

**DISTRICT PLAN REVIEW – RURAL CHAPTER 17
SECTION 32 APPENDIX 6**

**Management approach for rural living in the peri-urban/flat land area of the
Christchurch District**

**Prepared by: Debbie Hogan, Christchurch City Council
Date: October – November 2014**

1.0 Introduction

Managing rural living is a challenge. Residential activities are an expected part of the rural environment and are provided for through minimum site size thresholds, generally as permitted activities within all rural zones where the minimum threshold is met. Residential activities in the rural environment can have both positive and negative effects on rural production activities, infrastructure and maintaining urban form. These effects become more apparent as site size reduces and where rural living is purely for lifestyle or rural residential with little or no dependency upon the rural resource or rural activities. However residential activities can also provide opportunities to secure environmental protection and enhancement with good outcomes.

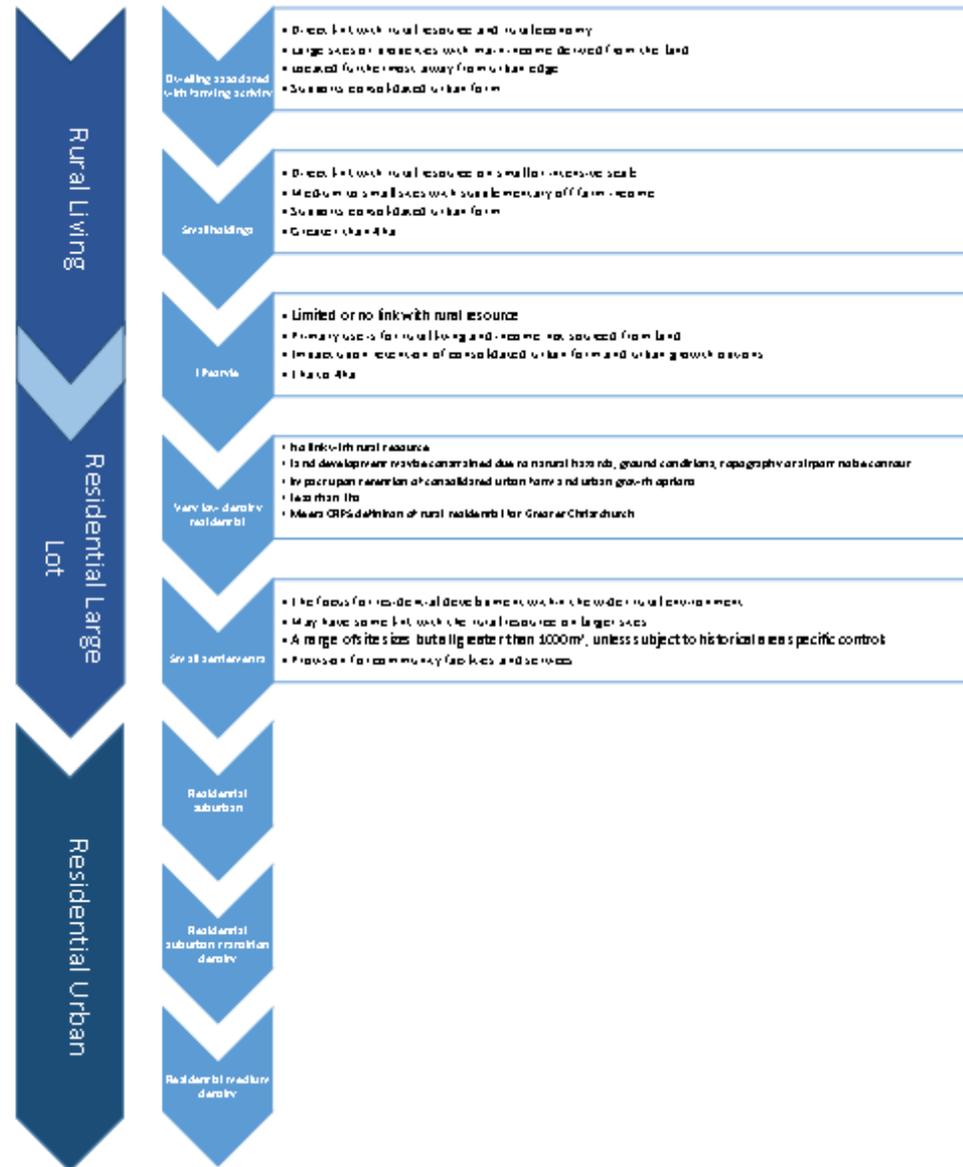
The purpose of this report is to test scenarios and options to manage rural living in the proposed Rural Urban Fringe Zone as part of the DPR in accordance with higher order strategic policy directions with the outcome being to avoid development that results in a density equating to rural residential living. This report builds upon the following reports: *The rural environment of Christchurch District, September 2014* and *Background paper on rural issues, management approach and proposed Rural Zones*.

2.0 Rural living – what is the issue

Rural living is a term used in this paper to describe a residential dwelling on rural land. It is a term that is broader than rural-residential. Rural living has a variety of forms with varying degrees of dependency with a rural activity. It can be expressed as a continuum, with its various influencing factors and the way it influences other factors, illustrated in Figure 1 below.

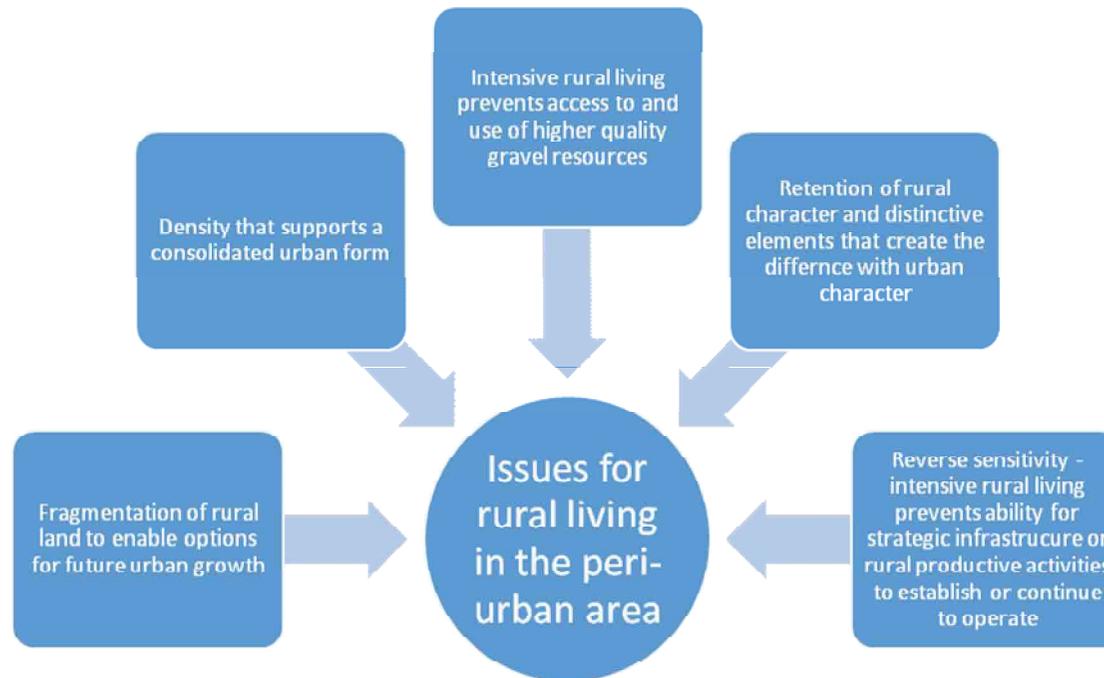
Rural living becomes an issue where it takes on the form of lifestyle or rural residential development with increased fragmentation, intensifying the pattern of development and eventually changing the character of an area over time to that of a more urbanised character where little or no rural activities are undertaken. As fragmentation increases the degree of openness reduces, the built form starts to dominate over the natural elements and the demands for urban infrastructure increase. The effects of reverse sensitivity also increase with fragmentation and lifestyle development that makes it difficult for rural activities to operate. The focus of this paper is on managing the lifestyle form of rural living to prevent reaching the level of rural-residential development.

Figure 1. Rural living continuum



The issues related to managing rural living are explained further in the *Background paper - Rural issues management approach and proposed zones paper* and are summarised in Figure 2 below.

Figure 2. Issues with managing rural living in the peri-urban area



Management approaches for rural living tend to focus on managing site size, which is a blunt tool. Establishing a minimum site size is based on a number of factors including existing pattern of development, rural character and topography. Regardless of what the minimum site size is, where there is demand subdivision will occur for lifestyle development based around the minimum. This can become an inefficient use of rural land where the minimum is high, creating sites larger than desired leading to removal of land from rural production activities, poor land management and continual fragmentation of previously large sites.

Subdivision in the rural environment often carries with it expectations that residential development will follow and is generally why subdivision occurs in the rural environment. Managing rural living has to provide an integrated approach to land use and subdivision to achieve good outcomes.

Section 32 Report publicly notified on 2 May 2015

3.0 Rural Urban Fringe Zone

3.1 Purpose of the Rural Urban Fringe Zone

The rural area immediately surrounding the Christchurch main urban area is referred to as a peri-urban area. These areas are generally regarded as a transition between urban and rural areas located between the urban edge and the traditional rural environment. The peri-urban areas provide for a mix of activities that support the urban area including rural living, recreation, tourism, hazard mitigation and strategic infrastructure along with rural activities. Peri-urban areas are also important in providing options for future urban growth, local food production and ecosystem services e.g. water supply catchments for the urban area. While rural farming activities are no longer the dominant land use these areas are valued for their rural amenity and degree of open character, which differs from the more traditional working landscapes due to the intensive subdivision pattern and higher level of lifestyle development. There is still a high degree of naturalness to the peri-urban area, sharing more elements of rural character rather than urban character. Managing the peri-urban area requires consideration of all its functions and how it best supports the adjoining urban area.

The Christchurch peri-urban area is proposed to be zoned Rural Urban Fringe and is illustrated in Figure 3. The peri-urban area could be considered broader than the proposed zone extent, taking in the Port Hills and all the rural flat land up to the District boundary with Selwyn District, due to its proximity to the urban area. However for the purposes of this paper, these broader areas are excluded as they have other criteria such as landscape values, hazard mitigation, gravel resources and Christchurch International Airport that influence and limit the intensity of rural living.

The primary management consideration for the Rural Urban Fringe is to manage rural living, and other urban activities, to avoid further fragmentation and de facto urban development that undermines retention of the consolidated urban form and inhibit options for future growth beyond 2028. It is also important for ensuring that access to the gravel resource is enabled by avoiding a pattern of subdivision and dwellings that would make it difficult to access gravels.

In addition, the Rural Urban Fringe also has the potential to provide for:

- Local food production - Continuation and enhancement of local food production can benefit from the existence of versatile soils provided the ability to access such soils is not reduced through fragmentation and reverse sensitivity issues
- Biodiversity and open space networks - Currently subdivision and development in the peri-urban area takes a traditional form of subdivision and results in large areas of lifestyle development that have little or no public recreation or biodiversity opportunities or could be developed in a manner that maximised or protected the openness of a site. Often these aspects are not considered because biodiversity or landscape values may not exist so it is not perceived as a necessary consideration, unlike a rural environment such as Banks Peninsula where landscape and biodiversity are integral considerations in all subdivision. Encouraging alternative subdivision layout that maximises open space and provides for public open space networks and biodiversity enhancement would also have significant potential for good outcomes and enhance the peri-urban area.

It is noted that strategic planning has been undertaken in some areas such as the South West Area and North West Area which can assist in identifying opportunities for biodiversity or recreation. Strategic planning would be useful for the Marshlands/Styx area and Paparua/Yaldhurst.

- Local catchment management: - The rural urban fringe contains a number of river catchments that traverse the city. These rivers can provide for recreation and biodiversity opportunities along with improved water quality and flood management.

3.2 Analysis of the Rural Urban Fringe Zone

The rural environment of Christchurch District, September 2014 report contained an analysis of the rural environment in Christchurch District. From the analysis the rural flat land is highly fragmented with a high percentage of sites containing dwellings. Due to historical subdivision development there are pockets of small sites less than 1ha which form areas of intensive rural living that would meet the definition of rural residential under the Canterbury Regional Policy Statement (CRPS). Some of these sites do not currently have a dwelling on them and are more than likely used for rural purposes with other sites. Overall there are 1577 sites within the proposed zone. Generally the majority of sites are less than 8ha with average site size of 3.2ha for the zone. There are approximately 1206 dwellings in the Rural Urban Fringe equating to 76% of sites having a dwelling. Sites larger than this tend to be in public ownership, have strategic infrastructure in close proximity that limits potential development or are subject to natural hazards i.e. flood detention areas.

Table 1. Site size and dwellings in the Rural Urban Fringe

| Area | | Area of site (hectares) | | | | | | | | Totals |
|------------|--------------------------|-------------------------|-----|-----|------|-------|-------|-------|--------|--------|
| | | 0-2 | 2-4 | 4-8 | 8-12 | 12-16 | 16-20 | 20-40 | 40-100 | |
| Halswell | No. sites | 63 | 68 | 58 | 10 | 2 | 3 | 3 | 1 | 208 |
| | No. sites with dwellings | 61 | 55 | 35 | 5 | 1 | 0 | 1 | 0 | 158 |
| North West | No. sites | 142 | 35 | 21 | 2 | 0 | 0 | 0 | 1 | 204 |
| | No. sites with dwellings | 132 | 34 | 13 | 2 | 0 | 0 | 0 | 0 | 181 |
| Paparua | No. sites | 98 | 166 | 205 | 13 | 7 | 2 | 4 | 4 | 499 |
| | No. sites with dwellings | 75 | 145 | 147 | 6 | 4 | 2 | 2 | 2 | 383 |
| Marshlands | No. sites | 113 | 94 | 42 | 7 | 1 | 0 | 1 | 2 | 260 |
| | No. sites with dwellings | 100 | 69 | 30 | 6 | 0 | 0 | 1 | 0 | 206 |
| Styx | No. sites | 98 | 53 | 71 | 15 | 2 | 0 | 3 | 0 | 242 |
| | No. sites with dwellings | 77 | 43 | 42 | 8 | 0 | 0 | 2 | 0 | 172 |
| Port Hills | No. sites | 107 | 28 | 18 | 1 | 1 | 2 | 2 | 1 | 160 |
| | No. sites with dwellings | 67 | 21 | 13 | 0 | 0 | 2 | 1 | 1 | 104 |

Figure 3 illustrate the range of site sizes as outlined in the table above while Figure 4 illustrates sites with dwellings.

Figure 3. Site sizes in the Rural Urban Fringe Zone

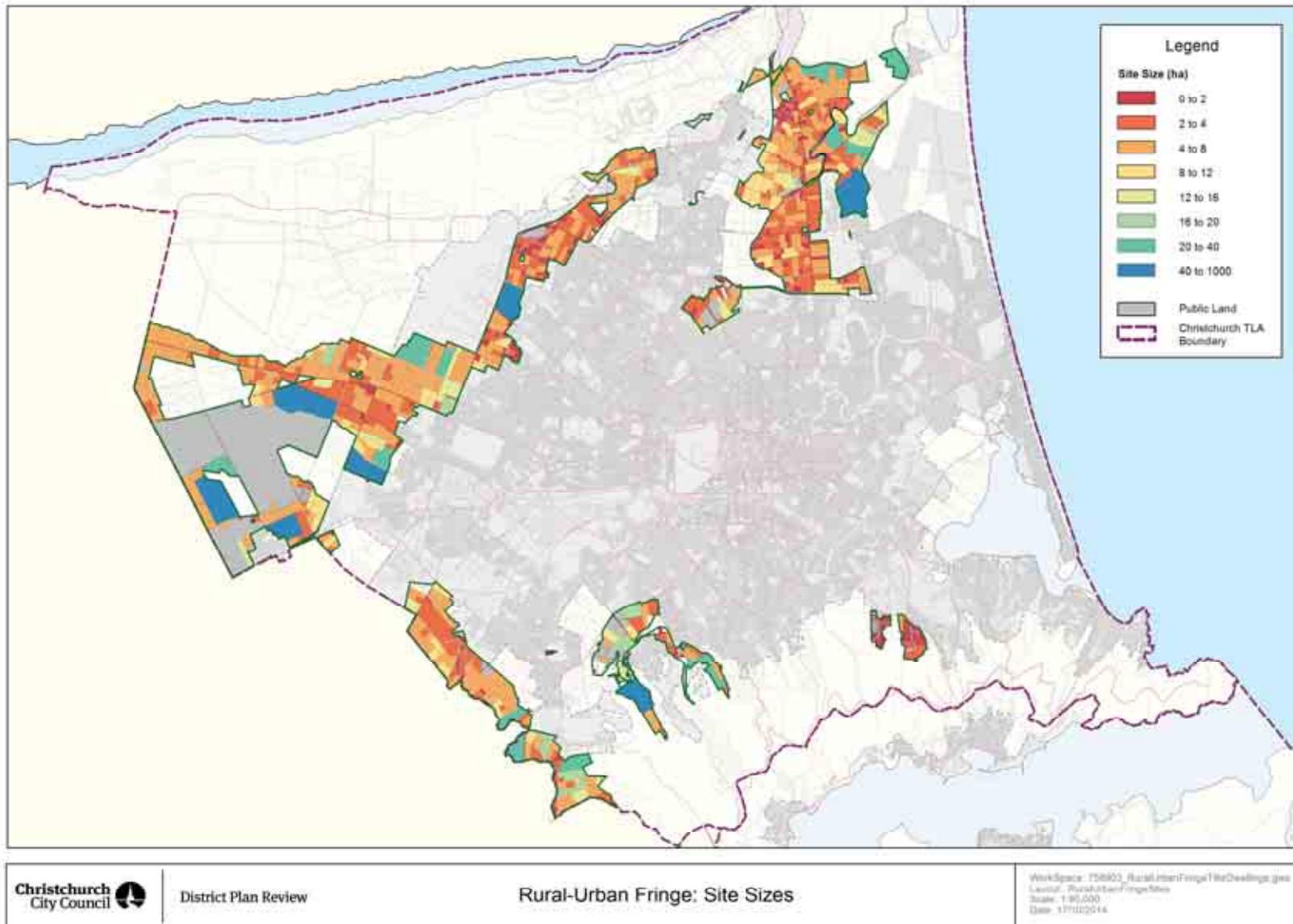
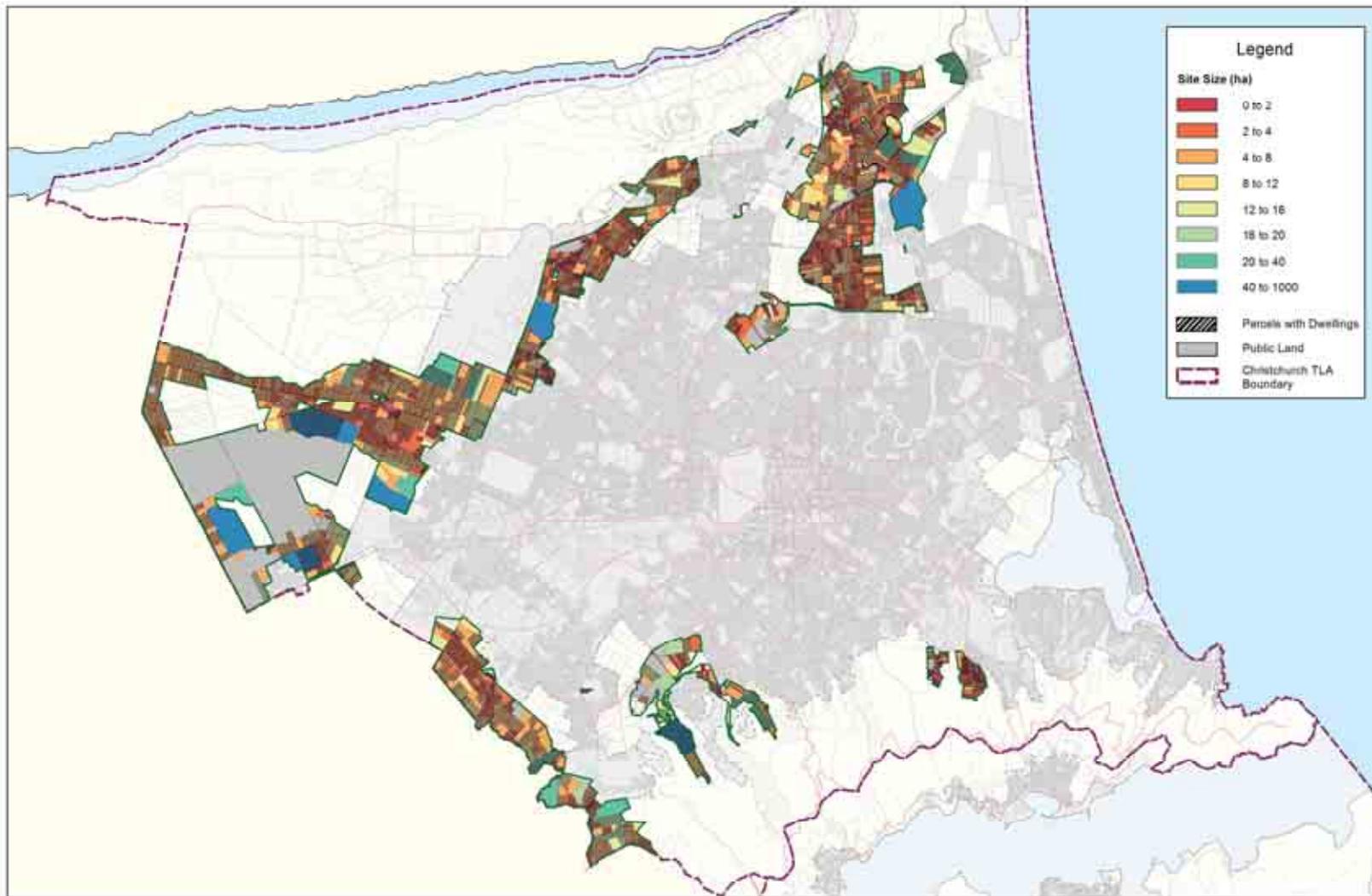


Figure 4. Sites with dwellings in the Rural Urban Fringe Zone



3.3 Current City Plan provisions

The proposed Rural Urban Fringe Zone consists of Rural 2, 3, 7 and part 5. Under the current City Plan provisions for Rural 2, 3 and part 5, rural living is permitted subject to a minimum site area of 4ha. There is also an exception for allotments existing as at 24 June 1995 within the Rural 2, Rural 3 and Rural 5 Zones, where the minimum area is 2ha. In the Rural 7 Port Hills Intensive zone a minimum site size of 2ha applies. Non compliance with site size in all zones is assessed as a non complying activity.

As illustrated in the table below, the Rural Urban Fringe is where the majority of resource consents have been generated since 2004. In some instances consent for a dwelling may result in multiple non-compliances.

| Current Zone | Number of consents generated since 2004 by non compliance with provision | | | | |
|--|--|----------------------------|---------------|------------|-----------------|
| | Minimum site size | Separation from neighbours | Site coverage | Road scene | Building height |
| Rural 1 (Coastal) | 14 | 7 | 4 | 1 | 1 |
| Rural 2 (Templeton - Halswell)** | 11 | 21 | 30 | 13 | 6 |
| Rural 3 (Styx - Marshland)** | 29 | 41 | 64 | 12 | 4 |
| Rural 4 (Waimakariri) | 4 | 0 | 1 | 2 | 1 |
| Rural 5 (Airport Influences)** | 14 | 32 | 44 | 10 | 2 |
| Rural 7 (Port Hills Intensive Farming)** | 4 | 6 | 2 | 3 | 0 |
| Rural H (Hills) | 5 | 4 | 9 | 3 | 3 |
| Total consents | 81 | 111 | 154 | 44 | 17 |

**Current zones proposed to be combined into a Rural Urban Fringe

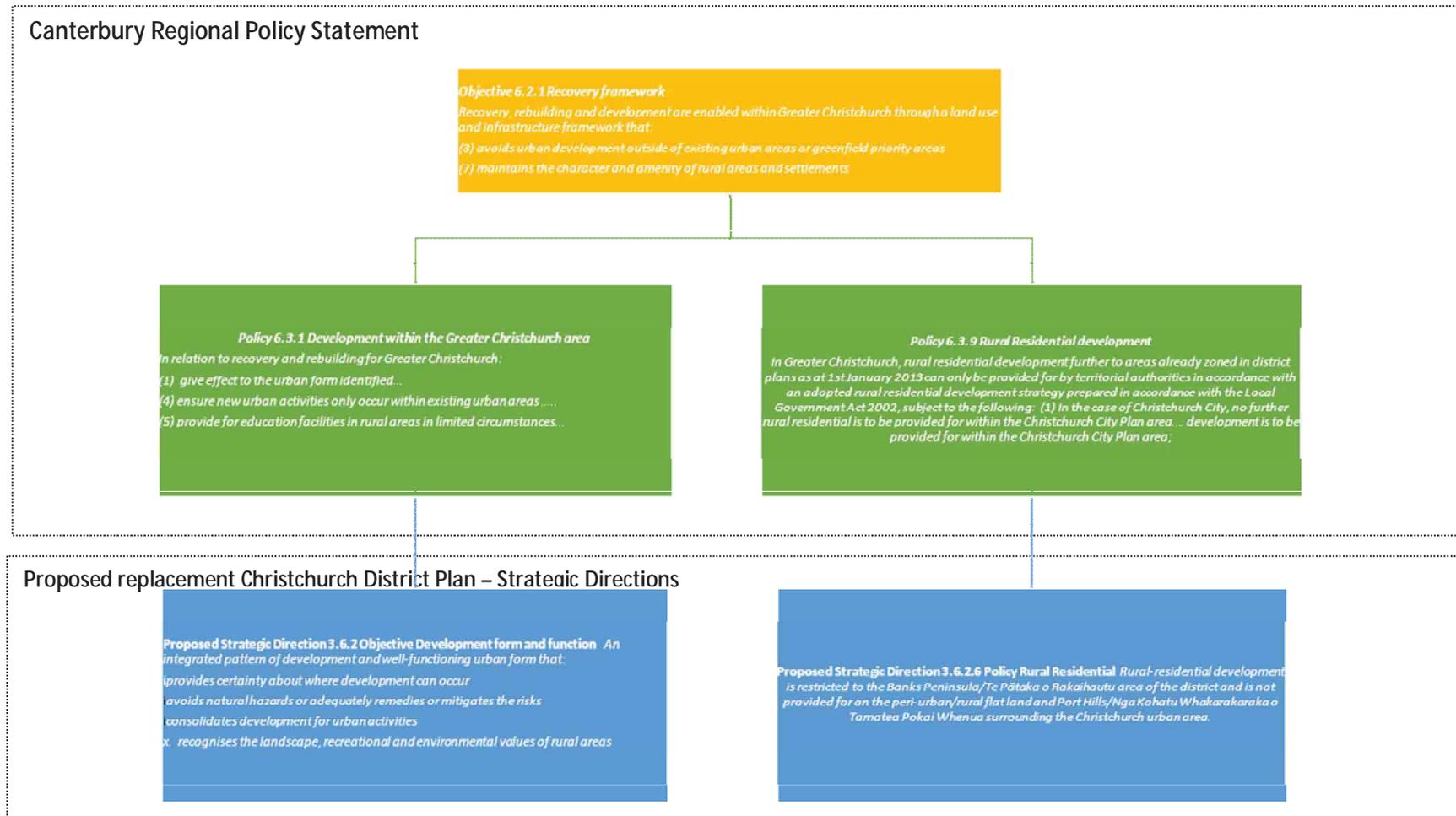
A review of the reasons for non compliance with the minimum site size provision includes:

- Dwelling on an undersized site
- Replacing an existing old dwelling with a new dwelling resulting in two dwellings on the site at a point in time
- Subdivision

The Rural Urban Fringe in the west is affected by the air noise contours from the Christchurch International Airport. The 65dBA contour is where new residential units are prohibited while acoustic insulation is required within the 55 dBA. There is also a noise contour around the Ruapuna Motorsport Park which imposes acoustic insulation requirements on new residential units.

4.0 Higher order strategic policy direction

The need to manage rural living in the rural urban fringe is directed by the higher order strategic policies contained in the CRPS and the Strategic Directions of the proposed replacement District Plan (as notified on 27 August 2014). The key policies related to managing the rural urban fringe, which is part of Greater Christchurch, are outlined below. These policies provide strong direction for managing rural residential development and achieving a consolidated urban form.



The CRPS defines rural activities (includes residential above 4ha), urban activities (includes residential greater than one household unit per 4ha) and rural residential activities (in the Greater Christchurch area defined as residential with an average density of 1–2 households per ha).

Overall the higher order policies are concerned with maintaining sustainable development patterns through a consolidated urban form, directing urban activities into urban areas. It also provides a clear direction for rural residential development. However managing the rural environment also supports the sustainable urban form, which is not clearly expressed in the higher order policies except in relation to avoiding rural residential development. This is particularly of importance in the rural urban fringe and for any approach to managing rural living. The policy framework around this is more inclusive than just rural residential zones, it extends to generally managing rural living in the peri-urban area such that it does not become rural residential development by default through continual fragmentation and development for residential activities.

5.0 Proposed addition to Strategic Directions policy framework

The Strategic Directions of the proposed replacement District Plan (as notified on 27 August 2014) are focused upon the urban environment and achieving the consolidated urban form. As it stands it is missing direction for the management of the environment surrounding the urban area, the rural environment and particularly rural living, which can affect the ability to achieve a consolidated urban form. It is proposed to add a policy to the Strategic Directions to support managing rural living in the Rural Urban Fringe in the rural chapter.

Strategic Directions – proposed additional policy to sit under Objective 3.6.2, between policies 3.6.2.5 and 3.6.2.6

Policy - Rural dwellings

- a. Provide for rural dwellings, excluding large-lot/rural-residential, at a density that will:
 - i. support a consolidated Christchurch urban form and rural settlements; and
 - ii. encourage retention of larger sites; and
 - iii. encourage amalgamation of smaller sites; and
 - iv. avoid the continual fragmentation of land in the peri-urban/rural flat land; and
 - v. provide opportunities for rural production activities, biodiversity and recreation; and
 - vi. avoid the expectation of land use change of rural land to urban activities or for large-lot/rural residential development; and
 - vii. avoid reverse sensitivity to rural activities; and
 - viii. enable the higher quality gravel resource in the peri-urban/rural flat land to be accessed; and
 - ix. retain a low density of built form with a high degree of natural elements.

6.0 A management approach

6.1 Scenarios of potential yields of additional rural sites and dwellings in the potential Rural Urban Fringe Zone

Using the data developed for *The rural environment of Christchurch District, September 2014* report a more detailed analysis has been undertaken in relation to the area covered by the proposed Rural Urban Fringe Zone. Public or crown land has been removed from the data as it is managed as public open spaces or key infrastructure and not available for rural living. The data has been used to establish the potential yields of additional rural sites and dwellings that could occur under a number of different scenarios for subdivision and development of a dwelling to assist with establishing options. Note that the potential yield has not taken into account natural hazards or other constraints that may prevent a site to be developed.

Scenario A: Status Quo

Additional titles created from subdivision of sites that are able to comply with a 4ha minimum

| Hectares of site | Halswell | | Marshlands | | North West | | Port Hills | | Styx | | Paparua | |
|------------------|-----------------|---------------------------|-----------------|---------------------------|-----------------|---------------------------|-----------------|---------------------------|-----------------|---------------------------|-----------------|---------------------------|
| | Number of sites | Additional titles created |
| 8-12 | 10 | 10 | 7 | 7 | 2 | 2 | 1 | 1 | 15 | 15 | 13 | 13 |
| 12-16 | 2 | 4 | 3 | 6 | 0 | 0 | 1 | 2 | 2 | 4 | 7 | 14 |
| 16-20 | 5 | 15 | 0 | 0 | 0 | 0 | 2 | 6 | 0 | 0 | 2 | 6 |
| >20 | 4 | 27 | 3 | 24 | 1 | 12 | 3 | 24 | 3 | 20 | 8 | 79 |
| Total | | 56 | | 37 | | 14 | | 33 | | 39 | | 112 |

Notes:

Paparua – limitations imposed by the airport, motorsport and quarry operations.

Marshlands – Waimari Golf Course is one of the largest site in the area

North West – The large site is the Russley golf course

Scenario B: Limiting number of additional sites created by subdivision

Subdivision potential is limited to only one additional title being created with a 4ha minimum site area. Additional sites created may not equate to additional dwellings as some sites may contain an existing dwelling.

| Hectares | Number of additional titles created | | | | | |
|--------------|-------------------------------------|------------|------------|------------|-----------|-----------|
| | Halswell | Marshlands | North West | Port Hills | Styx | Paparua |
| 8-12 | 10 | 7 | 2 | 1 | 15 | 13 |
| 12-16 | 2 | 3 | 0 | 1 | 2 | 7 |
| 16-20 | 5 | 0 | 0 | 2 | 0 | 2 |
| >20 | 4 | 3 | 1 | 3 | 3 | 8 |
| Total | 21 | 13 | 3 | 7 | 20 | 30 |

Scenario C: One dwelling per existing site regardless of site size

Existing sites (currently without a dwelling) have the ability to establish one dwelling per site regardless of size

| Hectares | Number of dwellings based on one per site | | | | | |
|--------------|---|------------|------------|------------|-----------|------------|
| | Halswell | Marshlands | North West | Port Hills | Styx | Paparua |
| <2 | 2 | 13 | 10 | 40 | 21 | 23 |
| 2-4 | 13 | 25 | 1 | 7 | 10 | 21 |
| 4-8 | 23 | 12 | 8 | 5 | 29 | 58 |
| 8-12 | 5 | 0 | 7 | 1 | 7 | 1 |
| 12-16 | 1 | 0 | 3 | 1 | 2 | 1 |
| 16-20 | 3 | 0 | 0 | 2 | 0 | 0 |
| >20 | 3 | 1 | 4 | 3 | 1 | 1 |
| Total | 50 | 51 | 33 | 59 | 70 | 105 |

Note some sites may have land use consent for establishing dwellings

Scenario D: Combination

Additional sites created through subdivision of a 4ha minimum site (as per Scenario A) and the ability to establish one dwelling per site including on sites less than 4ha

| Number of potential additional dwellings | Halswell | Marshlands | North West | Port Hills | Styx | Paparua |
|--|-----------|------------|------------|------------|-----------|------------|
| From additional sites | 56 | 37 | 29 | 33 | 39 | 112 |
| From existing sites less than 4ha | 15 | 11 | 44 | 38 | 31 | 47 |
| Total | 71 | 48 | 73 | 71 | 70 | 159 |

Scenario E: Prohibit subdivision and land use on sites under 4ha

Taking a more restrictive approach by making it prohibited to establish a residential activity on a site less than 4ha, avoiding further fragmentation of small sites. This is more restrictive approach combined with Scenario A for enabling subdivision on sites above 4ha.

| No. of sites | Halswell | Marshlands | North West | Port Hills | Styx | Paparua |
|---|----------|------------|------------|------------|------|---------|
| Sites <4ha unable to establish a dwelling | 15 | 11 | 44 | 38 | 31 | 47 |

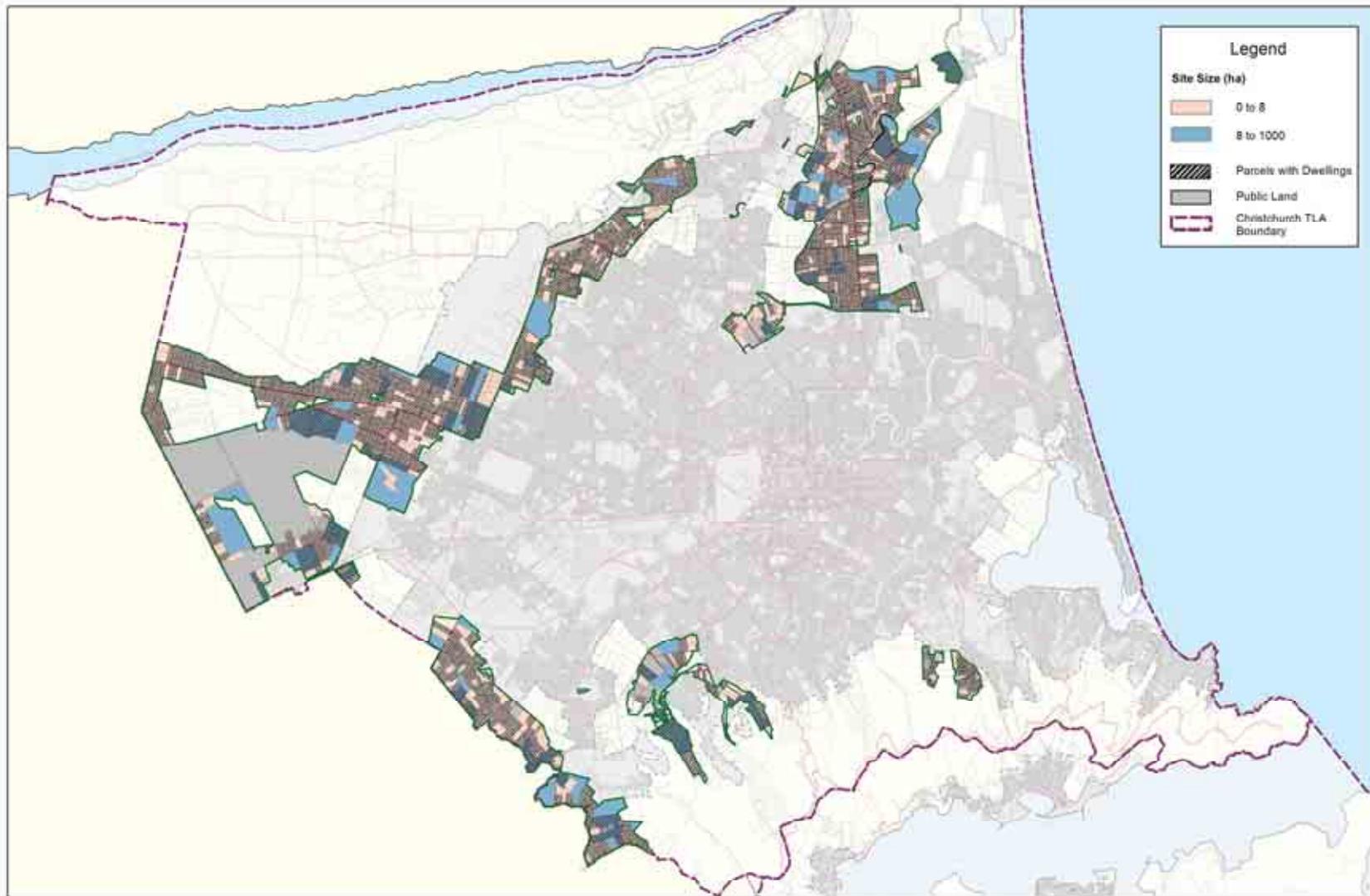
Scenario F: Increase the minimum site size to 8ha

Doubling of minimum site size for a residential unit and for subdivision

| Hectares | Halswell | | Marshlands | | North West | | Port Hills | | Styx | | Paparua | |
|--------------|-----------------|---------------------------|-----------------|---------------------------|-----------------|---------------------------|-----------------|---------------------------|-----------------|---------------------------|-----------------|---------------------------|
| | Number of sites | Additional titles created |
| 16-20 | 3 | 3 | 0 | 0 | 0 | 0 | 2 | 2 | 0 | 0 | 2 | 2 |
| >20 | 4 | 12 | 3 | 11 | 1 | 5 | 3 | 10 | 3 | 8 | 8 | 35 |
| Total | | 15 | | 11 | | 5 | | 12 | | 8 | | 37 |

Figure 5 illustrates the location of sites that are 8ha or greater.

Figure 5. Sites 8ha or greater in the Rural Urban Fringe Zone



6.2 Summary of additional dwellings or sites created under each scenario

| | Scenario A | Scenario B | Scenario C | Scenario D | Scenario E | Scenario F |
|---|------------|------------|------------|------------|------------|------------|
| Number of potential additional sites or dwellings | 291 | 94 | 368 | 492 | 291 | 88 |

A number of scenarios have been tested in relation to their potential yield, ranging from a strict stance to the status quo and a more laissez faire approach. There are also other options that could involve applying different scenarios to different parts of the Rural Urban Fringe. It is clear that Marshlands area is a large area that contains a large number of existing small sites. However it also contains large horticultural operations, sits in between Prestons residential development and proposed Highfield development, Commercial centre proposed on Marshlands and Prestons Road and is subject to liquefaction.

Paparua-Yaldhurst is the area with the greatest potential for the creation of additional sites through all the scenarios. It has the highest number of larger sites out of all the Rural Urban Fringe areas. This area is subject to existing and potential access to gravel resources and parts are subject to the Christchurch International Airport air noise contours, Ruapuna noise contours and electricity transmission lines. These naturally restrict development in this area, along with any natural hazards. These limitations have probably influenced, along with distance from the urban edge, a reduced demand for further fragmentation of the area. However as the urban area grows it is likely that this area will be required for future urban growth.

6.3 Options for managing rural dwellings

Based on these scenarios there are a number of options to manage rural living within the Rural Urban Fringe Zone. Any option needs to be robust and able to achieve the objectives of the Rural Zone and the Strategic directions whilst giving effect to the CRPS. The key outcomes to achieve are:

- supporting urban form (higher order policy)
- avoiding a scale and intensity of rural living that becomes rural residential (higher order policy and rural objective)
- retain the rural character (rural objective)

Detailed assessment of options

| | Option 1 - Existing approach with amendment | Option 2 - Limit the number of additional 4ha sites and dwellings able to be created | Option 3 - Prohibit subdivision of sites less than 20ha | Option 4 - Prohibit subdivision of sites under 4ha or creating sites less than 4ha, enable dwellings on existing sites between 1ha and 4ha | Option 5 - Increase the minimum site size to 8ha | Option 6 - Combined land use and subdivision consent with alternative design and use of covenants |
|----------------------------|---|--|---|---|--|--|
| Management approach | <p><u>Subdivision</u> - Continue with the existing 4ha minimum site size. Failure to meet standard is non-complying.</p> <p><u>Land use</u> - Remove the current 2ha grandparent clause applying to sites in existence at 24 July 1995. 4ha minimum site size for dwelling. Non complying if fail to meet minimum.</p> | <p><u>Subdivision</u> – Retain 4ha minimum site size but limit the number of additional sites that can be created to one additional site only as Restricted Discretionary</p> <p>Could include use of covenant mechanism to protect remainder of site from further subdivision and development.</p> <p><u>Land use</u> - 4ha minimum. Non complying if fail to meet minimum</p> | <p><u>Subdivision</u> - Prohibit subdivision of sites less than 20ha, 4ha minimum</p> <p><u>Land Use</u> – minimum site area 4ha to establish one dwelling per allotment as a permitted activity</p> | <p><u>Subdivision</u> - Prohibit any subdivision on a site less than 4ha or creation of new sites less than 4ha</p> <p><u>Land Use</u> – Prohibit establishing a dwelling on a site less than 1ha and enable a dwelling to be established on an existing site between 1ha and 4ha</p> | <p><u>Subdivision</u> – increase minimum site size from 4ha to 8ha</p> <p><u>Land use</u> – increase minimum site size for a residential unit from 4ha to 8ha</p> | <p><u>Subdivision</u> – introduce an averaging rule (4ha) with the ability to consider alternative subdivision development where dwellings are clustered with the remainder of land protected from further subdivision or dwellings by a covenant. A minimum balance area could also be adopted.</p> <p>Alternatively where flexibility is desired for better outcomes could be a Discretionary Activity. Standard subdivision non-complying.</p> <p><u>Land Use</u> – 4ha minimum with averaging aligned to the subdivision</p> |
| Costs | | | | | | |
| <i>Economic</i> | <ul style="list-style-type: none"> • Costs (both on applicant and council administration) for resource consent where sites fail to meet the minimum. • Existing sites less than 4ha currently without a dwelling are limited in their range of uses. This can limit their saleability or reduce their land value due to perceived range of uses limited. • Fragmentation of larger sites will occur based on the 4ha minimum with potential for undersized sites to be developed. Depending on location of | <ul style="list-style-type: none"> - Restricts the ability to maximise subdivision potential on larger sites and reduces the economic return on a property and housing choice options - Costs (both on applicant and council administration) for resource consent where sites fail to meet the provision - Other mechanisms may need to be used such as covenants or consent notices to ensure that no further subdivision is undertaken. There is a cost to preparing and registering covenants or | <ul style="list-style-type: none"> - With a prohibition on sites under 20ha it affects approximately 483 sites in the RUF that no longer have the ability to subdivide, removing any potential return for sites. - Limits the range of activities that can be undertaken on sites, particularly larger sites - Costs (both on applicant and council administration) for plan change to remove property from provision - Costs imposed on landowners of sites greater than 8ha that currently allowed to subdivide. Seen as unreasonable restriction on land. - Would be a rush of subdivision and land use consents prior to | <ul style="list-style-type: none"> - Prohibiting subdivision at the lower limit of 4ha or less results in approximately 100 sites being affected. - Limited range of land uses that able to put land to - Costs (both on applicant and council administration) for plan change to remove property from provision - Could be a rush of subdivision and land use consents prior to the rule taking effect making the rule redundant if consents are granted. - Landowners may be forced into selling sites for amalgamation - Large number of small sites | <ul style="list-style-type: none"> - Increase in number of sites that would require consent to establish a non-complying activity i.e. <8ha - Has a similar result to Option 2 in terms of reducing the subdivision ability and return on sites | <ul style="list-style-type: none"> - Additional cost involved in developing application for resource consent and registering covenants or consent notices - Additional cost of staff time for processing complex applications - May create larger clusters of dwellings that lead to a default urban character, demand urban infrastructure and not support the urban form - Policy framework would be complex |

| | Option 1 - Existing approach with amendment | Option 2 - Limit the number of additional 4ha sites and dwellings able to be created | Option 3 - Prohibit subdivision of sites less than 20ha | Option 4 - Prohibit subdivision of sites under 4ha or creating sites less than 4ha, enable dwellings on existing sites between 1ha and 4ha | Option 5 - Increase the minimum site size to 8ha | Option 6 - Combined land use and subdivision consent with alternative design and use of covenants |
|----------------------|--|---|--|---|--|---|
| | <p>existing large sites, increases costs of maintaining consolidated urban form and presents limited options for future urban growth due to multiple landowners of small sites with high capital investment</p> <ul style="list-style-type: none"> Increased number of small sites and development of dwellings limits the ability to access high quality gravel resources Removing 2ha grandparent rule removes the permitted activity status for establishing a dwelling on up to 32 sites. A cost to establish a dwelling up to \$10,000 per application (notified) | consent notices | <p>the rule taking effect making the rule redundant if consents are granted</p> <ul style="list-style-type: none"> Landowners may be forced into selling sites for amalgamation Very few sites (22) exist that exceed 20ha and are in private ownership or do not have restrictions that will prevent development | <p>are without any development ability or highest end use</p> <ul style="list-style-type: none"> The supply of sites less than 4ha is limited to the current level which may increase the saleable value of the site | | |
| <i>Environmental</i> | <ul style="list-style-type: none"> Up to 321 sites less than 8ha without dwellings will be perceived as not being able to be used which leads to poor land management or inefficient use of the land Undermine plan integrity with continual applications for subdivision of existing sites less than 4ha | <ul style="list-style-type: none"> Some areas are naturally restricted by hazards which limits ability to develop to full potential Due to restricted subdivision there may result in more applications for non-complying activities to create additional sites | <ul style="list-style-type: none"> Any existing large sites may be in the wrong location to maximise benefits for urban form or expansion in future If options for residential activity are limited then risk of applications to utilise the land for urban activities i.e. industrial or commercial which will not support the urban form | <ul style="list-style-type: none"> If options for residential activity are limited then risk of applications to utilise the land for urban activities i.e. industrial or commercial which will not support the urban form | <ul style="list-style-type: none"> Different to minimum defined as a rural activity within RPS, which would form a baseline larger site size may lead to inefficient use of the site as it provides more land than what an owner desires | <ul style="list-style-type: none"> The size of existing sites with any potential to subdivide is limited which limits the ability to maximise use of such an approach May lead to pockets of residential development that have character and scale of rural residential development Having an averaging rule of 4ha does not meet the definition of a rural activity in terms of the CRPS as some dwellings will be on smaller sites |
| <i>Social</i> | <ul style="list-style-type: none"> Landowners of sites under 4ha unable to provide for their housing choice by utilising the site | <ul style="list-style-type: none"> Landowner unable to rely upon the ability to subdivide a larger site as they retired from farming for their retirement plan which limits their ability to retire | <ul style="list-style-type: none"> Landowner unable to rely upon the ability to subdivide a site as they retired from farming for their retirement plan which limits their ability to retire | <ul style="list-style-type: none"> Landowner unable to rely upon the ability to subdivide a site as they retired from farming for their retirement plan which limits their ability to retire Owner of site unable to provide for housing choice by utilising site less than 4ha | <ul style="list-style-type: none"> No costs identified | <ul style="list-style-type: none"> No costs identified |
| <i>Cultural</i> | <ul style="list-style-type: none"> No costs identified | <ul style="list-style-type: none"> No costs identified | <ul style="list-style-type: none"> No costs identified | <ul style="list-style-type: none"> No costs identified | <ul style="list-style-type: none"> No costs identified | <ul style="list-style-type: none"> No costs identified |

| | Option 1 - Existing approach with amendment | Option 2 - Limit the number of additional 4ha sites and dwellings able to be created | Option 3 - Prohibit subdivision of sites less than 20ha | Option 4 - Prohibit subdivision of sites under 4ha or creating sites less than 4ha, enable dwellings on existing sites between 1ha and 4ha | Option 5 - Increase the minimum site size to 8ha | Option 6 - Combined land use and subdivision consent with alternative design and use of covenants |
|----------------------|--|--|--|--|--|--|
| Benefits | | | | | | |
| <i>Economic</i> | <ul style="list-style-type: none"> The current plan approach is well known and easy to administer with clear provisions The potential additional sites able to be used for dwelling purposes can be quantified and the urban form benefits and infrastructure planned for in the long term Supports the recovery of Greater Christchurch by supporting the urban form | <ul style="list-style-type: none"> The potential additional sites able to be used for dwelling purposes can be quantified and the urban form benefits and infrastructure planned for in the long term Supports the recovery of Greater Christchurch by supporting the urban form Restricting the number of sites would make it easier to access the high quality gravel resource and reduce the cost of site purchase | <ul style="list-style-type: none"> Retains larger sites and encourages amalgamation of smaller sites which reduces fragmentation, even at the lower end of prohibiting sites less than 4ha requires a site of at least 8ha to enable subdivision. The potential additional sites able to be used for dwelling purposes can be quantified and the urban form benefits and infrastructure planned for in the long term | <ul style="list-style-type: none"> Retains larger sites and encourages amalgamation of smaller sites which reduces fragmentation, even at the lower end of prohibiting sites less than 4ha requires a site of at least 8ha to enable subdivision. The number of sites affected by the provision to establish a dwelling can be identified and quantified and the urban form benefits and infrastructure planned for in the long term Prohibiting both subdivision and land use on sites less than 1ha avoids an increase in rural residential development to meet the CRPS Being more enabling by allowing a dwelling to be established on sites of 1-4ha that currently exist. Currently this is non complying. | <ul style="list-style-type: none"> Higher minimum retains larger site sizes, encourages amalgamation Enables better access to high quality gravel resource | <ul style="list-style-type: none"> Enables smaller sites to be created for residential activities based on an averaging principle. Larger sites can achieve the averaging mechanism better with the ability to have an alternative subdivision design such as clustering. Increases options for future urban growth in a more cost effective manner by subdivision design that could cluster buildings and then allow remainder of site to be retained |
| <i>Environmental</i> | <ul style="list-style-type: none"> No further rural residential development is provided for in the rural urban fringe Consistent with the rural activity definition and supports the objectives of the RPS Sites continue to be used for rural purposes | <ul style="list-style-type: none"> No further rural residential development is provided for in the rural urban fringe Consistent with the rural activity definition and supports the objectives of the RPS Restricts the overall number of additional sites created reducing fragmentation effects Retains a higher degree | <ul style="list-style-type: none"> Open rural character and amenity retained by avoiding continual fragmentation of smaller sites Retention of larger sites enables better development outcomes particularly for urban form and future expansion Avoids increased fragmentation of small sites and the creation of rural residential development by | <ul style="list-style-type: none"> Open rural character and amenity retained by avoiding continual fragmentation of smaller sites Retention of larger sites enables better development outcomes particularly for urban form and future expansion Avoids increased fragmentation of small sites and the creation of | <ul style="list-style-type: none"> Retains rural character and amenity | <ul style="list-style-type: none"> Maximise the ability to retain larger open areas free of buildings, able to be used for rural activities or for future urban growth Supports maintaining the urban form Retains open rural character |

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|----------------------|---|---|---|--|---|---|
| | | of openness by limiting the subdivision potential and any related expectation on residential activity | default - Retains the rural character and minimises the risk of changing it to a more urban character | rural residential development by default - Retains the rural character and minimises the risk of changing it to a more urban character | | |
| <i>Social</i> | - Removing the existing grandparent exception rule will enable all sites to be considered on an equal basis | - None identified | - Provision can still be made for a dwelling to be established on an existing site less than 20ha to provide for housing choice | - A dwelling is able to be established on existing sites of 1-4ha. Affects up to 98 sites | - Provides for housing choice in a rural setting | - Provides for housing choice in a rural setting |
| <i>Cultural</i> | - None identified | - None identified | - None identified | - None identified | - None identified | - None identified |
| <i>Effectiveness</i> | Limited resource consents have been generated under the current provisions since 2004 and tend to involve short term 'technical non compliance' as existing dwellings are replaced. With the removal of the grandparent rule the provisions will be more effective in not providing any further rural residential and achieving the objective and outcomes. | Approach provides for some subdivision but in a limited way but reduces the subdivision potential which will reduce fragmentation and enable retention of larger sites. This assists in providing options for future urban development to achieve the objective and outcomes. | Approach is highly effective at avoiding any further fragmentation of smaller sites through subdivision. A dwelling will still be able to be established on a site which enables a site to be used for such purposes. Will also encourage amalgamation of smaller titles to make larger sites. May still result in larger sites (over 20ha) adjoining urban edge being subdivided into smaller sites. | Approach is highly effective at avoiding any further fragmentation of smaller sites through subdivision and reinforces the 4ha minimum site size. It effectively limits the supply of sites less than 4ha and protects larger sites of 8ha or more that are able to be subdivided. A dwelling will still be able to be established on a 1-4ha site which enables a site to be used. Able to quantify potential number of additional dwellings and their location. May encourage amalgamation of smaller titles to make larger sites. | Option is effective in reducing the overall potential number of additional sites able to be created and therefore more effective at retaining the open rural character and reducing fragmentation to avoid rural residential development densities and support the urban form. Only a few sites will be able to subdivide based on meeting the minimum. A higher minimum is also effective in reducing both additional sites created and fragmentation. | Effective in enabling a more flexible approach to designing the layout and allotments on a site to maximise retention of open space and minimise inefficient use of land. Will not be effective in meeting the requirements of the CRPS in terms of a rural activity. |
| <i>Efficiency</i> | Overall there are costs imposed on landowners but will achieve the objective and outcomes. | Simple approach similar to the existing provisions to administer. Consent notices or covenants would need to be used to ensure no further development of sites as part of subdivision consent. Development rights removed based upon current level of development ability will impose costs on landowners of sites over 8ha. The approach will achieve the objective and outcome. | Efficient approach in avoiding further fragmentation. However high cost on landowners of sites with the inability to develop further or limit the range of uses. Will achieve the outcomes and objectives of avoiding rural residential development while protecting larger sites that have the ability to become urban in future. There may be pressure for other alternative uses for urban activities or plan changes that undermine the option. | Efficient approach in avoiding further fragmentation and establishment of rural residential development. However high cost on landowners of sites less than 1ha and that do not have enough area to create 4ha lots, in limiting the potential return for site. Will achieve the outcomes and objectives of avoiding rural residential development but will result in a high number of sites that can no longer be used for what is perceived to be the only use for the site. There may be pressure for other alternative uses for urban activities or plan | Efficient in that applies a minimum as per the current District Plan. Doubling the minimum site size is efficient in terms of resource consent costs and plan administration. Will result in more sites needing to be assessed as a non complying activity. This increases the costs to individuals of the consent process but ability to assess against policies and objectives will be effective. Will achieve the outcomes at a medium to high cost. | A complex policy approach is required and internal assessment by staff would take time. Additional costs involved with preparation, consideration and assessment of each application. However enables site by site assessment of best way to achieve overall outcomes and objectives. |

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|--|---|--|---|--|--|---|
| | | | | changes that undermine the option. | | |

8.0 Recommended approach

The Rural Urban Fringe Zone is highly fragmented with a high level of lifestyle and rural residential properties. However the Replacement District Plan must give effect to the higher order policy directives and strategic directives that provide strong direction for managing rural residential development on the flat land and Port Hills. To achieve this and the objectives of the Rural Chapter, a variation of Option 3(b) is recommended.

The approach involves:

- a. Retention of the 4ha minimum site size
- b. Prohibit subdivision of sites 4ha or less, including existing and new sites
- c. Prohibit a dwelling on a site of 1ha or less
- d. Enable a dwelling on existing sites of 1ha to 4ha

The approach would work as follows:

| Site size | Existing sites | | New sites | | Existing dwellings on existing sites | Meets higher order policy direction |
|--------------|--|--|--|-------------------------|--|--|
| | Subdivision | Establishing a dwelling | Subdivision | Establishing a dwelling | | |
| < 1 hectare | Prohibited with exceptions for reserves, utilities | Prohibited | Prohibited with exceptions for reserves, utilities | Prohibited | Enable additions and alterations as permitted activity | Approach meets the CRPS – no further rural residential development – on the basis that sites less than 1ha meet the rural residential definition |
| 1-4 hectares | Prohibited with exceptions for reserves, utilities | <ul style="list-style-type: none"> • Restricted Discretionary outside the High Quality Gravels Overlay • Discretionary within the High Quality Gravels Overlay | Prohibited with exceptions for reserves, utilities | Prohibited | Enable additions and alterations as permitted activity | <p>Recognise existing resource for a dwelling but no further subdivision unless can amalgamate a larger site. Prohibiting subdivision is consistent with supporting the urban form.</p> <p>Takes into account recognition of gravels overlay</p> |

| | | | | | | |
|------------------|--------------------------|-----------|--------------------------|-----------|----------------------------------|--|
| Above 4 hectares | Restricted Discretionary | Permitted | Restricted Discretionary | Permitted | No particular recognition needed | Recognises what is defined as a rural activity in the CRPS |
|------------------|--------------------------|-----------|--------------------------|-----------|----------------------------------|--|

It is considered that this option meets the direction of the CRPS and enables some recognition of the existing environment whilst supporting the urban form and achieving the objectives of the rural chapter. Outcomes include:

- no further provision of rural residential
- effectively doubles the minimum site size in that no site less than 8ha can be subdivided.