> </ul> <p>D. Amenity for adjoining sites:</p> <ul style="list-style-type: none"> <li>▪ daylight recession planes;</li> <li>▪ minimum building setbacks from internal boundaries; and</li> <li>▪ minimum setback and distance to ground level for windows and balconies.</li> </ul> <p>Note: the rules relevant to multi-unit residential development within the Residential Suburban Zone have already been addressed in s 6.2 of this s 32 Report.</p> <p><b>Residential Medium Density Built Form Standards:</b> In Residential Medium Density Zone, the proposed package of Built Form Standards comprise:</p> <p>A Neighbourhood quality:</p> <ul style="list-style-type: none"> <li>▪ Building height;</li> </ul>	<p>development with respect to its ability to continue or complement the wider city/neighbourhood context and character;</p> <p>B. <i>streetscape</i> – quality of new development with respect to its contribution to the safety and amenity of the street or other public realm immediately adjacent the site; and</p> <p>C. <i>site</i> – the quality of new built form with respect to external and internal amenity and safety for its occupants without compromising the needs of neighbouring land users.</p> <p>ii. Residential amenity is protected from adverse noise effects.</p> <p>iii. Accessibility and safety is provided for pedestrians, cyclists and drivers.</p> <p>iv. New and existing developments actively support and enhance safety and crime prevention in public and private spaces by application of environmental design principles for crime prevention.</p> <p>Proposed Policy 9 supports Objective 5 by ensuring the anticipated built character of low and medium density areas is clearly described with respect to height, scale, type of housing, landscaping opportunities, privacy and access to sunlight.</p> <p><b>b. Residential Suburban Zone rules and matters for discretion:</b> The package of rules will effectively control new development to ensure good access to sunlight and daylight is maintained, outlooks are not dominated by bulky buildings, and a reasonable level of privacy is retained. The level of regulatory control will still provide sufficient opportunity for individual and community expression, and enable sites to be efficiently redeveloped to increase overall density (appropriate to a suburban environment). Changes to some of the operative rules have been considered to more effectively achieve and maintain a high quality residential environment. The street scene tradition is under erosion by the increased number and size of cars, garages and associated hard surfaces. Strengthening the existing regulation is considered appropriate to better protect and maintain the main</p>
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<ul style="list-style-type: none"> <li>▪ Site coverage; and</li> <li>▪ Maximum impervious surface (new standard in District Plan).</li> </ul> <p>B Street scene amenity and safety:</p> <ul style="list-style-type: none"> <li>▪ road boundary garages and other building setback;</li> <li>▪ fences and Screening Structures;</li> <li>▪ ground floor habitable space – also affects on-site amenity; and</li> <li>▪ tree and garden planting – also affects on-site amenity.</li> </ul> <p>C On-site amenity:</p> <ul style="list-style-type: none"> <li>▪ outdoor Living Space;</li> <li>▪ building Overhangs;</li> <li>▪ minimum Unit size;</li> <li>▪ service storage and waste management spaces;</li> <li>▪ minimum Home star and Lifemark rating residential units (refer to s 6.5 of the s 32 report); and</li> <li>▪ acoustic insulation.</li> </ul> <p>D Amenity for adjoining sites:</p> <ul style="list-style-type: none"> <li>▪ daylight recession planes;</li> <li>▪ minimum building setbacks from internal boundaries; and</li> <li>▪ minimum setback and distance to ground level for windows and balconies.</li> </ul> <p><b>14.9 Matters of Control and Discretion including:</b></p> <p>14.9.1 Site design and site coverage;</p> <p>14.9.2 Building height and daylight recession planes;</p> <p>14.9.3 Street scene – Road boundary building setback, front doors, fencing and planting;</p> <p>14.9.4 Minimum building, window and balcony setbacks from internal boundaries;</p> <p>14.9.5 Outdoor living space;</p> <p>14.9.6 Urban design and maori urban design principles;</p> <p>14.9.8 Building overhangs;</p> <p>14.9.11 Service, storage, and waste management spaces;</p> <p>14.9.12 Tree and garden planting;</p> <p>14.9.13 Acoustic insulation; and</p> <p>14.9.21 Lifemark and Energy Efficiency Building Standards.</p> <p><b>Definitions</b></p> <p>Balcony</p> <p>External sound insulation level Dtr, 2m, nT</p>	<p>determinants of low density character, in particular openness and a low scale of building development.</p> <p>i. <i>Neighbourhood amenity:</i>  Site density (i.e. minimum site size), building height and site coverage are established as effective methods of establishing or maintaining the desired character of neighbourhoods in terms of the amount of openness, scale and height of buildings. No changes are therefore proposed to Operative rules. Other controls such as the size of outdoor living space and boundary set backs are primarily aimed at controlling the street scene and on-site amenity, rather than the overall neighbourhood amenity. They however also cumulatively contribute to achieving a high quality neighbourhood.</p> <p>ii. <i>Street scene amenity and safety:</i>  The operative road boundary setback rule is reasonably effective in establishing the degree of openness of the street. It however does not on its own effectively achieve good amenity and safety. In traditional single detached house development, road boundary setbacks provide opportunities for private tree and garden plantings in the front yards. Many older dwellings are also typified by low fences (as a consequence of chosen style not regulation) that contribute to street amenity and safety. New street scene rules are proposed to better address street amenity and safety. The new rules require landscaping to be provided to the road boundary; partial visual permeability to be provided in new fences; and the size of garages to be controlled. A minor change to the road boundary setback rule is proposed for small garages to avoid unnecessary resource consents where the outcome is predictable and acceptable (as evidenced by granted consents under the Operative Plan).</p> <p>iii. <i>On-site amenity:</i>  The outdoor living space rule, alongside the proposed car parking rule (refer to Transport Chapter 7), is the only rule that controls on-site amenity. There is also some reliance on minimum site size rules and the resulting single or semi detached housing typology, to deliver other aspects of on-site amenity (i.e. adequate size for dwelling, servicing and</p>
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<p>Ground floor area  Ground level  ISO 140 part 5  ISO 717 part 1  Kaitiakitanga  Kotahitanga  Landscaping  Manaakitanga  Matauranga  Mauritanga  Net floor area  Outdoor living space  Outdoor service space  Paved impermeable surface  Plot ratio  Plot ratio bonus  Residential floor area ratio  Terrace  Wairuatanga  Window  Whanaungatanga</p>	<p>storage). The outdoor living space rule is still considered to be effective and has been carried through into the proposed plan unchanged. A new rule is proposed to require new development to meet minimum Energy Efficiency Building Standards and Lifemark ratings. These rules will ensure buildings perform to an adequate standard of energy efficiency and all-of-life accessibility, thereby achieving good on-site amenity for occupants. Refer also to Section 6.5 of the s 32 report.</p> <p>iv. <i>Amenity for adjoining sites:</i>  The operative daylight recession plane and boundary setback, and the window and balcony setback rules are effective methods to maintain amenity, outlook and privacy for adjoining sites or neighbours. These rules have consequently been carried through into the proposed plan unchanged. A revised recession plane rule now permits minor intrusions into recession planes. The less restrictive approach is to avoid unnecessary resource consents where the outcome is predictable and acceptable (as evidenced by granted consents under the Operative Plan). The existing ability to locate accessory buildings within the side boundary setback is retained. The permitted length is increased from 9m to 10.1m in order to allow a tandem garage. A few operative rules that address amenity and character have not been carried through into the proposed plan. A discussion on the reasons for this is provided in s 6.7 of this s 32 report. For further discussion and reasons for the proposed rules refer to the Urban Design technical report contained in Appendix 5.</p> <p><b>c. Residential Medium Density Zone</b>  The shortcomings of a reliance purely on the traditional set of quantitative rules in multi-unit developments are well documented, most recently through Plan Change 53, which became operative in 2011. Since the late 1990s quantitative methods for achieving quality have been found to be ineffective in medium to high density zones where three-storey or more multi-unit development is enabled by the regulatory framework. The business investment interests in multi-unit developments, as opposed to the predominantly emotional and personal</p>
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investment in single detached housing, exposed the gaps in the rule framework of the time especially around street and on-site amenity. Extensive work has been carried out by the Council following the Council becoming a signatory to the Urban Design Protocol in 2005. This led to the Council initiating Plan Change 53, which reviewed the rules of the Living 3 and 4 Zones that related to residential amenity and character.

The provisions included in the Operative Plan Change via Plan Change 53 recognise that whilst it is possible to describe the principles and elements of high quality that comes from good design, it is not always possible to prescribe the particular balance that needs to be struck in each individual case. Good design involves a fine balance of constraints and opportunities of a given size and orientation, and consideration of the wider areas physical, economic and social context. Assessment of good design is prone to value judgements. This plan review builds on the balance introduced by Plan Change 53 between quantitative rules and qualitative urban design controls for a medium density zone. A major review has however been carried out to consolidate the qualitative urban design assessment matters which are simplified and streamlined in their now consistent format across all zones they apply to.

Key changes to the Residential Medium Density Zone rule package include:

- i. introduction of a new site coverage rule to encourage double storey development with reduced overall footprint to release area for required outdoor living space, service space and planting provisions, as well as ensuring adequate privacy is achieved through the use of upper level spaces;
- ii. introduction of building quality rules for energy efficiency and accessibility for all-of-life, i.e. Energy Efficiency Building Standards and Lifemark (refer to refer to s 6.5 of the s 32 report);
- iii. removal of residential floor area ratio due to difficulties in administration and unintended consequences through achieving compliance, and adequate reliance on other Built Form Standards to control on-site amenity;
- iv. introduction of reduced outdoor living requirements for single bed units to better

reflect the needs of occupants and increase affordability;

- v. inclusion of minimum planted area requirement in existing landscape rule to ensure some of the openness is retained for vegetation, thereby offsetting the hard surfaces and built form;
- vi. reduction of the required minimum area of entry landscaping to better reflect the commonly found site and unit sizes in medium density areas;
- vii. removal of the maximum building length rule (refer to the discussion in s 6.7 of this s 32 report); and
- viii. retention of the urban design rule if triggered (where there are three or more units, one or two units on a site smaller than 300m<sup>2</sup> or where a unit is greater than 500m<sup>2</sup>) and if the requirement is for a qualitative assessment of the proposed development. The assessment matters have however been simplified and reformatted.

For further discussion and reasons for the proposed rules refer to the Urban Design technical report contained in Appendix 5.

**d. Efficiency of the Policies and Built Form Standards for the Residential Suburban Zone and Residential Medium Density Zone:**

An economic impact analysis has shown net monetary cost of the Built Form Standards to be neutral or near neutral. Refer to the monetary cost-benefit table contained in Appendix 6.

**e. Benefits:**

- i. Policy 8 and 9 together will ensure functional and high quality living environments are achieved for the occupants and wider neighbourhood. Further to that, new development will be sympathetic to the surrounding environment and will complement it.
- ii. The policies achieve a safer public environment through increased opportunities for passive surveillance of the street and site frontages by residents.
- iii. Policy 9 recognises that maintaining privacy within low density areas is of great importance to ensure residents continue to enjoy their

	<p>properties and their private investment in their property is not unduly compromised.</p> <p>iv. The rules will not place unnecessary regulatory costs or delays on the market's ability to deliver the required land for development.</p> <p>v. The benefit to the community of the policy and rule package is greater than the cost to individuals, noting that the individuals also benefit from the cumulative positive outcome on streets and neighbourhoods being of a high quality.</p> <p>vi. The proposed new streetscene rules for the Residential Suburban Zone are consistent with rules for greenfield development (i.e. as set out under the operative Living G Zone and under the proposed New Neighbourhoods Zone). A consistent approach across all residential zones assists with more efficient administration, review and monitoring of the District Plan, to better determine whether the outcomes sought under objectives for high quality residential environments are being achieved. In absence of similar rules in the Residential Suburban Zone, the plan would be giving effect to proposed Policies 8 and 9 in one residential area but not the other, creating unjustified inappropriateness and inconsistency.</p> <p>vii. The major benefit of the recession plan rule is to ensure good access to daylight is achieved for all sites which has health benefits to occupants and benefits to greater efficiencies in home heating.</p> <p>viii. The rule package for the Residential Medium Density Zone will facilitate an efficient use of sites and deliver dwelling typologies better suited to medium density areas.</p> <p>ix. The new street scene rules will increase the opportunities for tree and garden planting and reduce the domination of driveways and car parking. Over time, this will benefit individual property owners by improving the marketability of a site, but also the wider street as the neighbourhood value and attractiveness improves.</p> <p>f. <b>Costs:</b></p> <p>i. Controlling some fundamental elements of existing character through regulation, such as</p>
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	<p>the new street scene rules, could result in a partial loss of individual freedom for utilisation of front yards. Some styles of more permeable fencing could be more expensive to construct than a standard and more traditional wooden fence. There is potential for increased resource consent applications for streetscene rule breaches.</p> <ul style="list-style-type: none"> <li>ii. Height and recession plane rules together place the greatest limitation on the amount of development that can be accommodated on a site. In the Residential Suburban Zone the road boundary setback and outdoor living space rules are the next most limiting. Setting unreasonable controls that go beyond achieving the environmental outcomes sought for a zone, can reduce the development potential of site, thereby reducing profits and/or potentially lead to higher home prices (as the costs are passed on).</li> <li>iii. Introduction of a new site coverage rule could be perceived to reduce land development rights. The site coverage rule is however a more effective replacement for the operative residential floor area ratio rule. In addition the proposed new site coverage rule reflects the average site coverage achieved by a typical multi-unit development in the medium density zone.</li> <li>iv. The requirement for a qualitative urban design assessment for multi-units, may lead to a modified and more expensive design. This can lead to significantly more costs for the developer, which will ultimately be passed onto the buyer. Requiring good-to-high standards of urban design can mean some financially marginal proposed developments are not able to be financed and delivered. This may reduce the number of more affordable homes that could be delivered to the market.</li> </ul>
<p><b>Options less or not as appropriate to achieve the objectives and policies:</b></p>	
<p><b>Option 1 (Status quo – current policies and rules)</b></p> <p>To address the issue of residential character and amenity, the operative District Plan contains a total of thirteen policies under two overall objectives (Objective 4 City identity and Objective 11 Living) and five sub-objectives (Objective 4.1</p>	<p><b>a. Appropriateness</b></p> <ul style="list-style-type: none"> <li>i. Whilst the existing policies and rules pre-date the CRPS Policy 6.3.2 Development form and urban design, they are considered to give adequate effect to this policy and other relevant higher order objectives and policies. The operative objectives and policies are more prescriptive than those</li> </ul>

<p>Form, Objective 4.2 Amenity, Objective 11.1 Diverse living environments, Objective 11.4 Adverse environmental effects and Objective 11.5 External appearance).</p> <p>There are a number of rules that implement the operative objectives and policies, including rules on building height; sunlight and outlook for neighbours; street scene; separation from neighbours; outdoor living space; service, storage and waste management spaces; landscaping and tree planting; and acoustic insulation.</p>	<p>proposed under Option 2, which may provide greater certainty for plan users as to the outcome expected. The number of objectives and policies for development proposals to be assessed against is however considered to be overly cumbersome. Proposals (if resource consent is required) require assessment against these policies which is time consuming and potentially leads to unnecessary costs for the applicants. The desired outcome is just as likely to be achieved through more streamlined policies.</p> <ul style="list-style-type: none"> <li>ii. The operative street scene rules do not effectively address the issue of reduced amenity and safety in the street scene, caused by high and visually impermeable fences, domination of car parking and hard surfaces and reduced planting adjacent to road boundaries. The operative street scene rule does however provide individual freedom in the use of the front yard, for example, the ability to locate parking and hard surfaces to the entire road boundary setback.</li> <li>iii. There is currently an inconsistent approach to rules for residential areas of similar density in different locations across the city. The existing suburban areas have lower regulatory standards than in new greenfield residential developments or zones. A more consistent approach to rules across all residential zones where practicable, will assist with communication of the outcomes expected and administration of the District Plan.</li> </ul>
<p><b>Option 3 (Less regulation in the rules to give effect to the policies)</b></p> <p>The District Plan cannot have less directive policies than in Options 1 and 2 as that would not give effect to the CRPS Policy 6.3.2. The policies proposed under Option 1 have already significantly streamlined the operative District Plan policies. Further refinement or more generalisation of the policy direction will not adequately give effect to CRPS Policy 6.3.2 and therefore has not been considered.</p> <p>This option does however consider whether it is appropriate to have less regulation (rules) than</p>	<p><b>a. Appropriateness</b></p> <ul style="list-style-type: none"> <li>i. The level of regulatory intervention proposed in Options 1 and 2, is minimal when considering the desired outcome sought for suburban residential areas under the objectives and policies. The traditional suburban character is not derived from the existing rule framework of basic bulk and location rules in the case of street scene. Existing properties often have much larger setbacks, landscaped front yards, overall level of open space, than is set within the minimum requirements in the Operative District Plan.</li> <li>ii. If rules are not in place there is a risk that</li> </ul>

<p>proposed in Option 1 and 2. This option could involve a reduced number of rules controlling site and building development, particularly those relating to streetscene and site coverage.</p>	<p>inadequate investment into maintaining and improving the street scene will be made, which over time will erode the quality of residential environments. Private developers can often only be persuaded to change proposals (to be consistent with guidelines) if there are specific rules in the District Plan that provide the Council with the ability to impose conditions. Statutory concerns tend to be treated more seriously than non-statutory ones.</p> <p>iii. Statutory initiatives (as proposed in Options 1 and 2 above) are not effective in improving residential environments where either change is not being contemplated or if the new development is permitted under the District Plan. Other methods such as education (i.e. through design guidelines and publications) and incentives can in some circumstances be as effective in achieving good site and building design as regulatory control. Awareness of guidelines increases more however when there is an associated statutory requirement for their consideration.</p> <p>iv. Reduced regulatory control increases an individual's freedom for site utilisation and will avoid potential resource consenting costs if rules are breached.</p>
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**Risk of Acting or Not Acting**

<p>The provisions related to Residential Character and Amenity have been prepared using advice from the Council's Urban Design Unit (see Appendix 5) and analysis of the effectiveness and efficiency of the existing plan provisions. The provisions are also guided by highly directive recovery planning documents such as the LURP, Recovery Strategy and recently Operative chapter 6 of the CRPS. The economic impact assessment of the proposed rules is largely qualitative in nature. In determining whether a proposed rule change will result in a cost or benefit, only a value judgment has been made in assessing whether the cost or benefit is minor, moderate or high. Notwithstanding this, the level of cost/benefit analysis undertaken is considered to be appropriate to the extent and nature of the proposed changes to the existing rule package. Those provisions which have not been altered significantly e.g. Residential and Residential Conservation Zones within Banks Peninsula, are considered to be achieving suitable outcomes at present and consequently do not require substantial amendment. Overall, the level of information utilised is considered to be well founded and consequently, the risk of acting based on the information available on this topic is considered to be low. The proposed new rules relating to the Energy Efficiency Building Standards and Lifemark rating are supported by both a quantitative and qualitative cost/benefit assessment.</p>	<p>and Amenity have been prepared using advice from the Council's Urban Design Unit (see Appendix 5) and analysis of the effectiveness and efficiency of the existing plan provisions. The provisions are also guided by highly directive recovery planning documents such as the LURP, Recovery Strategy and recently Operative chapter 6 of the CRPS. The economic impact assessment of the proposed rules is largely qualitative in nature. In determining whether a proposed rule change will result in a cost or benefit, only a value judgment has been made in assessing whether the cost or benefit is minor, moderate or high. Notwithstanding this, the level of cost/benefit analysis undertaken is considered to be appropriate to the extent and nature of the proposed changes to the existing rule package. Those provisions which have not been altered significantly e.g. Residential and Residential Conservation Zones within Banks Peninsula, are considered to be achieving suitable outcomes at present and consequently do not require substantial amendment. Overall, the level of information utilised is considered to be well founded and consequently, the risk of acting based on the information available on this topic is considered to be low. The proposed new rules relating to the Energy Efficiency Building Standards and Lifemark rating are supported by both a quantitative and qualitative cost/benefit assessment.</p>
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## 5.5 Policy and Rules relating to best practice for health, building sustainability, energy and water efficiency.

### 5.5.1 Identification of Options

- a. The higher order policy direction for building sustainability, energy and water efficiency comes from CRPS Objective 6.2.3 Sustainability and Policy 6.3.2(6) relating to environmentally sustainable design (refer to Appendix 2). The District Plan policy approach must be the most appropriate way to achieve the Residential chapter Objective 5 (High quality residential environments). Policy options for the District Plan can consider more specifically how the higher order objectives can be achieved and the extent of regulatory intervention that is appropriate.

### 5.5.2 Policy and rule evaluation

PROVISIONS (POLICY, RULE, METHOD) <u>MOST APPROPRIATE WAY TO ACHIEVE THE OBJECTIVES</u>	
<p><b>Relevant objective:</b></p> <p><b>OBJECTIVE 5: HIGH QUALITY RESIDENTIAL ENVIRONMENTS</b> High quality, sustainable, residential neighbourhoods which are well designed, have a high level of amenity, and enhance local character.</p>	
Provision(s) most appropriate (NB: most relevant parts of policies are <u>underlined</u> )	Effectiveness and Efficiency
<p><b>Option 2 (New policies and rules to achieve a moderate sustainability rating)</b></p> <ol style="list-style-type: none"> <li>1. Revised policies to ensure that individual developments and residential buildings achieve high quality residential environments.</li> <li>2. New rules within all residential zones requiring a new residential unit meets a minimum Energy Efficiency Building Standards rating of 6 Stars and a minimum Lifemark rating of 3 Stars.</li> </ol> <p><b><i>Policy 8: Neighbourhood character, amenity and safety</i></b> <u>Ensure individual developments achieve high quality residential environments that:</u></p> <ol style="list-style-type: none"> <li>(a) reflect the context, character and the scale of building anticipated in the neighbourhood;</li> <li>(b) contribute to a high quality streetscape;</li> <li>(c) <u>provide a high level of internal and external amenity;</u></li> <li>(d) <u>minimise noise effects from traffic</u></li> </ol>	<p><b>1. Effectiveness</b></p> <p>The proposed policies, rules and matters for discretion are considered to be the most effective method to achieve Objective 5. The proposed provisions will ensure that all new residential buildings meet good industry practice in terms of energy and water efficiency, waste minimisation and accessible or universal design. Over time this will result in significant social (e.g. healthier and more accessible homes, and greater household resilience), environmental (e.g. energy and water efficiency and reduced pressure on existing and planned infrastructure networks) and economic (e.g. cost savings) benefits. If not controlled under the District Plan, these benefits will be lost as most homes will continue to be constructed in ways that don't meet the needs of our significantly increasing aging and disabled population. The opportunity for direct cost savings to homeowners due to enhanced structural energy efficiency will be lost. As will the opportunity to enhance the quality of a large number of new homes. There is a unique opportunity offered from the earthquake recovery to implement a world-leading approach to building sustainability. Without such a control, Christchurch will lag behind some leading international housing markets, where such approaches to building design are common place.</p>



<p>and other sources;</p> <p>(e) provide safe, efficient and easily accessible movement for pedestrians, cyclists and vehicles; and</p> <p>(f) <u>incorporate principles of crime prevention through environmental design.</u></p> <p><b>Policy 10: Best Practice for health, building sustainability, energy and water efficiency.</b>  <u>Ensure that all new residential buildings:</u>  <u>(a) provide for occupant's health, changing physical needs, and life stages;</u>  <u>(b) are energy and water efficient; and</u>  <u>(c) provide for reduced stormwater run-off.</u></p> <p><b>Rules:</b>  Minimum Energy Efficiency Building Standards and Lifemark Rating and Residential Units – Residential Suburban Zone  Minimum Energy Efficiency Building Standards and Lifemark Rating and Residential Units – Residential Medium Density Zone  Minimum Energy Efficiency Building Standards and Lifemark Rating and Residential Units – Residential Banks Peninsula Zone  Minimum Energy Efficiency Building Standards and Lifemark Rating and Residential Units – Residential Conservation Zone  Matters for Discretion</p>	<p><b>2. Efficiency</b></p> <p><b>a. Benefits</b></p> <p>i. The levels incorporated into this policy (Energy Efficiency Building Standards 6 Stars and Lifemark 3 Stars) were selected because they deliver the greatest benefit with the least cost (refer to Appendix 11).</p> <p><b>b. Energy Efficiency Building Standards 6 Star Standard:</b></p> <p>i. Residents living in homes that meet the Energy Efficiency Building Standards 6 star standard will have lower energy costs throughout the life of the dwelling (energy savings of \$1,070 per year can be achieved through improved energy performance).</p> <p>ii. Homes that meet the Energy Efficiency Building Standard, in general, will be cooler in summer and warmer and dryer in winter. They will use non-toxic materials and clean sources of heat, have smoke detectors and safe storage of household chemicals, contributing to the overall health and well-being of our community.</p> <p>iii. Because of improved energy and water efficiency homes achieving the Energy Efficiency Building Standards standard will have enhanced resilience, place less demand on city infrastructure and advance wider environmental outcomes.</p> <p>iv. Minimising waste and using non-toxic materials will help manage the environmental effects of the rapid housing construction being undertaken in Christchurch.</p> <p>v. Evidence has shown that homes achieving 6-Star level use 20 per cent less water than standard homes. The widespread conservation of water achieved by this policy would delay costs for the Council of securing alternative potable water supplies and water treatment beyond 2050 (CCC 2009).</p> <p>vi. Waste disposal costs will be reduced for homes meeting the waste minimisation credits of the Energy Efficiency Building Standards 6 star standard. Construction waste will be less than 15kg per m<sup>2</sup> of finished floor area (for example under 2.7 tonnes for a 180m<sup>2</sup> house).</p> <p>vii. Reductions in illness from mould or excessive moisture in the home achieved by passive and active ventilation requirements in the bathroom and kitchen.</p> <p><b>c. Lifemark 3 Star Standard:</b></p> <p>i. The Lifemark standard enhances the accessibility</p>
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and usability of a home benefiting all members of society, but in particular the elderly (by 2030 25 per cent of residents will be over 65 years old) and temporarily or permanently disabled (estimated to be 16 per cent of the population today, rising to 26 per cent by 2030).

- ii. Homes achieving the Lifemark standard are designed to reduce falls in the home (In New Zealand ACC spends \$272million each year on falls for 261,000 people. Each fall avoided would save on average \$1,042 per claim) (ACC 2010).
- iii. ACC estimates that 30 per cent of falls in the home are attributable to 'environmental issues', such as poor lighting, slippery surfaces, poorly designed paths and steps. Lifemark standards will directly improve these aspects as well as ensuring homes are better able to accommodate the physical needs of people as they change over time (ACC 2014).
- iv. Residents living in homes that meet the Lifemark standard will benefit from reduced costs, should homes need to be modified as people age or for those who become disabled (average modification costs of \$22,000 can be avoided, BRANZ 2011).
- v. ACC spends \$1.2million each year on housing modifications in Christchurch, some of which could be mitigated by Lifemark 3 Star standards (ACC 2014).
- vi. A home built to Lifemark standard is better equipped for people to age in place, delaying or avoiding moving into residential care, saving in excess of \$25,000 per year (MSD, 2009).

**d. Costs**

- i. Initial industry learning needed and up-scaling in capacity to deliver compliant designs and to assess proposals.
- ii. Potentially a greater requirement on smaller home building companies who may need external advice and assessment to ensure compliance with the new rules, compared to larger group home builders (who may have trained designers and assessors on their staff).
- iii. Slightly higher initial capital cost of dwellings, offset by direct operational savings.
- iv. Potential for time delays if proposed designs need to be refined to proceed as a permitted activity. This can be managed through industry education.
- v. Some market imbalances could result if this policy is not adopted in a uniform approach across all residential zones.
- vi. For a standard four-bedroom stand-alone home the cost of achieving Energy Efficiency Building

	<p>Standards 6 Stars is \$3,600, which with current energy costs would result in a saving after four years – four year payback on the initial capital cost (Jasmax 2013).</p> <p>vii. For a standard four-bedroom stand-alone home the average cost for achieving Lifemark 3 Stars is \$1,700 (BRANZ 2011).</p> <p>viii. In combination the overall cost to society of this policy would be paid back within five years in terms of savings and reduced costs.</p>
<b>Options less or not as appropriate to achieve the objectives and policies:</b>	
<p><b>Option 1 (Status quo)</b></p> <p>Do not include specific policies and rules that require new residential units to achieve Energy Efficiency Building Standards and Lifemark standards and continue to educate home buyers and the home building industry.</p>	<p><b>a. Appropriateness</b></p> <p>i. Extensive industry and public education on the direct benefits of enhanced household performance have been underway for many years and have successfully raised awareness about these issues. However, this has not resulted in widespread uptake of good practice with most people and home builders closely following the minimum New Zealand building code standards. The consequence of not establishing this policy is that business as usual home building practice will continue to create resource-inefficient homes, which are poorly designed to meet the needs of our changing population (the aging population and increasing disability). Significant savings will be missed and only certain homes will be built for accessibility affecting housing choice for our elderly and disabled residents. Education will continue to play an important role, but alone will be insufficient to meet the objectives of this plan.</p>
<p><b>Option 3 (Rules that achieve a lower standard of performance and accessibility)</b></p> <p>New rules within all residential zones requiring any new residential unit meets minimum Energy Efficiency Building Standards rating of 4 or greater and Lifemark rating of 2 or greater – to generally align with the current building code standards.</p>	<p><b>a. Appropriateness</b></p> <p>i. Lowering the required standard (i.e. rating less than Energy Efficiency Building Standards 6 Stars and Lifemark 3 Stars) while still delivering benefit, would forgo significant savings and would not achieve the objectives of this plan.</p>
<p><b>Option 4 (Voluntary approaches and incentives)</b></p> <p>Adopt market-based voluntary approaches or develop incentives to encourage housing at the standards specified</p>	<p><b>a. Appropriateness</b></p> <p>i. As for Option 1, while it is currently possible for industry to voluntarily adopt these standards, in practice few developers and home builders have done so. A few leading developers use these standards to differentiate their products in the market or to justify premiums. Some incentives have been available in Christchurch over the last few years, but these have had limited success because of the current strong demand for housing – regardless of the quality. International experience clearly shows that a step-change is achieved</p>

	when building performance is mandated.
<b>Risk of Acting or Not Acting</b>	
The proposed new rules are supported by both a quantitative and qualitative cost-benefit assessment. Overall, the level of information available is considered to be well founded and consequently, the risk of acting on this matter is considered to be low.	

## 5.6 Policy and Rules relating to Non-household Residential Accommodation and Non-Residential activities within Residential Zones

### 5.5.2 Identification of Options

- a. There is no specific higher order direction beyond the District Plan relating to the provision or management of non-household accommodation or non-residential activities. The proposed direction for the Residential chapter comes predominantly from the proposed Strategic Directions chapter, in particular Policy 3.6.1.1, which promotes the direction that planned new urban areas meet community needs; Objective 3.6.2 which promotes a well-functioning urban form that provides certainty where development can occur and improves people’s connectivity and accessibility to employment, transport, services and community facilities; and Policy 3.6.2.7 Community focal points, which seeks to maintain and enhance the function and viability and public investment into Central City, Key Activity and large Neighbourhood Centres. In addition to the Strategic Directions chapter, the Residential chapter contains the following proposed objectives that provide direction on non-household accommodation and non-residential activities. Policy and rule options for the District Plan consider more specifically how these higher order objectives can be best achieved and the extent of regulatory intervention that is appropriate.

### 5.6.2 Policy and rule evaluation

<b>PROVISIONS (RULE, METHOD) <u>MOST APPROPRIATE WAY</u> TO ACHIEVE THE OBJECTIVES AND POLICIES</b>
<p><b>Relevant objectives:</b></p> <p><b>14.1.1 OBJECTIVE 1: HOUSING SUPPLY</b> An increased supply that will:</p> <ol style="list-style-type: none"> <li>a. enable a wide range of housing types, sizes and densities; and</li> <li>b. meet the diverse needs of the community in the immediate recovery period and longer term including social and temporary housing options...</li> </ol> <p><b>14.1.5 OBJECTIVE: HIGH QUALITY RESIDENTIAL ENVIRONMENTS</b> High quality, sustainable, residential neighbourhoods which are well designed, have a high level of amenity, and enhance local character.</p> <p><b>14.1.7 OBJECTIVE 7: NON-RESIDENTIAL ACTIVITIES</b></p>

Residential activities remain the dominant activity in the residential zones and any non-residential activities meet only local community needs, and are compatible with and can be accommodated within residential areas.	
Provision(s) most appropriate (NB: most relevant parts of policies are underlined)	Effectiveness and Efficiency
<p><b>Option 2 (Strengthened rules and moderate control on appropriate non-residential activities)</b></p> <p><b>14.1.1.3 Policy – Non-household residential accommodation, retirement villages and provision of housing for elderly persons</b> Enable sheltered housing, refuges, student hostels, and elderly persons’ retirement home complexes and associated hospice and healthcare facilities to locate throughout residential areas, provided the building scale, massing, and layout is compatible with the character of the surrounding residential environment.</p> <p><b>14.1.5.2 Policy – Scale of home occupations</b> Ensure home occupation activity is secondary in scale to the residential use of the property.</p> <p><b>14.1.7.1 Policy – Residential character</b> Ensure that non-residential activities have minimal adverse effects on residential coherence, character and amenity.</p> <p><b>14.1.7.2 Policy – Local community facilities and services</b> Ensure that community facilities and services within residential areas are limited to those that meet only local community needs.</p> <p><b>14.1.7.3 Policy – Existing non-residential activities</b> To enable existing non-residential activities to continue and limit further on-site redevelopment of non-residential activities.</p> <p><b>14.1.7.4 Policy – Retailing in Residential Zones</b> Ensure that small scale retailing is limited in type and location to appropriate corner sites on higher order streets in the road</p>	<p><b>1. Effectiveness</b></p> <p><b>a. General discussion</b></p> <p>i. The provision for non-household residential accommodation, provided that design and scale is appropriate to its context, assists in providing housing choice to meet the needs of more vulnerable sections of the community, some cultural groups and non-typical household formations. Non-household residential accommodation includes boarding houses, student hostels, refuges , sheltered housing and retirement villages.</p> <p>ii. The ability to provide community facilities such as community halls, libraries, and places of assembly in appropriate locations as part of residential neighbourhoods enables the community to meet a number of their spiritual and cultural needs in a convenient manner. Working from home and small businesses, are also enabled within Residential Zones, as they too serve local community needs.</p> <p>iii. Non-household accommodation and non-residential activities create vital and functional community structures and can provide valued employment opportunities within local communities. If not appropriately managed however, these activities can erode a residential environment and give rise to numerous complaints from local residents. Matters such as signage, traffic generation and noise are typically the basis of such complaints. The proposed policies and rules have been specifically developed to give effect to the urban form; maintain residential amenity; and control development and activity to ensure it does not compromise the objective to achieve high quality residential neighbourhoods. The proposed policies provide greater direction to the scale and locations of various types of non-household accommodation and non-residential activity. Most importantly the policies clearly state that residential activity is to remain the dominant activity within Residential Zones. The provisions are also designed to effectively support the plan’s objectives and policies relating to the distribution of commercial activity and the ‘centres-based’</p>

hierarchy.

**14.1.7.5 Policy – Memorial Avenue and Fendalton Road**

Maintain the war memorial and visitor gateway roles of Memorial Avenue and Fendalton Road and their very high amenity values, by avoiding the establishment of non-residential activities and associated signage and vehicle parking on sites in residential zones with frontage to these roads.

**Residential Suburban Zone – 14.2.2.1 Listed Permitted Activities:**

P2 - Travellers accommodated for tariff within a residential unit;  
P3 – Care of non-resident children within a residential unit in return for monetary payment to the carer;  
P6 – Home occupation;  
P7 –Preschool facility;  
P8 – Healthcare facility;  
P9 – Veterinary care facility;  
P11 – Temporary military or emergency service training activities;  
P12 – Market gardens, community gardens, and garden allotments;  
P13 –Storage of heavy vehicles;  
P14 –Dismantling, repair, or storage of motor vehicles and boats; and  
P22 – Places of assembly.

**14.2.2.2 Listed Restricted Discretionary Activities**

RD2 – Student hostels owned or operated by a secondary or tertiary education and research activity;  
RD3 – Creation of stormwater drainage ponding areas within three kilometres of the edge of the Canterbury International Airport runways;  
RD9 – Elderly persons retirement villages; and  
RD10 – Convenience retail activity

**14.2.2.3 Listed Discretionary Activities –** home occupation, pre-school facilities, health care facilities, education activities, guest accommodation, travellers accommodated for a tariff in a residential unit, care of non-residents children within a residential unit, veterinary care facilities, places of assembly, storage of

approach, which has been adopted directing where new activity should predominantly locate. This approach is required to give effect to the RPS and not be inconsistent with the LURP. The proposed restrictions on the scale, intensity, and location of such activities ensure such facilities are designed and operated in a manner that is compatible with a surrounding residential context in terms of disturbance, traffic generation, and built massing and design.

- iv. No specific policy directly deals with those activities established under the Canterbury Earthquake Order In Council 2011 (gazetted March 2011). This OIC enabled the Council to permit temporary accommodation for displaced businesses that otherwise would not comply with the City Plan. Displaced businesses are able to occupy a site under the Order until April 2016, after which time the requirements of the plan that is Operative at that time. At that time many such businesses may be required to relocate or they can apply to the Council for resource consent to continue their business operations on the temporary site. The proposed policy framework is considered to be adequate to deal with these activities should they seek resource consent in the near future. The onus will be on the existing activities to demonstrate they have a minimal effect on residential coherence, character and amenity, and further that they meet a local community need. Temporary retail activities will also need to demonstrate they are of a scale and in an appropriate location (i.e. located on higher order streets) so not to adversely affect residential coherence, character and amenity. It is recognised that the temporary provisions under the OIC are more permissive than the proposed provisions. As a consequence some temporary businesses may be inconsistent with the proposed District Plan provisions and resource consent may not be forthcoming. This may negatively impact on the short to medium term recovery and viability for such businesses. The proposed policies are however concerned with the long-term quality of a residential environment. It is considered appropriate and necessary that the effects of temporary activities are comprehensively assessed against the proposed policies to ensure the anticipated outcome for residential environments is maintained and achieved.
- v. **Non-household residential accommodation** - There are a number of types of residential activity that do not occur within a residential unit, for

heavy vehicles, show homes, and dismantling, repair or storage of motor vehicles and/or boats, where it does not meet one or more of the RMA Specific Standards for permitted activities.

**Definitions**

Café

Convenience retail activity

Corner site

Elderly persons' retirement village

Healthcare facility

Home occupation

Place of assembly

Sheltered housing

Spiritual facility

Travellers' accommodation activity

Veterinary care facility

example, retirement homes, student hostels or boarding houses (units with more than six bedrooms). There has been considerable debate and uncertainty regarding how such proposals should be treated in the operative City Plan. It is proposed to make these activities explicitly identified as restricted activities and to differentiate them from residential activities that occur within a residential unit. This will enable the Council to have control over the design, scale, intensity, and adequacy of on-site outdoor living and car parking spaces to ensure that such development is consistent with a residential context, whilst still acknowledging at a policy level that such living arrangements are an anticipated and accepted part of the residential environment.

**b. Non-residential activities**

- i. The plan encourages these activities to locate on minor arterial and collector roads where the existing amenity and context is better able to accommodate small scale non-residential activity. Non-residential traffic generation is less obvious on a busy road compared to a quiet suburban side street (i.e. local roads). Such streets are good places from which to conduct business, due to their accessibility and profile, and conversely are often less attractive places to live due to the noise and disturbance of high traffic levels. It is acknowledged that some facilities, such as preschools, may benefit from being established on local roads as this may offer a safer road environment. On balance however, the proposed locational restrictions are considered to be more appropriate. This is because it is possible through good access and parking design to address safety issues and the potential adverse effects (of non-residential activity) on local character and amenity are likely to be greater within local road environments.
- ii. Non-residential floor areas are limited to no larger than a typical residential unit as a permitted activity to enable larger facilities to be assessed in terms of their compatibility with the surrounding residential context. The proposed home occupation rule package has been amended to allow internet-based retailing where no customers visit the site and limit the number of non-occupant employees to no more than one, floor area to 40m<sup>2</sup>, and hours of operation when they are open to clients.
- iii. The activity table makes it permitted for small scale day care and health facilities, and places of

assembly to locate on sites with their primary frontage to minor arterial or collector roads where the right turn offset (either informal or formal) is available, but conversely makes such activities fully discretionary where they are located on local roads. This approach helps to ensure that residential amenity and character is maintained, and that non-residential activities are located in more appropriate road environments. The size of these facilities is limited to no more than 200m<sup>2</sup>, and signage is limited to 1m<sup>2</sup>. The hours of operation are limited to the daytime to reduce disturbances to residential neighbours. The scale of travellers' accommodation is limited to accommodating a maximum of six travellers at any one time, again to ensure the scale of the permitted activity remains compatible with adjoining and adjacent residential properties. Similarly, the care of non-resident children is limited to a maximum of four children.

- iv. The existing City Plan rule relating to the maintenance of residential coherence is to be largely retained but applied to pre-school facilities, healthcare facilities, veterinary care facilities, education activities, and places of assembly. This rule has two purposes, the first being to ensure that residential properties are left with at least one residential neighbour, and the second being that no more than two non-residential activities can locate in any residential block so as to retain the residential feel of the street and avoid concentrations of non-residential activities.
- v. Traffic generation and parking is controlled through the Transport chapter, and the thresholds and performance standards for the Residential chapter have been derived with reference to the proposed Transport chapter to ensure there is broad alignment with the permitted scale of activities. Whilst enabling non-residential activities to locate on minor arterial roads, the proposed provisions are less enabling for major arterial roads, in recognition of the predominant movement function of these roads, the fact they are often limited access or state highways, and that activities that generate higher levels of vehicle trips and on-road parking may not be appropriate on such roads as permitted activities.
- vi. Unless permitted as a very small scale home occupation or corner shop on a minor arterial road, retail activities are non-complying given the City Plan's wider objectives of concentrating retail activities to locate in commercial centres. Industrial



activities are likewise non-complying due to the incompatibility of such activity with a residential environment.

vii. Convenience retailing is a restricted discretionary activity where the site is located on a minor arterial that either intersects with a minor arterial or a collector road. The Public Floor Area is limited to no more than 40m<sup>2</sup> to ensure the activity stays low key and in keeping with a residential context, yet also enables residents to easily access convenience retailing and services in a context where traditionally cities have always had small non-residential activities i.e. the corner of busy roads. Extending this ability to the corners of collector roads was considered, however given the relatively high number of collector roads and the generally intact residential character of collectors, it is considered that enabling retailing on such corners as a restricted discretionary activity would result in unacceptable cumulative effects on both the residential character of collector roads and could start to detract from the viability of existing centres.

viii. The existing controls and activity status for non-residential activities in the Banks Peninsula District Plan have been rolled over into the new standards. In general the Banks Peninsula standards are more restrictive than those proposed for the city, however this is considered to be appropriate given that Lyttelton and Akaroa are geographically defined villages where much of the residential area is within walking distance to the village centre and associated facilities and services. The hill slope topography and generally smaller lot and building sizes, combined with heritage conservation values near the village centres also justify a more restrictive approach to non-residential activities within residential areas.

**c. *Other permitted activities***

i. Temporary Military or Emergency Service Training activities are provided for as permitted activities to ensure the Council and other first response agencies are able to fulfil their emergency management requirements under the Civil Defence Emergency Management Act 2002. Gardens are provided for recognising the social, environmental and health benefits these have for local communities. The storage of heavy vehicles, and the dismantling, repair, or storage of motor vehicles and boats, are permitted but limited to levels and numbers that typically associated with residential use.

## **2. Efficiency**

### **a. Benefits**

- i. The approach to the management of non-household accommodation and non-residential activities is considered to have minor to moderate economic impacts or costs across a range of non-residential activities. In general the potential direct and induced costs are expected to be offset by a range of economic benefits i.e. there are small but positive net economic benefits. The proposed rule package recognises the economic and employment role that non-household accommodation and non-residential activities can play in residential areas.
- ii. The proposed approach provides increased certainty for residents on the level of non-residential activity permitted in Residential Zones. Clear thresholds under the rules are more easily understood by applicants. The administration and monitoring of the plan is also more efficient when rules are clear and enforceable.
- iii. Small businesses and community services can establish in a cost-effective way, as they do not have to pay higher rental and land costs associated with commercial zoned land.
- iv. Providing for non-residential activities and non-residential accommodation will make more efficient use of residential land and buildings, and generate additional income for operators and owners.
- v. Provides for the social (health), economic and environmental well-being of operators and their clients by potentially requiring less transport trips.
- vi. The provisions also enable community facilities, small corner shops, and travellers' accommodation to locate within residential areas close to their target market and customers, in appropriate locations on busier roads. This approach provides these activities with location choice and the ability to operate and provide employment in appropriate locations

### **3. Costs**

- a. Immediate neighbours will experience a change in character should the adjoining property use change from residential to non-residential. There may be an increase in traffic movements and localised congestion on the arterial and collector road network as a result of non-residential activities locating on such streets.
- b. A community facility such as large church, library, education, or community hall will require resource consent once they exceed a small scale. The costs associated with resource consent may mean that there are fewer large facilities to the detriment of the



## 5.7 Chapter 14 and chapter 8 Policy and chapter 8 Subdivision Rules relating to Comprehensive Planning for New Neighbourhoods

### 5.7.1 Identification of Options

- a. There is higher order direction beyond the District Plan relating to the development of greenfield residential areas under chapter 6 of the CRPS. Objective 6.2.2 requires development of greenfield priority areas on the periphery of Christchurch's urban area, at a rate and in locations that meets anticipated demand and allows efficient provision of infrastructure. Objective 6.2.3 requires that recovery and rebuilding provides for quality living environments with good urban design, retains special amenity, heritage and tangata whenua values, provides a range of density and uses and is healthy, environmentally sustainable, functionally efficient and prosperous.
- b. Policy 6.3.1 in chapter 6 of the CRPS requires that new urban activities only occur within existing urban areas or identified greenfield priority areas. Policy 6.3.2 requires that residential development gives effect to principles of good urban design and the NZ Urban Design Protocol 2005. Crucially, Policy 6.3.3 requires that greenfield subdivision is in accordance with an outline development plan and that that outline development plan and associated rules:
  - i. be for the whole area;
  - ii. be in accordance with any integrated plan adopted by the Council (in this case the South West Area Plan and the Belfast Area Plan are relevant);
  - iii. deliver policy 6.3.2;
  - iv. demonstrate how a minimum 15 houses a hectare will be delivered across the whole area and how affordability will be addressed through a range of lot sizes, densities and housing types (as set out in Policy 6.3.7);
  - v. identify significant cultural, natural and historic heritage features and how they are to be protected;
  - vi. document required infrastructure, how it will be funded and when it will be required;
  - vii. set out staging and coordination of subdivision and development between land owners;
  - viii. demonstrate how multiple transport modes are being provided for;
  - ix. show how potential adverse effects from and reverse sensitivity effects on strategic infrastructure will be avoided remedied or appropriately mitigated;
  - x. show how 'other adverse effects' including protection and enhancement of surface and ground water quality will be avoided, remedied and mitigated; and
  - xi. to *'the extent relevant'* show proposed land uses including:
    - A. principle infrastructure;
    - B. community facilities and schools;
    - C. Parks and other recreation land;
    - D. land to be used for business activities;
    - E. the distribution of different residential densities;
    - F. land required for stormwater;
    - G. land reserved or otherwise set aside from develop environmental, heritage and landscape features; and
    - H. walkways, cycleways and transport routes within adjoining the area.
- c. The proposed Strategic Directions chapter is also highly relevant in determining the proposed direction of the residential chapter, in particular:
  - i. Objective - Recovery and long term future of the district with supporting policies:

- ii. Policy 3.6.1.1 which promotes that planned new urban areas meet community needs;
  - iii. Policy 3.6.1.2 which promotes opportunities for affordable housing through increased housing densities in new urban areas;
  - iv. Policy 3.6.1.5 which promotes good urban design and the principles of the NZ Urban Design Protocol 2005;
  - v. Objective 3.6.2 – Development form and function with supporting policies
  - vi. 3.6.2.2 Greenfield urban land supply which promotes providing for greenfield land at a rate and location that meets anticipated demand and the efficient and affordable provision of infrastructure.
  - vii. Policy 3.6.2.3 – Urban Consolidation which promotes only providing for urban activities in greenfield areas identified by the CRPS.
  - viii. Policy 3.6.2.4 – Timing of urban development which promotes ensuring that land is not used for urban activities until necessary infrastructure is in place.
  - ix. Objective - Manawhenua with supporting policy 3.6.3.2 Protection of cultural heritage of significance to Ngāi Tahu which promotes ensuring that development retains and recognises values of historic and cultural significance to Ngāi Tahu and the relationship, culture and traditions of Ngāi Tahu.
- d. Collectively these objectives and policies, in particular the operative CRPS policies, require the Council to take a very directive approach to the comprehensive development of greenfield residential areas. The previous, pre-Living G, City Plan approach of simply zoning an area with a basic outline development plan and letting the generic relevant subdivision rules for the Living 1 zone and market determine outcome, will not achieve these Objectives and Policies. Policy and rule options for the District Plan can consider more specifically how the higher order objectives can be best achieved and the extent of regulatory intervention that is appropriate.

## 5.7.2 Policy and rule evaluation

PROVISIONS (POLICY, RULE, METHOD) <u>MOST APPROPRIATE WAY TO ACHIEVE THE OBJECTIVES</u>
<p><b>Relevant objectives:</b></p> <p><b>3.6.3 OBJECTIVE - MANAWHENUA</b> A strong enduring relationship between the Council and Ngāi Tahu Manawhenua in the sustainable management of natural and physical resources that recognises:</p> <ul style="list-style-type: none"> <li>i. The principles of the Treaty of Waitangi as the foundation for the relationship</li> <li>ii. The unique cultural and spiritual relationship of Ngāi Tahu with the district’s natural and physical resources</li> <li>iii. The objectives and policies of the Mahaanui Iwi Management Plan.</li> </ul> <p><b>3.6.5 OBJECTIVE - NATURAL HAZARDS</b> The risk to people, property and infrastructure from natural hazards is avoided or reduced to acceptable levels.</p> <p><b>7.1.1 OBJECTIVE- INTEGRATED TRANSPORT SYSTEM</b></p> <ul style="list-style-type: none"> <li>a. An integrated transport system: <ul style="list-style-type: none"> <li>i. that is accessible, affordable, resilient, safe, sustainable and efficient for people using all transport modes;</li> <li>ii. that is responsive to the current recovery needs, future needs, and economic development;</li> <li>iii. that supports safe, healthy and liveable communities by maximising integration with land use;</li> <li>iv. that reduces dependency on private motor vehicles and promotes the use of public and active transport;</li> <li>v. that recognises Ngāi Tahu/ Manawhenua values; and</li> <li>vi. that is managed using the one network approach.</li> </ul> </li> </ul>

**8.1.2 OBJECTIVE – DESIGN AND AMENITY**

A integrated pattern of development and urban form through subdivision and comprehensive development that:

1. provides allotments for the anticipated or existing land uses for the zone;
2. consolidates development for urban activities;
3. improves people’s connectivity and accessibility to employment, transport, services and community facilities;
4. promotes the efficient provision and use of infrastructure;
5. improves energy efficiency and provides for renewable energy use; and
6. enables the recovery of the district in identified greenfields and intensification areas.

**8.1.3 OBJECTIVE – INFRASTRUCTURE AND TRANSPORT**

A legible, well connected, highly walkable, and comprehensive movement network for all transport modes is provided.

**12.2.1.1 CONTAMINATED LAND – MANAGING EFFECTS**

Land containing elevated levels of contaminants is managed to protect:  
human health;

1. water supplies, particularly within ground water protection zones;
2. productive soils; and
3. significant natural and cultural heritage sites
4. from the adverse effects of subdivision, development and use of contaminated land and natural hazards, including site investigations, earthworks and soil disturbance, and enable this land to be used in the future.

**14.1.4 OBJECTIVE – STRATEGIC INFRASTRUCTURE**

Residential development does not adversely affect the efficient operation, use and development of, Christchurch International Airport and Port of Lyttelton and other strategic infrastructure.

**14.1.5 OBJECTIVE - HIGH QUALITY RESIDENTIAL ENVIRONMENTS**

High quality, sustainable, residential neighbourhoods which are well designed, have a high level of amenity, and enhance local character.

**14.1.6 OBJECTIVE – COMPREHENSIVE PLANNING FOR NEW NEIGHBOURHOODS**

Promote new residential developments in priority residential growth areas that are comprehensively planned so that they are environmentally and socially sustainable over the long term.

**Provision(s) most appropriate (NB: most relevant parts of policies are underlined)**

**Effectiveness and Efficiency**

<p><b>Option (1)</b></p> <p><b>14.1.6.1 Policy Comprehensive Development</b></p> <p>Ensure that new neighbourhoods are comprehensively planned and designed through development and of and giving effect to an overarching vision that:</p> <ul style="list-style-type: none"> <li>a. responds positively to the local context of each area;</li> <li>b. produces short and long term positive environmental, social and mana whenua outcomes;</li> <li>c. fully integrates subdivision layout with the potential land use;</li> <li>d. integrates residential development with the concurrent supporting range of local community facilities and services that support residents' daily needs;</li> <li>e. achieves an efficient and effective staging to the provision and use of infrastructure, stormwater management networks, parks and open space networks that is integrated with land use development;</li> <li>f. provides good access to facilities and services by a range of transport modes through the provision of integrated movement network of roads, public transport, cycle and pedestrian routes;</li> <li>g. shows infrastructure and movement routes that are fully integrated with existing adjacent communities and enables connectivity with other undeveloped areas;</li> <li>h. avoids or adequately mitigates risks from natural hazards and geotechnical characteristics of the land;</li> <li>i. remediates or manages contaminated</li> </ul>	<p><b>a. Effectiveness</b></p> <p>i. Policy 14.1.6.1 ensures that the outcomes sought by the objectives can be addressed appropriately for future greenfield residential growth. This is to be achieved through the use of Outline Development Plans, neighbourhood plans and accompanying rules. <i>ii. 4.1.6.1 a. Context -</i></p> <p>The policy identifies that part of the vision incorporates the key natural and physical resources of an area and that they are required to be positively addressed when any development of future greenfield residential zoned land is undertaken.</p> <p>The surrounding context of the growth area will be identified at the time of development of the outline development plan. A number of the supporting policies below outline features that should be taken into account when determining the context.</p> <p>This will be highly effective in ensuring long term environmental and social sustainability and enhancing local character.</p> <p><i>iii. 14.1.6.1 b. Short and long term positive outcomes</i></p> <p>The policy identifies that part of the vision is to incorporate actions that will produce short and long term benefits. Such benefits might include, for example:</p> <ul style="list-style-type: none"> <li>i. naturalisation of previously degraded waterways;</li> <li>ii. use of indigenous species to recognise and enhance manawhenua values; or</li> <li>iii. provision of appropriately sized community and retail facilities that are not currently available to an adjoining existing residential area.</li> </ul> <p>This will be highly effective in ensuring long term environmental, social and manawhenua outcomes.</p> <p>In the main, these outcomes will be promoted through the consultation and investigation while developing of the outline development plan. Features will be identified on the outline development plan and where appropriate 'bespoke'</p>
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<p>land;</p> <p>j. utilises opportunities to enhance tangata whenua values, particularly indigenous biodiversity and mahinga kai;</p> <p>k. recognises Ngāi Tahu cultural and traditional associations with the Otautahi landscape;</p> <p>l. avoids interim land use and development compromising the integrity and viability of infrastructure provision and community development.</p> <p><b>Rules: 8.4.2.1 Restricted Discretionary Activities</b> RD 1, RD2, RD3, RD4, D1, D2, D3, NC2, NC3, NC4.</p> <p>Rules require identification of densities, mix of densities, minimum densities, minimum subdivision areas. Compliance with the ODP</p> <p><b>14.1.6.2 Policy – Higher density housing location</b></p> <p>Ensure that some higher density housing is located to support, and have ready access to, commercial centres and public transport, and provide opportunities for walking and cycling, and ready access to open space.</p> <p>Rules: 8.4.2.1 RD 1, RD2, RD3, RD4, D1, D2, D3, NC2, NC3, NC4.</p> <p><b>14.1.6.3 Policy – Higher density housing to support papakainga development</b></p> <p>Ensure opportunities are provided for higher density papakainga housing.</p> <p><b>14.1.6.4 – Neighbourhood centres scale and location</b> - Provide appropriately sized neighbourhood centres to enable residents and visitors to meet their day to day needs.</p>	<p>rules will address local issues and opportunities at the time of subdivision and development. Overall it is considered that this approach will be highly effective in meeting the objectives.</p> <p><i>iii. 14.1.6.1 c. Full integration of subdivision layout</i></p> <p>The policy identifies that part of the vision is to avoid an inappropriate subdivision layout in greenfield areas, that can lead to final built form and layout outcomes that do not meet the objectives of environmental and social sustainability and high amenity levels.</p> <p>This can be avoided to a degree, when the end land use and the subdivision are fully planned together comprehensively – particularly where the environmental, social and amenity needs of the growth area are identified early in the process and those needs drive the subdivision layout.</p> <p>Some features that affect the coordination and development of the whole residential growth area will be identified in consultation and investigation and then identified on the outline development plan. Other matters that cannot be addressed at the time of development of the outline development plan will be addressed by the rules accompanying and giving effect to the outline development plan – particularly the requirement for restricted discretionary activity subdivision consent and the assessment matters that accompany that consent.</p> <p><i>iv. 14.1.6.1 d. integration with existing community facilities</i></p> <p>The policy identifies that part of the vision is to recognise and gain maximum benefit from existing or concurrently developing community facilities and services. Comprehensive design will recognise these facilities and ensure the new communities access to them is maximised. This will help to avoid inefficient or unnecessary provision of this facilities. This will be high effective in achieving long term social sustainability.</p> <p>Investigation at the time of the plan change establishing the ODP and any ‘bespoke’</p>
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<p>Neighbourhood centres, scale and location to be shown on ODP. Size and area to be determined at the time of plan change.</p> <ul style="list-style-type: none"> <li>• Rules 8.4.2.1 RD1, RD2, RD3, RD4, NC2, NC3 and NC4 ensure compliance with the ODP</li> <li>• Commercial areas will be given an appropriate commercial zoning at time of plan change.</li> <li>• Rule 8.4.2.6 Information requirement requires detail of access to relevant facilities.</li> </ul> <p><b>14.1.6.5 Policy – Parks and open space networks</b> Ensure that a variety of integrated public parks and open space areas:</p> <ol style="list-style-type: none"> <li>a. are provided to meet differing community needs;</li> <li>b. are within walkable distance for all residents; and</li> <li>c. provide open space links to enhance biodiversity and flora and fauna corridors with recreational and access opportunities.</li> </ol> <p>Parks and open space networks to be shown on the ODP. Size and location to be determined at the time of the plan change.</p> <ul style="list-style-type: none"> <li>• Rule 8.4.2.1 RD1, RD2, RD3, RD4, NC2, NC3 and NC4 ensure compliance with the ODP</li> <li>• Rule 8.4.2.6 Information requirement requires detail of public open space and publicly accessible spaces.</li> </ul> <p><b>14.1.6.6 Policy – Stormwater networks</b> Ensure that stormwater management:</p> <ol style="list-style-type: none"> <li>a. utilises “soft” engineered solutions that limits stormwater loads on waterways and enables the development of multi-purpose amenity areas that integrate with the parks and open space network;</li> </ol>	<p>accompanying rules will identify what existing community facilities are available, what the likely effects on those community facilities will be and whether there is a deficit in community facilities that can be met by establishment of new community facilities. These investigations have been undertaken for the North Halswell and South Masham. New community facilities can be accommodated in any new area servicing the convenience retail and service needs of the community. These areas would have an appropriate commercial zoning.</p> <p>This is considered to be highly effective in meeting then objectives.</p> <p>v. <i>14.1.6.1 e. Efficient and effective staging of infrastructure.</i></p> <p>The policy identifies that part of the vision is to ensure that infrastructure is provided at the right time, at the right place, and in the right sequence so that the infrastructure can serve an efficient function for both the immediate needs of the current subdivision and the wider needs of the whole growth area and wider area. Major items of infrastructure such as larger parks, collective stormwater facilities, and collector roads can be shown on the outline development plan to ensure that this happens. This will be highly effective in ensuring that developments are environmentally and socially sustainable over the long run.</p> <p>vi. <i>14.1.6.1 f. a range of transport modes and 14.1.6.7 Policy –Transport network</i></p> <p>These two policies identify that part of the vision is that new greenfield growth areas are accessible by a range of transport modes. This can encourage greater use of more sustainable transport modes, such as active and public transport. This can help to reduce the amount of traffic produced from greenfield residential growth areas and some of the adverse effects of traffic such as congestion, emissions and community severance.</p> <p>Main through routes, including the public</p>
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<p>b. improves water quality and filtration;</p> <p>c. reduces the potential for bird strike to aircraft;</p> <p>d. encourages stormwater swales, wetlands and retention basins, planted in native species (not left as grass) that are appropriate to the specific use, recognising the ability of particular species to absorb water and filter waste; and</p> <p>e. has sufficient capacity to meet the required level of service in the infrastructure design standard.</p> <p>Stormwater networks to be shown on the ODP Size and location to be determined at the time of plan change.</p> <ul style="list-style-type: none"> <li>Rules 8.4.2.1 RD1, RD2, RD3, RD4, NC2, NC3 and NC4 ensure compliance with the ODP</li> </ul> <p><b>14.1.6.7 Policy – Transport network</b> Ensure accessibility and connectivity for all modes of transport through:</p> <p>a. a well-connected cycle and pedestrian network that is integrated with the park and stormwater networks;</p> <p>b. a public transport route through the neighbourhood along main through roads that are easily accessible to residents and that in particular connects with any neighbourhood or larger commercial centres; and</p> <p>c. a roading network that is easy to navigate through.</p> <p>Transportation network features minor arterials, collectors, main pedestrian and cycle routes to be shown the ODP.</p> <ul style="list-style-type: none"> <li>Rules 8.4.2.1 RD1, RD2, RD3, RD4, NC2, NC3 and NC4 ensure compliance with the ODP</li> <li>Rule 8.4.2.6 Information requirement requires detail of the transportation</li> </ul>	<p>transport routes, cycle and pedestrian networks are shown on the outline development plan and connected to the surrounding area to ensure the outcomes of the policies are met. For example they will be located on the plan so that they are easily accessible to residents and they make logical, safe and efficient connections to existing infrastructure.</p> <p>This will be highly effective in ensuring that developments are environmentally sustainable and socially sustainable. The policies have a strong link to Objective 7.1.1 which, amongst other things, seeks that the transport system is accessible, sustainable, efficient and promotes the use of public and active transport.</p> <p><i>vii. 14.1.6.1g Integration of infrastructure and movement routes.</i></p> <p>This policy identifies that part of the vision is to recognise that new infrastructure such as surface water stormwater management provides opportunities to incorporate some modes of the transport system such as pedestrian routes and cycleways. Transmission line corridors that cannot have buildings within them provide opportunities for roads, cycle paths, pedestrian routes and surface water management. These opportunities</p> <p>This will be highly effective in ensuring that development of new greenfield areas are environmentally and socially sustainable.</p> <p><i>viii. 14.1.6.1 h avoidance or adequate mitigation of natural hazards.</i></p> <p>This policy identifies that part of the vision is to ensure that new Greenfield areas avoid in the first instance locating in areas subject to natural hazards. It is considered that Christchurch has ample land for Greenfield growth and does not need to develop more land for residential purposes that may put inhabitants at increased risk. Within identified new Greenfield areas the vision is also to identify any parts of those sites in the pre- development stage where development should be avoided because of the presence of natural hazards, such as land highly susceptible to liquefaction or flooding . When</p>
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network.

**14.1.6.8 Nga Kaupapa / Policy – Protection and enhancement of sites, values and other taonga of significance to tangata whenua**

Ensure:

- a. protection of sites, values and other taonga of cultural significance to Ngāi Tahu using culturally appropriate methods;
- b. identification and utilisation of opportunities to enhance sites, values and other taonga of cultural significance to Ngāi Tahu; and
- c. the relationship of tangata whenua with freshwater, including cultural well-being and customary use opportunities.

**14.6.10 Policy – Protection and enhancement of natural features and amenity**

Ensure that development complements and enhances the amenity, Ngāi Tahu cultural values, recreational, heritage and ecological indigenous biodiversity features and values, particularly for conservation areas, rivers and streams

Protection and enhancement of sites, values and other taonga of significance to tangata whenua. Shown on the ODP where appropriate. Consultation, cultural assessment and identification relevant issues and rules to undertaken in accordance with policies at the time of plan change.

- Rule 8.4.2.1 RD1, RD2, RD3, RD4, NC2, NC3 and NC4 ensure compliance with the ODP.
- Rule 8.4.2.6 Information requirement requires detail of recognition of Ngāi Tahu cultural values, history and identity associated with specific places.

**14.1.6.9 Policy – Separation of**

avoidance cannot occur, the approach provides for mitigation of identified natural hazards to a level where the risk to inhabitants is reduced to an acceptable level (see Natural Hazard chapter policies 5.2.1, 5.3.1 , 5.3.4a, 5.4.1)

This will be highly effective in ensuring that people property and infrastructure are not put at unnecessary risk from the effects of natural hazards. Avoiding natural hazards, or where avoidance is not possible requiring adequate mitigation, before approving development in new Greenfield areas is also more cost effective than retrofitting post development mitigation works.

ix. **14.1.6.1 i. Remediate contaminated land.**

This policy identifies that part of the vision is to ensure that contaminated land is remediated.

This will be effective in ensuring that the land achieves a standard that is fit for purpose. It will protect human health from the adverse effects of contamination and enable the land to be safely used in the future. Remediation will be given effect to through the plans contaminated land provisions in chapter 12.

x. **14.1.6.1 j. and k. tangata whenua and cultural values. And 14.1.6.8 Nga Kaupapa / Policy Protection and enhancement of sites, values and other taonga of significance to tangata whenua.**

This policy identifies that part of the vision is to recognise cultural values and the enduring relationship between the Council and Ngāi Tahu Manawhenua. These policies have a strong link to Objective 3.6.3. Consultation requirements, outline development plan requirements, rules and assessment matters ensure that this important relationship is maintained. In regard to greenfield growth issues specifically the policies have taken direction from the Mahaanui Iwi Management Plan.

xi. **14.1.6.1 i. avoid compromising development.**

This policy identifies that part of the vision is to avoid development that would ultimately

<p><b><i>incompatible activities</i></b> Ensure adverse effects (including reverse sensitivity) on existing businesses, strategic infrastructure and rural activities, are avoided or adequately mitigated.</p> <p>Incompatible activities to be identified at the time of investigation of the ODP and the Plan Change. Methods to avoid, remedy or appropriately mitigate reverse sensitivity effects will identified on a case by case basis.</p> <p>8.1.2.2 Allotments</p> <ol style="list-style-type: none"> <li>1. Allotment layout, sizes and dimensions created be appropriate for the anticipated or existing land uses, and have regard to effects on character, amenity, cultural values and the environment.</li> <li>2. Provide for a variety of allotment sizes to cater for different housing types and affordability particularly in greenfield areas or brownfields residential areas.</li> </ol> <p><b>Rules:</b></p> <p>8.2.4.5, New Neighbourhood Zone Standards.</p> <p>8.4.2.6, Information requirements</p> <p>8.1.2.4 Sustainable design and resilience Enable resource efficiency, use of renewable energy, and community safety and development by:</p> <ol style="list-style-type: none"> <li>1. ensuring that the blocks and lots are oriented and of dimensions that maximise solar gain;</li> <li>2. Providing a development pattern that supports walking, cycling and public transport.</li> <li>3. Accords with</li> </ol> <p>8.1.2.5 Integration and connectivity</p> <p>8.1.2.6 Open space</p> <p>8.1.2.8 Additional subdivision design for greenfield areas.</p>	<p>frustrate the delivery of the vision for whole growth area. Activities that are not listed as permitted, restricted discretionary, discretionary or prohibited in the rules default to non complying activities. This policy will be particularly relevant in the assessment of any resource consent applications to establish activities that would ultimately conflict with the vision. This will be highly effective in delivering the outcomes sought by the outline development plans.</p> <p>xii. <i>14.1.6.2 Policy – Higher density housing location and supporting methods</i></p> <p>This policy recognises that higher residential development as a generality has less on site outdoor living space and provision for private car parking. Accordingly higher density housing should be located where occupants can have convenient access to off site open space where they can undertake recreation activities (passive and active) and modes of transport that are not private motor vehicle based.</p> <p>Walkable access from higher density development to commercial centres helps to provide for the convenience retail and services and day to day needs of the occupants. Further, higher density development close to commercial centres helps to maintain the viability of the commercial centres and the public investment in those centres. The section 32 discussion on policy 15.1.1.2 further expands on the importance of the support of centres in the commercial strategy.</p> <p>xiii. <i>14.1.6.3 Policy – Higher density housing to support papakainga development</i></p> <p>Whilst this policy has been included as a part of Phase 1 of the City Plan review – no particular methods to implement it have been included in this phase. It has been included to recognise the importance of the provision of papakainga development and that the Council will investigate and provide appropriate provisions in the second phase of the review.</p> <p>xiv. <i>14.1.6.4 – Neighbourhood centres scale and</i></p>
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*location and supporting methods.*

This policy recognises that residents of new neighbourhoods will need easy access to convenience retail and services. Greenfield residential development that does not provide for appropriately sized retail and service development (at least at a Commercial Local zone size) contribute to:

- i. social inequality between areas (uneven access to social and health support services); and
- ii. the use of private motor vehicles to leave an area for retail and services at a cost of congestion and energy consumption.

Neighbourhood centres can also provide a source of local employment – contributing to the local economy and again reducing the need to leave an area by motor vehicle.

It is important that any new convenience retail and service activity fit within the commercial hierarchy in the proposed replacement District Plan and that there not be any adverse distributional effects on existing commercial centres.

The size of the commercial centre to be provided will depend on an economic analysis of the retail and services currently available in an area and the projected demand for retail and services that will arise from the population growth. Any particular proposed replacement District Plan rules around the size and timing of the commercial development will be determined through this analysis.

xv. *14.1.6.5 Policy – Parks and open space networks*

This policy recognises that new greenfield residential areas need to provide sufficient open space areas to meet the active and passive recreation and amenity needs of the community. **Appendix 12** to this report sets out some of the community needs, the Council as service provider, has identified. The size of parks is generally determined at the time of subdivisions and depends to a degree on the

Level of Service that the Council, through community consultation, has determined to be appropriate in the Annual and Long Term Plans required under the Local Government Act 2002. The report discusses a minimum area for a neighbourhood park of 3000m<sup>2</sup> – this minimum size is reflected in the rule 8.4.2.5 (6).

The policy also recognises that open space areas need to be within walkable distance of all residents within the new Greenfields area if they are to provide the level of service for which they are designed. This is particularly important for higher density development where compensatory outdoor space for is needed for recreation and amenity purposes. Location of the larger areas of open space will be shown on the outline development plan at the time of its development, and subsequently developed in that area. Resource consent applications to relocate the open space shall be a non complying activity.

The policy recognises that open space links should be provided between larger areas of open space. These open space links can provide walking, cycling, passive recreation and general amenity opportunities for residents. They can also enhance the general non motor vehicle based connectivity.

These links can also provide flora and fauna biodiversity opportunities. This is particularly relevant to outcomes sought in the Mahaanui Iwi Management Plan and other tangata whenua related objectives and policies in the City Plan that relate to protection and enhancement of tangata whenua and cultural values.

*xvi. 14.1.6.6 Policy – Stormwater networks*

This policy recognises that the design of stormwater networks is a critical component of greenfield residential development. Surface management of stormwater has been a major policy of the Council for over 15 years and is reflected in many greenfield subdivisions within the City. The current approach to surface management of stormwater is set out

in the Council's 'Surface Water Strategy 2009 – 2039'. This policy takes general direction from this strategy, where multiple value stormwater management is sought, in giving effect to Objective 14.1.6.

Multiple value in this context means getting the maximum utility from the stormwater system over arrange of themes. These are expressed as 'goals' in the strategy:

- 1. Improving the quality of our surface water resources.*
- 2. Reducing the adverse effects of flooding.*
- 3. Improving the ecosystem health of surface water resources.*
- 4. Protecting and enhancing Ngāi Tahu values associated with surface water.*
- 5. Supporting a range of recreation activities on an around waterways.*
- 6. Protecting heritage values associated with surface water.*
- 7. Protecting and enhancing the landscape values of surface water.*
- 8. Supporting community involvement in surface water management.*
- 9. Manage stormwater in an efficient manner that supports Goals 1-8.*

The implementation part of the strategy (Part 3) speaks specifically to the treatment of stormwater in greenfield areas.

Accordingly this policy has strong ties and links to a number of the other policies discussed here – particularly 14.1.6.8, 14.1.6.5, 14.1.6.8 and 14.6.1.10.

In greenfield areas space for stormwater treatment is not limited and sufficient space for stormwater is a key component for subdivision design (this is especially so given its links to many greenfield policies). Therefore stormwater networks are to be comprehensively planned with the growth

area and shown on the outline development plan at the time of the plan change establishing the outline development plan. Subdivision is to deliver the comprehensively planned stormwater system. Integrated catchment plans have been developed by the Council for the South West and North Belfast areas of the City. Strategy. Outline development plans and subsequent subdivision are expected to be in accordance with these catchment plans, and any subsequent future catchment plans.

*xvii. 14.1.6.9 Policy – Separation of incompatible activities*

This policy recognises that new residential greenfield areas will, in many cases, be built adjacent to existing rural zones. These rural zones are generally working zones that can produce external effects like noise, dust and odour that have adverse effects on residential amenity. However these rural activities are important components of the regional and national economy and need to be able to operate (subject to Operative City Plan and regional rules) without pressure to curtail their activities from adjacent new residential development.

Therefore in some circumstances buffer areas and other mitigation may be required within the greenfield development area to avoid, remedy or appropriately mitigate adverse effects on existing rural activity. These buffer areas and mitigation features will be shown on the outline development plans as needed.

Greenfield residential growth areas may also be built adjacent to strategic infrastructure such as arterial roads and transmission lines. Residential activity can have reverse sensitivity effects on this infrastructure. This policy is additional support for Objective 14.1.4 Strategic Infrastructure. In some instances outline development plans may need to show buffer areas and appropriate mitigation around or adjacent to such strategic infrastructure.

*xviii. 14.6.10 – Protection and enhancement of*



*natural features and amenity*

This policy recognises that greenfield residential growth areas will often contain natural features and amenity that should be protected and enhanced when subdivision occurs. Such features may include, areas of indigenous vegetation, natural waterways and springs that could be enhanced through the subdivision process. The Mahaanui Iwi Management Plan has identified that the protection and enhancement of such features is of particular concern to tangata whenua.

Some greenfield growth areas can contain cultural and heritage features that also need to be protected and where appropriate enhanced through the subdivision process. Such features may include remnants of tangata whenua activity and settlement in the Otautahi area. Remnants of European settlement of the Otautahi area is also common.

Some greenfield growth areas can contain ecological areas and waterways that provide recreational opportunities like walking, kayaking and trout fishing. Access to these opportunities should be maintained or enhanced as part of the subdivision process. Where these opportunities exist they should be shown on the outline development plans and with supporting rules.

Consultation with tangata whenua, an appropriate cultural assessment, and archaeological assessment will be required for each growth area. Where appropriate heritage features will be shown on outline development plans and rules will be included to ensure appropriate treatment of the features.

Overall this policy and its subcomponents is considered to be highly effective in meeting the objectives as set out above.

**b. Efficiency**

- i. An economic impact analysis has shown that the longer term monetary costs and benefits

of the 'subdivide first' process (akin the existing Living G development process) compared to the comprehensive or 'top down' process available under the New Neighbourhood provisions to be around neutral to moderately in favour of the comprehensive consenting approach. Refer to the monetary cost benefit table contained in **Appendix 6.**

**c. Benefits**

- i. A range of residential unit typologies that will meet a wider range of community needs from those that need or prefer smaller residential units (e.g. single person households, retirees, childless couples) to those that need or prefer larger residential units (e.g. a nuclear family of two parents and one or more children). This will ensure that maximum utility will be gained from the expenditure on residential units. These are benefits associated with the existing Living G provisions, they will be enhanced through the New Neighbourhood provisions specifying unit types.
- ii. As life stages change the residential needs of people change. With a range and mix of densities and building typologies there will be choice within the residential development for people with changing needs. Expenditure on migration from a residential area to another area to meet needs can be avoided. The ability to stay within an area brings social benefits as people will not need to re-establish social networks and support services. These are benefits already associated with the existing Living G provisions, but they will be enhanced through the New Neighbourhood provisions specifying unit types.
- iii. A range of residential unit typologies that will provide a range of price points and potentially more affordable housing for home buyers. These are benefits associated with the existing Living G provisions, that again will be enhanced through the New Neighbourhood provisions specifying unit types.
- iv. A reduced dependence and therefore

	<p>expenditure on the private motor vehicle for travel within and out of the residential growth area through greater access to alternative transportation modes such as public transport, walking, and cycling. These are benefits associated with the existing Living G provisions, they will be enhanced through the New Neighbourhood provisions.</p> <p>v. Reduction in the use of the private motor vehicle will have long term social and environmental benefits. These are benefits associated with the existing Living G provisions, that will be enhanced through the New Neighbourhood provisions. A more extensive discussion of the benefits of a shift away from the use of the private motor vehicle is explored in the Section 32 assessment for chapter 7 (the proposed Transport chapter).</p> <p>vi. Provision of appropriately sized local commercial areas will ensure residents will have convenient access to retail and services to address their day to day needs. There will be less expenditure on leaving an area to gain access to these facilities. These are benefits associated with the existing Living G provisions, that will be enhanced through the New Neighbourhood provisions.</p> <p>vii. Provision of appropriately sized local commercial areas that will provide local employment opportunities. These are benefits associated with the existing Living G provisions, they will be enhanced through the New Neighbourhood provisions specifying unit types.</p> <p>viii. Incorporation of provisions to protect and enhance these features will add value to a greenfield residential development by making it more attractive area in which to reside.</p> <p>ix. Provision for passive and active recreation opportunities through appropriately sized and located open space will generally lead in the long term to a healthier population with reduced costs and demands on the health system. These are benefits associated with the existing Living G provisions, they will be</p>
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	<p>enhanced through the New Neighbourhood provisions.</p> <p>x. Coordination of servicing will help to avoid inefficient investment in infrastructure that serves only a short term need before it has to be replaced or has unacceptable operation or maintenance costs over the long term. These are benefits associated with the existing Living G provisions, they will be enhanced through the New Neighbourhood provisions.</p> <p>xi. Long term maintenance of new infrastructure systems, especially surface stormwater systems, will be cheaper. Surface stormwater systems do not have to be 'dug up' to be maintained or replaced. Such infrastructure systems are usually vested in the Council with their long term maintenance costs eventually falling to the rate payer. There will be less pressure on rates revenue in the future.</p> <p>xii. The ability for strategic infrastructure to operate efficiently without being adversely affected by reverse sensitivity effects is a significant contributor to the regions and the national economy.</p> <p>xiii. If utilised, the comprehensive development process is a 'one stop' consenting process that will enable all land use and subdivision consent processes to be dealt with at once. Because of the very comprehensive range of matters addressed and the information requirements for consents, the Council will process the applications on a non publicly notified, non written approvals required basis. This will enable savings in terms of time and finance.</p> <p><b>d. Costs</b></p> <p>i. Landowners / developers will invest more time and money in pre-design of the whole residential growth area, with a wider range of professional input – such as urban design. This will likely increase final price points for residential units.</p> <p>ii. The amount of land required for infrastructure – particularly surface</p>
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	<p>stormwater management is greater. This will have an effect on final market price points for residential units.</p> <ul style="list-style-type: none"> <li>iii. Some developer business models may need to change if the benefits of comprehensive development are to be fully realised – in particular a change away from the ‘traditional’ subdivide and sell to a builder model. Nevertheless provision is still made for the subdivide first process.</li> <li>iv. The proposed comprehensive approach will result in a reduction in flexibility for individual pockets of greenfield residential growths with possible loss in individual development efficiency.</li> <li>v. Cost associated with provision and maintaining pedestrian and cycle ways. These are costs currently associated with the Living G consenting process.</li> <li>vi. Loss of developable land, for stormwater and open space which may be unequally shared between property owners. These are costs inherent in comprehensive development and currently associated with the Living G consenting process.</li> <li>vii. Mix of density may result in a higher servicing demand thereby resulting in additional infrastructure costs. These are costs currently associated with the Living G consenting process.</li> <li>viii. The specified mix of residential unit types and density required may not reflect market demand.</li> <li>ix. On balance, while there will likely be an increase in some costs relating to initial design if the comprehensive design opportunity is taken up the long term benefits of the comprehensive design process outweigh the costs. Benefits from reductions in consenting costs and time will outweigh these costs.</li> <li>x. Nevertheless provision is made for the ‘traditional’ subdivide first process. The costs and benefits of this process compared to the</li> </ul>
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	<p>existing Living G process are generally the same.</p> <p>xi. Overall the longer term benefits of comprehensive design out weigh the shorter term development costs.</p>
<b>Options less or not as appropriate to achieve the Objectives and policies:</b>	
<b>Option 2 Maintaining the current Living G package in the City Plan.</b>	<p>a. <b>Appropriateness</b></p> <p>i. The material set out in <b>Appendix 15</b> and <b>Appendix 16</b> to this Section 32 assessment discusses and highlights some of the drawbacks or problems that have been identified with the existing Living G zone development and consenting process. Maintaining these rules and processes will perpetuate the issues. Overall it is considered that while the existing package could achieve parts of the objectives and policies they would not be as effective or efficient as the new provisions and therefore not as appropriate as the new provisions.</p>
<b>Risk of Acting or Not Acting</b>	
<p>The decision to further evolve the comprehensive approach to comprehensive design and consenting for new greenfield residential areas is based on experience from the implementation of the Living G provisions and observed built form outcomes. The findings of the reports and investigations and the directions in regard to comprehensive development contained in the LURP, provide adequate information to surmise that the risk of acting on the information will be low.</p>	

## 5.8 Chapter 14 Built form standards relating to Comprehensive Planning for New Neighbourhoods

### 5.8.1 Identification of Options

- a. The higher order policy direction for residential character and amenity comes predominantly from CRPS Policy 6.3.2 - Development form and urban design<sup>5</sup> and 6.3.3 Development in accordance with outline development plans (refer to **Appendix 2**). District Plan policy approach must be consistent with and give effect to the CRPS as well as giving effect to Residential chapter Objective 5 High Quality Residential Environments. Policy options for the District Plan can consider whether the direction under CRPS Policy 6.3.2 and 6.3.3 needs to be expanded upon and/or provide more detailed or localised guidance for the Christchurch and Banks Peninsula location.
- b. District Plan rules are the regulatory method for implementation of policies. Other methods may include non-regulatory incentives, business plans, improvement plans etc. DPR options are whether regulatory intervention is an appropriate method for implementation and whether the same level, less or more regulation than the operative set will better implement the policies when considered together with their costs and benefits. Further options are whether to retain the existing method of

<sup>5</sup> Canterbury CRPS -Policy 6.3.2 – Development form and urban design

'bespoke' rules (should they give appropriate effect to higher level objectives and policies) or whether a new and/or amended overarching policy framework is more appropriate.

## 5.8.2 Policy and rule evaluation

PROVISIONS (POLICY, RULE, METHOD) <u>MOST APPROPRIATE WAY TO ACHIEVE THE OBJECTIVES</u>	
<p><b>Relevant objective:</b></p> <p><b>14.1.5 OBJECTIVE - HIGH QUALITY RESIDENTIAL ENVIRONMENTS</b> High quality, sustainable, residential neighbourhoods which are well designed, have a high level of amenity, and enhance local character.</p>	
Provision(s) most appropriate (NB: most relevant parts of policies are <u>underlined</u> )	Effectiveness and Efficiency
<p><b>Option 2 (Streamlined and/or strengthened policy and rules for New Neighbourhoods)</b></p> <p>Revised policies to ensure new development achieves high quality, high amenity, well designed neighbourhoods that enhance local character.</p> <p>Revised package of rules and assessment matters for Residential Suburban and Medium Density Zones that include quantitative and qualitative methods of achieving high quality in neighbourhoods, streets and on individual sites.</p> <p><b>14.1.5.8 Policy - Neighbourhood Character, Amenity and Safety</b></p> <p><i>Ensure individual developments achieve high quality residential environments in all residential areas that;</i></p> <p>(a) <i>Reflect the context, character and the scale of building anticipated in the neighbourhood;</i></p> <p>(b) <i>Contribute to a high quality streetscape;</i></p> <p>(c) <i>Provide a high level of internal and external amenity;</i></p> <p>(d) <i>Minimise noise effects from traffic and other sources where necessary to protect residential amenity;</i></p> <p>(e) <i>Provide safe, efficient and easily accessible movement for pedestrians, cyclists and vehicles; and</i></p>	<p>a. <b>Effectiveness</b></p> <p>i. Policies:</p> <p>The proposed policies and supporting rules are considered necessary to ensure that residential development is suitable to the context and character of the neighbourhood; contributes to the safety and amenity of the street, and achieves a good level of amenity and safety for the occupants. The design of the built form involves balancing multiple components and at times competing or conflicting factors. Striking the right balance between these factors is the necessary process to achieve what is often referred to as 'good design'. The principles and elements of 'good design' need to be well articulated and described to ensure the development community as well as the general community are clear on what needs to be achieved and how it can be achieved. Policy 14.1.5.8 is more directly aligned with the CRPS Policy 6.3.2 Development form and urban design by containing the broad range of residential amenity and character matters over fewer policies. The proposed reduction of number of policies relating to character and amenity will also assist with better communication and administration of the District Plan. The proposed Policy 8 supports Objective 5 by expanding on main elements of good design in a residential context and ensures that high quality is addressed at the three main residential spatial components, including</p>

<p>(f) <i>Incorporate principles of crime prevention through environmental design.</i></p> <p>In the <b>Residential New Neighbourhood Zone</b>, the proposed package of <b>Built Form Standards</b> comprise rules that are primarily aimed at:</p> <p>A. Neighbourhood quality:</p> <ul style="list-style-type: none"> <li>▪ Site density</li> <li>▪ Building height</li> <li>▪ Site coverage</li> </ul> <p>B Street scene amenity and safety:</p> <ul style="list-style-type: none"> <li>▪ Road boundary building setback;</li> <li>▪ Fencing in the road boundary setback;</li> <li>▪ Planting in the road boundary setback;</li> <li>▪ Parking areas;</li> <li>▪ Garages;</li> <li>▪ Ground floor habitable room and overlooking of the street; – also affects on-site amenity</li> </ul> <p>C On-site amenity</p> <ul style="list-style-type: none"> <li>▪ Outdoor Living Space</li> <li>▪ Minimum Unit size</li> <li>▪ Service storage and waste management spaces</li> <li>▪ Life-stage inclusive and adaptive design for new residential units (new standard in district plan – refer to Section 6.5 of the Section 32 report)</li> <li>▪ Energy and water efficient standards for new residential units. (new standard in district plan – refer to Section 6.5 of the Section 32 report)</li> <li>▪ Restricted Discretionary Activity resource consent required to construct residential units on sites created by the ‘Subdivide First’ process in chapter 8, Rule 8.4.2.</li> </ul> <p>D Amenity for adjoining sites:</p> <ul style="list-style-type: none"> <li>▪ Daylight recession planes</li> <li>▪ Minimum building setbacks from internal boundaries</li> <li>▪ Minimum setback and distance to ground level for windows and balconies</li> </ul> <p><b>14.9 Matters of Control and Discretion</b> including:</p> <p>14.9.1 Site design and site coverage</p> <p>14.9.2 Building height and daylight recession planes</p> <p>14.9.3 Street scene – Road boundary building setback, front doors, fencing and planting</p>	<p>the:</p> <ul style="list-style-type: none"> <li>▪ <i>neighbourhood</i> – quality of new development with respect to its ability to continue or complement the wider city/neighbourhood context and character;</li> <li>▪ <i>streetscape</i> – quality of new development with respect to its contribution to the safety and amenity of the street or other public realm immediately adjacent the site; and the</li> <li>▪ <i>site</i> – the quality of new built form with respect to external and internal amenity and safety for its occupants without compromising the needs of neighbouring land users.</li> </ul> <p>Residential amenity is protected from adverse noise effects. Accessibility and safety is provided for pedestrians, cyclists and drivers. New and existing developments actively support and enhance safety and crime prevention in public and private spaces by application of environmental design principles for crime prevention.</p> <p>ii. Residential New Neighbourhoods</p> <p>Residential New Neighbourhood rules are designed, in the main to achieve the same outcomes that the corresponding residential suburban zone and residential medium density zone rules seek. However it is recognised that because this is a greenfield context (i.e. very little existing built environment within the development area that can be adversely affected by new building development) a direct imposition of exactly the same Residential Suburban Zone rules is not appropriate. Also in some cases there are two levels of standards that reflect which ever subdivision process has been used in chapter 8 Section 8.4.2 – Comprehensive subdivision and land use consent, or ‘traditional’ subdivide first only.</p> <p>Further, in relation to the Residential New Neighbourhood Standards the different building typologies required need individual</p>
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<p>14.9.4 Minimum building, window and balcony setbacks from internal boundaries</p> <p>14.9.5 Outdoor living space</p> <p>14.9.6 Urban design and maori urban design principles</p> <p>14.9.11 Service, storage, and waste management spaces</p> <p>14.9.12 Tree and garden planting</p> <p>14.9.13 Acoustic insulation</p> <p>14.9.21 Life-stage inclusive and adaptive design and Energy Efficiency Building Standards</p>	<p>standards that reflect the needs of the building type and the occupants of the residential units.</p> <p>iii. Neighbourhood amenity:</p> <p>Site density (i.e. minimum site size), building height and site coverage are established as effective methods of establishing or maintaining the desired character of the new neighbourhoods in terms of the amount of openness, scale and height of buildings. Other controls such as the size of outdoor living space and boundary set backs are primarily aimed at controlling the street scene and on-site amenity, rather than the overall neighbourhood amenity. They however also cumulatively contribute to achieving a high quality neighbourhood.</p> <p>There is no site density requirement where sites have been created via the comprehensive consenting method in chapter 8 Section 8.4.2 as it is recognised that allotment sizes and site density will be determined by what is appropriate to deliver the comprehensive design.</p> <p>The height standard for where sites have been created via the comprehensive consenting method in chapter 8 Section 8.4.2 is 3 metres higher than in sites created under the traditional subdivide first process as it is recognised that the appropriateness of the location of buildings in relation to each other is comprehensively determined.</p> <p>There is no maximum site coverage where sites have been created via the comprehensive consenting method in chapter 8 Section 8.4.2 as it is recognised that site coverage can be determined by what is appropriate to deliver the comprehensive design.</p> <p>iv. Street scene amenity and safety:</p> <p>The road boundary building setback rule has different standards depending on the orientation of the street to the arc of the sun. An extra width of setback is required on the south side of east-west oriented roads as this space can be utilised by occupants for access to sunlight. This is needed because buildings will likely shade living areas</p>
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	<p>towards the south side of the site.</p> <p>Planting fencing and parking areas requirements will ensure that the street scene amenity remains high. The height of fencing rule combined with the ground floor habitable room overlooking of the street rule will ensure that a high level of passive surveillance of the public space on the adjoining road occurs.</p> <p>The garaging rule will ensure that no street scene is dominated by garage doors and that there will be sufficient remaining façade on the residential unit to contain glazing or balcony or veranda that can overlook the street.</p> <p>v. On-site amenity:</p> <p>The outdoor living space rule ensures that there is an appropriate level of service for outdoor activity commensurate with the type of residential unit that is being provided. Residential units with outdoor living space on the ground floor will have easier access to larger areas of open space. Apartments have a lesser requirement in recognition of the practicalities of providing private space above ground level and that occupants of apartments generally recognise that smaller spaces are appropriate.</p> <p>For a further discussion and reasons for the proposed rules refer to the Urban Design technical report contained in Appendix 5.</p> <p>Efficiency of the Policies and Built Form Standards for Residential New Neighbourhood Zone:</p> <p>An economic impact analysis has shown net monetary cost of the built form standards to be neutral or near neutral. Refer to the monetary cost-benefit table contained in <b>Appendix 6.</b></p> <p>b. <b>Benefits:</b></p> <p>i. Policy 8 will ensure functional and high quality living environments are achieved for the occupants and wider neighbourhood. Further that new development will be sympathetic to the surrounding environment</p>
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	<p>and will complement it.</p> <ul style="list-style-type: none"> <li>ii. The policies achieve a safer public environment through increased opportunities for passive surveillance of the street and site frontages by residents.</li> <li>iii. The rules will not place unnecessary regulatory costs or delays on the market's ability to deliver the required land for development.</li> <li>iv. The benefit to the community of the policy and rule package is greater than the cost to individuals, noting that the individuals also benefit from the cumulative positive outcome on streets and neighbourhoods being of a high quality.</li> <li>v. The proposed new street scene rules for the Residential New Neighbourhood Zone are consistent with rules for Residential Suburban Zone Development. A consistent approach across all residential zones assists with more efficient administration, review and monitoring of the District Plan, to better determine whether the outcomes sought under objectives for high quality residential environments are being achieved. In absence of similar rules in the Residential New Neighbourhoods Zone, the plan would be giving effect to proposed Policy 8 in one residential area but not the other, creating unjustified inconsistency.</li> <li>vi. The major benefit of the recession plane rule is to ensure good access to daylight is achieved for all sites which has health benefits to occupants and benefits to greater efficiencies in home heating.</li> <li>vii. The new street scene rules will increase the opportunities for tree and garden planting and reduce the domination of driveways and car parking. Over time, this will benefit individual property owners by improving the marketability of a site, but also the wider street as the neighbourhood value and attractiveness improves.</li> </ul> <p><b>c. Costs</b></p>
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	<ul style="list-style-type: none"> <li>i. Controlling some fundamental elements of existing character through regulation, such as the new street scene rules, could result in a partial loss of individual freedom for utilisation of front yards. Some styles of more permeable fencing could be more expensive to construct than a standard and more traditional wooden fence. There is potential for increased resource consent applications for streetscene rule breaches.</li> <li>ii. Height and recession plane rules together place the greatest limitation on the amount of development that can be accommodated on a site. In the Residential Suburban Zone the road boundary setback and outdoor living space rules are the next most limiting. These rules could reduce potential profits on developments and lead to marginally higher home prices.</li> <li>iii. The requirement for a qualitative urban design assessment for residential units to be constructed on allotments created under the subdivide first process of chapter 8 Rules 8.4.2 , may lead to a modified and more expensive design. This can lead to significant more costs for the developer that will ultimately be passed onto the buyer. Requiring good to high standards of urban design can mean some financially marginal proposed developments are not able to be financed and delivered. This may reduce the number of more affordable homes that could be delivered to the market.</li> </ul>
<b>Options less or not as appropriate to achieve the Objectives and policies:</b>	
<p><b>Option 1 (Status quo – current the format of ‘bespoke’ policies and rules)</b></p> <p>To address the issue of residential character and amenity, in Greenfield residential growth areas the operative District Plan contains a myriad of Objectives, Policies each tailored to specific outcomes for each area.</p> <p>There are also a number of rules that implement the operative objectives and policies, including rules on building height; sunlight and outlook for</p>	<ul style="list-style-type: none"> <li>a. <b>Appropriateness</b> <ul style="list-style-type: none"> <li>i. Whilst the existing policies and rules pre-date the CRPS Policy 6.3.2 Development form and urban design, and Policy 6.3.3 – Development in Accordance with outline development plans they are considered to give adequate effect to these policies and other relevant higher order objectives and policies. However the operative objectives and policies are more prescriptive for each area than those proposed under Option 2.</li> </ul> </li> </ul>

<p>neighbours; street scene; separation from neighbours; outdoor living space; service, storage and waste management spaces; landscaping and tree planting; and acoustic insulation.</p>	<p>Perpetuation of this method of ‘bespoke’ objectives and policies will add unnecessary complexity to the plan and the plan will become overly cumbersome. Proposals (if resource consent is required) require assessment against these policies which is time consuming and potentially leads to unnecessary costs on the applicants. The desired outcome is just as likely to be achieved through more streamlined policies.</p>
<p><b>Option 3 (Less regulation in the rules to give effect to the policies)</b></p> <p>The District Plan cannot have less directive policies than in option 1 and 2 as that would not give effect to the CRPS Policy 6.3.2 and 6.3.3. The policies proposed under Option 1 have already significantly streamlined the operative District plan policies. Further refinement or more generalisation of the policy direction will not adequately give effect to CRPS Policy 6.3.2 and 6.3.3 and therefore has not been considered.</p> <p>This option does however consider whether it is appropriate to have less regulation (rules) than proposed in Option 1 and 2. This option could involve a reduced number of rules controlling site and building development, particularly those relating to streetscene and site coverage.</p>	<p><b>a. Appropriateness</b></p> <p>i. The level of regulatory intervention proposed in options 1 and 2, is minimal when considering the desired outcome that is sought for greenfield residential areas under the objectives and policies.</p> <p>ii. If rules are not in place there is a risk that inadequate investment into creating the street scene will be made, which over time will not produce the quality of residential environments expected. Reliance on guidelines would not be appropriate because private developers often are only persuaded to change proposals to be consistent with guidelines if there are specific rules in the District Plan that provide the council with the ability to impose conditions. Statutory concerns tend to be treated more seriously than non-statutory ones.</p> <p>iii. Other methods such as education (i.e. through design guidelines and publications) and incentives can in some circumstances be as effective in achieving good site and building design as regulatory control. Awareness of guidelines rises more however when there is an associated statutory requirement for their consideration.</p> <p>iv. Reduced regulatory control increases an individual’s freedom for site utilisation and will avoid potential resource consenting costs if rules are breached.</p>
<p><b>Risk of Acting or Not Acting</b></p>	
<p>The provisions related to Residential Character and Amenity have been prepared using advice from Council’s Urban Design Unit (see <b>Appendix 5, Appendix 14 and Appendix 15</b>) and analysis on the effectiveness and efficiency of the existing Plan provisions. The provisions are also guided by the highly directive recovery planning documents such as the LURP, Recovery Strategy and new provisions of the CRPS. The economic impact assessment of the proposed rules is largely qualitative in nature. In</p>	

determining whether a proposed rule change will result in a cost or benefit, only a value judgment has been made in assessing whether the cost or benefit is minor, moderate or high. Notwithstanding this, the level of cost/benefit analysis undertaken is considered to be appropriate to the extent and nature of the proposed changes to the existing rule package.

The proposed new rules relating to the Energy Efficiency Building Standards and life-stage inclusive and adaptive design for new residential unit are however supported by both a quantitative and qualitative cost/benefit assessment.

## 5.9 Policy and Rules not carried through from the current District Plans

PROVISIONS (RULE, METHOD) <u>MOST APPROPRIATE WAY</u> TO ACHIEVE THE OBJECTIVES AND POLICIES	
<p><b>Relevant objectives:</b></p> <p><b>14.1.1 OBJECTIVE 1 – HOUSING SUPPLY</b> An increased supply that will:</p> <ol style="list-style-type: none"> <li>a. Enable a wide range of housing types, sizes and densities; and</li> <li>b. Meet the diverse needs of the community in the immediate recovery period and longer term including social and temporary housing options...</li> </ol> <p><b>14.1.5 OBJECTIVE – HIGH QUALITY RESIDENTIAL ENVIRONMENTS</b> High quality, sustainable, residential neighbourhoods which are well designed, have a high level of amenity, and enhance local character.</p> <p><b>14.1.7 OBJECTIVE 7 – NON-RESIDENTIAL ACTIVITIES</b> Residential activities remain the dominant activity in the residential zones and non-residential activities meet only local community needs, and are compatible with and can be accommodated within residential areas.</p>	
Provision(s) not considered to be appropriate or necessary	Effectiveness and Efficiency
<p><b>Option 2 (Rules not carried through into the proposed District Plan)</b></p> <p>The following rules from the operative Christchurch City Plan have not been carried through in their current or an amended form into the proposed District Plan:</p> <ol style="list-style-type: none"> <li>1. maximum continuous building length (exterior walls) rule is removed from all residential zones;</li> <li>2. site size of other (non-residential) activities;</li> <li>3. building size and separation – residential and other activities; and</li> <li>4. screening of parking – residential and other activities within the Living 3 Zone.</li> </ol>	<ol style="list-style-type: none"> <li>a. <b>Effectiveness and Efficiency</b> The rules were developed to control the scale of building development to maintain and enhance residential character and amenity.</li> <li>i. <b><i>The purpose of the continuous building length</i></b> rules were to mitigate effects of large unarticulated building facades by prescribing steps for walls and ridges that are longer than 20m. In practice it introduces a bleak permitted baseline of 20m long blank façade. The prescribed depth and length of steps are rarely able to be complied with on specific instances. In many cases a simpler design with high quality materials and architectural detailing quality materials and architectural</li> </ol>

detailing leads to better outcomes. The effects of building bulk and scale are instead addressed via the urban design matters of discretion for multi-unit developments where there is higher potential for buildings to reach 20m. In smaller grain residential development, in the rare instance that a house reaches 20m, there are openings and articulation such as windows, which provide the degree of articulation expected in residential context.

- ii. ***The site size rule for other (than residential) activities*** under the operative Christchurch City Plan controlled the maximum net area of any site for use by other activities to 1100m<sup>2</sup>. This was one method to control the scale and effects of non-residential activities. The proposed activity-based model for the proposed District Plan more appropriately addresses matters of scale through the proposed Permitted and Restricted Activity Tables and Activity Specific provisions.
- iii. ***The building size and separation rule*** under the operative Christchurch City Plan controlled the gross floor area of any single building to a maximum of 550m<sup>2</sup>. The purpose of this rule was to control the scale and effects of large buildings (often retirement villages) on adjoining and adjacent properties. The proposed activity based model for the proposed District Plan addresses matters of scale through the proposed Permitted and Restricted Activity Tables and Activity Specific provisions.
- iv. ***The screening of parking rule*** under the operative Christchurch City Plan required that parking areas located within the Living 3 Zone be screened from conservation or open space zones, roads and adjoining sites by landscaping, walls or fences. This rule is

	<p>considered unnecessary and inappropriate for side boundaries as this is typically achieved by 1.8m fences, which are almost always constructed by property owners for privacy reasons. The existing rule created a bleak baseline for street scene by requiring a fence (as one option) to screen car parks. It is considered that maintaining visibility into a site is more beneficial to the street scene than a solid high fence. Property owners are free to landscape and screen their car parks and are likely to for the benefit of the site's street appeal.</p>
<b>Options less or not as appropriate to achieve the objectives and policies:</b>	
<p><b>Status quo – retain rules</b> Carry through the following rules into the proposed District Plan:</p> <ol style="list-style-type: none"> <li>1. maximum continuous building length (exterior walls) rule is removed from all residential zones;</li> <li>2. site size of other (non-residential) activities;</li> <li>3. building size and separation – residential and other activities; and</li> <li>4. screening of parking – residential and other activities within the Living 3 Zone.</li> </ol>	<ol style="list-style-type: none"> <li>a. <b>Appropriateness</b> <ol style="list-style-type: none"> <li>i. Carrying through these rules into the proposed District Plan will lead to unnecessary resource consents, given that the environmental outcomes sought by the control are adequately achieved through other proposed rules.</li> </ol> </li> </ol>
<b>Risk of acting or not acting</b>	
<p>The decision to not carry through some current provisions from the operative Christchurch City Plan has been based on the monitoring of development under the operative plan over the last 20 years. An assessment of the operative plan's efficiency and effectiveness has also been prepared by Response Planning in 2012. The findings of this report, together with the enabling directions contained in the LURP, provide adequate information to surmise that the risk of acting on the information will be low.</p>	



## 6. SUMMARY OF CONSULTATION

The Section 32 for the Strategic Directions chapter provides an overall summary of the consultation undertaken for the first phase of the DPR. In addition, s 1.4 of this report provides a summary of the feedback received specifically related to the draft Residential chapter provisions. **Appendix 13** provides a more detailed summary of the feedback and recommended responses to the feedback, including recommendations to change the draft provisions.

## **BIBLIOGRAPHY**

## APPENDICES

## **Appendix 1: Linkages Between Provisions**

## **Appendix 2: Key Strategic Documents**

## **Appendix 3: Overview Of Household Demand, Household Targets, And Household Capacity**

**Appendix 4: DPR Of Medium Density Residential Zones Around Key Activity And Neighbourhood Centres**

**Appendix 5: District Plan Design Controls Review Of Built Form, Character And Amenity Provisions – Existing Flat Land Residential Zones**



**Appendix 6: Economic Impact Assessment Of Proposed District Plan Residential Chapter Changes To Provisions**

## **Appendix 7: Proposed District Planning Map Overview of Residential Zones**

## **Appendix 8: Urban Edge Analysis Report**

## **Appendix 9: Quantity Survey And Built Costs Report**

## **Appendix 10: Comparative Costs Of Traditional And Comprehensive Subdivision**

## **Appendix 11: Energy Efficiency Building Standards Cost Scoring Report**

## **Appendix 12: Report On Minimum Area For Neighbourhood Parks**

## **Appendix 13: Overview Of Consultation**



**Appendix 14: New Neighbourhood Comprehensive and Subdivide first subdivision process**

## **Appendix 15: 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**

	<b>Comprehensive Development Process (ROUTE A)</b>		<b>Subdivision First (ROUTE B)</b>
	<b>A1 – Comprehensive Neighbourhood</b>	<b>A2 – Combined Consent</b>	
<b>Description</b>	<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>
<b>Site size</b>	Minimum site size of 8ha (subsequent stages of a minimum of 7000sqm)	Between 7000sqm and 4ha	Between 7000sqm and 4ha
<b>Regulation</b>	Lot sizes are flexible, being responsive to the proposed buildings and their relationships to one another, and to the proposed public space environment.	A minimum subdivision and land use development area of 7000m <sup>2</sup> 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.	A minimum subdivision development area with minimum lot sizes of 300m <sup>2</sup> (400m <sup>2</sup> 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.
<b>Process</b>	<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>	A rigorous initial subdivision and landuse consenting process for the minimum 7000m <sup>2</sup> 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.	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

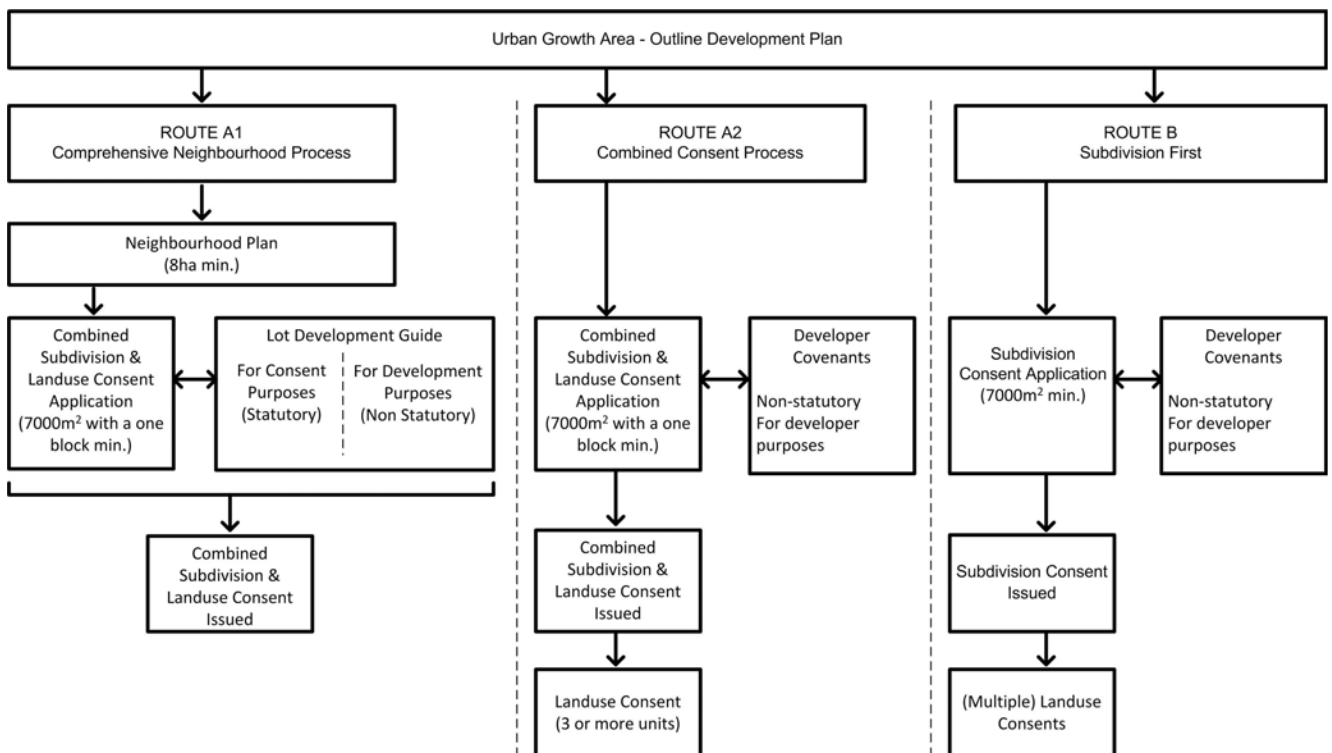
The three routes can broadly be summarised as follows, with the subsequent diagram summarising the process stages.

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 7000m<sup>2</sup> 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 7000m<sup>2</sup> and at least one block.

A sophisticated subdivision and land use plan that contains:

- The layout of the 7000m<sup>2</sup> 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 RMAual 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.

<b>More Comprehensive</b>		<b>Less Comprehensive</b>	
←			
<b>Comprehensive Neighbourhoods</b>	<b>Combined Consent</b>	<b>Subdivision first</b>	
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**

	<b>Typology</b> (Neighbourhood Plan Stage)	<b>Unit Type</b> (Combined Land Use and Subdivision Consent Stage)	<b>Variant Mixes</b> (Lot Development Guide)
	One Typology/Site	2-3 Unit Types/Typology	Unlimited Compliant Variations
Information Needs	<p>Lot size</p> <p>Typology allocation</p> <p>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**

<b>Consenting Documents</b>			
	<b>Neighbourhood Plan</b>	<b>Composite Subdivision and Resource Consent</b>	<b>Lot Development Guide</b>
	<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>
<b>Theme/ Discipline</b>			
<b>Direction and Regulation</b>	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
<b>ODP</b>	Outline Development Plan infrastructure and other requirements		
<b>Greenspace</b>	Configuration of public spaces including Areas/widths of provision Vehicle access points Location and nature of any playground/court facilities within the green network		
<b>Transport</b>	Streets/access <ul style="list-style-type: none"> <li>– Street layout, network and hierarchy hierarchy and intersection treatments (modelling for controlled intersections also required)</li> <li>– Street, block and open space cross sections, including on-street landscaping and parking</li> <li>– Street furniture</li> <li>– Bus routes (if any proposed by Ecan)</li> <li>– Any areas of proposed non-standard materials on legal roads are to be highlighted</li> <li>- Pedestrian and cycle access and connections showing interaction with green and blue links</li> </ul>	<i>Public versus private access elements</i>	

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

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

## Appendix 16: Context Urban Design

### First Draft Greenfield Residential Subdivision - Urban Design Issues and Recommendations Report

#### **PART 1. Outline development plan issues and recommendations**

##### **1.1. Lack of flexibility and usefulness over time**

The more recent Outline Development Plans inserted into the Christchurch City Plan (CCP) have tended to be formulated by preparing a detailed Masterplan and then taking the framework of it to create the Outline Development Plan (ODP).

The Masterplan shows us one way in which the site could be developed. It demonstrates that the required residential density can be achieved. The Masterplan is likely to undergo many changes as the development proceeds. Reasons for change could include lack of demand or provision for certain housing sizes or forms; unforeseen ground conditions; wrongly located or sized stormwater retention/detention ponds; unsatisfactory siting of non-residential uses; minor adjustments in section sizes and shapes which can have a knock-on effect on the wider layout; different requirements of new developers/landowners; new land uses or activities emerging within or around the site. In addition, both the developers and the Council may well find better ways of doing things as the details of the development are considered.

If the ODP is drawn tightly around the Masterplan and the ODP is then embodied in the CCP the opportunity to make changes as development proceeds is severely curtailed. There is limited ability to respond to the market or specific wishes of existing property owners. In practice what happens as the development progresses is that changes are made and the integrity of the ODP is likely to be undermined, such that its ability to provide a framework for development is greatly diminished.

Recent Christchurch greenfield housing developments at Northwood, Aidanfield and Yaldhurst (Delamain) all differ considerably from their original ODP's which were drawn around their Masterplans.

Outline Development Plans need to provide a framework and not a straitjacket.

A more responsive approach would be for only those aspects of a development site that are fixed, such as development constraints (ground conditions), existing trees, watercourses, landforms, views and access points to be drawn on the map. The location, size and configuration of new key components and structuring elements such as local shops, community facilities, schools, the route of walkways, cycleways and bus routes through the site and the distribution of different residential densities, could then be provided as criteria or diagrams, in order to remain useful throughout the entire development of the site. The criteria will depend on the particular circumstances of the site but examples of criteria are:

- a site for local shops will be required in a central position, within 15 minutes walk of all residents.
- Provision should be made for a bus route to run between points x and y.
- Only one access from SH1 will be permitted, this to be at least 400 metres from the eastern site boundary
- A new park of at least 2 hectares will be required within 50 metres of the existing school
- Higher density housing to front onto the new park

The requirements will need to be met by the scheme plan at the time of subdivision. Applicants will need to demonstrate how the overall requirements can still be met. The masterplan for the site will undergo many revisions as development progresses. Changes to some of the rules and assessment matters would be needed to ensure that they did not need to refer to a map base.

## **1.2. Relation to context**

A fundamental requirement of successful place making is to take as much design inspiration from the existing site features and context as possible. This is supported by the first of the seven principles of the Urban Design Protocol, namely 'Context', which advises that, among other things, quality urban design:

- Recognizes and builds on landscape context and character
- Examines each project in relation to its setting and ensures that each development fits in with and enhances its surroundings

The first step in preparing an ODP should be to gain a thorough understanding of the site and its context. Existing on site features, such as vegetation, landform, watercourses and properties as well as off-site aspects such as views, community facilities, walking, cycling and road connections all need to shape the ODP, alongside technical matters such as geotechnical conditions. Embracing existing features can provide a connection with the past, add interest and help to define a character for a new community.

The need to carry out widespread earthworks to remediate the ground would seem to mean that existing site features will be difficult to retain in some parts of the city. Existing trees and hedgerows are often not compatible with residential uses e.g. causing shading or have a tendency to drop limbs or debris. Furthermore the need to achieve a higher density of development means that there is often insufficient space to accommodate trees. An understanding of what is now possible in terms of retention of vegetation and landform is important.

## **1.3. Creating a place - character, community focus/focal points, facilities, pre-schools**

The existing Living G zones are tending towards a similarity in design of a 'New Urbanist' nature. Development will inevitably be representative of its era, and this in itself helps to distinguish different parts of the city from each other. However, effort needs to be made to develop a particular character for each new community.

Some Masterplans such as those for Halswell West and Highfield tend towards text book concepts of new settlement forms, with a centrally located neighbourhood centre providing local shopping and community facilities. Unfortunately, while it is desirable for all residents to have a local centre within walking distance, just allowing for it on a plan does not mean that it will be viable. The concern therefore is that a community is focused around a node which may not eventuate or may struggle to survive. Neither the Northwood or Aidanfield developments, which are Christchurch's forerunners to Living G developments (albeit of a lower density) have managed to attract commercial developments to locate in the business zones within the development. Commercial developments will only stand a chance if they can draw customers from a wider catchment areas. Prestons and Yaldhurst ODP's have been developed on this basis. Ngāi Tahu's large development at Lincoln also has its commercial centre right out front, on the main road and close to Lincoln University. Where such a position of advantage is not possible other means of providing structure to a settlement must be employed.

Currently within ODP areas the only commercial facilities that have eventuated are pre-schools. Full advantage must be taken of these to provide a focus. Otherwise community or communal



facilities, such as the country club facilities at Northwood, the tennis courts that are a feature of Gillman Wheelans subdivisions or public facilities such as a library, swimming pool or primary school must be used.

Pegasus New Town, north of Woodend promised a wide range of facilities. The general store in the centre of the development struggles to survive and is subsidised by the developer. The original developers have gone into liquidation and the new owners (the Todd family) have said that they will be concentrating on the build out of the residential properties. This leaves the shopping centre, hotel, leisure facilities, road connection to Woodend Domain etc. unlikely to proceed. Consideration of economic viability to counter idealism is essential if future residents are not to be disappointed.

Providing for a range of socio-economic and age groups helps to establish a balanced community. Variety in allotment size allows for a range of house sizes, although small allotments do not seem to be equating with cheaper houses. ODP's need to allow for other forms of development such as retirement villages, co-housing (housing developed on a communal basis, often with some shared space and facilities and usually incorporating sustainable development principles) or groups of apartments. Generally it will not be possible or appropriate to identify particular locations for such multiple unit development, but the ODP needs to have the flexibility to enable them. Criteria about their location may also be needed.

#### **1.4 Staging of Development**

In order to aid the formation of a sense of community and to assist in the provision of community facilities, such as a bus service and neighbourhood shops it will be important that development proceeds in a spreading rather than a sporadic fashion. Provision of infrastructure may determine how a development proceeds to some extent, but the ODP should give direction. Where the land is in multiple ownership it will be more problematic.

#### **1.5. Distribution of density**

The Living G ODP's set out precisely where different densities of development should be located. This is a very inflexible approach and is likely to lead to problems as the development proceeds. Any deviation from the ODP will have knock-on effects. What happens if, for example, there is no market for the Density A size sections but that the density can still be achieved through a combination of more Density B size sections and some much higher density apartments or retirement units? It may be that some larger allotments may be appropriate in the Residential Density A areas, for example on corners. Conversely smaller allotments dispersed among larger ones could enable design variety and allow for a mix of residents. Minimum and maximum average section size provisions do make some allowance for this, but the scope for variation is limited. The challenge is to find a workable means of ensuring that the required density is achieved without being overly prescriptive. One method might be to require the developer to demonstrate that the overall density can still be met as each stage of the development is submitted for subdivision consent.

A blanket requirement to achieve 15 houses per hectare will lead to a homogeneity of development but also is not practical in some locations, particularly in the R18 (Hendersons Basin) ODP area. There appears to be little take up to date of Density A sites in the Living G zones.

#### **1.6. Dimensions and orientation of density A areas**

The masterplans which informed the Living G zones (apart from Yaldhurst) included higher density development in the form of long narrow allotments, i.e. only suitable for terraced housing. This form is carried through into the ODP's both through the precise identification of the density A areas (size and shape) and the spacing of the road network. Often the Density A units are on the

east or south side of a road. The houses are likely to be two storey and therefore in this orientation their private gardens could be in shade for unacceptable periods. In some cases 'left over' shapes have been identified as Living A. It can be very difficult to produce a good and efficient design solution when the site parameters have been arbitrarily established. Both Proposed Plan Change 72 (Highsted) and Proposed Plan Change 80 (south of Masham) have Density A areas identified on the Masterplan/ODP for which it will be difficult to develop a good urban design solution (is it too late to do anything about it?).

### **1.7. Road layout**

There has been a move towards a more connected and permeable layout in the Northwood, Aidanfield and Living G zones which is generally a welcome aspect. However, the grid nature of a permeable layout is not without its issues.

Grid layouts are urban in nature and are not necessarily appropriate for the urban fringe locations of the urban growth areas.

Small street blocks have the following disadvantages: a larger proportion of the land area needs to be devoted to roads at the expense of private gardens (when there is a minimum density control); pedestrians must frequently cross roads; junction spacings are below recommended standards; there is likely to be a high number of crossroads, which are potential points of vehicle/vehicle and pedestrian/vehicle conflict; they can generate a very monotonous subdivision layout and they burden the Council with a large amount of public road and footpath space, which must be maintained.

The road network does not need to be as permeable as the walking and cycling network. In fact if the route is more direct on foot or by bicycle this could well encourage more walking and cycling. The idea of 'walkable blocks' could be more helpful than merely seeking maximum permeability. A walkable block is defined as one which can be walked or cycled around entirely on publicly accessible land, this may be along a road, on a walkway/cycleway or through a public open space. A walkable block size (i.e. perimeter distance) of 800m permits an average 10 minute walk around the block and combined with other walkable blocks will provide a settlement form conducive to walking and cycling.

Loop roads and cul-de-sacs provide pleasant quiet and safe living environments where children can play in the street and allow for variation in layouts.

### **1.8. Roading detail**

The Living G ODP's show the road pattern down to a detailed level. The establishment of an internal road pattern at this preliminary stage acts as a constraint on design at the subdivision stage. There is little scope for realignment or resizing of allotments to avoid poor design solutions when the road pattern is already determined by the ODP.

### **1.9. Dimensions of commercial areas/neighbourhood centres**

Neighbourhood centres may be indicated as a block on the ODP. Once the development of the block is considered in detail it can prove difficult to develop a good urban design solution for a number of reasons e.g.:

- The dimensions may be such that there is not sufficient space for an efficient car park layout
- The orientation of the block may mean that the shop fronts face south and is not a pleasant outdoor space for pedestrians or cafe tables
- The size and shape of the block may make it difficult to provide units that are attractive to tenants or may create a need for an amount of active frontage that is not practical

- It may be difficult to achieve a good interface with adjacent residential properties

### **1.10. Addressing edges and interfaces**

Lack of attention to interfaces at the ODP stage is a major concern. Sensitive interfaces between existing landscapes/townscapes and new development are important elements of place making.

#### Interface with existing roads

Lack of forethought and control at the ODP stage can result in properties backing onto roads with high fences and little space for landscaping. For example neither the Halswell West or the Awatea ODPs set out how the Halswell Junction Road frontage should be treated. As subdivision applications are proceeding a mish-mash of mostly unsatisfactory treatments are emerging. In cases where the adjacent road is a limited access road, individual accesses may be undesirable but solutions need to be established at the ODP stage. It may be that a landscape buffer should be established to create a green frontage, alternatively houses may face the road (particularly if they face south or east towards it) but be accessed via a slip road or access from the internal road network. The ODP needs to establish how the interface will be handled so that it is consistent along the whole frontage.

#### Interface with rural land

Where ODP areas have an interface with rural land a decision needs to be made about how it should interface, especially if the edge is visible across the landscape. It may be that the sections on the edge should be larger and have requirements about planting and fencing and a greater building set back from the rural edge, alternatively a harder edge may be appropriate with a roadway along the boundary and properties facing the rural land across it.

#### Interface with open space

Again, a decision needs to be made at the ODP stage. Generally houses should front onto open space, but this may not always be possible or appropriate. Larger, more natural and informal spaces may have houses backing onto them - in which case planting and fencing conditions will be needed. Hendersons Basin is going to have a lot of interface with the wetlands/stormwater ponds, which needs to be carefully thought through and controlled.

#### Interface with existing residential areas

Where an ODP abuts the edge of an existing Living 1 residential area it should ensure that the new and the existing development is compatible. This may mean larger sections, restriction to single storey, larger building setbacks etc.

### **1.11. Multiple ownership and differing development aspirations**

The ODP's are intended to co-ordinate development. This sounds reasonable in theory, but in practice it is extremely problematic when there are many landowners. Some landowners will be keen to develop, others will have no intention and could stymie the development of a much wider area. The ODP will need to be carefully drawn up so that owners can as much as possible work independently of each other. This may mean running the spine road along property boundaries, requiring roads to be built right to the edge of individual land holdings, allowing for temporary access off existing roads until an internal road network is established, locating large areas of open space where each land owner contributes or establishing some means of owners without open space on their land compensating those with open space etc.

In some areas large houses on lifestyle blocks exist which will need to remain. These will need to be identified at the outset and designed around. They may have established gardens which can become a feature of new development, for example by becoming a reserve. There may be a need to provide a buffer in the way of larger sections surrounding such properties and/or planting and fencing requirements.

### **1.12. Use of layers**

A system of layers has been adopted for the Living G zones. Most of this information could be included on one ODP, especially if the amount of detail is reduced as recommended above. It is important to view all the aspects together to see how they interrelate and separating them makes it more likely that the different disciplines will look at their 'own' layer only.

### **1.13. CRPS requirements**

The LURP proposes amendments to the CRPS. Policies 6.3.2. Development Form and Urban Design and Policy 6.3.3. Development in Accordance with Outline Development Plans which reflect the provisions previously proposed as Policies 7 and 8 of Proposed Change 1 to the RPS.

Policy 6.3.2. provides sound urban design support which needs to be given effect to through the District Plan. However, it is weak on visual interest and amenity and scale and style, which have been omitted from the previous policy, the District Plan needs to address this too.

Policy 6.3.3. is very prescriptive and requires a relatively detailed land use plan. In order to provide the detail required it will be necessary to prepare a masterplan. A masterplan prepared by the Council or anyone not subsequently developing the site is doomed to failure. The problems raised by embodying a master plan in the District Plan are outlined in 1.1. above. The later ODP's for Living G zones follow the requirements of Policy 8, but have many shortcomings as outlined above. If the LURP is confirmed as proposed, it will be important for the District Plan to find a means to reconcile the words of this policy with an ODP that delivers good urban design outcomes.

The Methods for Policy 6.3.3. state that the Regional Council will establish a protocol and guidelines to assist all parties involved in the preparation of ODP's (it is my understanding that this has been in preparation for several years).

## Appendix 17: Extracts from the Canterbury Sustainable Homes Working Party Submission on Draft LURP

### **Action 48: Quality urban environment**

Our specific recommendations on how councils and CERA can improve district plans and consenting processes to facilitate and enable energy-efficient, sustainable, cost-effective design of subdivisions and comprehensive developments, and innovative solutions for new and rebuilt houses are as follows:

#### **Recommendation 1:** Require optimising solar orientation of all new developments.

Subdivision layouts should ensure that house sites are able to accommodate a well oriented house.

Medium density developments should be required to ensure reasonable solar orientation for all dwellings. Design shouldn't prioritise the solar orientation of garages over living areas!

Develop specific guidelines on house siting and orientation for homeowners, developers and builders.

**Rationale:** Good solar orientation is critical to achieving energy efficient, healthy and comfortable homes. Canterbury has an extensive problem with cold and damp housing, with high heating costs, and new housing is also subject to these problems. Air quality problems in Canterbury from domestic burning are also in part as a result of poor design of the current housing stock.

The costs, in terms of direct energy and health costs to house occupiers and indirect health costs to the nation, are very high. Ensuring good solar orientation requires good upfront planning, but generally should be able to be achieved at no or minimal extra cost to the development.

**Recommendation 2:** Increase thermal envelope specifications for new housing in Canterbury beyond current Building Code minimums.

**Rationale:** Improving insulation and thermal design of new houses would result in more affordable heating costs for new home owners. It would also reduce the demands on the electricity grid which could be expected with large numbers of households changing to all electric heating. New housing stock would be 'future proofed' in terms of possible thermal changes to the Building Code in future years.

**Recommendation 5:** Review the development contributions policies of the councils to ensure that developments which place a low level of demand on centralised and trunk infrastructure have lower contributions. Development contributions policies should recognise that certified green buildings require significantly less infrastructure support compared to a standard building.

**Rationale:**

It can be demonstrated that certified green buildings require significantly less infrastructure support compared to a standard building, in particular relating to:

- Reduced water usage (due to efficient fittings and fixtures, rainwater collection, greywater re-use, etc.)
- Reduced waste water discharge (due to efficient fittings and fixtures, greywater re-use, etc.)
- Reduced stormwater run-off (due to reduced impermeable surfaces, onsite water treatment, green roofs, etc. )
- Reduced traffic intensity (due to cyclist and walking facilities, proximity to local amenities and public transport and reduced carparking provisions, etc.)

In addition, smaller houses have been shown to require less infrastructure support, and New Zealand's residential green building certification scheme, Homestar, recognises this by rewarding smaller homes.

Green building certification, in particular Homestar and Green Star, is an ideal, and well-established mechanism to determine whether a building or house should contribute a reduced development contribution to reflect reduced demand.

**Recommendation 6:** Councils to develop a package of incentives to drive accessible and sustainable homes for Canterbury. This could include measures such as: a targeted rate for Homestar and Lifemark certified homes; developing consumer awareness campaigns on the benefits of choosing warmer, healthier and more accessible homes; building capacity in industry to build higher quality and sustainable housing for Christchurch through training and education programmes.

**Rationale:** New home buyers in Christchurch should be made aware that homes built to Code will only provide basic environmental, warmth and comfort requirements. The government-supported Homestar/Lifemark standards are a higher standard for warmer, healthier and more comfortable and accessible homes. Research has shown that the upfront cost to build to a Homestar 6 rating is only 2% extra but will provide increased affordability over the whole life of the home. Capacity within the industry to deliver homes that meet these standards is, however, poor. The average new home would get only a 3 or 4 star rating under the Homestar scheme, and most new houses fail to meet many of the basic Lifemark criteria.

**Recommendation 7:** Ensure that all showcase/demonstration developments included in the LURP meet industry accepted standards, such as Homestar and Lifemark, and draw on the Neighbourhood Sustainability Framework developed by Beacon Pathway based on research of New Zealand neighbourhoods.

**Rationale:** These showcase/demonstration projects should exemplify the type of development which is sought for the future of Christchurch and Canterbury. Homestar, Lifemark and the Neighbourhood Sustainability Framework are tools which have been developed and benchmarked within New Zealand to enable industry to demonstrate the quality of developments.