

Appendix 23: Issues Report: Expansion of Visitor Accommodation outside the L5 Zone, June 2014

DPR Residential Chapter 14: Appendix 23

Issues Report: Expansion of Guest Accommodation outside the L5 zone, June 2014

Background

Current Policy

The Living 5 zone currently covers 14 sites across the City (see Appendix 1). These range from small individual parcels (Wigram) to larger aggregated groups of sites along key arterial roads (Papanui Road). Of the 14 sites, 2 are in the central city and 8 are on key arterials.

The current policy intent is to, “enable the accommodation needs of travellers and visitors to the City to be met in defined locations usually on arterial or collector roads, while ensuring that the amenity values of adjoining living areas are not adversely affected.”

The rationale for the original policy was that new Living 5 zones would be most appropriately located on arterial or collector roads because of the ease of access and the desirability of keeping tourist traffic out of residential streets. Where travellers accommodation was proposed in other living zones it was required to meet the standards for other activities.

Issues

Location of Visitor Accommodation

Whilst the majority of Living 5 sites are used for visitor accommodation (some have been redeveloped for other purposes), there has been extensive development of visitor accommodation, especially motels, outside of the Living 5 sites. Ratings data has enabled property which is categorised as ‘visitor accommodation’ to be mapped (see Map 1). This identifies the current ‘spread’ of hotels, motels and backpackers and notably illustrates that less than 20% of visitor accommodation is located within the Living 5 zone.

Consents for visitor accommodation have also been mapped (Map 2). This shows that since 2004 there have been 134 applications for hotels, motels and backpackers, many of which have been along corridor or central city locations. Of these 134 applications, 87% were for development outside of the Living 5 zone.

Recovery Requirements

There was a significant loss of hotels and backpackers accommodation in the 2011 earthquake. Not surprisingly, the Central City was most affected with a 90% reduction in total hotel bedspaces and a 78% reduction in backpacker spaces. Whilst there are some new developments coming on stream, there will clearly be future pressure for visitor accommodation development as the tourism sector continues to recover.

Direction from Higher Order Documents

Neither the Recovery Plan or LURP have any direct references to the provision of land for visitor accommodation. The Recovery Plan does however note that visitor accommodation would be a permitted use within both the Convention Centre and Performing Arts precincts.

Visitor accommodation could however be one element of mixed use development and as such would be permitted within commercially zoned centres. LURP recognises the important role of centres as a focus for commercial and service activities and their accessibility by public transport. It is notable that much of the visitor accommodation has been developed within easy reach of the Merivale and Riccarton (Westfield) centres.

The draft Liveable City document has been proposed (June 2014) establishing a new Central City Living Zone and also addressing the two City Centre Living 5 zones. It is proposed that the current Peterborough site is split into three sections, one of which is proposed to be rezoned as City Centre Living. The remaining parts of the site are proposed as two separate Living 5 zones –Peterborough and Montreal. It is proposed that the Avon Living 5 zone is retained.

Arterial Corridor Environment

There has been significant pressure for a range of activities along a number of transport corridors over many years, especially post earthquake. As visitor accommodation and commercial development has developed in a piecemeal manner along the corridors, the original intent of zoning patterns has been gradually eroded. This was described in a 2005 hearing¹ as ‘leading to somewhat of a tension between the ‘environment’ as it exists and that seemingly contemplated by the Plan’.

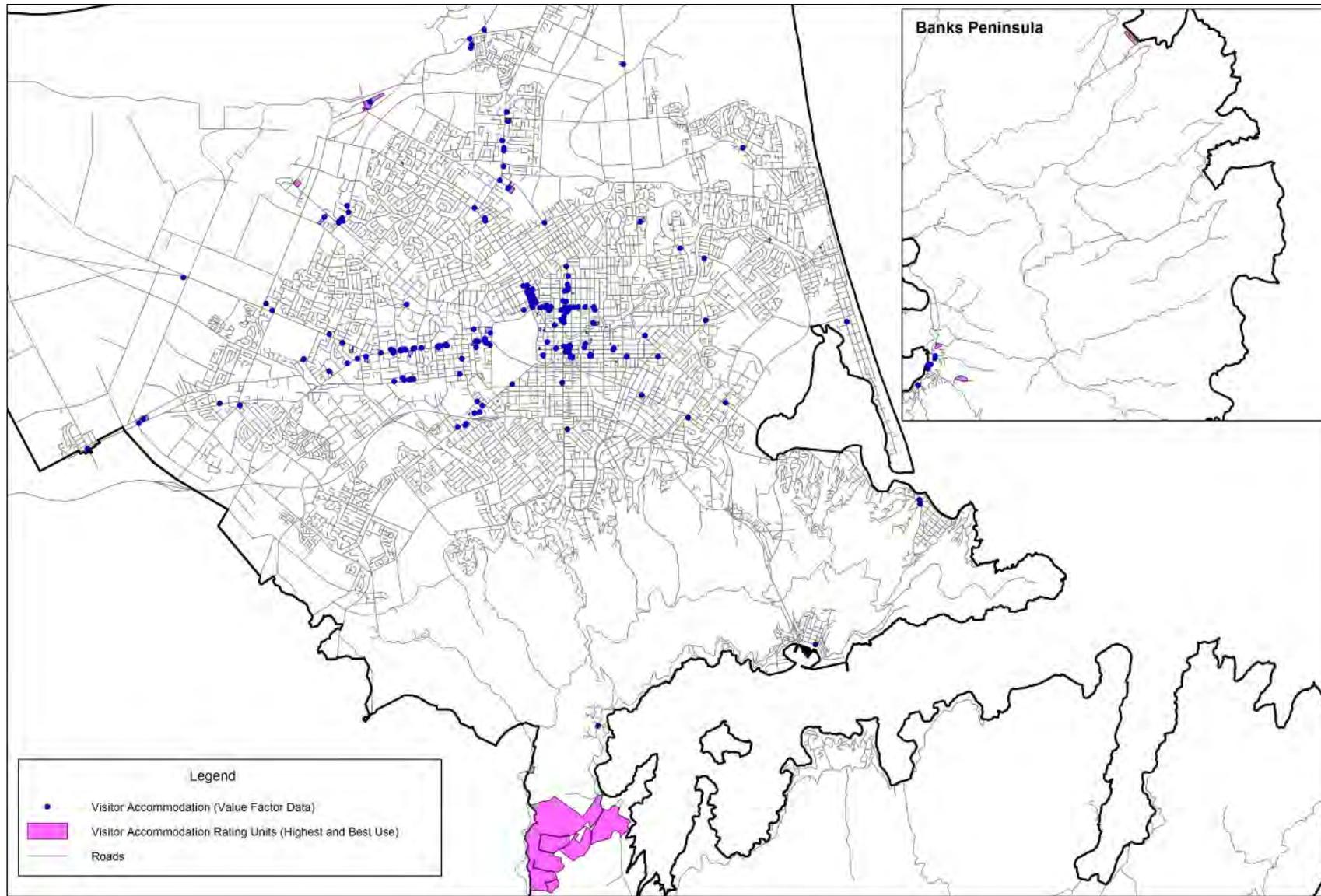
In effect the environment within these corridors has changed significantly from the last plan review. A review of the current land uses is therefore required in order to determine more effective policies around the future zoning patterns going forward.

Summary of Issues

- Visitor accommodation has spread widely outside the Living 5 zone.
- There has been a considerable loss of accommodation within the City Centre (90% reduction in capacity). Outside the Four Avenues there has been less of an impact.
- There has been consistent demand for visitor accommodation along arterial corridor locations. This includes Riccarton Avenue, Bealey Avenue and parts of Cranford Street.
- Looking to the future, the existing Business and Mixed Use zones in the Central City allow for visitor accommodation. It is likely to be resisted in the proposed Central City Living Zone.
- The environment of arterial corridors has changed significantly over the last 10 years despite no change in the zoning patterns.

¹ Proposed motel development in a Living 1 zone (168-170 Riccarton Road)

Map 1 – Visitor Accommodation Locations



Map 2

Resource Consents for Travellers' Accommodation

