

SECTION 32
COMMERCIAL CHAPTER - PHASE 2

Addendum to Section 32 in Phase 1

1.0 EVALUATION OF POLICIES/ METHODS

1. 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.

1.1 NEW BRIGHTON

ISSUE

The commercial centre of New Brighton is spread over a large area (approximately 11ha) due to its development as a shopping and tourist destination. From 1946, New Brighton was the only place in New Zealand where shops were allowed to open on Saturdays. People flocked to New Brighton on their day off, but once Saturday trading began nationwide in the 1980s, business dropped off markedly and the centre has spiralled into decline. The centre's function is now more locally focused, supplying basic goods and services to local residents. There are very few chain stores left within the centre, and the last remaining anchor tenancy is a Countdown supermarket.

Despite visitors being attracted to the beach and library in New Brighton, market data and local feedback indicates that people are not necessarily attracted into the main commercial shopping area.

As a result of the changes described above, the centre is underperforming and has struggled to maintain a level of amenity and vitality anticipated in a commercial centre. Following the earthquakes, this situation has deteriorated further. The significant loss of population in the surrounding residential catchment has increased the strain on the centre and may compromise its ability to perform as a Key Activity Centre.

An economic report prepared on the centre indicated that the centre is too large and an area of between three and four hectares is considered to be sustainable for the centre to operate successfully. The centre currently contains 11ha of business zoned land.

STRATEGIC CONTEXT

Commercial/Key Activity Centre

The Land Use Recovery Plan and Chapter 6 of the Canterbury Regional Policy Statement identifies New Brighton as a 'Key Activity Centre'. Key Activity Centres are defined as *"focal points for employment, community activities and the transport network; and which are suitable for more intensive mixed-use development"* (Chapter 6 of the CRPS).

The Land Use Recovery Plan seeks to achieve the following outcomes relevant to Key Activity Centres –

"8. Investment in community facilities and services supports vibrant key activity centres and neighbourhood centres

...

10. Key activity centres and neighbourhood centres provide for commercial activity needs and support rejuvenation of damaged areas.

(Section 3.3, Land Use Recovery Plan outcomes)

The LURP acknowledges that Key Activity centres differ from one another in terms of size and form as well as the scale and activities they offer, reflecting the needs of particular communities (section 4.1.2). This is reflected in the framework of the proposed District Plan.

With a view to revitalising centres, Council is required to include *"zoning that defines the extent of each key activity centre"* (Actions 24 and 45) and enable *"mixed-use development within key activity centres"* (Action 24).

Chapter 15 Commercial Zones Section 32

Chapter 6 of the RPS provides a policy framework that reinforces the role of Key Activity Centres, and for commercial activities to be primarily directed to the Central City, Key Activity Centres and neighbourhood centres (Objective 6.2.6 (3) and Policy 6.3.6 (3) and (4).

The Strategic Directions chapter reflects this context by supporting the “*major role of Key Activity Centres as community focal points for significant areas of Christchurch and for adjoining districts*” (Objective 3.6.2 (a)(ix) by ‘*maintaining and enhancing their function and viability, and seeking a high quality urban environment within Key Activity centres*’ (Policy 3.6.2.7).

Natural hazards

Objective 6.2.1.(8) in Chapter 6 of the CRPS states “*Recovery, rebuilding and development are enabled within Greater Christchurch through a land use and infrastructure framework that;*
(8) protects people from unacceptable risk from natural hazards and effects of sea level rise.”

In the section 32 for the Natural Hazards chapter (Phase 1), climate change and sea level rise are identified as issues which are predicted to “*exacerbate the effects of some natural hazards across the district including flooding, storm surge and coastal inundation*”. To address this issue (in part), an interim policy in the Natural Hazards chapter of phase 1 to the pRDP states -

“a. Avoid intensification of built development in areas that are projected to be subject to flooding and/or inundation as a result of the effects of climate change, including sea level rise.”

b. Limit intensification of development in locations where the effects of climate change, including sea level rise, are likely to result in decreasing levels of service from drainage or other infrastructure.”

In Phase 1 of the pRDP, the majority of the New Brighton Commercial Area, zoned Business in the operative City Plan, is identified as subject to flooding in a 1 in 200 year flood event with an assumption of a 1.0 rise in sea level. Rules to mitigate the effects of flooding are proposed, requiring the floor level of new buildings and additions to buildings to be above the one in 200 year flood level.

In Phase 2 of the pRDP, the areas identified as subject to inundation from tsunami and sea level rise are being identified in the Natural Hazards proposal, with provisions to manage the effects of these hazards.

Subject to the direction taken by Council in managing the effects of natural hazards in its strategic plans, there will be a need to revisit the provisions for New Brighton at a future date. Notwithstanding this, the consolidation of the commercial zone at New Brighton and reduced scale of development provided for (by reducing the height limit) limits the potential for intensification in an area potentially at greatest risk from sea level rise than other areas.

CONSULTATION

Consultation was undertaken in August and September 2014 with the business community, landowners and other stakeholders in New Brighton to obtain views on the following -

- Role of New Brighton commercial centre in the proposed district;
- Size and position of the commercial centre;
- Land use options if areas of the existing business zone are rezoned for other activities; and
- Height, scale and form of development anticipated within the proposed commercial centre.

Chapter 15 Commercial Zones
Section 32

Two workshops were held, the first on the 23rd August 2014 to obtain feedback on issues and the outcomes sought in terms of the above, and the second on the 8th September to present options covering the above points and inviting feedback on these.

General themes that emerged from feedback included

- Consolidation of the commercial area is appropriate
- Extent of the area zoned commercial should be informed by the location/planning of other projects including the legacy project; orientation of the bridge across the Avon and future use of the red zone
- Desire for a ‘village’ feel to the centre which could be expressed in design/form of development
- A reduced height limit relative to the City Plan provisions but not necessarily limited to the extent that it hinders investment. A general comment was that investment should be encouraged and provisions drafted to support this.

In addition, feedback on the draft New Brighton Centre Master Plan indicated general support for the consolidation of the centre. Some also provided reasons for their support e.g. that it will contribute to a better community feel in the area by making the centre more viable, people friendly and interactive.

Comments were also received raising concern with how consolidation of the centre is achieved and whether it is appropriate. In particular, there was concern with the time involved in reducing the zoned area. Through the District Plan review, the timeframes are truncated, enabling a speedier process, which may address the issue raised.

Some respondents also suggested that the Council should take over control of the land to ensure that a uniformed approach is taken to the rebuild. This would be a matter for Council to determine through its Annual Plan/Long Term Plan process. However, the potential costs associated with Council taking ‘control’ of the land would be significant.

There were also views expressed that more people may be attracted to New Brighton than anticipated, necessitating more land than is allowed for in a consolidated centre. This is considered further in the evaluation below.

PROVISIONS (POLICY, RULE, METHOD) <u>MOST APPROPRIATE WAY TO ACHIEVE THE OBJECTIVES</u>
<p>Relevant objectives: Commercial chapter Objective 1: Focus of commercial activity</p> <p>a. Commercial activity is primarily focussed within a network of centres (comprising the Central City, District, Neighbourhood, Local and Large Format centres) through intensification and in a way and at a rate that:</p> <ul style="list-style-type: none"> i. supports the function of District and Neighbourhood Centres as community focal points, while giving primacy to the central city, followed by District Centres and Neighbourhood Centres identified as Key Activity Centres; ii. is consistent with the defined role of each centre (refer to Policy 1 Table 15.1 and Appendix 15.9.1); iii. supports a compact and sustainable urban form that provides for the integration of commercial activity with community, residential and recreational activities in locations highly accessible by a range of modes of transport; iv. supports the recovery of centres in the short to medium term, and enhances the vitality and the amenity of centres; v. ensures goods, services and other facilities are readily accessible to residents, visitors and workers by a range of modes of transport;

- vi. manages strategic adverse effects, including effects on the transport network and public and private infrastructure; and
- vii. is integrated with the delivery of infrastructure.

Objective 2 Achieving high quality urban design outcomes

- a. A scale, form and design of development that is consistent with the role of a centre, and which:
 - i. recognises the Central City and District Centres as strategically important focal points for community and commercial investment;
 - ii. contributes to a high quality urban environment and enhances the character of the centre;
 - iii. is integrated with the surroundings;
 - iv. minimises adverse effects on adjoining land uses; and
 - v. recognises Ngāi Tahu/ manawhenua values

Strategic Directions chapter

Objective 3.6.2 Development Form and Function

- a. An integrated pattern of development and well-functioning urban form that:
 - ...
 - ix. restores and enhances the role of the central city as the principal community focal point for greater Christchurch and supports the major role of Key Activity Centres (as identified in the Canterbury Regional Policy Statement) as community focal points for significant areas of Christchurch and for adjoining districts

Provision(s) most appropriate	Effectiveness and Efficiency
<p>Option 1 New Brighton is identified as a Neighbourhood Centre, its size, form and scale reflecting its more localised role. While New Brighton is identified as a Key Activity Centre, it is not a location for intensification given the risk of natural hazards.</p> <p>Amendments to Policies 1 and 2 of the Commercial Proposal This includes the following addition to Policy 2: <i>(c) Recognise and support the revitalisation of New Brighton as a Key Activity Centre through consolidation while mitigating the potential effects of natural hazards on the commercial area and future investment in the centre.</i></p> <p>Methods Consolidate zoned area Permit a range of activities Introduce a higher threshold for new development subject to urban design controls*</p>	<p>EFFECTIVENESS The proposed policy amendments and rules (including consolidation of the zoned area) would address the issues identified and support Objective 1 by ‘providing for the integration of commercial activity with other uses in a location accessible by a range of modes of transport’ ((a)(iii)) and ‘support the recovery of centres in the short to medium term’ ((a)(iv)).</p> <p>The recognition of New Brighton as a Key Activity Centre is not inconsistent with the LURP and gives effect to chapter 6 of the RPS, which identifies New Brighton as a Key Activity Centre.</p> <p>The proposed additions to Policy 2 would also support Objective 5.1.1 of the Natural Hazards chapter by reducing the risk to people, property, infrastructure and the environment from the effects of natural hazards.</p> <p>Consolidation While the consolidation of New Brighton’s commercial area may reduce the area available to accommodate unanticipated growth, there is considered to be sufficient land (4.87ha) to accommodate additional demand beyond what was recommended by Property Economics (3.5 – 4ha). This supports Objective 1 which seeks that “Commercial Activity is primarily focussed within a network of centres ... (that) (iii) supports a compact and sustainable urban form ... (that) (iv) supports the recovery of centres in the short to medium term” To zone a larger area than is proposed to provide ‘contingency’ for</p>

<p>Height limit of 12m</p>	<p>accommodating growth beyond that anticipated could undermine these outcomes (to support the recovery of the centre and achieve a compact urban form).</p> <p><i>Introduce a higher urban design threshold</i> Setting a minimum threshold for when development proposals will be subject to urban design assessment is the most appropriate means of achieving Objective 2 as it will enable the site-specific assessment of new proposals having regard to a wide range of urban design matters that traditional bulk and location standards (prescriptive rules) cannot address. The application of a higher threshold (capturing smaller developments (above 250 m2) will enable consideration of the majority of new development proposals in New Brighton. This will support high quality site-specific urban design outcomes in new development.</p> <p><i>Height limit</i> The proposed provision for a height limit of 12 metres supports Objective 2 by ensuring the scale and form of development is consistent with the role/function of New Brighton as a Neighbourhood Centre.</p> <p>Efficiency</p> <p>Benefits</p> <ul style="list-style-type: none"> • Identification as a Neighbourhood Centre acknowledges its current and future role, having regard to the decline in population within the catchment • Identification as a Neighbourhood Centre supports the anticipated outcomes from the community • Consolidation provides for a greater concentration of activity in a smaller area, supporting investment and the vitality of the new commercial area • Consolidation provides greater potential to aid the recovery of the centre and to reverse its decline • Zoning the centre as Commercial Core provides for a range of retail, commercial and residential activities, and community facilities and services to support the recovery, vitality and amenity of New Brighton • A reduced height limit achieves a scale more akin to that of a Neighbourhood centre and supports the aspirations of the community for a ‘village feel’ • The introduction of a higher urban design threshold for new development in New Brighton <ul style="list-style-type: none"> ○ gives support to implementation of a Design Code for New Brighton, which seeks common theme(s)/ specific features in new buildings;
----------------------------	---

	<ul style="list-style-type: none"> ○ enables consideration of the Master plan and its vision in the rebuild of the commercial centre; ○ aligns with the urban design thresholds for other commercial centres subject to Master plans <p>Costs</p> <ul style="list-style-type: none"> ● Identification of New Brighton as a Neighbourhood Centre may be perceived as constraining its potential to become a larger centre (while still being a Key Activity Centre) ● Consolidation of the area zoned commercial removes opportunity for commercial activities on land west of the proposed centre (currently zoned Business 1) ● Reliance on existing use rights in the Business 1 area, rezoned to residential, limits potential for expansion or any increase in the intensity/scale of commercial and community activity ● A significant reduction in height limits constrains the potential scale of development and return required to support viable development ● The introduction of a higher urban design threshold for new development in New Brighton <ul style="list-style-type: none"> ○ Increases consenting requirements, which increases costs of development and time; ○ Results in additional building costs associated with meeting minimum requirements; ○ May impede recovery and future growth of the centre due to additional compliance costs.
--	--

Options less or not as appropriate to achieve the objectives and policies:

<p>Option 2 New Brighton as a Key Activity Centre is treated as a District centre with provisions for a larger scale and form of development, reflecting the status quo or consistent with other District Centres</p> <p>Policy to reflect the role of New Brighton as a Key Activity Centre and District Centre.</p> <p>Methods Retain existing zoned area Permit a range of activities Height limits of up to 30 metres</p>	<p>Appropriateness Identification of New Brighton as a District Centre and retention of the existing zoned area would not:</p> <ul style="list-style-type: none"> ● support its recovery or revitalisation; ● be consistent with Objective 1 (a)(iv); and ● address the issue of decline to the same extent as Option 1. <p>The retention of the area zoned commercial would lead to a dilution of activity and investment across the centre, which would limit its ability to recover and not lead to a higher level of amenity and vitality than would otherwise occur under Option 1.</p> <p>Height limits up to 30m (consistent with operative plan) would provide greater flexibility in terms of the scale of development, maintain legibility of the centre and provide sea views from higher levels. However, it could lead to buildings out of context with their surroundings, inconsistent with Objective 2 of the Commercial chapter. It could also take demand for residential and commercial activity away from the Central City.</p>
---	---

<p>Option 3 New Brighton is treated as a local centre with a low rise scale (e.g. 8 metres) reflecting its function.</p> <p>Policy to reflect the above.</p> <p>Methods Consolidate zoned area by a greater amount than Option 1 Limit the activities to those anticipated in a Local Centre, being primarily retail and small scale community activities. Height limit of 8m</p>	<p>Appropriateness Identification of New Brighton as a Local Centre and consolidation to a greater extent than is proposed under Option 1 would lead to a greater concentration of activity and investment in a small area, leading to improved amenity and vitality in this area. However, it would not support the role of New Brighton as a Key Activity Centre, nor recognise the nature and scale of activities that currently exist (despite its decline) including a supermarket. This option would not be consistent with Objective 1 as it would not support the full range of activities to serve the needs of residents, visitors and workers in the surrounding neighbourhoods, nor enable achievement of Objective 3.6.2 in the Strategic Directions chapter (Support the major role of Key Activity Centres).</p> <p>While a height limit of 8m would support a ‘village feel’ (as sought by the community), it could lead to development of sites not being viable and significantly constrains the development potential for landowners/developers relative to the operative provisions.</p>
--	---

Risk of Acting or Not Acting

There remains uncertainty at the time of writing on the location and viability of a legacy project, being a proposed all-weather hot saltwater pools complex, which Council is seeking partners for. This could become a major attractor for locals and visitors and could influence the extent and size of the commercial area but insufficient information exists to plan the centre around the project at this time.

There are still options being considered for the orientation of the bridge between Pages Road, Seaview Road and Hawke Street, which may lead to greater traffic volumes on Hawke Street. This could influence the extent/shape of the commercial area but again, there is insufficient information on the options to consider the impact of the bridge at this time.

1.2 INTERFACE WITH OTHER ZONES

PROVISIONS (POLICY, RULE, METHOD) MOST APPROPRIATE WAY TO ACHIEVE THE OBJECTIVES	
<p>Relevant objectives:</p> <p>3.6.6. (Objective – Amenity, Health and Safety) of the Strategic Directions Proposal</p> <p><i>The health and safety of the district’s residents is protected, and the amenity values they enjoy are protected or enhanced, including:</i></p> <ul style="list-style-type: none"> <i>i. the protection of people and the environment from the adverse effects of contaminated land and hazardous substances</i> <i>ii. new activities and development do not create significant health, nuisance or other adverse effects for people or the environment</i> <i>iii. sensitive activities are not established near lawfully established activities that generate noise, odour and other adverse effects.</i> <p>15.1.2 (Objective 2) of the Commercial Proposal</p> <p><i>A scale, form and design of development that is consistent with the role of a centre, and which:</i></p> <ul style="list-style-type: none"> <i>i. recognises the Central City and District Centres as strategically important focal points for community and commercial investment;</i> <i>ii. contributes to a high quality urban environment and enhances the character of the centre;</i> <i>iii. is integrated with the surroundings;</i> <i>iv. minimises adverse effects on adjoining land uses; and</i> <i>v. recognises Ngāi Tahu/ manawhenua values</i> 	
Provision(s) most appropriate	Effectiveness and efficiency
Options less or not as appropriate to achieve the objectives and policies:	
<p>Option 1 (Apply visual amenity/ screening provision)</p> <p><i>Where a site adjoins an Open Space or Specific Purpose (Schools) Zone, provision shall be made for landscaping, fence(s), wall(s) or a combination to at least 1.8m along the length of the zone boundary, excluding any road frontages.</i></p> <p><i>Where landscaping is provided, it shall be for a minimum depth of 1.5m along the zone boundary.</i></p>	<p>Effectiveness</p> <p>The proposed rule minimises adverse effects on adjoining land uses, supporting Objective 2 (iv) of the Commercial Proposal and Objective 3.6.6 (ii) of the Strategic Directions Proposal.</p> <p>The proposal maintains the same level of control as the operative plan in respect of the interface with non-residential zones while providing flexibility for a range of outcomes to manage effects at the commercial zone boundary.</p> <p>Benefits</p> <ul style="list-style-type: none"> • Reduces the visual effect of a commercial buildings on adjoining zones and the amenity anticipated in that zone • Provides flexibility in the screening of commercial buildings • Enables utilisation of the site and therefore efficient use of land within the Commercial Zone

	<ul style="list-style-type: none"> • Provides sufficient space for trees to grow with adequate light <p>Costs</p> <ul style="list-style-type: none"> • No reduction in the number of consents required relative to the operative plan • Additional cost for developer/landowner of screening
<p>Option 2 (Apply built form standards (reduced height limit, setbacks, landscaping rules) to the interface between commercial and other zones, consistent with rules for the interface with residential zones)</p> <p>Methods – Apply setback (6m/3m), landscaping (1 tree per 10m) and reduced height (in the Commercial Core zone) rules to the interface with Specific Purpose and Open Space zones; and apply setback and landscaping requirements to the interface with Rural zones</p>	<p>Effectiveness Applying a setback of 6/3m and requirement for 1 tree per 10m provides space to accommodate tree growth, thereby softening the effect of larger commercial buildings as viewed from adjoining schools, hospitals, tertiary institutions, and open spaces frequented by the public, and rural zones. This option supports Objective 2 of the Commercial proposal, which seeks to minimise the effects of commercial buildings on adjoining areas, particularly the users of open space and schools.</p> <p>Application of a reduced height limit in the Commercial Core Zone where adjoining Specific Purpose and/or Open Space zones also avoids shading effects consistent with Objective 2 of the Commercial Proposal. This enables enjoyment of the space that may otherwise be lost through dominance of an adjoining commercial building and retention of a level of amenity consistent with the outcomes intended for the zone.</p> <p>Benefits</p> <ul style="list-style-type: none"> • Reduces the visual effect of a commercial buildings on adjoining zones and the amenity anticipated in that zone • Provides sufficient space for trees to grow with adequate light • Maintains a level of sunlight and outlook in the adjoining zones, minimising effects on adjoining space and the use of that space • Landscaping enhances the interface between a site and adjoining zone <p>Costs</p> <ul style="list-style-type: none"> • The introduction of setback/landscaping/reduced height limits from zones other than residential increases compliance costs (time and financial) and therefore fails relative to the Statement of Expectations • Additional cost for developer/landowner i.e. a part of their site cannot be used for buildings, potentially resulting in the inefficient use of land

	<ul style="list-style-type: none"> • Costs for developer/landowner of designing/locating a building to not breach the recession plane requirement • Costs of establishing and maintaining trees
<p>Option 3 Methods <i>- No setback. Recession plane and landscaping requirements applied to interface with adjoining zones (except Residential) – status quo</i></p>	<p>Appropriateness While this option enables efficient use of the land, provides for the flexible use of space, and reduces potential costs of compliance, it could result in adverse effects of commercial buildings on adjoining zones. This includes a visual dominance of building form, shading and the resultant loss of amenity, which transfers the cost of screening/amenity improvements to the owner of the adjoining site. This will not support Objective 2 which seeks to ensure development is integrated with its surroundings and adverse effects on adjoining land uses are minimised.</p>
<p>Risk of acting or not acting</p>	
<p>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>	

1.3 RESOURCE EFFICIENCY STANDARDS

ISSUE

There are two issues that the proposal seeks to address -

1. *The quality of commercial buildings/space in commercial areas*

Poorly designed and constructed buildings are inefficient to operate, create unhealthy working environments and may adversely affect the amenity of the site and its surroundings.

2. *Environmental impacts of commercial buildings/space*

Existing and new buildings can be designed and constructed in a manner that requires more energy and water to operate and may result in additional waste than is necessary. Greater use of energy and water reduces the supply available, which may not be sufficient to meet current and future needs. For example, increased demand for energy combined with a reduced supply (for other reasons e.g. low lake levels limit hydro-generation) may necessitate restrictions or require changes in how energy is used. Increased energy use can also lead to adverse effects on the local and global environment e.g. carbon emissions.

Similarly, increased demand for water at a time when there is a reduced supply (in dry periods) may necessitate greater restrictions than currently applies in the peak of summer as is the case in Akaroa and which may be necessary in other areas over the long term.

An increase in water use also increases the demand on infrastructure e.g. pump stations, and related energy and infrastructure costs.

As waste sent to landfill increases, this will necessitate a requirement for new areas for landfill, which will potentially lead to adverse effects on natural and physical resources and reduces what is a finite resource. A reduction in waste sent to landfill can reduce the effect on the land resource to ensure it is managed for future generations.

It is considered appropriate in achieving the purpose of the Act that the use of resources is managed to minimise negative effects and to provide for future generations.

SIGNIFICANCE

The proposal to include resource efficiency standards in the proposed District Plan supports Council's and the community's expectation of a quality built environment, which is able to respond to the effects of climate change.

The effects of the provisions will be most significant on landowners and developers of land in commercial zones. The provisions will result in an increase to building cost associated with these developments but these costs will be off-set in the medium term by benefits including:

- Reduced energy costs
- Reduced costs of waste disposal
- Employee productivity and health
- Increased building value

Note, these benefits are yet to be quantified.

As the proposal is new to the City, the significance of the change is considered to be high.

STRATEGIC CONTEXT

Chapter 6 of the CRPS provides a framework within which resource efficiency provisions are appropriate and therefore not inconsistent. The following excerpts are particularly relevant -

1. *Objective 6.2.1 Recovery framework:*

Recovery, rebuilding and development are enabled within Greater Christchurch through a land use and infrastructure framework that:

...

(6) maintains or improves the quantity and quality of water in groundwater aquifers and surface water bodies, and quality of ambient air; (underlining is my emphasis)

2. *Objective 6.2.3 – Sustainability*

Recovery and rebuilding is undertaken in Greater Christchurch that:

...

(5) is healthy, environmentally sustainable, functionally efficient, and prosperous. (underlining is my emphasis)

3. *Objective 6.2.6 – Business land development*

Identify and provide for Greater Christchurch’s land requirements for the recovery and growth of business activities in a manner that supports the settlement pattern brought about by Objective 6.2.2, recognising that:

...

(5) Business development adopts appropriate urban design qualities in order to retain business, attract investment and provide for healthy working environments.

The Strategic Directions chapter has two relevant objectives as follows -

Strategic Directions chapter

3.6.1 Objective - Recovery and long-term future of the district.

The recovery and development of Christchurch as a dynamic and internationally competitive city with...

v. a distinctive identity and quality urban environment that is attractive to business, residents and visitors

vii. revitalised communities where people enjoy a high quality of life

viii. long-term sustainable and efficient use of resources, including those that contribute to the wellbeing of manawhenua.

3.6.2 Objective - Development form and function

a. An integrated pattern of development and well-functioning urban form that: ...

vii. improves energy efficiency and provides for renewable energy and use

CONSULTATION

The Energy Efficiency Conservation Authority and New Zealand Green Building Council have both been consulted on proposals and have provided input to the drafting of the provisions. Awareness will be raised through communication with the business community and stakeholders on the proposed provisions as part of the District Plan review process.

PROPOSAL

PROVISIONS (POLICY, RULE, METHOD) MOST APPROPRIATE WAY TO ACHIEVE THE OBJECTIVES	
<p>Relevant objectives: STRATEGIC DIRECTIONS chapter 3.6.1 Objective - Recovery and long-term future of the district <i>a. The recovery and development of Christchurch as a dynamic and internationally competitive city with:...</i> <i>v. a distinctive identity and quality urban environment that is attractive to business, residents and visitors</i> <i>vii. revitalised communities where people enjoy a high quality of life</i> <i>viii. long-term sustainable and efficient use of resources, including those that contribute to the wellbeing of manawhenua.</i></p> <p>3.6.2 Objective - Development form and function <i>a. An integrated pattern of development and well-functioning urban form that:...</i> <i>vii. improves energy efficiency and provides for renewable energy and use</i></p>	
Provision(s) most appropriate	Effectiveness and Efficiency
<p>Option 1 Require new buildings to meet energy and water efficiency standards in the District Plan higher than the Building Code</p>	<p>EFFECTIVENESS</p> <p>Option 1 is consistent with Part 2 of the Act. As described earlier, the way a building is designed and constructed directly impacts on the use of physical and natural resources and associated with this, its effects on the environment. A more sustainable building will use less water and energy and generate less waste. At an individual scale, this generates significant benefits for the occupants and owners of a building. At a larger spatial scale, these efficiencies contribute to the sustainable management of natural resources as well as promoting social and economic well-being.</p> <p>Having regard to section 7 of the RMA, the provisions provide for the efficient use and development of resources (7b), recognising that energy and water are finite resources (7g) and support the efficient end use of energy (section 7)(ba) of the RMA).</p> <p>The draft provisions seek to achieve a balance by not imposing significant costs on a developer while ensuring new buildings are to a higher standard. In effect, compliance with the standards will limit effects on the environment and will contribute to the sustainable management of resources.</p> <p>Building Act v District Plan</p> <p>The Building Act is aimed more at addressing health and safety rather than environmental performance (with the exception of the insulation standards) of new buildings. The proposals for the District Plan address aspects of a building's design which relates directly to environmental performance (inclusive of economic and social performance) and therefore do not conflict with requirements of the Building Act. Although more onerous, the purpose of these provisions can be directly linked to the purpose of the RMA.</p>

The outcomes sought by the proposals are clearly aimed at ensuring that new buildings of a medium to large-scale minimise environmental effects and maximise social and economic efficiencies. Therefore it is addressing a different purpose than the requirements of the Building Act.

In ensuring the provisions are reasonable and not onerous, rules for smaller developments are limited to metering, controls (on lighting; heating, ventilation and air conditioning (HVAC)) and differentiation between spaces within a building. For larger buildings, the standards are greater but generally reflect MBIE guidelines and other existing documents, familiar to professionals in the industry.

EFFICIENCY

Benefits

Benefits are associated with reduced environmental effects. Buildings will be designed to run more efficiently and indoor environments will provide for a higher standard of amenity and health.

Benefits include

- energy saving
- water saving
- improvements in productivity and health
- increased asset value
- increased market value
- higher rental premium

Other less tangible benefits include -

- reduced energy consumption
- reduced water use
- reduced waste sent to landfill and cleanfill, placing less pressure on the land resource, one that is finite
- potential for growth in emerging businesses related to resource efficiency

Benefits of the provisions to society can include improvements in the quality of life, health, and well-being. These benefits can be realised at different scales – buildings, the community, and society in general. At a building scale benefits relate to health, comfort, and satisfaction.

Costs

Capital costs for offices meeting the standards are anticipated to be greater than compliance with the Building Code. The payback period to recover these costs is to be determined but initial estimates suggest 5 – 10 years.

Along with the capital costs, the following indirect costs are noted:

- An increased emphasis on resource efficient design may change the way buildings are constructed and this may generate increased costs as the buildings techniques are normalised.

	<ul style="list-style-type: none"> • The introduction of new regulation may generate resistance from the development industry, particularly if it is not subsidised or incentivised. In the short term this may cause disruption as the development industry re-adjusts to the new requirements. • There is a need to raise awareness of the new provisions to ensure understanding amongst the development industry. • For the standards to be more successful, they should not stand alone. It will need commitment from Council through supporting policies and programmes.
<p>Options less or not as appropriate to achieve the objectives and policies:</p>	
<p>Non-regulatory</p> <ul style="list-style-type: none"> - Education - Target Sustainability services (Voluntary) - EECA support 	<p>Appropriateness</p> <p>Non-regulatory methods including education are only partially effective as they rely on an audience that is receptive to ideas and the concepts being promoted. Those that are willing to change their behaviour or adopt new ideas will find the information/advice beneficial and benefit if they adopt measures in building design and construction.</p> <p>Incentives/funding, as is provided under the Council’s Target Sustainability services together with EECA support for commercial building designs, can increase the likelihood of energy, water efficiency and waste reduction measures being adopted. However, this is a cost for Council in terms of financial resources.</p> <p>Non-regulatory methods can be difficult to monitor and require funding to measure outcomes. To achieve widespread change with resource efficient commercial buildings requires regulation with a component of education.</p> <p>Non-regulatory methods alone are not therefore considered to be the most appropriate method of achieving the proposed objectives and policies.</p>
<p>Risk of Acting or Not Acting</p>	
<p>The risk of not acting is that:</p> <ul style="list-style-type: none"> (a) An opportunity is lost to achieve greater levels of resource efficiency in the rebuild of the City. (b) The energy and water use in new buildings may continue to be ineffective in achieving significant savings in energy and water savings. (c) Objectives in the Strategic Directions chapter and CRPS will not be met. 	

1.4 OUTLINE DEVELOPMENT PLANS FOR KEY ACTIVITY CENTRES

ISSUE

An emerging issue is the demand placed on 'community infrastructure' including public transport, libraries and other community facilities as a result of new development in commercial areas, particularly Key Activity Centres. The increased demand can put pressure on the capacity of these resources, necessitating investment and new facilities to serve future needs.

A comprehensive approach is sought by some members of the community to ensure that the planning and investment in 'community infrastructure' is not compromised by private development and there is integration between land use and infrastructure. This enables greater accessibility to infrastructure and the efficient use of resources. Options for achieving this are evaluated below.

STRATEGIC CONTEXT

The Strategic Directions chapter emphasises the importance of an integrated approach in the planning of land uses and development, the following excerpts being particularly relevant –

OBJECTIVE 3.6.1 Recovery and long-term future of the district

- a. *The recovery and development of Christchurch as a dynamic and internationally competitive city with:*
 - ...
 - iv. *transport and other infrastructure that is coordinated and integrated with land use and supports sustainable development and economic growth*
 - ...
 - viii. *long-term sustainable and efficient use of resources, including those that contribute to the wellbeing of manawhenua.*

OBJECTIVE 3.6.2 Development form and function

- a. *An integrated pattern of development and well-functioning urban form that:*
 - ...
 - iv. *improves people's connectivity and accessibility to employment, transport, services and community facilities*
 - ...
 - vi. *promotes the efficient provision and use of infrastructure, particularly strategic infrastructure*

The Transport chapter also emphasises the need for integration between transport and land use, objective 7.1.1 stating as follows –

- a. *An integrated transport system:*
 - ...
 - iii. *that supports safe, healthy and liveable communities by maximising integration with land use;*
 - iv. *that reduces dependency on private motor vehicles and promotes the use of public and active transport;*

The points above reflect the strategic direction in Chapter 6 of the CRPS, which states as follows –

Objective 1: Recovery, rebuilding and development are enabled within Greater Christchurch through a land use and infrastructure framework that:

(9) integrates strategic and other infrastructure and services with land use development;

...

(11) optimises use of existing infrastructure; and

Under Policy 6.3.2 (Development form and urban design) of the RPS, new development and the establishment of public space is to give effect to principles of good urban design including: *“recognition of the need for well-integrated places, infrastructure, movement routes and networks, spaces, land uses and the natural and built environment. These elements should be overlaid to provide an appropriate form and pattern of land use and development”.*

CONSULTATION

There has been meetings held with staff from the Canterbury Regional Council regarding this issue, particularly the need for new development to contribute towards new facilities and the upgrade of existing facilities.

PROPOSAL

PROVISIONS (POLICY, RULE, METHOD) MOST APPROPRIATE WAY TO ACHIEVE THE OBJECTIVES	
<p>Relevant objectives: Commercial chapter OBJECTIVE 1: Focus of commercial activity</p> <p>Strategic Directions chapter OBJECTIVE 3.6.1 Recovery and long-term future of the district OBJECTIVE 3.6.2 Development form and function</p> <p>Transport chapter OBJECTIVE 7.1.1</p>	
Provision(s) most appropriate	Effectiveness and Efficiency
<p>Applications for consent under rules in Phase 1 are assessed in terms of the following i.e. No new provisions in Phase 2. Commercial chapter <i>Matters of Discretion 15.8.1</i> Whether the development:</p> <p>iii. integrates with and contributes to the existing urban structure of streets, blocks and open space, providing opportunities for public open space, pedestrian connections, public access, and sightlines to significant features. (15.8.1.1)</p> <p>Whether the development provides for</p>	<p>EFFECTIVENESS In the Commercial and Transport chapters of Phase 1, the matters of discretion for urban design and transport assessment enables consideration of the following:</p> <ul style="list-style-type: none"> - integration of new development with public transport facilities; - potential opportunities that development provides for open space and other public benefits. <p>Developments generating significant traffic volumes can also be assessed in terms of the need for a public transport facility to mitigate effects.</p> <p>This supports Objectives 3.6.1 and 3.6.2 of the Strategic Directions chapter and Objective 7.1.1 of the Transport chapter. The integration between land use and transport also supports the efficient use of resources, consistent with section 7(b) of the Act.</p>

<p>safe, legible, efficient access for all transport users and site servicing, by:</p> <p>iv. Siting buildings, and locating pedestrian access points and through routes to integrate with pedestrian and cycling networks and desire lines, including access to and from public transport infrastructure.</p> <p>v. Providing cycle parking and facilities for cyclists that are integrated into the development and well located for safety and access.</p> <p style="text-align: right;">(15.8.1.4)</p> <p>Transport chapter <i>7.3.19 Matters of Discretion</i></p> <p>19. Whether the development is of a scale and in a location where a public transport interchange should be provided.</p>	<p>EFFICIENCY Benefits</p> <ul style="list-style-type: none"> • Enables assessment of a development’s integration with public transport and other community infrastructure • An assessment can be made to ensure adverse effects are mitigated, and if Council considers that an adverse effect cannot be avoided, remedied or mitigated under Part 2, it may decline an application • Avoids the need for additional rules which would otherwise generate additional consenting requirement <p>Costs</p> <ul style="list-style-type: none"> • Assessment of the effects of new development does not address the demand/effects of existing activities • Financial contributions could not be taken without new provisions being introduced. There is insufficient information or analysis to support this at the current time.
<p>Options less or not as appropriate to achieve the objectives and policies:</p>	
<p>Option 2 New rule in the Commercial chapter requiring a resource consent for any development over a certain scale with accompanying provisions to take financial contributions as required</p>	<p>Appropriateness</p> <p>This option would entail a rule in Phase 2 of the Commercial chapter that requires resource consent for any development over a certain scale, specifically for the purpose of assessing impacts that it may have on community infrastructure, including public transport, and the taking of contributions (land or financial).</p> <p>Benefits</p> <ul style="list-style-type: none"> • An assessment can be made of all proposals over a certain scale to ensure effects are mitigated, and if Council considers that an adverse effect cannot be avoided, remedied or mitigated under Part 2, it may decline an application <p>Costs</p> <ul style="list-style-type: none"> • A requirement for resource consent increases compliance costs. It may also be perceived as penalising new development, which is in the right location i.e. commercial centre, rather than an out of centre location • Taking financial contributions from commercial development does not recognise that public transport infrastructure potentially has city-wide benefits • Assessment of the effects of new development does not address the demand/effects of existing activities • All developments over a certain scale would require resource consent regardless of the effects a development may have

	<ul style="list-style-type: none"> The basis of any threshold needs to be demonstrated and could be challenged
<p>Option 3 Outline Development Plan prepared to identify an area for public transport, community facilities</p>	<p>Appropriateness</p> <p>This method would entail the preparation of an Outline Development Plan (spatial plan) by Council to guide how a Commercial Centre should develop in the future, and can enable the identification of land for public transport facilities, open space and other community facilities. Such an approach has been applied to date at Belfast (land at corner of Radcliffe Road and Main North Road), which has an ODP and associated rules to ensure a comprehensive approach to its development and a similar approach is proposed in the Commercial chapter for the North Halswell Key Activity Centre.</p> <p>Benefits</p> <ul style="list-style-type: none"> Enables forward planning Council can ensure better outcomes and a more integrated approach to development in commercial centres Provides certainty for investors/developers <p>Costs</p> <ul style="list-style-type: none"> Additional costs of compliance with an ODP An ODP, while safeguarding opportunities, would not provide a mechanism for purchase/funding of works There remains uncertainty regarding the planning of facilities due to the following variables, constraining to a significant extent the ability to prepare an ODP: <ul style="list-style-type: none"> - Review of the Long Term Plan is underway including the funding of projects and priorities. - The strategic plan for community facilities is still in draft. - Planning is not advanced with regard to the location or future provision of facilities.

<p>Risk of Acting or Not Acting</p>
<p>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>