

STAGE 3 - SECTION 32

CHAPTER 3

STRATEGIC DIRECTIONS

(PART)

Chapter 3 Strategic Directions (part) – Section 32 evaluation

The following evaluation is of Objective 3.3.8 of the Strategic Direction proposal (part) as amended in Stage 3 to the proposed Replacement District Plan.

The evaluation is limited to the amendments proposed rather than re-evaluating the parts of objective 3.3.8 in the Hearings Panel's decision on the Strategic Directions chapter.

The proposal to amend Objective 3.3.8 of the Strategic Directions chapter recognises that the outcomes sought are for the Central City as a whole rather than specific zones as conveyed in the Introduction to the Section 32 for the Central City chapter. On this basis, the amendments are not proposed as objectives for a single Central City zone as is the case in the Christchurch Central Recovery Plan (CCRP).

Given the relevance of the objectives across multiple zones in the Central City, the question is then where the objectives sit. In the version of the Central City proposal presented to the Minister of Earthquake Recovery and Minister for the Environment for their comment, it was proposed that a general set of objectives and policies sit within the Central City chapter. The benefit of this approach is the overarching objectives for the Central City are together with zone specific objectives, policies and methods to show a clear line of sight between the overarching objectives and the methods for achieving those objectives.

However, the costs of such an approach are

- Repetition with Objective 3.3.8 of the Strategic Directions chapter in respect of the overall outcome to revitalise the Central City as the primary focal point;
- Disjointed framework with an objective for the Central City in the Strategic Directions chapter sitting separate from other overarching objectives for the Central City;

Given the importance of the Central City and its recovery to the people of Christchurch, it is considered appropriate that the broader outcomes for the Central City are also incorporated into Objective 3.3.8 of the Strategic Directions chapter.

In terms of the specific amendments to Objective 3.3.8, these are discussed below by clause number.

As discussed in the Introduction to the Section 32 evaluation for the Central City, the range of options that can reasonably be considered is 'narrowed' by the other higher order statutory documents, particularly the CCRP and it would be inconsistent to propose provisions for the pRDP if they did not have the same effect, or 'outcome' as is included in the CCRP. The following therefore explains the relevant parts of the CCRP that the amendments are drawn from and an explanation of the amendments.

1. Clause (c) Residential activity

Clause (c) as proposed is consistent with Objective 3.3.4 of the Strategic Directions chapter in seeking to enable a range of housing opportunities in the Central City and contributing to the 'target' of 23,400 dwellings for Christchurch over the period 2012 to 2028.

The proposed clause is consistent with the CCRP, particularly Policy 11.12.1 which, seeks "a progressive increase in the residential population of the Central City", and Policy 12.2.4, which seeks to "encourage the intensification of residential activity within the Central City Business Zone".

Reflecting Ministers' comments on the draft proposal, there is a need to be specific about the outcomes anticipated. In order to provide greater clarity, consistent with Objective 3.3.2 of the Strategic Directions chapter, a 'target' is proposed of a minimum of 5,000 households in the Central City by 2028.

The target of at least 5,000 households comprises 3,000 – 3,500 households in the Central City Residential zone, reflecting evidence of Dr Fairgray¹ for the residential hearing of the proposed Replacement District Plan. The balance of between 1,500 and 2,000 is to be provided for in the Central City Business and Central City Mixed Use zones. Assuming a density of 2.4 persons per household, 5,000 households would equate to 12,000 people. This is at the lowest end of the range of the population required in the Central City for a City of Christchurch's size². However, it is anticipated that growth in residential population beyond 2028 will support additional households and a future review of the District Plan can revisit this target and identify additional measures beyond what is proposed.

2. Clause (d) Distinctiveness and Sense of Place

Clause (d) is drawn from Objective 12.4 (Distinctiveness and Sense of Place) of the CCRP. The proposed clause seeks to provide greater clarity of the characteristics and features within the Central City that contribute to and define its unique identity and sense of place, consistent with Ministers comments on the draft provisions and Objective 3.3.2 of the Strategic Directions chapter.

Elements of what will make the Central City distinctive and give it a sense of place are conveyed in the policies below Objective 12.4 in the CCRP including The Frame, grid street pattern and Avon River precinct. Given these aspects make a significant contribution to what the Central city of Christchurch is and will become, it is appropriate that they are identified at this strategic level in the Objective.

In the CCRP, policy 12.4.1 describes the role and reasons for the Frame. Objective 3.3.8 as amended draws on this, namely the role of the Frame as an edge to the core of the Central City and the leisure opportunities including walking and cycling provided by this and other significant public spaces. However, other matters in the policy (including reducing the surplus developable area and to assist in separating development in the core from anchor projects) are reasons for the Frame rather than the outcome sought and therefore not necessary for inclusion in Objective 3.3.8.

¹ Paragraph 5.45, page 21 of Evidence in Chief of Dr James Douglas Marshall Fairgray on behalf of Christchurch City Council – Residential Intensification dated 11 March 2011.

² Page 6 of the Liveable City chapter to the CCRP states "International findings suggest that cities the size of Christchurch require three to six per cent of their population living in the central city to support a prosperous commercial and entertainment hub. In Christchurch this equates to between 12,000 and 24,000 people based on population projections.

3. Other matters

The key outcomes expressed in Objectives 12.2 (Role of the Central City) and 12.3 (Efficiency and viability) of the CCRP are addressed by Objective 3.3.8 of the operative Strategic Directions chapter. As stated in Ministers comments on the proposals, "*Objectives 13.1.1 and 13.1.2 are primarily contained in Strategic Directions Objective 3.3.8...The slightly different wording in the 'stand-alone' Central City proposal will likely give rise to confusion and is unnecessary*".

It is therefore not considered necessary to include additional elements from Objectives 12.2 and 12.3 of the CCRP. Notwithstanding this, a part of Objective 12.2 recognises the range and type of activities that contribute to the Central City's role as the primary focus for the people of Christchurch. It is this mix of activities that contributes to the distinctiveness of the Central City and its vibrancy. Clause (d) of amended Objective 3.3.8 therefore includes reference to the 'wide range and concentration of activities that define its role'. This is consistent with the purpose of the Resource Management Act (the Act) by enabling people and communities to provide for the economic and social well-being.

As presented in evidence for the Commercial and Industrial hearing of the pRDP, residential and office activities will attract retail and other services, reflecting the synergies between different activities and supporting recovery of the Central City, consistent with the Recovery Strategy.