

**PLANNING COMMITTEE
3 APRIL 2013**

**A meeting of the Planning Committee
was held in the No.1 Committee Room
on 3 April 2013 at 9.15am.**

PRESENT: Councillor Sue Wells (Chairperson)
Councillors Peter Beck, Jimmy Chen, Aaron Keown, Claudia Reid and Glenn Livingstone.

APOLOGIES: Councillor Sally Buck for absence. Councillor Livingstone for lateness who arrived at 9.24am and was absent from Clause 2 and Councillor Keown for lateness who arrived at 9.27am and was absent for clause 2.

The Committee reports that:

PART A - MATTERS REQUIRING A COUNCIL DECISION

1. LOCAL ALCOHOL POLICY – FORMATIVE POLICY

General Manager responsible:	General Manager Strategy and Planning DDI 941-8281
Officer responsible:	Strategic Policy Unit Manager
Authors:	Alan Bywater, Unit Manager Strategic Policy Adair Bruorton, Senior Policy Analyst, Ruth Littlewood, Senior Policy Analyst

PURPOSE OF REPORT

1. To continue to seek Council approval of the development of a draft Local Alcohol Policy (LAP) and to provide further information to help inform the development of the LAP to enable it to go for consultation.

EXECUTIVE SUMMARY

2. At its 14 February 2013 meeting the Council committed to developing a provisional LAP before the end of this term of Council so that this can be publicly notified early in 2014.
3. To achieve this deadline the Planning Committee will need to recommend a proposed LAP to the Council at its 30 May 2013 meeting. The Special Consultative procedure will need to take place in June/July with hearings in August. The provisional LAP will need to be approved by the Council at the end of August.
4. On 26 March 2013 a Council workshop was held to begin the shaping of the LAP. The main elements of the LAP were discussed, i.e. licensing hours, the location and density of both on and off licensed premises and other conditions such as one way door restrictions.
5. To progress the development of the LAP further, staff have attempted to use the output of the discussion at the Council workshop on 26 March to draft a formative LAP (refer to **Attachment 1** of the 3 April 2013 Planning Committee agenda) as a basis for further discussions and refinement with the Planning Committee at this meeting.
6. For previous workshops held with the Planning Committee staff have provided a range of material to inform the thinking and discussion. This material has included: results of a survey carried out amongst Christchurch residents on alcohol-related issues, a summary of the relevant evidence around the effectiveness of the measures within the scope of the LAP on alcohol related harm, a summary of the feedback from stakeholder workshops and a summary of feedback from initial workshops with the community boards.

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7. The following information is provided to further inform the Planning Committee's thinking about the LAP:
- A summary of the results of a second round of workshops with community boards, summary of results from a survey of young people carried out through Facebook, a summary of Comments from South Island Tertiary Settings Forum and a summary of comments from a meeting of the Christchurch Hospital clinicians (**Attachment 2**)
 - A summary of feedback from a He Oranga Pounamu hui with Maori health providers (**Attachment 3**)
 - Minutes of a consultation meeting with those stakeholders with whom the Council is legislatively required to consult as part of developing a draft LAP (i.e. the Police, Medical Officer of Health and inspectors) (**Attachment 4**).

FINANCIAL IMPLICATIONS

8. The resourcing of the policy development work to develop the draft LAP is provided for in the City and Community Long-Term Planning Activity.

Do the Recommendations of this Report Align with 2009-19 LTCCP budgets?

9. As above.

LEGAL CONSIDERATIONS

10. Under section 78(1) of the Sale and Supply of Alcohol Act 2012, if a territorial authority wishes to have a LAP, it must produce a draft policy. Section 79 then provides that if after producing a draft policy under section 78, a territorial authority continues to wish to have a LAP, it must produce a provisional policy by using the SCP to consult on the draft policy.
11. Section 77(1) of the Act sets out what policies a LAP may contain. It may include policies on any or all of the following matters relating to licensing (and no others):
- (a) location of licensed premises by reference to broad areas:
 - (b) location of licensed premises by reference to proximity to premises of a particular kind or kinds:
 - (c) location of licensed premises by reference to proximity to facilities of a particular kind or kinds:
 - (d) whether further licences (or licences of a particular kind or kinds) should be issued for premises in the district concerned, or any stated part of the district:
 - (e) maximum trading hours:
 - (f) the issue of licences, or licences of a particular kind or kinds, subject to discretionary conditions:
 - (g) one-way door restrictions.
12. The LAP **must not** include policies on any matter not relating to licensing.
13. Section 77(2) states that paragraphs (a) to (d) do not apply to special licences, or premises for which a special licence is held or has been applied for.
14. Section 78(2) of the Sale and Supply of Alcohol Act 2012 also states that when producing a draft policy, a territorial authority must have regard to:

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- (a) the objectives and policies of its district plan; and
- (b) the number of licences of each kind held for premises in its district, and the location and opening hours of each of the premises; and
- (c) any areas in which bylaws prohibiting alcohol in public places are in force; and
- (d) the demography of the district's residents; and
- (e) the demography of people who visit the district as tourists or holidaymakers; and
- (f) the overall health indicators of the district's residents; and
- (g) the nature and severity of the alcohol-related problems arising in the district.

Have you considered the legal implications of the issue under consideration?

15. As above.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

16. The development of the LAP is consistent with following performance standard and level of service in the City and Community Long-Term Planning Activity Management Plan:
- Performance Standard: Advice is provided on key issues that affect the social, cultural, environmental and economic wellbeing of the City
 - Levels of Service:
 - Council approves a work programme by 30 June for the following financial year
 - At least 85 per cent of milestones agreed for each year are achieved.
 - The Local Alcohol Policy was approved as a piece of work on the City and Community Long-Term Policy and Planning work programme for the 2013/13 year.

Do the recommendations of this report support a level of service or project in the 2009-19 LTCCP?

17. The recommendations are focused on the continued development of the LAP and are consistent with the levels of service noted above in paragraph eight.

ALIGNMENT WITH STRATEGIES

18. The development of the LAP is consistent with the Safer Christchurch Strategy.

Do the recommendations align with the Council's strategies?

19. As above.

CONSULTATION FULFILMENT

20. The views of a range of interested parties have been sought and shared with the Planning Committee previously. Attached to this report (refer **Attachment 5**) is further information from a survey of young people, summary of views from a second round of workshops with community boards and views from a hui with Maori health providers. There is also a summary of views from a meeting with the Police, Medical Officer of Health and inspectors, with whom the Council is required to consult as part of developing a draft policy (Sale and Supply of Alcohol Act 2012, section 78 (4)).

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21. Once the Council has developed a proposed LAP it is required to carry out a Special Consultative Procedure to formally seek the views of the wider community on its proposed LAP.

STAFF RECOMMENDATION

It is recommended that the Council consider the formative Local Alcohol Policy (revised **Attachment 1**) and provide direction on the content of the policy to staff to enable the development of a proposed Local Alcohol Policy for consideration by the Committee (and subsequently the Council) in May 2013.

COMMITTEE RECOMMENDATION

It is recommended that the revised preliminary policy (revised **Attachment 1**) be presented to the Council at the 24 April 2013 meeting.

Note: The Planning Committee met briefly after the Council meeting on 11 April 2013 to receive further information on how best to take the views of the Community Boards into account during the development of the Local Alcohol Policy in the suburbs.

CHAIRPERSON RECOMMENDATIONS

1. That the Council confirm its position on the maximum opening hours for supermarket off-licenses as 7 AM to 9 PM.
2. That the Council determine whether Victoria Street be treated as part of the Central Area A (i.e. with maximum on-licence hours of 8 AM to 3 AM with a one-way door restriction from 1 AM) or to treat it as part of the Central Area B (i.e. with maximum on-licence hours of 8 AM to 1 AM with a one-way door restriction being a discretionary condition).
3. It is recommended that the revised preliminary policy (revised Attachment 1) be presented to the Council at the 24 April 2013 meeting.

2. GREENFIELDS RESIDENTIAL LAND AVAILABILITY UPDATE

General Manager responsible:	General Manager Strategy and Planning, DDI 941-8281
Officer responsible:	City Planning Unit Manager
Author:	Mark Stevenson, Senior Planner

PURPOSE OF REPORT

1. The purpose of this report is to update the Council on the availability of greenfield residential land in the Christchurch City area.

BACKGROUND

2. At its meeting on the 28 June 2012, the Council resolved that the Greenfields Land Availability schedule, reported to it at that meeting, be updated quarterly and placed on a Council Agenda. This reflects the two goals of the Built Environment Recovery Programme in the Recovery Strategy of zoning sufficient land for recovery needs, and coordinating and prioritising infrastructure investment during recovery. The Council also resolved that the information in the tables attached to the original report, which included infrastructure availability, be added to the Council Land Availability webpage.
3. Attached to this report is a schedule (**Attachment 1**) updating the status of Greenfield land and infrastructure availability in Christchurch, as at 12 March 2013.

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4. The schedule identifies the status of plan changes for rezoning land in greenfield areas, the number of sections approved in each greenfield area, the potential number of sections across the balance of each greenfield area, and the availability of infrastructure to serve each area.

SUMMARY OF CHANGES

Proposed Change 1 greenfield areas

5. The following table provides a summary of the potential sections and those consented in greenfield areas identified in Proposed Change 1 to the Regional Policy Statement including the changes since the last report in October 2012.

Indicator	Current	Previous	Change
Potential Sections in PC1 greenfield areas	20502	20502	= No change
Potential Sections within operative Living zones in PC1 greenfield areas	8802	8802	= No change
Sections Consented in PC1 greenfield areas	1338	1203	↑ 135 sections
Percentage of potential sections zoned Living in PC1 greenfield areas with subdivision consent	15.2%	13.7%	↑ 1.5%

6. In summary, there are 20,502 potential sections in greenfield areas, of which 8,802 have been rezoned for housing. Of the 11,700 potential sections yet to be rezoned for housing, there are 2,400 sections subject to two private plan changes being;
- Highfield Park, north of QEII Drive and west of Mills Road/ Hills Road (Plan Change 67). The hearing of submissions formally closed on 25th January and it is anticipated that recommendations from commissioners will be received by the Council in the near future. This area should provide around 2100 sections.
 - Highsted, between Cavendish Road and Gardiners Road, south of Styx Mill Road (Plan Change 72). The plan change was lodged with the Council in late December 2012 and encompasses approximately 35 hectares. Over 300 sections are proposed, ranging in size from 150 square metres to 1000 square metres, although this will need to be in accordance with the Outline Development Plan being promulgated through Plan Change 71.
7. There is also interest in the rezoning of a part of the Sparks Road Greenfield area (approximately 50 per cent) through proposed plan change 69. This is similar to Upper Styx for the reason that the private plan change will need to be in accordance with the Council led Outline Development Plan through plan change 68.

Other developments

8. In addition to greenfield areas identified in Proposed Change 1, there is land with subdivision consent and/or with further potential for development in existing urban areas and greenfield areas rezoned prior to the earthquakes. This includes areas such as Aidanfield and Masham that have been under development for a number of years that have potential sections remaining. The following table presents a summary of the potential sections and those consented in areas outside PC1 greenfield areas that contribute towards the supply of housing across Christchurch.

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9. Note that this only includes large greenfield areas rezoned prior to the earthquakes that have potential to accommodate more than 100 sections, and development sites in existing urban areas zoned for housing that can accommodate 5 or more sections.

	Current	Previous	Change
Potential sections in development areas outside PC1 greenfield areas	2280	1,982	 298 sections
Sections consented in development areas outside PC1 greenfield areas	1868	1,570	 298 sections

10. There remain a number of issues amongst different development parties that are presently holding back development of one area, Masham, which requires access through adjoining land. Otherwise, there are no infrastructure limitations on development in these areas.
11. Data on building consents issued for new dwellings shows that infill development or intensification in existing urban areas (excluding greenfield development) is contributing to an increase in the housing stock. For the period June 2012 to February 2013, there have been consents granted for 244 dwellings. This compares with 386 and 303 dwellings in 2011 and 2012 respectively in existing developed areas and remains below the historic average annual net increase. This reflects continued uncertainty with EQC and Insurance processes, land classification and personal priorities for landowners.

INFRASTRUCTURE

12. The programme for infrastructure delivery remains challenging. Key projects have been identified for inclusion in the Council's draft 2013/22 LTP where the priorities include the provision of basic water supply, waste water and stormwater services. The Styx Catchment Management Plan was lodged with ECan in October 2012 which provides a blueprint for stormwater management in the Styx Catchment and follows the adoption of the South West Catchment Management Plan earlier in 2012. The completion of wastewater Pump Station and Rising Main 105, expected in July this year, remains a key piece of Council infrastructure that will provide for a significant increase in the potential number of sections serviced with infrastructure in the south west of the city.
13. The following table summarises the potential number of sections in greenfield areas with infrastructure constraints. As infrastructure becomes available, this figure will continue to reduce.

	Current	Previous	Change
Potential Sections with infrastructure constraints in PC1 greenfield areas	16,448	16,464	 16 sections

WEBPAGE

14. The upgraded interactive webpage identifying current and future subdivisions, including infrastructure availability, is live and available for public use. The site can be viewed at <http://www.ccc.govt.nz/thecouncil/policiesreportsstrategies/landavailability/index.aspx>.

Developers can update the site directly and provide real-time information on section availability within their developments. As the website is increasingly used by developers and embraced by the public, the information obtained as a result will be a valuable tool in planning land and infrastructure requirements throughout the Christchurch area.

STAFF RECOMMENDATION

It is recommended that the Council receive the report.

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COMMITTEE RECOMMENDATION

That the Staff Recommendation be adopted.

Councillor Keown was absent for this item and took no part in voting.

3. PROPOSED PLAN CHANGE 56 – BUSINESS 1, 2, AND 2P ZONES – URBAN DESIGN AND AMENITY IN SUBURBAN CENTRES

General Manager responsible:	General Manager Strategy and Planning, DDI 941-8281
Officer responsible:	City Planning Unit Manager
Author:	Caroline Rachlin, Senior Planner

PURPOSE OF REPORT

1. This report outlines the purpose and content of proposed Plan Change 56 (PC56). It covers the urban design and amenity issues of concern in suburban centres (B1, B2, and B2P zones) and the range of options to address them. A Council decision is sought on whether or not to proceed in notifying the proposed plan change. The recommendation is for the Council to notify the proposed Plan Change.

EXECUTIVE SUMMARY

2. Within the last ten years, much of the new commercial development in the B1, B2, and B2P Zones has been of a less than satisfactory standard in terms of the quality of the urban design and amenity (according to both public and professional opinion). The purpose of PC56 is to facilitate higher standards of urban design, appearance and amenity in these zones.
3. The full details of the proposed changes are provided in **Attachment 1** (refer to the Planning Committee 3 April 2013 agenda). Key changes include:
 - Changes to the Business and Transport policies - the majority of which relate to the explanation and reasons sections of these policies.
 - A new urban design policy - which provides a set of clear and directive urban design principles.
 - Changes to the B1, B2 and B2P rules and their associated assessment matters, e.g. an amendment to Rule 3.4.4 (Building development and redevelopment) to require a qualitative urban design assessment for most new development.
 - Change to transportation rules, e.g. additional cycle parking requirements, and a new assessment requirement for commercial car parking buildings and lots.
 - New definitions (for architectural articulation, architectural modulation, active frontage and publicly accessible space).
4. The Business 1, 2, and 2P zones comprise the suburban centres (local and district centres) throughout Christchurch City. The geographical scope of this plan change altered as result of the earthquakes. The scope initially scope included the Central City Business Zones and the Business 2 Zones. Following the February 2011 earthquake the B1 Zones were added and the Central City Business Zones were removed (thereafter addressed under the Christchurch Central Recovery Plan).
5. Consultation has been undertaken with affected parties (including landowners) and the community, key stakeholders, and statutory consultees. The Planning Committee and Community Boards have been consulted at various stages of the development of PC56. The following summarises the key consultation stages:

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2008

- Issues and Options consultation (including presentations to Community Boards)
- Councillor Seminar

2011

- Issues and Options consultation (following re-scoping of PC56)

2012

- May and July - Planning Committee workshops
- August
 - o Joint Community Board Seminar
 - o Workshop with key stakeholders and property owners
- September
 - o Planning Committee workshop – focus on draft plan change provisions
 - o Council's Urban Design Panel consulted on draft plan change provisions
 - o Statutory consultees consulted on draft plan change provisions (including consultation with Te Rūnanga o Ngāi Tahu (via Mahaanui Kurataiao Ltd (MKT))).

2013

- February – Consultation with Community Boards on draft plan change provisions.

Note: Consultation with Te Rūnanga o Ngāi Tahu (via MKT) was carried out throughout the development of PC56. As referred above, this included consultation in respect of the draft plan change.

6. The feedback received from the issues and options consultation and workshops (with landowners, stakeholders and the community) confirmed that achieving good urban design and amenity outcomes in new developments is important to the community, and that there a need for tighter regulatory controls over new developments.
7. Support for the purpose, re-scoping, overall approach of the plan change was provided by the Council's Planning Committee during the 2012 workshops. The Committee considered a draft version of the plan change at the September workshop. The Committee supported the overall approach and provided some recommendations on matters of detail. Statutory consultee feedback on the draft plan change was also generally supportive with some amendments recommended and incorporated where appropriate. No significant changes have been made to the overall approach of PC56 between the consultation on the draft plan change and the document which is presented at Attachment 1. Changes have, however, been made have been to strengthen, improve and refine the plan change, rather than to introduce significant changes or additions. These changes have been made having regard to the legal review of the PC56 and the Section assessment (2013).
8. As referred above, Community Boards have also been consulted during the development of PC56 (including in February 2013 – with the Boards being generally supportive of the general approach and specific provisions). Written feedback from the Boards is provided at Attachment 3.
9. The technical analysis component of PC56 has involved investigating the urban design issues and reviewing the potential economic costs and benefits of PC56. An example of this analysis is the development build cost comparison (i.e. status quo versus proposed urban design requirements under PC56), over three individual projects to re build in the subject zones.
10. In developing PC56 regard has been given to planning practice throughout the country as well as the Council's own City Plan - which in recent years has been amended to incorporate more, and to strengthen existing urban design provision. This was demonstrated, for example in 2012 under through Operative Plan Change 53 for the Living 3 and 4 Zones, and the Christchurch Central Recovery Plan.

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11. PC56 has been informed by statutory documents and non-statutory strategies and plans (such as Suburban Centres master plans). Of particular relevance to PC56 are: The Regional Policy Statement, especially proposed Change 1 to the Regional Policy Statement, The Urban Development Strategy, The Christchurch Central Recovery Plan, The Recovery Strategy for Greater Christchurch, and the Mahaanui Iwi Management Plan 2013.
12. The Council's Suburban Centres programme has progressed in parallel to the development of PC56. The feedback received during the master plans consultation has re-iterated the need for a sound set of regulatory controls to help to facilitate good urban design outcomes, and which can contribute to the successful re-building of suburban centres. This has resulted in a number of the master plans including specific actions for plan changes and urban design guidance. PC56 will be an important tool for implementing aspects of the Suburban Centres programme (i.e. overall improved urban design development outcomes). Together with the provision of pre-application advice from Council officers and the advice of the Urban Design Panel (which provides advice at pre-application and application phase) PC56 would be complementary to these existing practices and would help contribute to promoting and achieving good urban design outcomes in suburban centres. However, any more detailed or specific provisions sought under specific suburban centre master plans (i.e. to give effect to any centre specific requirements such as height of buildings), would need to be progressed through centre specific controls under a separate planning process.
13. Officers consider that PC56 will assist in achieving improved urban and amenity design outcomes while still enabling development anticipated to occur in these zones, and supporting the vibrancy and vitality of suburban centres. The proposed Plan Change provisions have been drafted with recognition of current planning practice and an understanding of the issues pertinent to suburban centres. The Plan Change provisions have been tailored accordingly. The changes are considered to be a more effective and efficient means of achieving the City Plan's objectives than the current Plan's provisions. The recommendation is for the Council to notify the proposed plan change.

FINANCIAL IMPLICATIONS

14. Should the Council resolve to proceed with notifying the plan change there are legal processes to follow in accordance with the First Schedule of the Resource Management Act (RMA) 1991. This is a standard process that all plan changes must follow. There are no particular issues or risks that would be incurred if the processes are correctly followed. At various stages of the plan change process costs will arise relating to following the First Schedule, such as preparation of officer reports and a hearing in response to submissions. The scale of costs depends on the level and complexity of submissions received, and there is the potential for costs associated with responding to any Environment Court appeals. Funding will be provided from existing budgets as part of the City planning work programme agreed by Council.

Do the Recommendations of this Report Align with 2009-19 LTCCP budgets?

15. The recommendations and costs incurred align with the City Planning budget and work programme as provided for under the 2009-2019 LTCCP budget.

LEGAL CONSIDERATIONS

16. Proceeding in accordance with the legal process required under the First Schedule of the Resource Management Act 1991 (RMA 91) should create no particular risks.

Have you considered the legal implications of the issue under consideration?

17. As referred in paragraph 12 above, should the Council resolve to proceed with notifying the Plan Change there are legal processes to follow in accordance with the First Schedule of the Resource Management Act. This is a standard process that all plan changes must follow. The

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process is familiar to this Council, through both the private plan change process and in respect of Council initiated plan changes. The proposed Plan Change and Section 32 assessment has been subject to legal review. The review feedback has been incorporated as necessary.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

18. The process of council initiated plan changes is provided for under the LTCCP and Activity Management Plans. The proposed plan change is identified as a project within the Council's City Planning Work Programme

Do the recommendations of this report support a level of service or project in the 2009-19 LTCCP?

19. The LTCCP identifies an ongoing programme of maintaining and reviewing City Plan improvements in respect of enhancements to ensure an attractive built environment and to minimise adverse effects on the environment. The proposed plan change is identified as a project within the Council's work programme

ALIGNMENT WITH STRATEGIES

20. The Plan Change aligns with the Greater Christchurch Urban Development Strategy (UDS) and Proposed Change 1 to Regional Policy Statement (RPS). It also aligns with the National Urban Design Protocol 2005. The proposed Plan Change has been developed so that it supports, and is not inconsistent with the aims and goals of the Recovery Strategy for Greater Christchurch Mahere Haumanutanga of Waitaha. Moreover, it is not inconsistent with the Mahaanui Iwi Management Plan.

Do the recommendations align with the Council's strategies?

21. The Plan Change aligns with relevant Council strategies, particularly the UDS in respect of improving the quality of urban design in new development.

CONSULTATION FULFILMENT

22. Clause 3 of the First Schedule of the RMA requires Council when preparing a change to the District Plan, to consult with a number of parties. In addition, the Council may identify any other persons, and consult with that person(s).
23. In 2008 an Issues and Options paper was consulted on by a wide range of representatives from the community, including landowners, retail operators, residents associations, iwi, and community groups. The geographical scope of the Plan Change at that time covered the Central City Business Zones and Business 2 Zones outside of the Central Business District. The Plan Change was re-scoped in 2011 as a result of the Canterbury Earthquakes to exclude the Central City Business Zones, and to include the Business 1 Zones.
24. Consultation was again undertaken in 2011 to compare and contrast feedback received in 2009 and to also include any new stakeholders (i.e. any new landowners in Business 2 Zone and all landowners in the Business 1 Zones). A more detailed discussion of the 2009 and 2011 consultation reports are contained in the consultation documents which are appended to the Section 32 Report (**Attachment 2**, refer to the Planning Committee 3 April 2013 agenda).
25. Council Officers directly consulted with statutory consultees and other key stakeholders and interested parties (as per Schedule 1 of the RMA). This included, in 2012 providing the proposed changes to the City Plan for feedback to the following: the Ministry for the Environment (MfE), the New Zealand Historic Places Trust (NZHPT), the Regional Council (Environment Canterbury/ECan), Te Rūnanga o Ngāi Tahu (via Mahaanui Kurataiao Ltd), the New Zealand Transport Agency (NZTA), and the Selwyn and Waimakariri District Councils.

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26. Feedback was received from MfE, NZHPT, ECan and NZTA and where appropriate changes recommended were incorporated. The feedback was generally supportive with some amendments recommended. Meetings were also held between planning officers at Christchurch, Selwyn and Waimakariri District Councils during 2012, as Councils were progressing similar urban design plan changes for their respective business zones. The rules packages for both Selwyn and Waimakariri Councils' have been considered as part of the development of PC56, to ensure a consistency in approach to the urban design qualities of business environments within the greater Christchurch area. The Selwyn and Waimakariri plan changes are now operative.
27. The Council's Urban Design Panel was consulted directly on PC56 and where appropriate changed recommended were incorporated. In addition, consultation was held with key stakeholders such as, the Property Council (South Island Branch) and property owners (and/or their representatives) in the form of a workshop presentation. Feedback from these groups has also been incorporated where appropriate.
28. In 2012, during the development of PC56, three workshops were held with the Council's Planning Sub Committee. The Committee was supportive of the general purpose and scope of PC56. A briefing to Community Boards was provided at the Joint Community Board meeting on 23 August 2012. In January 2013 Community Boards were then provided a copy of the draft plan change text change document (i.e. changes proposed to the City Plan). An opportunity to hold a briefing with Council officers was provided to discuss the plan change and Boards were invited to provide written feedback. The feedback received was generally very supportive (refer Attachment 3 for the details of the written feedback).

STAFF RECOMMENDATION

It is recommended that the Council:

- (a) Adopt the proposed Plan Change 56 and assessment under Section 32 of the Resource Management Act; and
- (b) Proceed to publicly notify proposed Plan Change 56 to the City Plan pursuant to the provisions of the First Schedule of the Resource Management Act.

COMMITTEE RECOMMENDATION

That the Staff Recommendation be adopted.

BACKGROUND

INTRODUCTION

29. This following discussion provides background and context to Plan Change 56, the purpose and content, research and analysis which has informed the development of PC56, and the specific Plan Change provisions. The proposed Plan Change text at Attachment 1 contains the detailed changes recommended. The Section 32 report (**Attachment 2**) provides discussion about the issues and proposed changes, and the supporting rationale for the proposal. This is a requirement under the First Schedule of the RMA. It also covers an evaluation of the costs and benefits of the proposed plan change. In addition to the consultation carried out (as outlined above and expanded below) research has been undertaken and technical (expert) reports prepared. This analysis and reporting forms part of the Section 32 assessment.

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LOCATION AND DESCRIPTION OF THE BUSINESS 1, 2, AND 2P ZONES

30. The B1, B2, and B2P Zones comprise the suburban centres throughout the City. The B1 and B2 zones are defined in the City Plan respectively as Local Centre/District Centre Fringe Zone and District Centre Core Zone. These centres range in size, scale and function with the B1 Zones providing a more local or neighbourhood function with small scale shops and activities. Some of the B1 Zones adjoin the fringes of the B2 Zones. The B2 Zones provide a focal point for business activity (within a suburban context) and, accordingly, they are of a larger size, scale and commercial emphasis than the B1 Zones. The B2P Zones are the District Centre – Parking Zones. These are specialist zones applicable to a limited number of suburban centres (Linwood, Merivale, Shirley, New Brighton, Fendlaton, Wairakei, Barrington and St Martins). Their purpose is to secure car parking immediately adjacent to the B2 suburban centres, and to act as a buffer between the B2 commercial development and adjoining residential areas. A map showing a location of the zones is attached at Appendix 1 to the Section 32 report.
31. It is noted that many of the newly zoned Living G Zones (which includes new greenfield residential development), incorporate the provision for local town/commercial centres as part of their future development. The location of these new 'commercial centres' are shown on their respective Outline Development Plans (ODPs). Many of these new centres are not specifically zoned B1 or B2, however, to varying degrees they do cross-reference to the existing B1 or B2 Zone rules. Nonetheless, in most cases the Living G zone rules contain rules which require new development within the new 'commercial centres' to be subject to an assessment regarding design and amenity.

SCOPE OF THE PLAN CHANGE

32. The scope of PC56 is focused on improving the layout, quality and amenity of development, specifically in regard to the Plan provisions relating to matters of site context, urban design and amenity, and Crime Prevention Through Environmental Design (CPTED). It seeks to support new development and redevelopment within suburban centres, and to further strengthen existing provisions to promote good urban design principles. It does not however, seek in any way to consider the location or extent of the zones which relate to, and define suburban centres. As such, PC56 has not examined amendments to zone boundaries or any of the following standards within the B1, 2 and 2P Zones (and these matters are considered to be beyond the scope of this plan change):
- Special provisions relating to specific locations;
 - Height;
 - Site density requirements (i.e. plot ratio);
 - Tree and landscaping requirements;
 - Separation from neighbours requirement (i.e. setbacks from living zones);
 - Sunlight and outlook requirements (i.e. recession planes);
 - Standards within the Central City B1 Zones; and
 - Car parking number requirements for activities.

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33. The Transport Technical Report (Appendix 7 to the Section 32 Report) discusses the options investigated for the review of car parking numbers required for activities in B1, 2 and 2P Zones. It was concluded that a review of the car parking numbers for activities was not appropriate to incorporate within PC56, as the transport standards in the City Plan apply to all activities city-wide. Any changes to the car parking numbers in the City Plan would require significant research that is beyond the scope of an 'urban design' focused plan change, and given the current uncertainty of transport movements around the City. It is appropriate, however, that a review of car parking standards be undertaken either through a specific plan change or during the upcoming District Plan Review. In the meantime, PC56 does support a modification of the transport objectives and policies to encourage greater consideration of the effects of parking on the design and layout of sites, which may include a reduction in car parking numbers (on a case by case basis) provide an to improvement in urban design outcomes.
34. The plan change is focused on the B1, 2 and 2P Zones in the Christchurch City Plan. It has not considered the Banks Peninsula District Plan and the plan provisions for business centres within the Banks Peninsula area.

CONSULTATION

35. Consultation was carried out in respect to an Issues and Options paper in 2008 focused on the Central City Business Zones and Business 2 Zones. It included consultation with a range of representatives from the community including, landowners, retail operators, residents associations, iwi and community groups. A more detailed discussion of this consultation is contained in the Consultation Report (2009), attached as an appendix to the Section 32 Report. As referred above, the Plan Change was re-scoped in 2011 to exclude the Central City Business Zones, and to include Business 1 Zones. Therefore, consultation was undertaken in 2011 to compare and contrast feedback received with the earlier consultation and to also include any new stakeholders (i.e. any new landowners in Business 2 Zone and all landowners in Business 1). A more detailed discussion of the Consultation Report (2009), and Consultation report (2012) is attached as appendices to the Section 32 Report.
36. Council Officers directly consulted with statutory consultees and other key stakeholders and interested parties (as per Clause 3, Schedule 1 of the RMA). This included providing the proposed changes to the City Plan for feedback to the following; the Ministry for the Environment (MfE), New Zealand Historic Places Trust (NZHPT), the Regional Council (Environment Canterbury/ECan), Te Rūnanga o Ngāi Tahu (via Mahaanui Kurataiao Ltd), the New Zealand Transport Agency (NZTA), and the Selwyn and Waimakariri District Councils.
37. Feedback was received from MfE, NZHPT, ECan and NZTA, with some changes recommended on detailed components of the Plan Change. The feedback was generally supportive and where appropriate changes incorporated. Meetings were also held between planning officers at Christchurch, Selwyn and Waimakariri District Councils during 2012, as Councils were progressing similar urban design plan changes for their respective business zones. The rules packages for both Selwyn and Waimakariri Councils' have been considered as part of the development of PC56, to ensure a consistency in approach to the urban design of business environments within the greater Christchurch area. The Selwyn and Waimakariri plan changes are now operative.
38. Consultation with Te Rūnanga o Ngāi Tahu (via Mahaanui Kurataiao Ltd) has been undertaken during the development of PC56. This includes in the form of issues and options consultation and more recently a copy of the draft plan change provisions was provided to MKT (September 2012) for comment. However, no response was received on the proposed plan change provisions. The Council is required to take account of The Maahanui Iwi Management Plan (February 2013) in making changes to District Plans. To the extent that this planning document has a bearing on the resource management issues addressed by PC56, it is considered that PC56 is not inconsistent with the Iwi Management Plan. Moreover, it is not necessary to make any changes to the proposed plan change.

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39. Ngāi Tahu (via MKT) have been advised (March 2013) of the expected reporting of PC56 to the Council's Planning Committee, and have been invited to comment or to seek clarification on any aspect of the plan change. In addition, there will be an opportunity for Ngāi Tahu to submit on PC56, if Ngāi Tahu considers there is any inconsistency between the Iwi Management Plan and the proposed Plan Change and to request changes accordingly.
40. The Council's Urban Design Panel was consulted directly on PC56 and where appropriate changed recommended were incorporated. In addition, consultation was held with key stakeholders such as, the Property Council (South Island Branch) and property owners (and/or their representatives) in the form of a workshop presentation. Feedback from these groups has also been incorporated where appropriate.
41. In 2012, three workshops were held with the Council's Planning Sub Committee. These workshops were held on the 15 May 2012, 4 July 2012, and 6 September 2012. The Committee was supportive of the overall purpose and scope of PC56. At the 6 September 2012 workshop, Officers directly reported on the draft proposed Plan Change (i.e. the specific text changes to the City Plan). Support for the overall direction of the changes was given by the Committee, together with some recommendations made on matters of specific detail.
42. During the development of PC56 a briefing to Community Boards was provided at the Joint Community Board meeting on 23 August 2012. In January 2013 Community Boards were provided a copy of the draft plan change text change document (i.e. changes proposed to the City Plan). An opportunity to hold a briefing with Council officers was provided to discuss the plan change and Boards were invited to provide written feedback. The feedback received was generally very supportive (refer **Attachment 3** for the details of the written feedback (refer to the Planning Committee 3 April agenda)).
43. Consultation and research has also been undertaken to ascertain the nature and extent of urban design issues for recovery and rebuild purposes, as part of the Suburban Centre Recovery programme. This work has engaged many landowners, business owners and residents within and near to suburban centres. Council officers have drawn on the learnings from these processes about issues, the range of measures (including alternatives) to help improve urban design and amenity outcomes, whilst being cognisant of the need to work with land owners and the community to encourage and facilitate re-building in a pro-active and timely manner and without imposing unnecessary or overly onerous costs and time pressures. The feedback received during the consultation on the Master Plans has re-iterated the need for a sound set of regulatory controls to help to facilitate good urban design outcomes, and which can contribute to the successful re-building of suburban centres. This has resulted in a number of the master plans including specific actions for plan changes and urban design guidance.

POLICY CONTEXT AND OBJECTIVES

44. The proceeding paragraphs highlight the more significant policy context for the development of the proposed Plan Change. An increased awareness and requirement for good urban design is found in a number of statutory documents, strategies, protocols and policies. The more significant of these include:
 - The Greater Christchurch Urban Development Strategy (UDS)
 - Proposed Change 1 (Change 1) to the Regional Policy Statement (RPS)
 - National Urban Design Protocol (2005)
 - The Mahaanui Iwi Management Plan 2013.
45. The Greater Christchurch Urban Development Strategy (UDS) is a broad scale, long-term land use strategy. It guides the future development of Greater Christchurch. Achieving higher standards of urban design is embraced within the UDS. An example of this is under Section 3.6 which states that 'good urban design is an essential element of implementing this Strategy'.

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46. Proposed Change 1 (Change 1) to the Regional Policy Statement is an implementation method prescribed under the UDS. Change 1 has been publicly notified (July 2007); a decision made (December 2009), and currently is subject to appeals before the Environment Court. A range of policies and methods in Change 1 are very relevant to this proposal. An example relates to improving design quality under 'Policy 7 – Development Form and Design'. Further discussion on the relevant policies is contained with the Section 32 report (**Attachment 2**) together with discussion on the relative weighting of Change 1 (of relevance to PC56).
47. The Council became a signatory to the National Urban Design Protocol in 2005. Reviewing the City Plan (including relating to issues of urban design) and proposing changes is one of a number of steps the Council is taking as a part of its responsibilities under this Protocol. Under another initiative the Council has set up the Urban Design Panel. When considering an application, the Panel, (as also the case for Council Officers), must rely on the quality of the City Plan provisions to promote and facilitate improved urban design outcomes. This is of particular relevance to PPC56 in that whilst there are already some controls for urban design (albeit limited in breadth of geographical scope (zones) and size of development that is assessed for urban design qualities), the Plan provisions relating to the B1, 2 and 2P Zones require updating and amending to reflect good urban design practice.
48. Incorporating provisions into statutory planning documents to help facilitate high quality urban design and amenity outcomes is becoming an increasingly common practice throughout New Zealand, including with the Council's own Christchurch City District Plan (the City Plan). Examples are demonstrated through the provisions recently introduced under urban growth plan changes as well as through the Living 3 and 4 Zone plan change (Plan Change 53) and the Christchurch Central Recovery Plan.
49. The Mahaanui Iwi Management Plan 2013 was released in February 2013. This needs to be considered in making changes to a district plans given the Council's obligations to take account of this document pursuant to Section 74 of the RMA. As referred in the earlier sections no direct feedback has been received from Ngāi Tahu on the draft plan change. Relevant planning provisions within the Plan include (amongst others) those relating to Urban and Township Planning and Subdivision and Development (as contained within Section 5.4). In respect of the consultation carried out to date and the provisions of the Iwi Management Plan it is considered that PC56 is not inconsistent with the Plan.
50. Consideration has also been given to the relevance and role of the Recovery Strategy for Greater Christchurch. The Recovery Strategy has statutory effect and is to be read together and forms part of other statutory documents prepared by Christchurch City Council under the Resource Management Act (including the Christchurch City Plan and the RPS), the Local Government Act, the Long Term Plan, and the Annual Plan. Proposed Plan Change 56 has been developed so that it supports, and is not inconsistent with the aims and goals of the Recovery Strategy.

URBAN DESIGN ISSUES, OPTIONS, RESEARCH AND ANALYSIS AND CONSIDERATION OF COSTS AND BENEFITS

Issues and options

51. The original impetus for this plan change was a growing public concern about the quality of building design in the Central City and District centres (B2 Zones). In general terms, these concerns were to do with:
 - Poor relationship between new buildings and their neighbouring buildings, including heritage buildings;
 - The growing tendency for buildings to turn their back on the street;
 - Interruption to streetscape caused by parking areas; and

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- A lack of attention being given to the visual effects of new development on adjoining residential areas.
52. Although, urban design issues were already recognised pre-earthquakes (at least for the B2 Zones) the earthquake events reinforced the importance of having good urban design controls in place to guide the significant rebuilding and development which is expected to occur (and has already commenced) both within the recovering centres, and those centres less severely affected by the earthquakes. The development of the Plan Change has occurred in parallel to the Council progressing a Suburban Centres programme. This programme involves eight master plans currently at various stages of consultation, assessment and adoption/ implementation. The programme is supported by a case centre management service which is available to support landowners and/or business owners with their repair and rebuilding options in the non master plan centres. Furthermore, the Council provides a resource consent pre-application advice service and the advice of the Urban Design Panel. The work undertaken on the Suburban Centres programme, and the advice of the Urban Design Panel (on an early draft of the plan change) has helped to further understand the urban design issues and to inform the proposed changes under PC56.
53. There are a range of factors which contribute to poor quality urban design and when any individual developments fails to achieve good design relative to one or more of these criteria or themes this can exacerbate the adverse effects of poor urban design. This includes (amongst other considerations) adverse effects on visual and residential amenity, accessibility for pedestrians and cyclists, and safety and security. Many of these issues impact on the experiences of those visiting, working in, or residing near to these centres. They relate directly to safety and security, and demonstrate the failure of many developments to incorporate principles of good urban design (including Crime Prevention Through Environment Design).
54. The urban design issues identified can be broadly summarised into the following themes:
- Urban design, appearance, amenity and layout
 - Connectivity and access
 - Car parking and access
 - Building design and appearance
 - Street interface
 - Relationship to neighbouring buildings and activities.
55. A range of issues which fall under these themes as identified through both the urban design and transport technical assessments, and through consultation include (amongst others):
- Buildings which lack architectural detailing and are bland and visually uninteresting.
 - Developments which do not provide an active interface (active frontage) with the street and public spaces. This is often attributed to a prevalence of blank facades and insufficient levels of visually transparent glazing along the street frontage.
 - Site layout and building design which fails to address or front the street and public spaces, i.e. developments that turn their back on the street and public spaces.
 - Building design which has insufficient regard to context, including the form and detailing of adjoining buildings. This results in some developments failing to relate positively to other buildings (i.e. to complement or appear sympathetic to them – not replicate).
 - New developments which do not relate well to, and appear out of character within in their local environment, especially relative to neighbouring residential areas and public spaces.
 - Developments being dominated by large areas of hard surfacing.
 - Developments within poor accessibility and connectivity to and through the sites, especially for pedestrians and cyclists.
56. In developing PC56 (including through the consultation processes) a range of broad (high level) options to address the issues have been considered. These are outlined in the Section 32 report. They include: status quo – no change to the existing provisions of the District Plan; await the Review of the District Plan; use of non-regulatory methods – such as guidelines,

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professional advice; and the Proposed Plan Change - of which key features are a strengthening of the policy framework (to introduce new and amended policies), and amended and new rules for urban design (*the preferred option*).

57. A number of broad options are presented in the Section 32 and it should be recognised that it is feasible to pursue one or more of these options simultaneously. The proposed Plan Change is the preferred option (Option 4) as this will enable improved urban design outcomes, and it is the only option which will respond directly to the identified issues. The approach provides for site specific responses and gives the Council more weight in assessing development proposals. It also provides more direction and guidance to landowners and developers about expected outcomes and will assist at the design and pre-application phases. With the inclusion of a non-notification clause (for the qualitative urban design rule – as discussed further under the 'Proposed Changes' section) this provides certainty to developers. There will, however be some additional costs and prescription for developers in the design and application process (the resource consent process). The use of non-regulatory methods should also be undertaken (such as provision of pre-application advice), and as discussed above this is already underway through other mechanisms. This will help to inform the qualitative assessment and increase certainty about desired and acceptable planning outcomes.
58. Under Option 4 (the preferred and proposed option) a strengthened policy framework, (especially the introduction of a specific urban design policy for suburban centres) together with updated qualitative and quantitative rules will provide an improved regulatory basis for facilitating high quality urban design outcomes. The City Plan already contains some provisions for suburban centres which support achieving good urban design outcomes. However, these are limited in terms of the breadth of application of assessment, and are targeted at developments on larger sites only. These changes together with the use of non-regulatory methods (such as provision of pre-application advice and guidelines) will assist in providing greater direction and certainty for all concerned at the various phases of development, including from pre-application phases through to assessment and decision making phases.
59. In developing the specific provisions of PC56 a range of detailed alternatives (options) were also considered, such as variations on the proposed rules, in relation to matters such as what urban design aspects need to be addressed by either quantitative or qualitative rules, and what the threshold needs to be for when a resource consent is required to undertake a qualitative assessment of any development. These variations on Option 4 are also set out in the Section 32 Report.
60. The proposed Plan Change would support the Suburban Centre master planning processes in part (i.e. it would help to ensure there are adequate controls to ensure there are regulatory controls to ensure a high quality of urban design and amenity). However, if centre specific provisions are required to assist in implementing the master plans (e.g. specific controls on height or setback) then this would need to be progressed through a separate process, such a subsequent plan change.

Research and analysis, and consideration of costs and benefits

61. In developing PC56 a considerable amount of research and analysis has been undertaken. The Section 32 report (**Attachment 2**) provides detail on the work undertaken and the overall approach to the Section 32 evaluation. The work included site surveys and assessments of suburban centre developments, and a review of literature and planning practice. The urban design assessment highlighted many poor quality urban design outcomes within the City's B1, 2 and 2P Zones, and that there is a need to address these both at the level of principles to guide and direct development (policies), as well as the rules (methods) and assessment matters to support them. A review of case law was also commissioned. This was to ensure an up to date understanding of urban design issues in a resource management context.

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62. A transportation assessment focused on matters pertinent to access for pedestrians and cyclists as well as car parking provisions within suburban centres. A range of urban design based issues were identified and options recommended to address them, for instance to provide for enhanced accessibility and safety for all users. The Urban Design and Transport Technical Reports are appended to the Section 32 report (**Attachment 2**).
63. As part of understanding the potential costs and benefits of PC56, a review of the potential economic costs and benefits of the Plan Change was commissioned (undertaken by Market Economics). In addition a development build cost comparison was commissioned (carried out by Davis Langdon consultancy) in respect of three different development scenarios. This was to compare the potential percentage increase in development build costs between the City Plan (status quo) versus PC56. These reports are also appended to the Section 32 report (**Attachment 1**).
64. The findings and conclusion from the development build cost comparison work showed that there is a range in percentage increases in development build cost, with the cost differential being higher for smaller sized developments. As set out in Appendix 9 to **Attachment 2**, the percentage increase in build cost for each of the three scenarios (i.e. the proposed changes in relation to the status quo) were as follows :
- “Scenario 1 – Business 1 Site (1 x retail unit) – 9.3% increase
Scenario 2 – Business 2 Site 1 (1 x retail unit) – 3.1% increase
Scenario 3 – Business 2 Site 2 (3 x GF retail units & 1 x FF office)– 1.3% increase.”*
65. The economic report found that there is a range in the nature and scale of economic costs and benefits applicable to individual site owners or developers through to the Council and wider community. However, it clearly sets out that these cost and benefits are not always easily measured (quantified), nor are they always tangible. In addition, it finds that there is a lack of studies which have quantified benefits and costs (including internationally).
66. Whilst there are likely to be some direct ‘build costs’ (as demonstrated under the development build cost comparison work) it is also recognised (in the Market Economics report) that there are likely to be financial and business benefits associated with good urban design practice. It also needs to be considered that while there are likely to be some additional costs to comply with the urban design provisions under PC56, there are other benefits and costs of PC56, beyond just economic components. For example, some benefits include: improved urban design outcomes generally, as well as at the detailed level of improved pedestrian environments, and less bland or featureless walls and buildings. In addition, a benefit includes reinforcing the relevance of the Master Plans and the Council's commitment to the Suburban Centres programme.
67. The Market Economics report finds that there is a ‘possible next step’ to pursue the further quantitative costs and benefits of PC56. The option of further analysis was considered by Officers, but it is not proposed to undertake further quantitative survey or economic analysis at this stage. As outlined above, the Council has carried out considerable technical assessment and consultation on the Plan Change which has informed the assessment of options (including the preferred option at broad and detailed levels). This has included considerable evaluation of costs and benefits (environmental, social, cultural, and economic). In addition, the high level economic evaluation provided by Market Economics, together with the specific costings of scenarios provided, and input on consenting costs from the Council's resource consents team, has provided adequate indication of possible costs and benefits of the plan change. This may be further informed through the submissions on a notified plan change.
68. The Section 32 assessment provides a detailed evaluation of the full spectrum of costs and benefits (social, environment, cultural and economic). The potential economic costs and benefits are just one aspect of any evaluation (as required under Section 32), and where possible, practicable, and considered necessary these have been quantified. Overall, the benefits of the proposed Plan Change are considered to outweigh the costs. As referred above

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a detailed evaluation of the costs and benefits of PC56 are contained within Section 32 report (**Attachment 2**).

PROPOSED CHANGES

69. With an understanding of the specific urban design issues in suburban centres, a set of urban design principles has been developed. These provide the over-arching direction and guidance for what outcomes are anticipated, and this has guided the development of proposed changes and rules package for PC56. Consideration of alternatives to the specific provisions proposed within the plan change has been an important component of the Section 32 assessment. This has concerned what prescriptive bulk and location standards (such as setback of buildings from the street) would be appropriate to retain or amend, as well aspects of urban design that need a more flexible or qualitative assessment approach. This is to enable site specific opportunities and constraints to inform individual design, rather than perusing a one size fits all approach. Consideration has been given to the threshold (or trigger) for when an urban design assessment is needed and a resource consent required (e.g. for most new developments, medium scale developments, or very large developments only). In addition, whether for some developments supporting information and a summary statement on the context and design approach is necessary.
70. The new and updated provisions at the policy and rule level (as discussed further below) seek to ensure high quality urban design outcomes and suburban centres with respect to:
- Site layout and design of buildings - including incorporating articulation and modulation in design so that they are visually interesting and are of a human scale;
 - The relationship of development to the street and the wider surrounding environment - including to adjacent buildings, public spaces and nearby residential areas
 - Design and layout which best meets the public's needs relative to accessibility, safety and security.
71. The above matters includes the consideration of providing legible and accessible routes to and through developments for pedestrians, cyclists and for those travelling by car, as well as ensuring developments provide for an active interface with the street (active frontages), are softened by landscaping, and are not dominated by prominent and large swathes of car parking. This also includes facilitating developments which contribute the sense of identity and character of suburban centres. The provisions do not alter the density or building footprint of development which can occur (i.e. they do not amend matters such as height or floor space), nor do they alter the zone boundaries or the specific number of car parking spaces that can be provided.
72. Changes are proposed to the policy framework for Suburban Centres, with a set of changes proposed to the Business policies and to the transport policies. The proposed changes to the policies within the Transport section are mainly focused on the explanations and reasons to the policies, although, a change to Policy 7.6.4 does enable discretion to waive parking requirements where they would result in good urban design outcomes. An amendment is also proposed to the Suburban Centres Objective to emphasise the need to achieve (not simply to improve) a high quality of urban design and amenity in suburban centres.
73. A feature of PC56 is the introduction of an Urban Design and Amenity policy (hereafter referred as the urban design policy) for suburban centres. The policy provides a set of principles to guide the preparation and assessment of development proposals. It is positive and directive, and the principles cover a range of matters from the layout of buildings on a site and their interface (or relationship) with pedestrians and cyclists as well as nearby residential properties, through to the detailed design and proportions of buildings. These principles are not intended to stifle creativity and innovation rather they help to ensure that key aspects (principles) of urban design are incorporated within the layout and built form of suburban centres. They also seek to

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ensure that development fits in with, or enhances the attractiveness and amenity of suburban centres.

74. The review of the current rules applicable to development in the subject zones confirmed that there is continued relevance of traditional bulk and location rules. However, in order to achieve better urban design outcomes (and to support the policy framework) these rules need to be coupled with a qualitative urban design assessment and for this assessment (via a rule provision) to be applicable to most new development in these zones. This assessment enables a case by case consideration of particular proposals against a range of urban design assessment matters (on a non-notified basis).
75. An amendment to the building development and development rule (Rule 3.4.4) is proposed and this would mean that most new development is subject to a qualitative urban design assessment (non-notified). The scope of the assessment is also broadened through an increase in the number and breadth of the assessment matters. This will assist in ensuring adequate regard can be given to the range of matters which contribute to achieving the good urban design outcomes as set out above. There would be some exceptions to the rule, such as for very small or narrow sites. This is to avoid the rule being overly onerous. There is also an associated requirement for a Site and Context Analysis and Design Statement for development on larger sites.
76. A range of other changes are proposed including to the Street Scene rule (Rule 3.4.5) which (amongst other matters) prescribes standards - quantitative requirements in respect of achieving an active interface (active frontage) road frontages and public spaces, and the extent of building to required at the street frontage. Changes are also proposed to the B2P rules to extend the urban design qualitative assessment. In addition changes are proposed to the transport rules. This includes vehicle crossing points to incorporate visibility splays (to help improve pedestrian safety) for sites which serve a high number of car parking spaces and additional requirements for cycle parking (e.g. that they are clearly signposted or visible to cyclists entering sites). The plan change also introduces a new assessment requirement for commercial car parking buildings and lots.

CONCLUSION

77. It is recommended that the proposed provisions of PC56 will help to improve the urban design and amenity of suburban centres, will contribute to their vibrancy and vitality, and will assist in minimising adverse effects (such as on the residential amenity of nearby residents).
78. Considerable consultation has been undertaken in developing PC56 (including a number of workshops with the Council's own Planning Committee in 2012). This has helped to confirm an appropriate approach to address the urban design issues and the specific details of the plan change text changes (**Attachment 1**). PC56 is at stage where it is ready for public notification and needs to be formally tested in the public domain with the invitation of formal submissions.
79. The Plan Change is not considered to be overly onerous or to place unnecessary impediments on development, particularly in a post earthquake and recovery environment. They amendments and updated provisions do not seek to place restrictions on the intensity of development but place greater control over the detailed location and design of new development.
80. The evaluation of the potential costs and benefits of the proposal shows that there are a range of benefits and costs from PC56 (environmental, social, cultural and economic). This includes that there will be some financial costs incurred. However, in the overall scheme of the preparation of development proposals, consenting and build development costs, and when recognising the benefits (including potential benefits in the longer term to developers and the wider social and environmental benefits for the community) the benefits are considered to outweigh the costs.

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81. The Plan Change will be consistent with planning best practice (within Christchurch and throughout New Zealand and overseas). It is consistent with over-arching policy and strategy documents and help to achieve the purpose of the Resource Management Act. The changes are considered to be a more effective and efficient means of achieving the City Plan's objectives than the current Plan's provisions. The Plan Change does, however, need to be supported by non-regulatory methods, and this is already taking place. The recommendation is for the Council to notify the Plan Change.

4. PROCESS FOR PREPARING OUTLINE DEVELOPMENT PLANS FOR SOUTH WEST HALSWELL

General Manager responsible:	General Manager Strategy and Planning, DDI 941-8281
Officer responsible:	City Planning Unit Manager
Author:	Ivan Thomson, City Planning Team Leader

PURPOSE OF REPORT

1. The purpose of this report is to recommend that the Council leads the preparation of the Outline Development Plan (ODP) for the remaining portion of the residential greenfields areas known as CSW4 (South West Halswell). The ODP is required prior to land being rezoned for urban residential purposes, and there is no provision for the work on the District Plan Work Programme.

EXECUTIVE SUMMARY

2. In May 2012 the Council resolved to take a more proactive role in coordinating the development of two greenfields areas by leading the preparation of Outline Development Plans (ODPs). This resulted in the preparation of Plan Changes 68 (Sparks Road) and 71 (Upper Styx). The Council resolved to publicly notify Plan Change 71 at its February 28 2013 meeting, while Plan Change 68 is to be reported to Council for notification in June.
3. Over the past year, officers have had informal discussions with several landowners and developers contemplating private plan changes to rezone land for housing in the CSW4 Greenfields Residential area in South West Halswell. The subject land is bounded by Halswell Junction Road, Sabys road, Quaifes Road and Murphys Road. Refer to the location maps in **Attachment 1**. Part of the CSW4 area, west of Murphys Road, has already been rezoned (through Plan Change 60 – Fulton Hogan) and is currently being subdivided into residential sections. The remaining portion, comprising approximately 85 hectares, is the last remaining large area of greenfields residential land in the South West. The land has fragmented ownership, making an ODP essential to ensure that the location, sequencing and funding of development and supporting network infrastructure are co-ordinated across blocks, particularly where there are multiple landowners involved. Moreover, by including an ODP in the City Plan, likely future private plan changes for part of the residential area can be tailored to fit and deliver the ODP. This is likely to be a more expedient plan change process with potentially less conflict between competing landowners and interests.
4. Policy 8 of PC1 (see **Attachment 2**) requires development of urban activities, via rezoning, to be in accordance with an ODP and an Area Plan, in this case the South West Area Plan. There is a RPS requirement for ODPs for entire development areas to be inserted into the City Plan before private plan changes for rezoning can be notified, so that a framework for development is in place. This calls for a clear and consistent process for ensuring that ODPs to be inserted into the City Plan are at least notified before plan change proposals for rezoning are submitted or processed for those greenfields areas. While PC1 is not operative, it carries a considerable degree of statutory weight.

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5. In preparing the ODP for South West Halswell care will be needed to ensure integration with the adjacent PC 60 land, which is currently being developed (officers understand that the developers (Fulton Hogan) are considering amendments to the ODP for the PC 60 site). There are no infrastructure constraints to subdivision and development, due mainly do the past planning undertaken through the South West Area Plan. Some up-grading and rebuilding of pump stations is required to service the subject area but this work has been programmed for completion this calendar year, with their capacities reserved for planned developments such as this one.
6. Past cases have reinforced the need for Council to drive the preparation of ODPs independently of the plan change request for rezoning for the following reasons:
 - a) Landowners not part of the plan change request need to be confident that they will be treated fairly through the ODP process.
 - b) The public needs to be clear on the respective roles of the Council and the private sector in assessments and decisions affecting their neighbourhood and City.
 - c) ODPs prepared by the Council will provide more certain outcomes across the growth areas, and will enable the Council to programme Council expenditure with greater confidence.
 - d) Under Section 31 of the RMA, Council must promote integrated management of the effects of land use change – a difficult task if it is faced with a series of potentially conflicting aspirations through potentially multiple private plan change requests over the remaining land parcels in a greenfields area.
7. The planning process for the rest of the CSW4 growth area will be similar to that used for CN3 and CSW3. It will be necessary to notify the plan change inserting ODPs into the City Plan at the same time or a short time ahead of the expected private plan changes for rezoning. At a later stage the Council could choose to propose Living G zonings over the remainder of the Outline Plan area. This would avoid uncoordinated private plan changes and promote more standardised rule packages.
8. Having regard to above points, it is recommended that Council gives approval for the development of an ODP for the remaining part of the CSW4 greenfield area, and the preparation of a plan change to include the ODP into the City Plan.

FINANCIAL IMPLICATIONS

9. Provision has been made in the 2013-14 Draft Annual Plan (District Plan Activity) for funding that will enable the Council to prepare plan changes introducing ODPs into the City Plan and/or for rezoning for this area.

Do the recommendations of this report align with 2009-19 LTP budgets?

10. The recommendations and costs incurred align with the District Planning budget and work programme as provided for under the 2009-2019 LTP budget.

LEGAL CONSIDERATIONS

Have you considered the legal implications of the issue under consideration?

11. There is a legal process which must be followed for plan changes under the First Schedule of the RMA. Proceeding in accordance with this process should create no particular risks. This process is familiar to the Council both in respect of Council initiated plan changes (Part 1 of the Schedule), and in respect of the private plan change process (Part 2 of the Schedule).
12. The Council is legally obliged to have regard to Proposed Change 1 to the RPS including Policies 7 and 8 re Outline Development Plans.

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ALIGNMENT WITH LTP AND ACTIVITY MANAGEMENT PLANS

Do the recommendations of this report support a level of service or project in the 2009-19 LTP?

13. The process of Council initiated plan changes is provided for under the LTP and Activity Management Plans. A District Plan work programme has yet to be approved for the 2013-2014 year. This programme will indicate potential further work in the ODP area.
14. The LTP identifies an ongoing programme of preparing, maintaining and reviewing the City Plan as a Level of Service. In addition, one of the measures of success is the development of policy and plans to implement the Council's components of the greater Christchurch Urban Development Strategy (UDS) action plan.

ALIGNMENT WITH STRATEGIES

Do the recommendations align with the Council's strategies?

15. The recommendations of this report are consistent with Proposed Change 1, the Greater Christchurch Urban Development Strategy, the South West Area Plan and the objectives and policies for urban growth in City Plan.

CONSULTATION FULFILMENT

16. The Council has yet to initiate consultation with landowners and other affected parties. There have been informal discussions with some proponents of private plan changes. If Council approval is given to prepare the ODP, consultation with affected land owners and the wider community will be initiated.
17. When any plan changes are notified, submissions and hearings processes will follow, thereby enabling interested and affected parties to comment formally on proposals.

STAFF RECOMMENDATION

It is recommended that the Council:

- (a) Take a proactive role in planning the development and sequencing of the remaining CSW4 greenfields area, South West Halswell, by leading the preparation of the Outline Development Plan in collaboration with landowners and their representatives.
- (b) Notify the ODP and private plan changes introducing the Living G rules package as separate plan changes.

COMMITTEE RECOMMENDATION

That the Staff Recommendation be adopted.

BACKGROUND (THE ISSUES)

18. An outline Development Plan (ODP) is proposed for part of the greenfield residential area identified as CSW4 in the decisions version of Proposed Change 1 (PC1) to the Regional Policy Statement. The area comprises approximately 85 hectares, and is included in Table 2 of Policy 6 in PC1 for greenfields residential land. (**Attachment 3** lists all of the greenfields areas and **Attachment 4** shows their distribution). The subject land is bounded by Halswell Junction Road, Sabys Road, Quaiffes Road and Murphy's Road (see **Attachments 1**). Land to the immediate north, and east of the proposed residential greenfield area is an established residential area while, to the west, land has recently been rezoned for housing (through Plan

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Change 60) and is currently being subdivided into residential sections. The subject land is currently zoned Rural 2 in the Operative City Plan and is used primarily for rural activities.

19. The South West Area Plan (SWAP) reflects PC1 by identifying the subject land for residential purposes. It also provides direction for planning future road connections, open space, stormwater management and the provision of infrastructure within and to the proposed residential area. There are no infrastructure constraints that will delay subdivision and development, due mainly to the past planning undertaken through the SWAP. Some up-grading and rebuilding of pump stations is required to service the subject area but this work has been programmed for completion this calendar year, with their capacities reserved for planned developments such as this one. There is a planned surface water management scheme for the area, and there is adequate provision for a reticulated water supply.
20. Over the past year, officers have had informal discussions with several landowners and developers contemplating private plan changes to rezone land for housing in the CSW4 Greenfields Residential area in South West Halswell. Any future plan changes will need to be prepared and assessed within the broader planning framework of an ODP.
21. Policy 8 of Proposed Change 1 to the Canterbury Regional Policy Statement (PC1) requires the development of urban activities (via rezoning) to be in accordance with an Outline Development Plan (ODP) – refer to **Attachment 2**. The purpose of these plans is to provide the development frameworks for the Greenfields residential and business areas identified on Map 1 in PC1. (See **Attachment 3**). ODPs aim to ensure that land use change is supported by the provision of infrastructure and community services, that required housing densities are achieved, and that the principles of good urban planning and design are woven into new growth areas.
22. ODPs are essential for ensuring that the location, sequencing and funding of development and supporting infrastructure is coordinated, particularly where there are multiple landowners involved. They are particularly needed for good connectivity in the design and location of networks such as principal transport linkages, stormwater systems, and open space.
23. The level of detail contained in an ODP will vary depending on the circumstances. Policy 8 (see **Attachment 1**) does note that they should show proposed land uses including:
 - principal through-roads and connections with the surrounding road network and relevant infrastructure and services;
 - any land to be set aside for community facilities or schools;
 - parks and any other land for recreation;
 - any land to be set aside for business activities;
 - the distribution of different residential densities;
 - land required for stormwater treatment, retention and drainage paths
 - land reserved or otherwise set aside from development for environmental or landscape protection or enhancement;
 - land reserved or otherwise set aside from development for any other reason, and the reasons for its protection and development; and
 - pedestrian walkways, cycleways, and bus routes both within and adjoining the area to be developed.

Each of the greenfields residential areas is also required to provide for a minimum density of 15 households per hectare, under Policy 11 in PC1.

Current Issues

24. As previously reported (May 2012), recent greenfield growth in Christchurch has been initiated through privately requested plan changes. This has lead to numerous variants of zones and ODPs as each development seeks to distinguish itself from others, and to reflect the opportunities and constraints inherent in the site. These sequential plan changes are adding a

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new and extra level of complexity to the City Plan and its administration, and have made it even less user-friendly.

25. Particular difficulties are also beginning to emerge in future development areas where there is currently no ODP in place, with several individual landowners each considering private plan changes or resource consents for only a part of a wider greenfields development area. Outline Development Plans have been prepared for several areas of greenfield land shown in PC1 including CN3 (Upper Styx) in the northwest of Christchurch and CSW3 (Sparks Road) located between Halswell and Sparks Road in the southwest of Christchurch (see **Attachment 4**).
26. Council staff are now discussing private plan change proposals for rezoning part of the CSW4 area prior to these being submitted as formal requests for plan changes. Landowners are keen to get land rezoned as quickly as possible. A decision needs to be made as a matter of urgency on the process that should be followed.

Process Options

27. The first stage in processing identified greenfields growth areas for urban rezoning is to prepare an ODP and put it into the City Plan through a plan change. This is followed by a further plan change(s) which inserts into the City Plan the appropriate land use zone with objectives, policies, and rules as appropriate. For CSW4 this is likely to be a "Living G Zone". There are three principal process options:
 - (1) ODP prepared by landowners and subsequently taken over by the Council. The land use change to introduce Living Zone, including rules, could be prepared by Council or developers.
28. Preliminary discussions with potential proponents covered the possibility of their initiating the ODP preparation and the Council taking over the ODP plan change in due course. This approach was used for Plan Change 71 and (private) Plan Change 72, with the latter eventually adopted by the Council. As the process required the Council to be involved from the start to achieve the outcomes it sought, there were no real advantages or significant cost savings in using this approach.
 - (2) ODP prepared by the Council, and Living Zone subsequently introduced through private plan changes.
29. From a cost perspective this has advantages for the Council, but unless landowners band together to submit comprehensive plans, there are potential problems with integrating the infrastructure and managing the effects of what would be sequential plan change requests. It could also lead to a fragmented plan approval process, a range of different rule packages, and possibly disputes between individual landowners. However, in this instance, it appears likely that only one or two developers will be involved in preparing the private plan changes for Living G.
 - (3) ODP and Living Zone change prepared by the Council at the same time.
30. This approach would require the Council to bear all of the costs (unless a cost share agreement could be arranged with the other parties), but will provide greater certainty of outcomes. The potential disadvantage is a possible delay in notifying the ODP while Council prepares the Living Zone rules package.

Proposed Approach to Preparing ODPs and Rezoning the CSW4 Greenfields Land

31. It is proposed that the Council would prepare and notify the ODP and work with landowners to prepare private plan changes that are consistent with the ODP (Option 2).

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PART B - REPORTS FOR INFORMATION

5. LOCAL ALCOHOL POLICY

This item was superseded by the Local Alcohol Policy – Formative Policy report (refer item 1).

The Committee adjourned at 10.40am and resumed at 10.47am.

6. DEPUTATIONS BY APPOINTMENT

- 6.1 District Commander Gary Knowles and Inspector Richard Bruce from the New Zealand Police addressed the Planning Committee regarding item 2 Local Alcohol Policy.
- 6.2 Martin Ferguson on behalf of Licensing Inspectors, Christchurch District Licensing Agency, addressed the Planning Committee regarding item 2 Local Alcohol Policy.
- 6.3 Peter Morrison and Clive Western on behalf of Hospitality New Zealand - Canterbury addressed the Planning Committee regarding item 2 Local Alcohol Policy.
- 6.4 Phillippa Clifford on behalf of Progressive Enterprises addressed the Planning Committee regarding item 2 Local Alcohol Policy.
- 6.5 Alan Malcolmson, Foodstuffs, addressed the Planning Committee regarding item 2 Local Alcohol Policy.
- 6.6 Cathy Bruce on behalf of the Health Promotion Agency addressed the Planning Committee regarding item 2 Local Alcohol Policy.
- 6.7 Dr Alistair Humphrey, Medical Officer of Health (Canterbury) addressed the Planning Committee regarding item 2 Local Alcohol Policy.

7. CONSENTING REBUILD MONTHLY REPORT

The Planning Committee **decided** to receive the Consenting Rebuild Monthly Report.

PART C – DELEGATED DECISIONS

8. RESOLUTION TO BE PASSED – SUPPLEMENTARY REPORTS

It was **resolved** that the supplementary report be received by the Planning Committee.

9. APOLOGIES

It was **resolved** that an apology for absence from Councillor Buck be accepted.

The meeting concluded at 12.35pm.

CONSIDERED THIS 24TH DAY OF APRIL 2013

MAYOR

Attachment 1

DRAFT LAP provisions – An option for consideration

INTRODUCTION AND EXPLANATORY MATERIAL

The Sale and Supply of Alcohol Act 2012 (the Act) has the following objects:

- (a) that the sale supply and consumption of alcohol should be undertaken safely and responsibly; and
- (b) the harm caused by the excessive or inappropriate consumption of alcohol should be minimised.

Harm is defined very widely and includes any crime, damage, death, disease, disorderly behaviour, illness or injury, and harm to individuals or the community, either directly or indirectly caused by excessive or inappropriate alcohol consumption.

The Act allows territorial authorities to make a local alcohol policy (LAP). The LAP is a set of policies made by the Council in consultation with its community about the sale and supply of alcohol in its geographical area. Christchurch City Council has decided to develop a LAP for its district and to set different restrictions and conditions for identified areas within the district.

Once the LAP comes into force, the Council's District Licensing Committee (DLC) and the Alcohol Regulatory Licensing Authority (ARLA) must have regard to the policy when they make decisions on licence applications.

Through a LAP the community is able to:

- Limit the location of licensed premises in particular areas or near certain types of facilities, such as in specific neighbourhoods or near schools or churches;
- Limit the density of licensed premises by specifying whether new licences or types of licences should be issued in a particular area;
- Impose conditions on groups of licences, such as a "one-way door" condition that would allow patrons to leave premises but not enter or re-enter after a certain time;
- Recommend discretionary conditions for licences;
- Restrict or extend the default maximum trading hours set in the new Act, which are:
 - 8am - 4am for on-licences (such as pubs and restaurants)
 - 7am - 11pm for off-licences (such as bottle stores and supermarkets).

CRITERIA FOR CONSIDERING LICENSING APPLICATIONS

The purpose of the LAP is to provide 'local' guidance for the Council's District Licensing Committee in deciding whether to issue a licence.

Under section 105 of the Act, the District Licensing Committee has to have regard to a range of matters in addition to "any relevant local alcohol policy" when considering a licence application. The types of matters include:

- the object of the Act;
- the suitability of the applicant;
- the design and layout of any proposed premises;

- whether (in its opinion) the amenity and good order of the locality would be likely to be reduced, to more than a minor extent, by the effects of the licence;
- whether (in its opinion) the amenity and good order of the locality are already so badly affected by the effects of the issue of existing licences but—
 - ... it is nevertheless desirable not to issue any further licences.

The Act says that a licence may be refused if the issue of the licence, or the consequences of the issue of the licence would be inconsistent with the LAP (section 108). (This requirement does not apply for the renewal of licences). The Act also says that a licence may be made subject to conditions if the issue of the licence, or the consequences of the issue of the licence, would be inconsistent with the LAP (section 109).

GOALS OF THE LAP

The Local Alcohol Policy provides direction for the District Licensing Committee so that licensing decisions:

- Contribute to Christchurch being a safe and healthy city;
- Reflect local communities' character and amenity and their values, preferences and needs;
- Contribute to the recovery of a liveable, attractive city;
- Encourage licensed environments that foster positive, responsible drinking behaviour and minimise alcohol-related harm.

OBJECTIVES OF THE LAP

To provide a policy which

- Reflects the views of the different local communities as to the appropriate location, number, hours and conditions that should apply to licensed premises within their communities;
- Facilitates the return of late night entertainment venues to the Central City;
- Provides certainty and clarity for applicants and the public as to whether a proposed license application will meet the criteria of the LAP;
- Provides effective guidance for the decisions of the District Licensing Committee and the Alcohol Regulatory Licensing Authority in Christchurch.

DEFINITIONS USED IN THIS LAP

When reading this LAP, the following words and phrases have been used (note, please check the Act where a section has been referred to):

Types of licences

- **on-licences** where the licensee can sell and supply alcohol for consumption on the premises and can let people consume alcohol there (see section 14 of the Act);
- **off-licences** where the licensee sells alcohol from a premises for consumption somewhere else (see section 17 of the Act);
- **club licences** where the licensee (eg a club) can sell and supply alcohol for consumption on the club premises by authorised customers (see section 21 of the Act); and
- **special licences** which can be either on-site or off-site special licences. With an on-site special, the licensee can sell or supply alcohol, for consumption there, to people attending an event described in it. With an off-site special, the licensee can sell the licensee's alcohol, for consumption somewhere else, to people attending an event described in it (see section 22 of the Act).

Notes:

Some premises hold more than one licence – for example an on-licence bar may also hold an off-licence and be able to sell alcohol which is consumed off the premises.

In terms of the Act, special licences can be issued for up to 12 months. Unlike other kinds of licence special licences are not subject to the Act's default maximum hours for on-licences (8 am to 4 am) but can apply up to 24 hours a day.

The Act does not apply to duty-free sales of alcohol at international airports.

The LAP will not set maximum trading hours for the sale of alcohol at a casino as the law states that the hours of an on-licence for a casino are the hours that the casino is lawfully open.

Other terms

- airport bar** means premises that are within or attached to an airport; and used or intended to be used in the course of business principally for selling or supplying alcohol to air travellers arriving at or departing from the airport (refer section 5(1))
- bottle store** means retail premises where (generally speaking) at least 85% of the annual sale revenue is expected to be earned from the sale of alcohol for consumption somewhere else (refer section 32(1))
- bar** in relation to a hotel or tavern, means a part of the hotel or tavern used principally or exclusively for the sale or consumption of alcohol (refer section 5(1))
- café** has the same meaning as restaurant in terms of the licence
- club** means a body that—
- (a) is a body corporate having as its object (or as one of its objects) participating in or promoting a sport or other recreational activity, otherwise than for gain; or

- (b) is a body corporate whose object is not (or none of whose objects is) gain; or
- (c) holds a permanent club charter (refer section 5(1))

grocery store grocery store means a shop that—

- (a) has the characteristics normally associated with shops of the kind commonly thought of as grocery shops; and
- (b) comprises premises where—
 - (i) a range of food products and other household items is sold; but
 - (ii) the principal business carried on is or will be the sale of food products (refer sections 5(1) and 33(1))

hotel means premises used or intended to be used in the course of business principally for providing to the public—

- (a) lodging; and
- (b) alcohol, meals, and refreshments for consumption on the premises (refer section 5(1))

restaurant means premises that—

- (a) are not a conveyance; and
- (b) are used or intended to be used in the course of business principally for supplying meals to the public for eating on the premises (refer section 5(1))

night-club a place of entertainment open at night which normally provides music and space for dancing and may provide a show e.g. of comedy or other 'acts'

supermarket means premises with a floor area of at least 1 000 m² (including any separate departments set aside for such foodstuffs as fresh meat, fresh fruit and vegetables, and delicatessen items) (refer section 5(1))

tavern

- (a) means premises used or intended to be used in the course of business principally for providing alcohol and other refreshments to the public; but
- (b) does not include an airport bar (refer section 5(1)). (ie, an airport bar is not treated as a tavern for alcohol licensing purposes.)

DRAFT PROVISIONS

Hours for off-licences

The following maximum trading hours apply to all off-licensed premises in the Christchurch City territorial area (other than hotel in-bedroom (mini-bar) sales and special licences):

Maximum Trading Hours	All off-licence sales including over the counter sales, except for mini-bars
Monday to Sunday	7am to 9pm

The following hours apply to hotel-in bedroom (mini-bar) sales:

Monday to Sunday	24 hours per day
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Hours for on-licences

The following maximum trading hours apply to all on-licensed premises that are restaurants or cafes in the Christchurch City territorial area:

Maximum Trading Hours	Restaurants/cafes
Monday to Sunday	8am to 1am the following day.

The following maximum trading hours and one-way door restrictions apply to all on-licensed premises that are taverns/bars/pubs/nightclubs in Christchurch Central Area A:

Central Area A covers both the Category 1 and Category 2 (including Victoria St) Entertainment Precincts in the Central City Recovery Plan. (See Map 1 attached)

Maximum Trading Hours	Taverns/Bars/Pubs/night-clubs
Monday to Sunday	8am until 3am the following day.
One-way door restriction	1 am the following day.

The following maximum trading hours and one-way door restrictions apply to all on-licensed premises that are taverns/bars/pubs in Christchurch Central Area B:

Central Area B covers mixed use and business zones of the Central City Recovery Plan. (See Map 1 of the LAP)

Maximum Trading Hours	Taverns/Bars/Pubs
Monday to Sunday	8am until 1 am the following day.
One-way door restriction	Discretionary condition where appropriate

The following maximum trading hours and one-way door restrictions apply to all on-licensed premises that are taverns/bars/pubs in Christchurch District Centres and Rural Townships:

Christchurch District Centres and Rural Townships are those larger district centres and township centres (described in words/on maps e.g. Riccarton, Merivale, Hornby, Lyttelton Akaroa)

Maximum Trading Hours	Taverns/Bars/Pubs
Monday to Sunday	8am until 1am the following day.
One-way door restriction	Discretionary condition where appropriate

Special licences:

The following one-way door restrictions apply to all premises in respect of which an on-site special licence is issued:

One-way door restriction	Discretionary condition where appropriate
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Note: The hours (opening and closing) and duration of a Special licence are set, having regard to nature of the event or series of events. Special licences may be issued both for off-site consumption (e.g. wine sales from a market stall) or for on site consumption, e.g. at a private function or when a bar has a special licence to open earlier/close later for significant events. Generally for premises holding existing on-licences, the conditions of a special licence premises will specify a closing time **no more than two hours later than permitted by their on-licence** and the terms of special licences for premises outside Central City Area A of Map 1 of the LAP, generally require premises to close at/before 1 am.

Location of Premises:

From the date this LAP comes into force, no further off-licences are to be issued for any premises being a bottle store **unless** that bottle store is located on land zoned 'Business' or 'Town Centre', or, in the case of a green-fields growth area, located on land zoned 'Living G'.

From the date this LAP comes into force, no further on-licences are to be issued for any premises being a tavern **unless** that tavern is located on land zoned 'Business' or 'Town Centre', or, in the case of a green-fields growth area, located on land zoned 'Living G'.

Note: The LAP can go further than the District Plan or be more restrictive in its provisions but cannot permit activities not allowed by the District Plan. The operative District Plan (see Appendix 1) provides for licensed premises either within the Business and Town Centre zones or by resource consent.

Discretionary Conditions:

Note: The Act provides for the LAP to include policies to guide the District Licensing Committee and the Alcohol Regulatory Licensing Authority as to discretionary conditions that are appropriate. This policy guidance is in addition to the particular provisions of the Act in relation to discretionary conditions including s117 of the Act which permits the Committee and Authority to issue any licence subject to “any reasonable conditions not inconsistent with this Act”.

On-licences

Conditions relating to the following matters are considered generally appropriate for on-licensed premises such as night clubs and late-night bars:

- Provision of additional security (staff) after ‘x’ hour
- The installation and operation of CCTV cameras on the exterior of, and within premises
- Provision of effective exterior lighting
- Restrictions on the size (e.g. ‘doubles’) and time of ‘last orders’
- Management of patrons queuing to enter the licensed premise
- Restriction on the use of outdoor areas after ‘x’ hour
- ‘One-way door’ restrictions
- That where a licence is granted for the first time (first time meaning premises where the prospective licensee has never held a liquor licence previously or is operating a premises that has never been a licensed premises before), the trading hours are more restrictive than the maximum trading hours contained in this LAP

Conditions relating to the following matters may be appropriate for on-licensed premises such as cafes and bars:

- Provision of additional security (staff) after ‘x’ hour
- The installation and operation of CCTV cameras on the exterior of premises
- Provision of effective exterior lighting
- Restrictions on the size and time of ‘last orders’
- Management of patrons queuing to enter the licensed premises
- Restriction on the use of outdoor areas after ‘x’ hour
- ‘One-way door’ restrictions
- That where a licence is granted for the first (first time meaning premises where the prospective licensee has never held a liquor

licence previously or is operating a premises that has never been a licensed premises before), the trading hours are more restrictive than the maximum trading hours contained in this LAP

The following conditions may be appropriate for on-licensed premises such as BYO restaurants:

- Qualified manager to be on duty during busy periods e.g. Thursday, Friday and Saturday nights
- That where a licence is granted for the first time (first time meaning premises where the prospective licensee has never held a liquor licence previously or is operating a premises that has never been a licensed premises before), the trading hours are more restrictive than the maximum trading hours contained in this LAP.

Conditions relating to the following matters may be appropriate for on-licensed Club premises depending on the size and nature of the club:

- A requirement for larger Clubs to have a qualified manager present on the premises when alcohol is available for sale
- A requirement for smaller Clubs to have a qualified manager available but not necessarily present on the premises at all times when alcohol is available for sale. A requirement for a manager to be on the premises during busy periods.

Off-licences

Conditions relating to the following matters are appropriate for bottle stores:

- Supervised designation of all bottle stores to ensure unaccompanied minors do not enter bottle stores
- Display of safe drinking messages/material

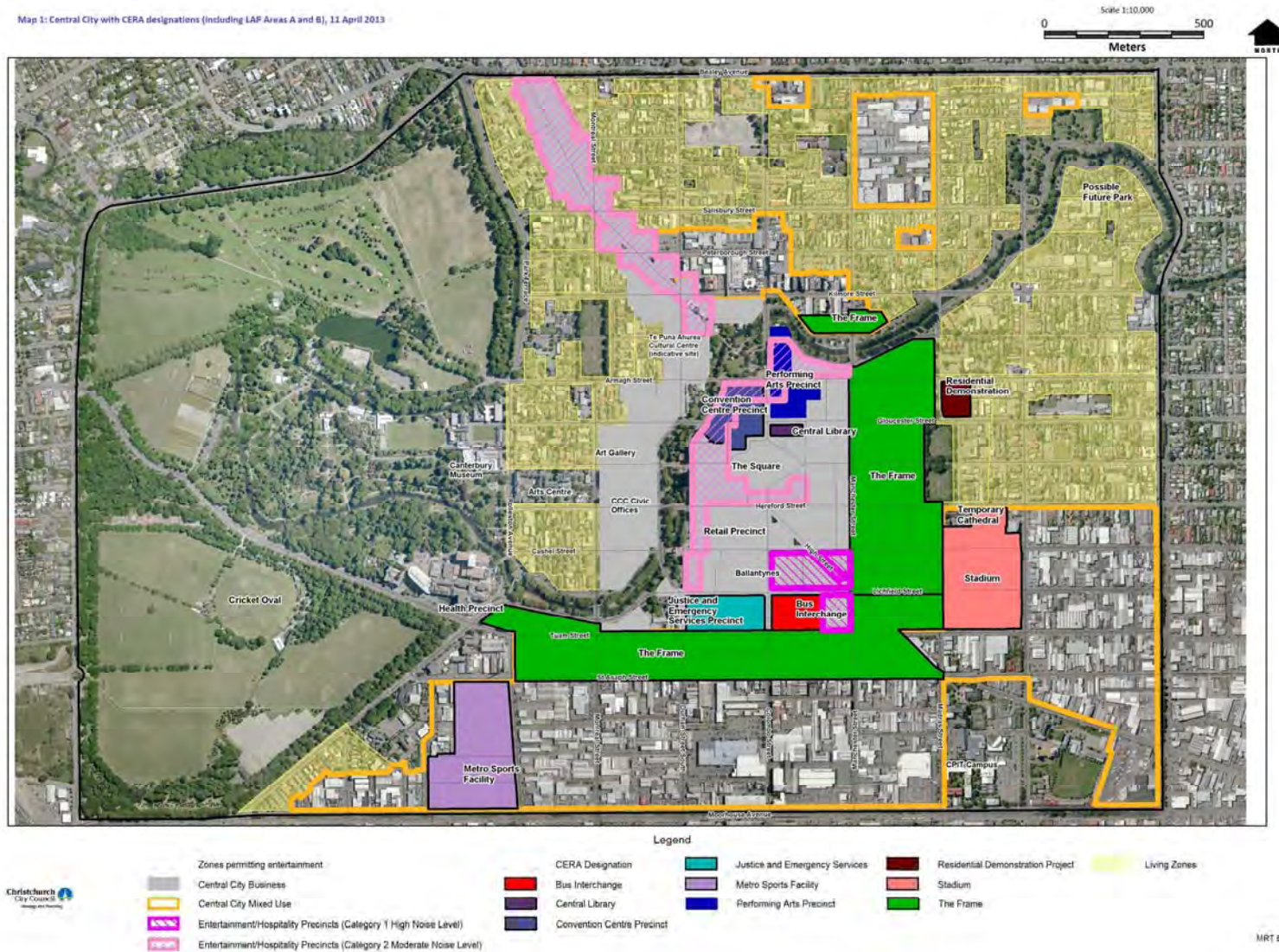
Special Licences:

Conditions relating to the following matters are appropriate for special licenses:

- Any special licence for a series of events should not be for a period exceeding 6 months

- No premises should have more than 20 events under special licence in any 12 month period

Preliminary



APPENDIX 1 – LIQUOR LICENSING POLICY IN THE DISTRICT PLAN

The approach to liquor licensing in the City Plan is set out in the Sale of Liquor related policy in Volume 2:

4.2.15 Policy : Sale of liquor

To ensure that activities that involve the sale of liquor avoid, remedy or mitigate the adverse effects of noise on the surrounding residential environment.

The City Plan methods to give effect to this policy address noise associated with the sale of liquor. They cannot and do not address the social related adverse effects of alcohol such as health and crime – there are non-RMA legislation and other processes to address these effects. This approach was tested by the High Court and the Environment Court prior to the preparation of the current City Plan.

The background to the City Plan liquor related rules can be found in the liberalised regime for licensed premises resulting from the passage of the Sale of Liquor Act 1989, and the Council's experience with the intensification of adverse effects of late hour operations on residential amenities. These adverse effects stem from a range of activities directly associated with the sale of liquor for consumption on the premises. They include marked noise impacts from large gatherings, related musical or entertainment activities, from traffic entering and leaving the premises and from noise in carparks.

The rules (methods) cannot and do not, purport to control all adverse effects associated with licensed premises, particularly as they do not apply outside late hour operations.

The adverse effects that the rules are designed to mitigate are:

- Reduction in potential noise effects associated with vehicles and people entering, leaving and within carparks.
- Reduction in potential noise effects associated with late hour sale of liquor and associated music and entertainment activities.

The rules recognise the period during which activities have the greatest potential to create disturbance to residents, and more importantly, the "amenities" implications of sale of liquor. (11am – 7pm). This is a specific matter which can be addressed under the Resource Management Act, and which is adequately addressed under the Sale of Liquor Act (1989). The rules, in order to adequately address adverse effects, apply to existing or proposed licensed premises proposing to have late hour sales both within and adjoining living zones.

The rule approach – outside the Central City

The City Plan contains provisions which require any premises for sale and consumption of liquor within, adjoining or across the road from a Living Zone, to be subject to a discretionary activity resource consent procedure to enable adverse noise effects to be addressed.

The rule is located in Volume 3 : Part 10 Heritage and Amenities : 4.3 Development standard
Any activity which involves premises licensed under the Sale of Liquor Act 1989, which is located on any site which is:

- (a) within a living zone (including a site scheduled as a hotel or tavern);*
- (b) on a site in another zone, where that site adjoins a living zone, or if located within the Central City, where that site is within 75m of a living zone;*
- (c) on a site in another zone, where that site is across the road from a living zone; and which is open for the sale or supply of liquor between the hours of 11pm and 7am shall be a discretionary activity with the exercise of the Council's discretion limited to hours of operation and the effects on living zones except that this rule shall not apply to sale of liquor:*
 - (i) to any person who is for the time being living on the premises;*
 - (ii) for consumption off the premises;*
 - (iii) authorised by a special licence in terms of Sections 73 and 74 of the Sale of Liquor Act 1989.*
 - (iv) to any person who is present on travellers' accommodation premises within the Living 5 zone for the purpose of dining.*

There are no direct controls on the establishment of licensed premises in the local centres (Business 1) and the district centres (Business 2) – except premises that would fall within the jurisdiction of the preceding rule. From an RMA perspective licensed premises are expected and enabled to locate in these centres.

The rule approach - inside the Central City (inside the Four Avenues)

The Central City Recovery Plan restructured the Central City Business zones into the Central City Business Zone and the Central City Mixed Use Zone. Licensed premises are permitted activities in both zones in most instances.

Direct controls on liquor licensed properties – inside the Central City

The approach to the control of adverse effects of the sale of liquor is generally the same as the approach in the City Plan outside of the Central City – i.e. the approach is to address the noise associated with alcohol related activities.

The general approach for licensed premises and their relationship with Living Zones that applies outside the Central City also applies inside the Central City with the addition of the resource consent requirement for licensed premises within 75m of a living zone boundary.

Indirect controls on liquor licensed properties through noise rules – inside the Central City.

There are three category areas of noise controls controlling the emission of noise within the Central City Zones. Category 1 is the least restrictive (allows most noise), Category 2 more restrictive and Category 3 (every area that is not Category 1 or 2) is the most restrictive (least noise allows). Category 1 and 2 are in the Central City Business Zone. The mixed use zone falls within Category 3.

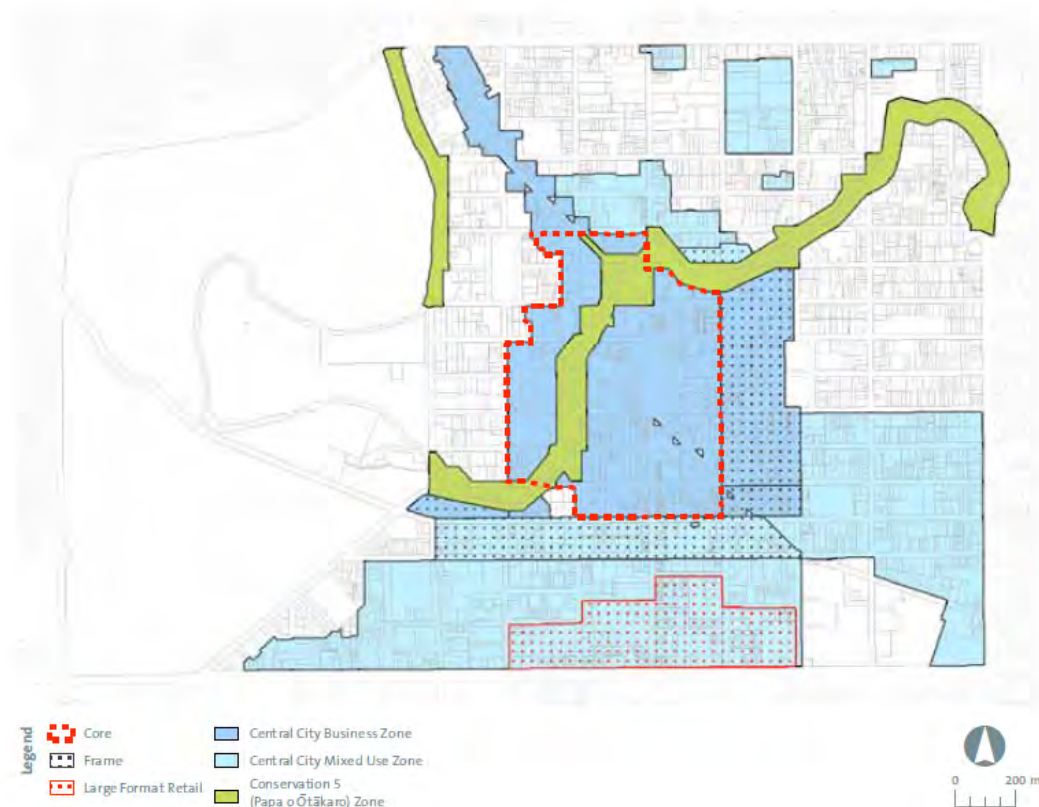
There are also controls on the receipt of noise. All new residential units within the Central Business Zone and the Central City Mixed use zone must be constructed with accoustic attenuation so that any noise received from nearby activities in an internal living area is reduced to an acceptable level.

The combination of the emission and receipt controls are expected to mitigate the noise generated by activities associated with liquor licenses.

Note: The Inside the Central City rules can only be changed by the Minister for Earthquake Recovery. The Council (or any other entity) cannot alter these rules through the first schedule of the RMA

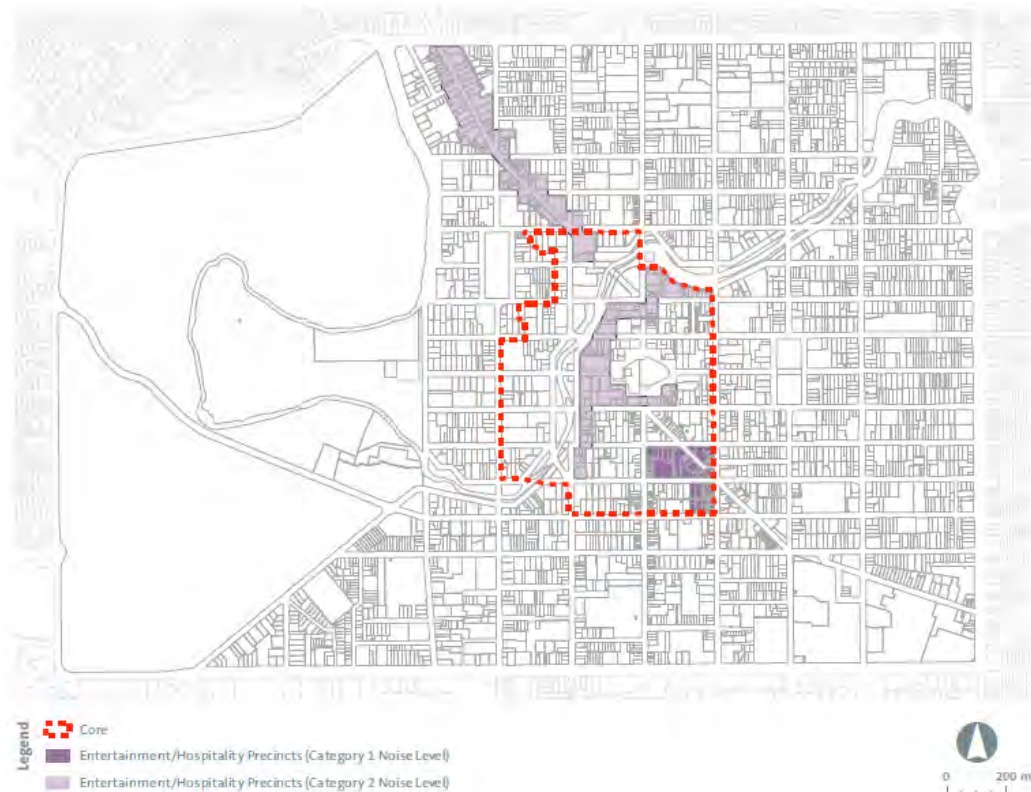
Appendix 1: Christchurch Central Recovery Plan –Amendments to Christchurch City Council's District Plan.

Map 1. Central City: Business and Mixed Use Zones



Appendix 1: Christchurch Central Recovery Plan – Amendments to Christchurch City Council's District Plan.

Map 7. Central City: Noise Environments



Attachment 2

Summary of views of Community Boards, young people, tertiary institutions and Christchurch Hospital clinicians

Summary of the second round of visits to the Community Boards

Hours

- Varied views about the current hours for off-licenses; some considered that the current hours are fine while others wanted reduced hours. Concern expressed about late closing supermarkets. Agreement that all off-licenses should be treated the same.
- Agreement with 1.00am closing for suburban areas including Victoria Street and Akaroa and later closing in the central city. The Lyttelton Mt Herbert Board wanted 3am closing in Lyttelton because of its unique character.

Location and density

- Agreement that some categories of on-licenses i.e. bars and night-clubs but not restaurants and cafes, should be located away from residential and accommodation areas. There was some concern about the number of off-licenses in suburban areas – too many.

One-way doors

- Akaroa Wairewa thought a 12 midnight one-way door would be good in Akaroa. Lyttelton Mt Herbert said there was no need for one in Lyttelton as the bars self-regulate and keep in touch with each other.

Discretionary conditions

- Agreement about support for 'quality' premises so consider conditions about noise levels, managing behaviour, security, good inexpensive food available, free tap water, and host responsibility.

Signage

- Agreement about concerns about signage outside bottle stores and sponsors signs on umbrellas, chairs etc.

Comments from South Island Tertiary Settings Forum

The forum noted that the hours for off-licenses should be reduced and that all off-licenses should be treated the same.

There is a lack of late-night venues for students so there are more house parties, uncontrolled drinking etc than before the earthquakes.

Comments from Christchurch Hospital Clinicians Meeting

- Agreement that they want to support communities in their wish to have fewer taverns and bottle stores.
- Before the earthquakes many people who presented at ED with alcohol-related problems often walked there and had many friends with them. Now they tend to arrive

by car or ambulance and so don't have many friends with them. Many young men present at ED with alcohol- related problems on numerous occasions.

- People are tending to go out earlier but stay out the same length of time so go home earlier.
- Discussed the possibility of imposing conditions of having a license on supermarkets but this would probably be seen as not reasonable.

Attachment 3

He Oranga Pounamu consultation hui

Feedback from a consultation hui, hosted by He Oranga Pounamu on Wednesday 27 March 2013. The hui was attended by approximately 35 social and health providers working with Maori. Christchurch City Council staff were invited to lead a consultation on the Local Alcohol Policy's development. (He Oranga Pounamu is a Ngāi Tahu mandated organisation that leads the development and integration of health and social services in the South Island.)

Small discussion groups were asked to provide feedback on the sorts of provisions they thought should be considered in a Local Alcohol Policy, with regard to hours of licensed premises, location, density and proximity of premises to community facilities, and discretionary conditions.

Hours for Off licences

Reduced opening hours were favoured by all four groups. A range from 6pm to 9pm was proposed. Later opening hours were also favoured, either 9am or 11am. Shorter hours would reduce harm and earlier closing would limit time to pre-load.

Hours for On licences

Again, a range of hours was proposed. 1am closure for restaurants, with bars closing between 1am and 3am or 4am were suggested. Earlier closing in outlying suburbs was supported (e.g. Yaldhurst, Hornby) with longer hours in the Central City and likes of Riccarton. One way door restrictions from 1am or 2am were favoured. Comments included that less hours means less crime, there is a need for tighter enforcement of not serving drunken people and that earlier closing would limit the number of people coming into town.

Location, density and proximity

All groups thought that there are too many off licences in communities, with bottle stores specifically mentioned. Two of the four groups suggested restrictions on the number of off licenses in Christchurch. A sinking lid was suggested by one group and reducing the number of corner bottle stores by another.

Most groups noted that off licences should not be located near schools or marae. Other places that individual groups thought off licenses should not be located near to included parks, childcare, playgrounds, kohanga, kura kaupapa, churches, community centres and along school routes.

Conditions

With regard to on licences, providing affordable kai was suggested by two groups. Other suggestions included free water, free taxi phone in every bar, free soft drinks for sober drivers, better training of bouncers and bar staff, breath testing of patrons wanting to come into bars (to detect pre-loaders), host responsibility measures, one way door restrictions and more collaboration between traders (to stop drinkers trying to get into different premises when refused at one). It was suggested that off licences should not be allowed window advertising.

One group noted that licences should be harder to get and easier to lose, with another supporting a three-strike loss of licence penalty for those who break their operating conditions.

Attachment 4

Minutes from a meeting with required consultees on the development of a Local Alcohol Policy (LAP) for Christchurch, held on Wednesday 27 March 2013 at Civic Offices, from 2.00pm – 3.35pm

Attendees:

Dr Alistair Humphrey, Canterbury Medical Officer of Health
Paul Tweed, Licencing Officer, Community and Public Health, Canterbury District Health Board
Stuart Dodd, Alcohol Harm Minimisation Co-ordinator, Canterbury District Health Board
Senior Sergeant Glenn Nalder, New Zealand Police
Martin Ferguson, Senior Liquor Licencing Inspector, Christchurch City Council
Paul Rogers, Team Leader Liquor Licencing, Christchurch City Council
Fiona Proudfoot, Liquor Licencing Inspector, Christchurch City Council
Adair Bruorton, Ruth Littlewood and Siobhan Storey, senior policy analysts, Christchurch City Council
Vivienne Wilson, Solicitor, Christchurch City Council
Absent: Senior Sergeant Peter Laloli, New Zealand Police; Peter Shaw, Licencing Officer, Community and Public Health, Canterbury District Health Board

Welcome and purpose

Consultees were welcomed to the meeting. They were thanked for their generous input of time and expertise over recent months when they have participated in numerous discussion forums with staff and a range of other stakeholders. It was noted that this meeting today was a separate opportunity for those consultees with whom the Council is legislatively required to consult, to provide their advice and views before a draft policy is prepared. This is the first of two such meetings scheduled.

The following questions were put to the consultees:

- a) With regard to the licencing of premises to sell alcohol in Christchurch, in your expert opinion, what are the key issues that need to be addressed in a LAP?
- b) What information and evidence can you provide about the nature and severity of the alcohol-related problems in Christchurch, in particular with regard to those matters identified in s77 (2) (c) to (g) in the Sale and Supply of Alcohol Act 2012 (SSAA)?
- c) What do you propose the Council should consider as provisions in its policy, that would be consistent and support the purpose of the SSAA?

Importance of LAP

1. Medical Officer of Health and Police: emphasised strongly the importance and potential effectiveness that a LAP can have on minimising alcohol-related harm. There is international evidence that measures such as reducing hours of availability and one way door provisions are effective in reducing public disorder and minimising harm. The Police view the LAP as potentially the single biggest crime prevention tool this generation.

Hours of sale of alcohol

2. Medical Officer of Health and Police: Need to address matter of hours as a package and recognise the correlation between off and on licence hours and one way door

restrictions, and the incidence of alcohol-related harm. Need to 'bring the clock back' – the later the drinking the greater the harm. If you have earlier on licences' closing hours *and* earlier off licences' hours then people's behaviour will adjust: they will have less time to pre-load before needing to get into on licences with one way doors, so they will condense their pre-loading time and arrive in a better state at the on licences, which would reduce likelihood of entry refusal and public disorder etc.

Hours for off licences

3. Police, Medical Officer of Health and inspectors: All support there being a gap between the closing time of off licences and the time at which many people come into the central city for later night entertainment and drinking. Earlier closing at off licences will force [pre-loaded] people into on licences earlier if they want to purchase further drinks. The supervised environment is preferred by all the agencies.
4. Police, Medical Officer of Health and inspectors: All advocate for 9pm off licence closing, for both bottle stores and supermarkets. All recommend that 9am – 9pm would be suitable hours. The default 7am opening hour is unnecessarily early and only serves to foster addictive habits. 9am opening would mean that alcohol is not available for sale while secondary students are on their way to school. Noted that many bottle stores do not open until around 9am anyway as there is insufficient business.
5. Medical Officer of Health: People are drinking up to the point they leave home to go to on licences; those who are purchasing late at night are people who have already consumed.
6. Medical Officer of Health: the CCC survey of community views gives the Council a very clear message that people want off licences to close earlier.
7. Licensing inspector: Noted that in Selwyn, supermarkets stop selling at 9pm, with no apparent community dissent about this. Thought that bottle stores may have later licences but not sure if they are trading to full extent of these.

Hours at On licences

8. Licensing inspector: Preloaded customers arriving late at on licences is the biggest issue for licensees to manage: customers are arriving who are either already well on the way to becoming a problem or are already too intoxicated to be allowed entry, and then cause disorder and problems outside.
9. Licensing inspector: Emphasised the need to 'bring back the clock' so drinkers have less time to pre-load and arrive at on licences earlier.
10. Licensing inspector: Not keen to see restaurants have longer hours of opening than beyond 1am, as they tend to morph into bars, which is not their intended purpose not suitability (e.g noise control, proximity to residential, conducive interior layout).

Designated area for premises with late night hours

11. Police and Medical Officer of Health: Support having only one late night precinct in the city i.e. the central city. Dispersal of late night on licence premises across the city is difficult to police and is resource-hungry.

12. Police and Medical Officer of Health: Not supportive of any late night hours beyond the default closing hour of 4am, on the grounds that the later the hour the greater the incidence of harm.
13. Police: Endorse closing all on suburban licence premises by 1am (this includes the likes of Riccarton, Merivale). This is much easier for enforcement agencies and will help reduce harm.
14. Police, Medical Officer of Health and Licencing inspector: None supported later hours for Lyttelton, based on evidence of disorder and noise complaints over time.
15. Police: Most of the victims of violent crime are aged under 27 years and much of this crime is alcohol-related and occurs late at night. This belies the assumption that a vibrant city is one that attracts young people and the hours of opening need to be very late – it is a comparatively unsafe time for young people.
16. Medical Officer of Health: Expressed concern at late hours of opening for premises in mixed use areas within the central city, as potentially in conflict with residential expectations.

One way door restrictions

17. Police, Medical Officer of Health, Licencing inspectors: All in favour of compulsory one way door restrictions in the Central City, with a 1am one way door and 3am closing.
18. Police, Medical Officer of Health and Licencing inspectors (except one): Recommend consistent approach of requirement for one way door throughout late night venues in central city. Agreed that discretionary one way doors may be applicable in some specific suburban situations – e.g. where there are fast food outlets adjacent/near to a bar and there is evidence of problems with people moving between venues/outlets over the evening. This could mean a one way door from say midnight to 1am. Otherwise, there was no support for one way door restrictions in suburban areas.

Flexibility and transitional provisions as the city rebuilds

19. Police, Medical Officer of Health and Licencing inspectors: None support this and all prefer a consistent application of hours from the commencement of the LAP. Establishing clarity, consistency and surety about the licencing environment is paramount.

Community input into licencing decisions

20. Medical Officer of Health: Supports community boards being able to say if they want a moratorium on allowing any more bottle stores in their ward: they know their communities and they should be able to say categorically if they do not want any more.
21. Medical Officer of Health and Licencing inspectors: Although they agreed in principle with community input into decisions process, concerns were expressed at the practicality of doing this, given the number of licenses renewed and granted each year. Also, there could be a risk of “rabble rousing” and unjustified negative input.

Density

- 22.** Medical Officer of Health and Police: There is clear evidence from elsewhere differentiating between types of license and their net harm and the correlation between alcohol availability and deprivation. Work is underway by the CDHB to identify and analyse links between premise density and location with alcohol-related injuries and conditions. We should limit license density where we can evidence harm.

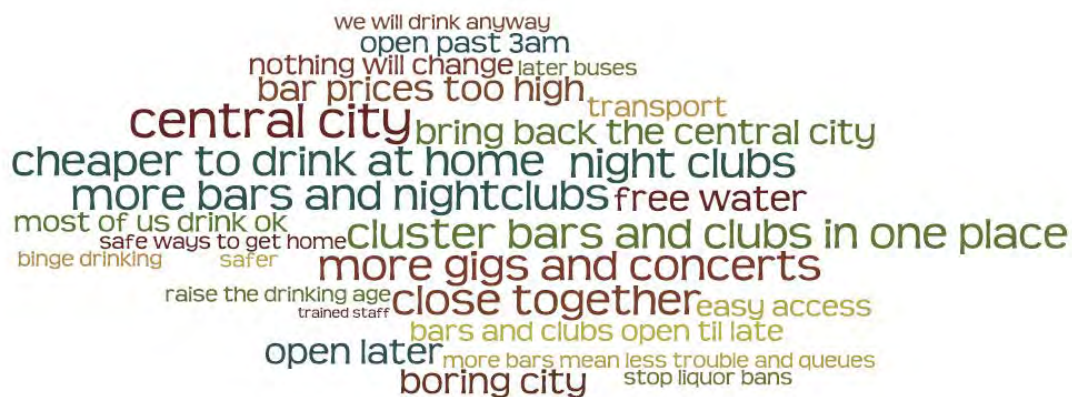
Unconfirmed

Summary of Results from Facebook Survey

A Survey Monkey survey of youth attitudes towards alcohol was carried out through Facebook. The survey was put on the Facebook page of the Council and Facebook pages of youth groups (Otautahi Youth Group) in Christchurch. It was also sent to schools. The survey was released from the 6th to the 24th of March.

The final question asked the participants to comment on what would improve things for where and how young people drink and purchase alcohol in Christchurch. A comment box was provided for general comments to the survey.

The following shows a summary of the comments that were made. (The larger the word, the greater the frequency of the comment)

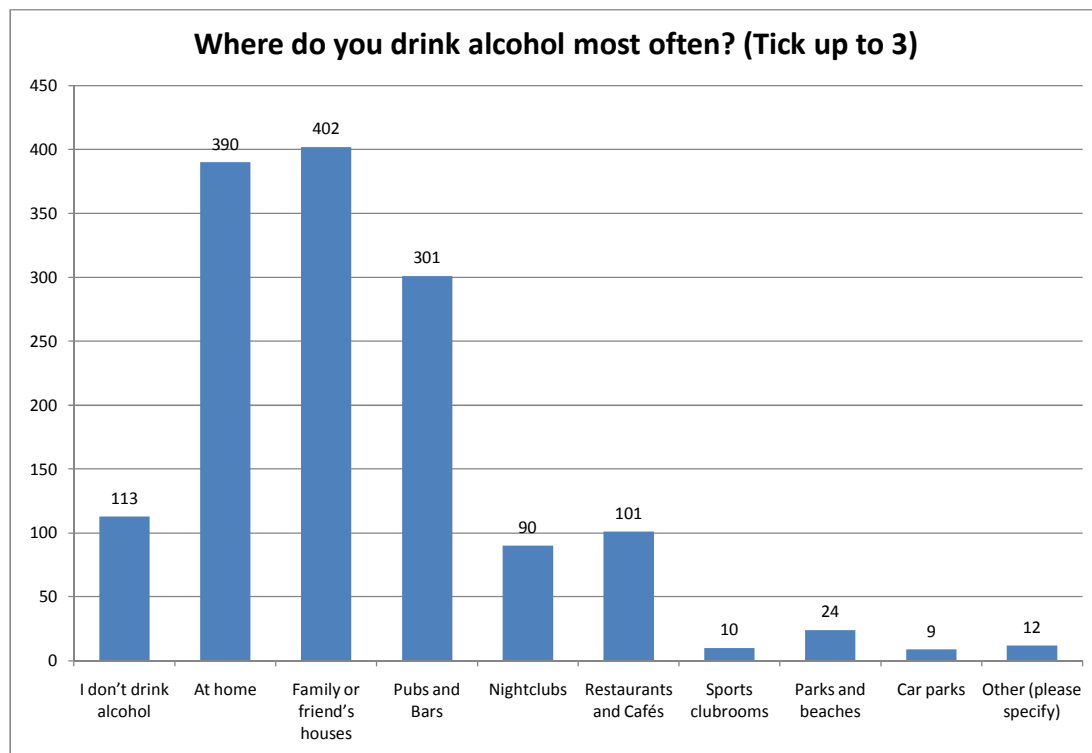
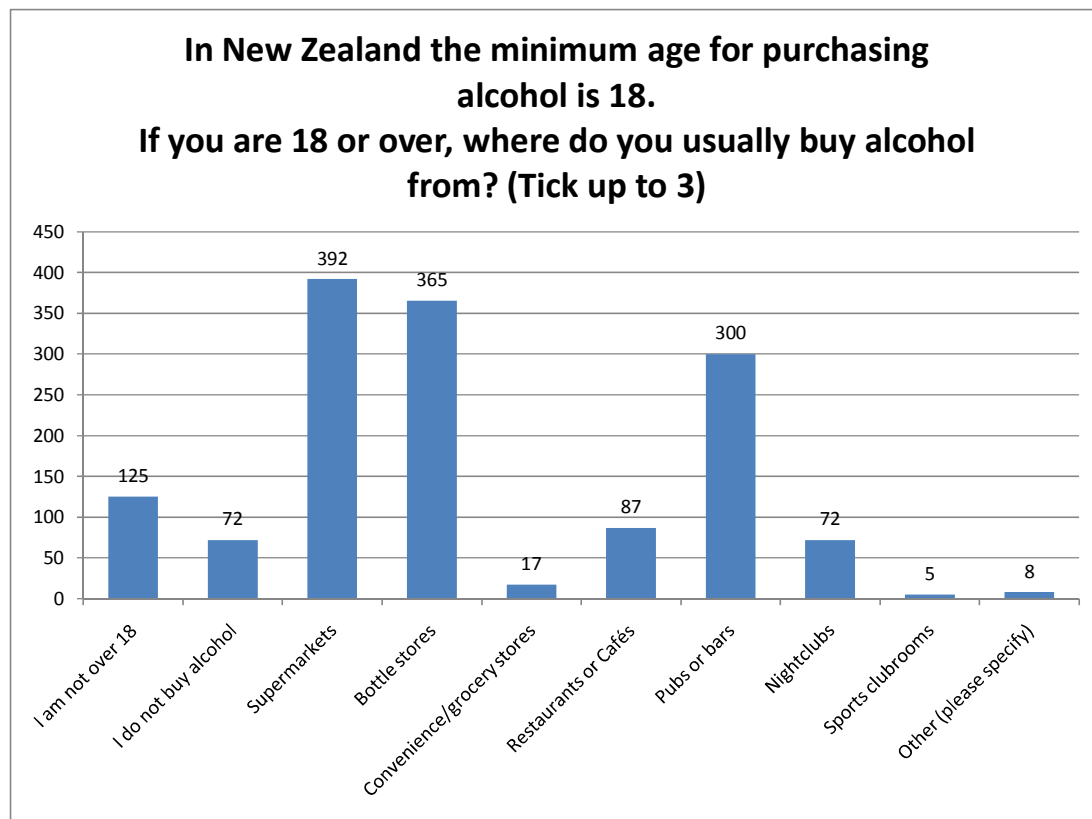


To complete the survey, respondents needed to indicate that they lived in Christchurch or Banks Peninsula. 616 people completed the survey to the end with a further 111 completing at least some of the questions.

The biggest age group of participants in the survey was the 18-20 age group. 8.1% of participants were aged under 15, 12.9% were aged 15-17, 38.7% were aged 18-20, 23.3% were aged 21-24, 7.8% were aged 25-34 and 9.1% were 35 or over. 83% of those that responded to this survey are in the 15-24 age category. 62% were aged between 18 and 24.

48.4% of respondents were male, and 51.6% were female.

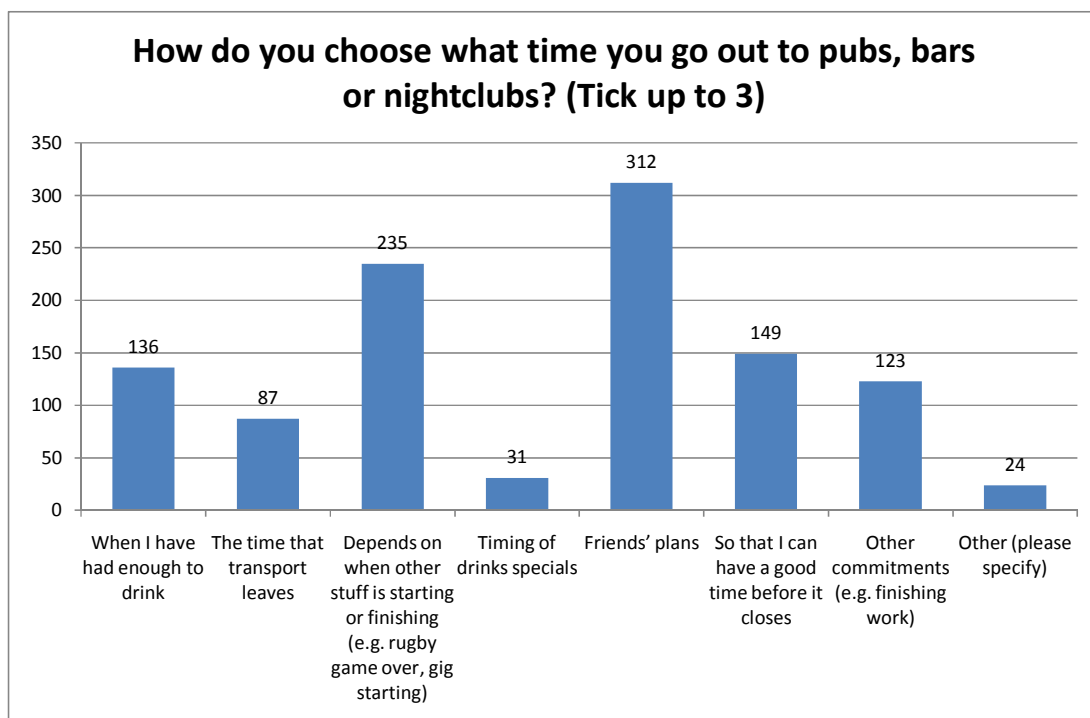
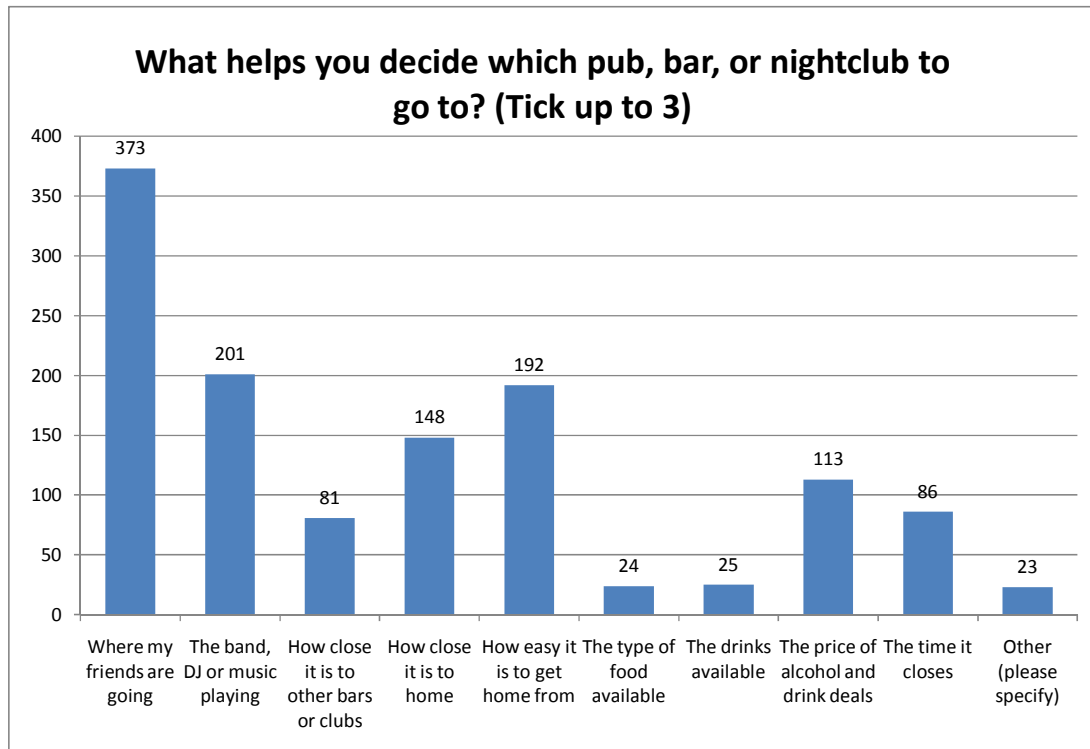
Purchasing and consuming alcohol



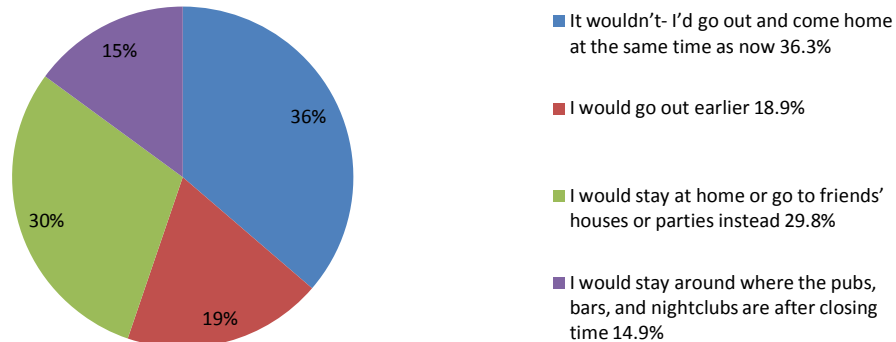
Going to pubs, bars or nightclubs

71% of respondents identified that they do go out to pubs, bars or nightclubs. The respondents that indicated that they do go out to pubs, nightclubs and bars were asked additional questions on why they choose where and when they go out,

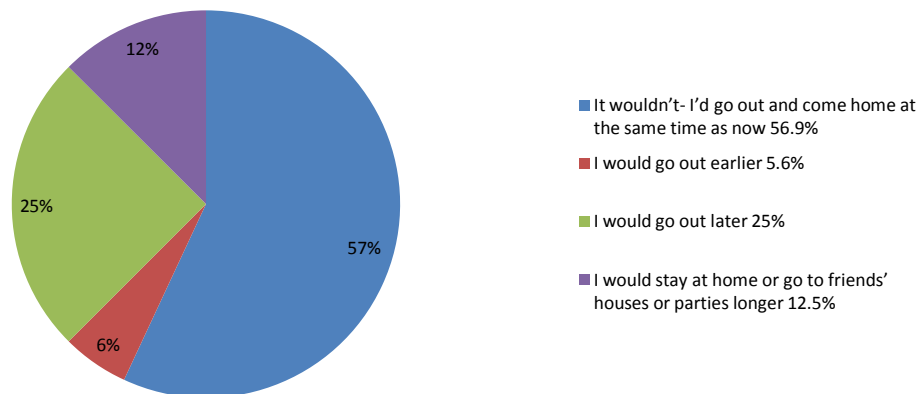
what would happen if hours of operation were to change and how strongly they feel about late night venues.



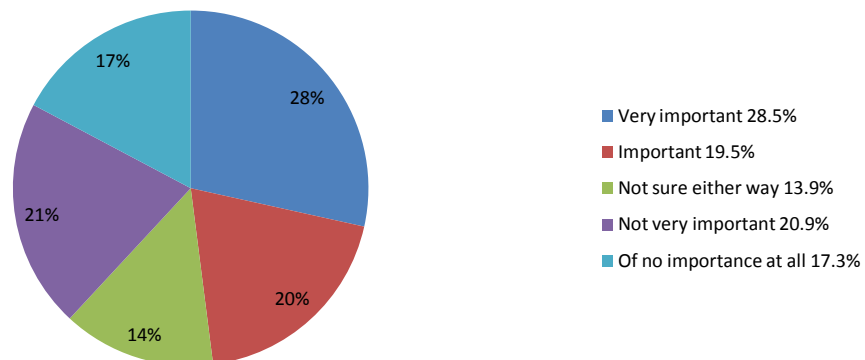
If pubs, bars or nightclubs were to close an hour or so earlier, would this change how you plan your nights out?



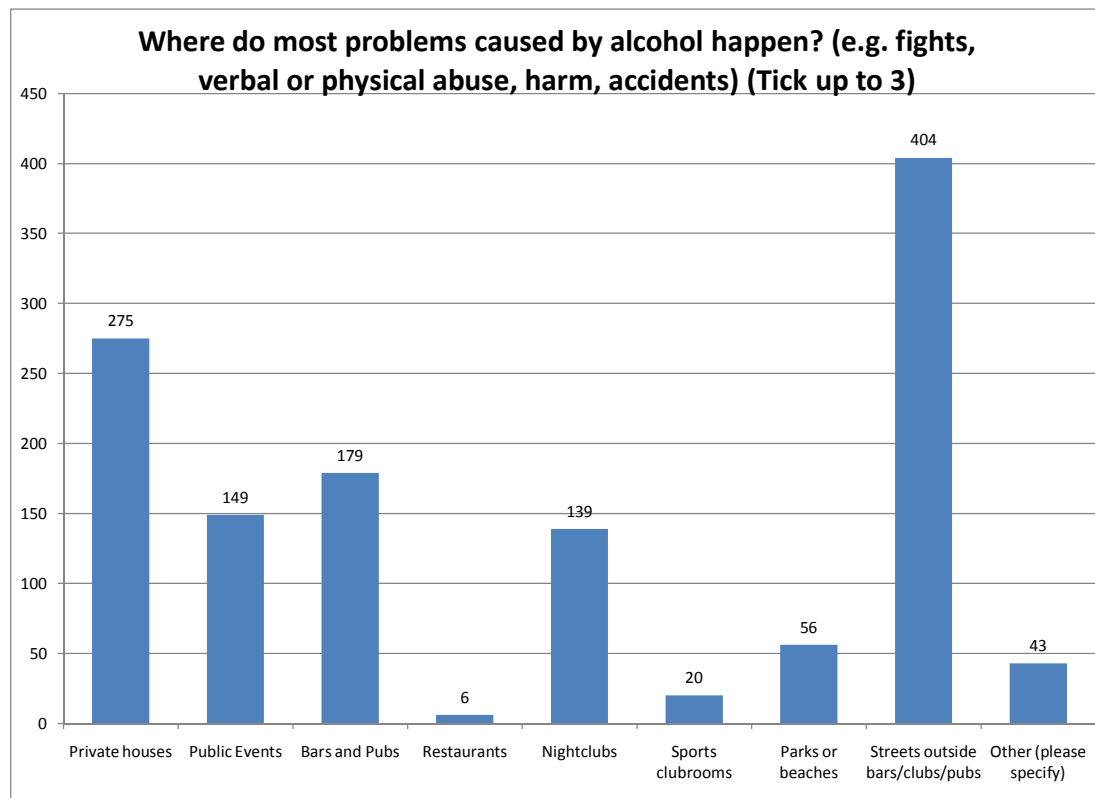
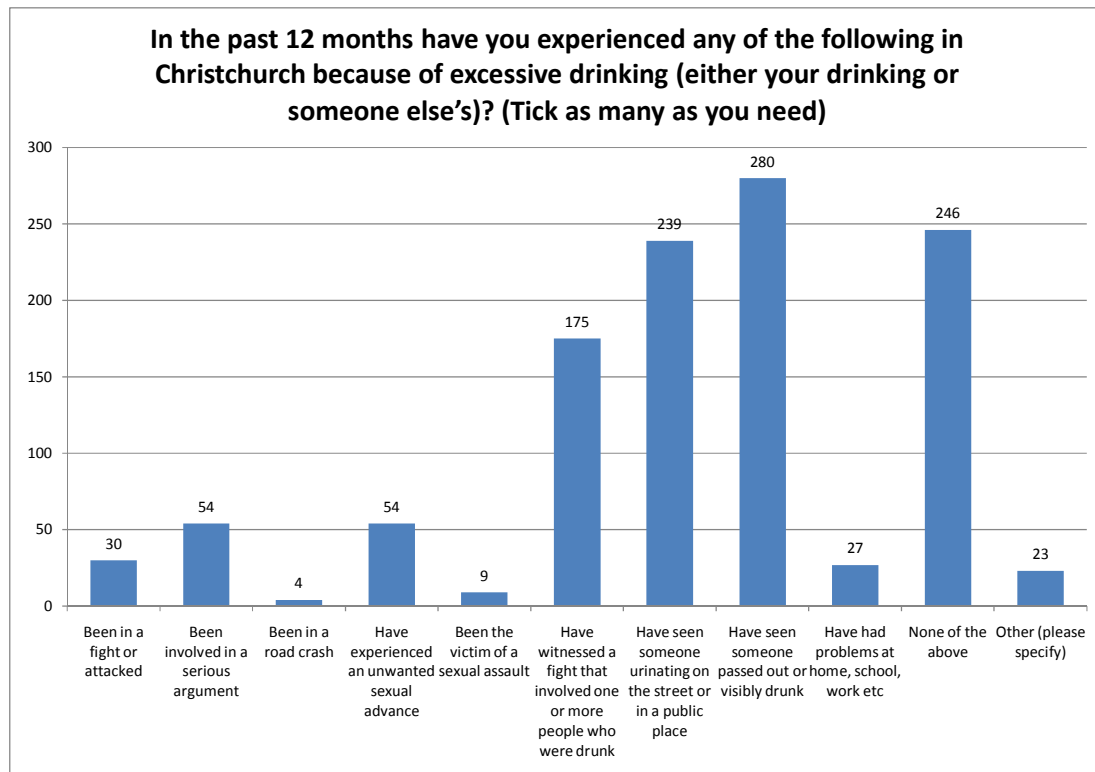
If pubs, bars, or nightclubs were to close an hour or so later, would this change how you plan your nights out?



Thinking about your lifestyle in Christchurch, how important is it to you that there are pubs, bars, or nightclubs open late (e.g. after 3am)?



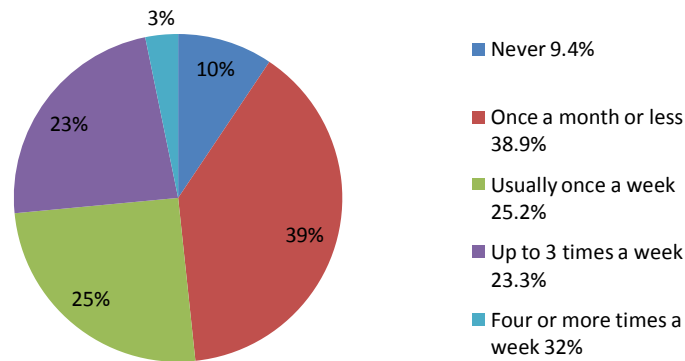
Experiences and Problems



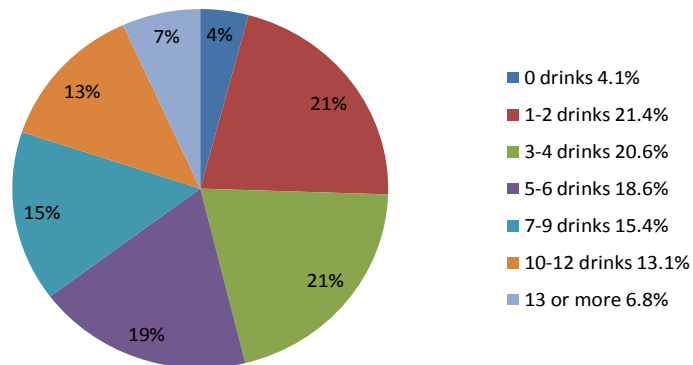
Respondents drinking behaviours

86.5% of those that responded to this survey have had a drink in the last year. Those that have had a drink in the last year were asked to complete further questions about their drinking patterns.

How often do you drink alcohol?

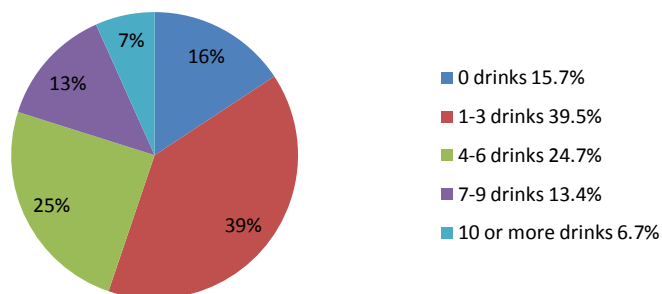


How many standard drinks would you usually have on one occasion?



18.9% of those that have consumed alcohol in the last year do not go out to pubs, bars, and nightclubs. The following shows the results of those that have consumed alcohol in the last year, and do go out to pubs, bars or nightclubs.

How many standard drinks do you typically have before going out to a pub, bar, or nightclub?



ATTACHMENT 1

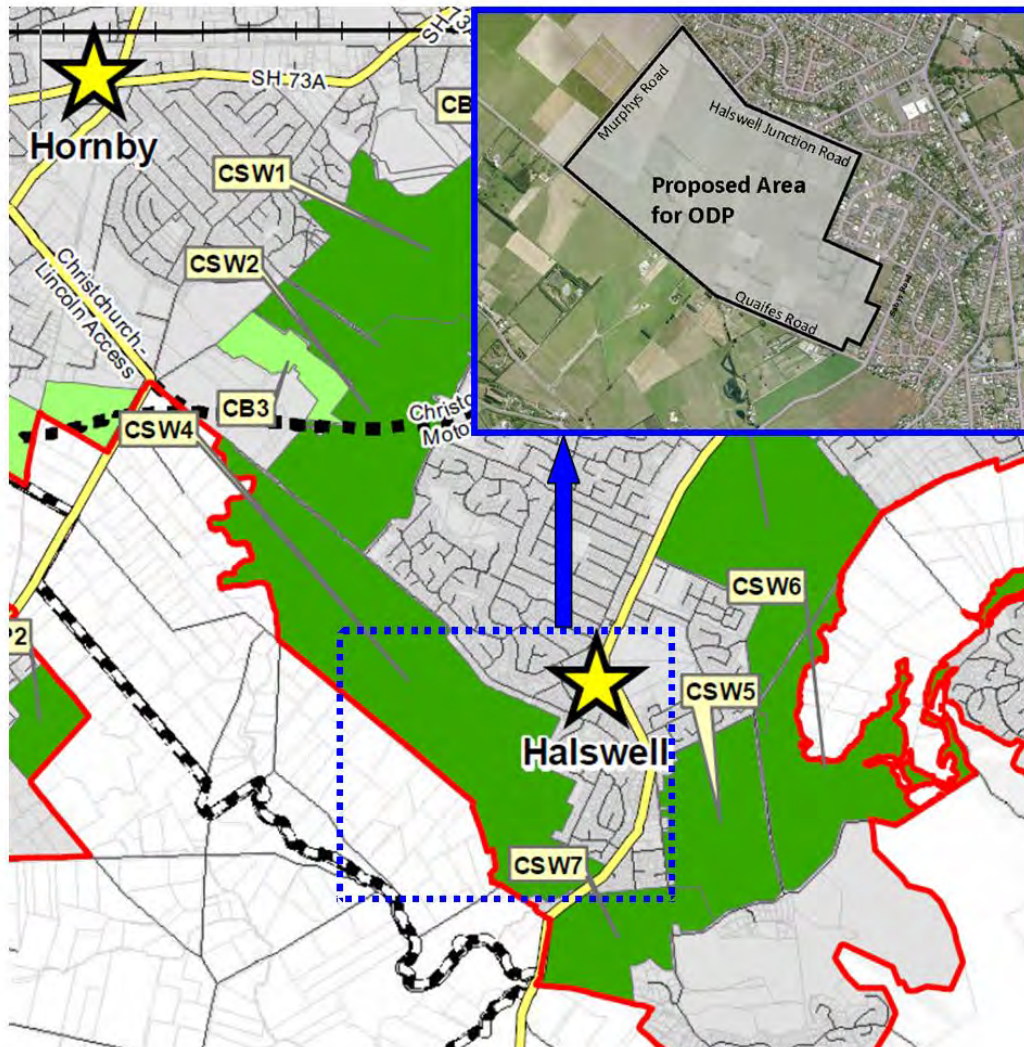
Existing and Potential Land Availability - Christchurch City

Dated - 12 March 2013

Development Area / Name	Plan Change Status	Potential Sections as at Feb 2011	Sections Consented at or after Feb 2011	Sections Applied for but not yet consented	Balance of Potential Sections (no application for subdivision consent received)	Infrastructure Provided		Works to be Completed	Proposed completion of Infrastructure	Additional Notes
						Yes	No			
PC1 Greenfield Areas										
Wigram Skies	Plan Change 62 Operative	1890	248			248				
			87			6	81	Wastewater - Pump station and pressure main 105 Water supply - Wilmers Road pump station Stormwater - developer to provide facilities as included in South West Catchment Management Plan	July 2013 July 2013	SCIRT delivering project (will initially be served by temporary pumping arrangements). SCIRT delivering project.
					1555		1555	Wastewater - Pump station and pressure main 105 Water supply - Wilmers Road pump station Stormwater - developer to provide facilities as included in South West Catchment Management Plan	July 2013 July 2013	SCIRT delivering project (will initially be served by temporary pumping arrangements). SCIRT delivering project.
Fulton Hogan Halswell West (Longhurst and Knights Stream)	Plan Change 60 Operative	1462	240			240				
						30				
			336	313			619	Wastewater - Pump station and pressure main 105 Wastewater - Pump station PS115 to Fulton Hogan Halswell West development Wastewater - Pressure main from development to Wigram Road sewer Water Supply - Wilmers Road pump station Stormwater - developer to provide facilities as included in South West Catchment Management Plan Stormwater - council to provide wetland areas	July 2013 July 2013 July 2013 July 2013	SCIRT delivering project (will initially be served by temporary pumping arrangements). Developer constructing. Developer installing (partial funding by CCC). SCIRT delivering project.
					573		573	Wastewater - Pump station and pressure main 105 Wastewater - Pump station PS115 to Fulton Hogan Halswell West development Wastewater - Pressure main from development to Wigram Road sewer Water Supply - Wilmers Road pump station Stormwater - developer to provide facilities as included in South West Catchment Management Plan Stormwater - council to provide wetland areas	December 2013 July 2013 July 2013 July 2013 July 2013	Wetlands development not a constraint on build programme SCIRT delivering project (will initially be served by temporary pumping arrangements). Developer constructing. Developer installing (partial funding by CCC). SCIRT delivering project. Wetlands development not a constraint on build programme
Awatea	North Awatea Plan Change 5 Operative	1210						Wastewater - Pump station and pressure main 105 Wastewater - Pump station PS123 to pressure main on Wigram Road. Wastewater - Pressure main from Fulton Hogan development to pump station on Wigram Road (shared infrastructure). Water Supply - Wilmers Road pump station Stormwater - developer to provide facilities as included in South West Catchment Management Plan	July 2013 September 2013 July 2013	SCIRT delivering project (will initially be served by temporary pumping arrangements). Project currently at design stage. Fulton Hogan installing (partial funding by CCC)
	South Awatea Plan Change 5 Operative				1210		1210	Wastewater - Pump station and pressure main 105 Wastewater - Pump station PS115 to pressure main on Wigram Road. Wastewater - Pressure main from Fulton Hogan development to pump station on Wigram Road (shared infrastructure) Water Supply - Wilmers Road pump station. Stormwater - developer to provide facilities as included in South West Catchment Management Plan. Planning - development of the 810 sections subject to relocation/closure of Kart Club.	July 2013 July 2013 July 2013 July 2013	SCIRT delivering project (will initially be served by temporary pumping arrangements). Fulton Hogan constructing Fulton Hogan installing (partial funding by CCC) SCIRT delivering project. (Council working with organisations to secure new site and plan for relocation. Multiple landowners likely to be constraint to development.
Sparks Road	Plan Change 68 for part of Greenfield area - pre-lodgement stage	1810			1810		1810	Wastewater - Pump station and pressure main 105 Wastewater - Trunk sewer connection required from development site to PS 105 Water Supply - Wilmers Road pump station Stormwater - developer to provide facilities as included in South West Catchment Management Plan	July 2013 July 2014 July 2013	SCIRT delivering project (will initially be served by temporary pumping arrangements). Separate contract SCIRT delivering project.
South Halswell	No plan change	780		252			252	Wastewater - Pump station and pressure main 105 Wastewater - Area is dependent on infrastructure provision for Sparks Road, South East Halswell and Hendersons Basin developments to enable outfall to PS 105 Water Supply - Wilmers Road pump station Stormwater - developer to provide facilities as included in South West Catchment Management Plan	July 2013 July 2013	SCIRT delivering project (will initially be served by temporary pumping arrangements). The provision of a wastewater outfall for this development will not be available until infrastructure is in place for the Sparks Road, Henderson Basin and South East Halswell developments as these will provide linkages to the wider trunk sewer system SCIRT delivering project. (Application for subdivision consent received for 252 allotments (Oakvale Farm Limited)). Consent has been publicly notified
					528		528	Wastewater - Pump station and pressure main 105 Wastewater - Area is dependent on infrastructure provision for Sparks Road, South East Halswell and Hendersons Basin developments to enable outfall to PS 105 Water Supply - Wilmers Road pump station Stormwater - developer to provide facilities as included in South West Catchment Management Plan	July 2013 July 2013	SCIRT delivering project (will initially be served by temporary pumping arrangements). The provision of a wastewater outfall for this development will not be available until infrastructure is in place for the Sparks Road, Henderson Basin and South East Halswell developments as these will provide linkages to the wider trunk sewer system SCIRT delivering project.
South West Halswell (balance being FH Halswell West)	No plan change	1744			1744		1744	Wastewater - Pump station and pressure main 105 Wastewater - Upgrade of pump station 60 Wastewater - Connections mains to PS 60 and PS 61 catchments Water Supply - Wilmers Road pump station Stormwater - developer to provide facilities as included in South West Catchment Management Plan	July 2013 August 2013 July 2013	SCIRT delivering project (will initially be served by temporary pumping arrangements). Project being delivered by SCIRT Developer to install SCIRT delivering project.
South East Halswell	Existing subdivision (Quarry View)	1060	27			27				
	No plan change				1033		1033	Wastewater - Pump station and pressure main 105 Wastewater - Dependent on infrastructure provision for Sparks Road / Henderson Basin developments Water Supply - Wilmers Road pump station Stormwater - developer to provide facilities as included in South West Catchment Management Plan	July 2013 July 2013	SCIRT delivering project (will initially be served by temporary pumping arrangements). The provision of a wastewater outfall for this development will be restricted until infrastructure is in place for the Sparks Road and Henderson Basin developments as these will provide linkages to the wider trunk sewer system SCIRT delivering project.
Hendersons Basin	No plan change	1383			1383		1383	Wastewater - Pump station and pressure main 105 Wastewater - Infrastructure options to service the development have yet to be finalised and will be dependent infrastructure provision for Sparks Road development Water Supply - Wilmers Road pump station Stormwater - developer to provide facilities as included in South West Catchment Management Plan	July 2013 July 2013	SCIRT delivering project (will initially be served by temporary pumping arrangements). The provision of a wastewater outfall for this development will be restricted until infrastructure is in place for the Sparks Road development as this will provide linkages to the wider trunk sewer system SCIRT delivering project.
Prestons Road	Plan Change 30 Operative	2300	400			400		Planning / transport - City Plan currently requires upgrading of four intersections 1. Marshland / Mairehau. 2. Marshland / Prestons 3. Mairehau / Burwood. 4. Lower Styx / Marshland	July 2015 July 2015 July 2015 July 2015	Intersection improvements included in draft 2013/22 LTP.
					1100		1100	Wastewater - SCIRT has replacement of pumping stations 63 and 36 in its programme. These will be upgraded at time of replacement and cater for Prestons capacity, as an interim measure until final solution for wastewater infrastructure is available. Construction of vacuum pumping station. Stormwater - Secondary treatment proposed using Clare Park Water Supply.	#S36 March 2014 #S62 Oct 2013	SCIRT delivering project - provision of interim solution until new Northern Trunk Sewer constructed
					600		600	Planning - City Plan requirement for works to commence on a number of transport projects before the last 600 sections are created. This includes the Northern Arterial and 4 laning of QEII Drive between Main North Road and Innes Road, together with either the Northern Arterial Extension (NAE) or Hills Road Extension (HRE)	July 2015 Northern Arterial and associated Links planned for completion by 2020	May need CERA intervention to assist in purchase of required land. Included in draft 2013/22 LTP.
Belfast Park	Plan Change 43 Operative	640			640	640				
East Belfast (balance being Belfast Park)	No plan change	510			510	510				Transport - Intersection upgrades may become a requirement as part of the Plan Change,
						650				

Development Area / Name	Plan Change Status	Potential Sections as at Feb 2011	Sections Consented at or after Feb 2011	Sections Applied for but not yet consented	Balance of Potential Sections (no application for subdivision consent received)	Infrastructure Provided		Works to be Completed	Proposed completion of Infrastructure	Additional Notes
						Yes	No			
Belfast 293	Operative	1300			1300	650		Environment Court requirement - Western part of Belfast 293 cannot process until a Notice of Requirement designating the Western Belfast Bypass alignment is issued by NZTA Stormwater - developer to provide facilities as included in the draft Styx Catchment Management Plan	December 2012	
Highfield Park	Plan Change 67 awaiting Commissioners recommendation	2100			2100		1100	Waste water infrastructure. Water supply. Stormwater - developer requires Ecan consent, assumption is that developer will provide infrastructure that is included in the Styx Catchment Management Plan. Transport		Developer to provide outfalls to trunk system. Until the construction of the new Northern Trunk Sewer, existing damaged network could be utilised to meet wastewater requirements. This may result in a marginal increase in the number of overflows (estimated to be an extra 3-5 times per annum) until permanent new Northern Trunk Sewer constructed. Styx SMP lodged. Not likely to be a constraint on development. Intersection and road improvements/upgrade required: - Grimseys/Prestons - developer to construct - Hawkers/Hills/Prestons - developer to construct - Main North Road/Prestons - developer to construct - Prestons Road upgrade - developer to construct
							1000	Water Supply - new water supply pumping station required to supplement supplies in the North West zone		
Higsted	Plan Change 72	300			300	300			December 2014	
Upper Styx	Plan Change 71 for part of Greenfield	1660			1660		1660	Wastewater - new Northern Trunk Sewer Water supply - Harewood Water supply - Belfast Stormwater - Developer requires Ecan consent, assumption is that developer will provide infrastructure that will need to align with Styx Catchment Management Plan. Transport	July 2016 July 2017 December 2014	Until the construction of the new Northern Trunk Sewer, existing damaged network could be utilised to meet wastewater requirements. This may result in a marginal increase in the number of overflows (estimated to be an extra 3-5 times per annum) until permanent new Northern Trunk Sewer constructed. Not likely to be a constraint on development. Intersection and road improvements/upgrade: - Higsted/Sawyers Arms intersection - developer to construct - Cavendish/Styx Mill intersection - developer to construct. - Gardiners/Styx Mill intersection - developer to construct
Russley	No plan change	98			98	98				
South of Masham	Plan Change 80 Formally lodged	255			255	255				
TOTAL - Greenfield Areas		20502	1338	565	18599	4054	16448			
Large Development Areas (existing zoned land)										
Aidanfield	Zoning Operative	160	160							
Westmorland	Zoning Operative	212	212							Developer has noted intention of only developing 50 lots at a time
Masham (Enterprise Homes/ Noble/ Delamain)	Zoning Operative	490	358							
					132	132		Planning - development of remaining 132 sections for Enterprise Homes dependant on adjoining Noble Investment development completing road connection		
Wigram Skies	Original subdivision (Stage 1)	314	314							
TOTAL - Large Development Areas		1176	1044	0	132	132	0			
Small Development Areas (existing zoned land)										
Te Repo Oaks - Halswell	Operative zoning	13	13							
288 Kennedys Bush Rd	Operative zoning	11	11							
Quarry Hill - Kennedys Bush	Operative zoning	8	8							
Southwest Motorway	Operative zoning	100					100	Pump station and rising main 105	July 2013	Not PC1 area (specific to requirements of report)
Halswell on Park	Operative zoning	42	42							
Parkridge - Mt Pleasant	Operative zoning	24	24							
158 McGregors Road - Rangers Close	Operative zoning	32	32							
Greenwood Farm - Richmond Hill	Operative zoning	24	24							
Waitikiri	Operative zoning	82	82							
Clearwater	Operative zoning	27	27							
Rostrevor Estate	Operative zoning	29	29							
Philpotts Rd (EPUnits)	Operative zoning	180	180							Elderly Person units
Alpine View (EPUnits)	Operative zoning	40	40							Elderly Person units
9 Pavilion Crescent, Addington	Operative zoning	5	5							
424 Manchester Street, St Albans	Operative zoning	7	7							
172 Fitzgerald Avenue, Linwood	Operative zoning	5	5							
12 Leaver Terrace, North New Brighton	Operative zoning	5	5							
86 St Lukes Street, Woolston	Operative zoning	18	18							
103 Mandeville Street, Riccarton	Operative zoning	12	12							
138 Kerrs Road, Wainoni	Operative zoning	8	8							
5/190 Lincoln Road, Addington	Operative zoning	5	5							
408 Worcester Street	Operative zoning	6	6							
11 Clarence Street, Addington	Operative zoning	8	8							
114 Nursery Road, Linwood	Operative zoning	8	8							
45 Oakhampton Street, Hornby (EPUnits)	Operative zoning	5	5							Elderly Person Units
56 Avonside Drive, Linwood (disabled units)	Operative zoning	7	7							Specifically built disabled units
38 Steadman Road, Masham (unit titles)	Operative zoning	5	5							Unit Titles
421 Wigram Road, Wentworth Park	Operative zoning	17	17							
97 Opawa Road, Opawa	Operative zoning	5	5							
6 Constance Plance, Oaklands	Operative zoning	6	6							
Anthony Wilding Oaklands (EPUnits)	Operative zoning	35	35							Elderly Person Units (retirement village)
29 Clarence Street Sth, Addington	Operative zoning	8	8							
152 Holly Road, St Albans	Operative zoning	6	6							
272 Knowles Street, St Albans	Operative zoning	6	6							
126 Nursery Road, Linwood (unit titles)	Operative zoning	18	18							Unit Titles
468 Cashel Street, Linwood (unit titles)	Operative zoning	18	18							Unit Titles
79 Matipo Street, Riccarton	Operative zoning	5	5							
Anthony Wilding Oaklands (EPUnits)	Operative zoning	46	46							Elderly Person Units (retirement village)
50 Roberts Road, Hei Hei	Operative zoning	6	6							
486 Armagh Street, Linwood	Operative zoning	5	5							
18 Goldsmith Place, Waltham	Operative zoning	8	8							
70 Elizabeth Street, Riccarton	Operative zoning	5	5							
45/1 Horseshoe Lake, Shirley (EPUnits)	Operative zoning	5	5							Elderly persons units
38 John Campbell Cres, Lindon Grove	Operative zoning	9	9							
Former Maltworks Site - Port Hills Rd, Heathcote Valley (EP Units)	Business 4	180			180	180				Elderly Person units and rest home
TOTAL - Small Development Areas		1104	824	0	180	180	100			
GRAND TOTAL		22782	3206	565	18911	4366	16548			

Attachment 1: Location Map for South West Halswell



Attachment 2: Policy 8 of Proposed Change 1, Canterbury Regional Policy Statement

Policy 8: Outline Development Plans and Changes of Zoning in District Plans

Development of urban activities within the Greenfields Areas shown on Map 1 shall occur in accordance with an Outline Development Plan. This Plan shall be prepared when it is proposed to amend the district plan and shall be included in the district plan to provide for urban activities (Greenfields Areas). Outline Development Plans shall:

- (a) Be prepared as a single plan for the whole of a Greenfields Area, or for a lesser area in accordance with a comprehensive plan prepared by a territorial authority such as a District Development Strategy, an Area Plan or a Structure Plan;
- (b) Be prepared in accordance with the matters set out in Policy 7 (Development Form and Design) ;
- (c) Show proposed land uses, including:
 - (i) principal through roads, and connections with the surrounding road network and relevant infrastructure and services;
 - (ii) any land to be set aside for community facilities or schools;
 - (iii) parks and any other land for recreation;
 - (iv) any land to be set aside for business activities;
 - (v) the distribution of different residential densities;
 - (vi) land required for stormwater treatment, retention and drainage paths;
 - (vii) land reserved or otherwise set aside from development for environmental or landscape protection or enhancement;
 - (viii) land reserved or otherwise set aside from development for any other reason, and the reasons for its protection from development; and
 - (ix) pedestrian walkways, cycleways, bus routes both within and adjoining the area to be developed;
- (d) Demonstrate how Policy 11 (residential density) will be met for residential areas within the area that is subject of the Outline Development Plan;
- (e) Identify significant cultural, natural and historic or heritage features and values and show how they are to be protected and/or enhanced;
- (f) Document the infrastructure required, when it will be required and how it will be funded;
- (g) Set out the staging and co-ordination of subdivision and development between landowners;
- (h) Demonstrate how effective provision is made for a range of transport options and integration between transport modes, including – pedestrian, cycling, passenger transport, freight, private motor vehicles;

- (i) Demonstrate how adverse effects on and/or from nearby existing or designated Strategic Infrastructure (including requirements for designations) will be avoided or appropriately mitigated;
- (j) Show how other potential adverse effects on the environment, including the protection and enhancement of surface and groundwater quality, are to be avoided, remedied or mitigated;
- (k) Show how the implementation of geotechnical requirements are to be provided for; and
- (l) Include any other information which is relevant to an understanding of the development and its proposed zoning.

Methods

- 8.1 Territorial authorities shall ensure that Outline Development Plans are prepared for each Greenfields Area for inclusion in district plans.**
- 8.2 Territorial authorities shall ensure financial provision is made for infrastructure required to be provided for each Greenfields Area.**
- 8.3 Canterbury Regional Council and territorial authorities shall establish a protocol to assist all parties involved in the preparation of Outline Development Plan to ensure Policy 8 is efficiently and effectively applied in the particular circumstances of each Greenfields Area.**

Explanation

Outline Development Plans provide a mechanism for integrating urban development with infrastructure, making the best use of existing infrastructure, and identifying and providing for the additional infrastructure required to meet the needs of incoming residents and businesses. They also provide the mechanism for integrating new development with existing urban areas, and of achieving the type and form of development necessary to accommodate urban growth in a sustainable way. In addition these plans help to provide certainty for the community, developers, network utility providers and territorial authorities, and ensure that all constraints associated with the development of an area are investigated, addressed or protected at the time of initial zoning for urban purposes.

Note: A combined ODP is required for areas WW1 and WW2 comprising both business and residential development.

ATTACHMENT 3 - PLANNING FOR GREENFIELDS AREAS – RESIDENTIAL

RESIDENTIAL	MAP NOTATION ON MAP 1 RPS	AREA PLAN	ODP	REZONING PLAN CHANGE
(1) COMPLETED				
Belfast s293	CN1	BAP	s293	s293
East Belfast	CN4 (northern portion)	BAP	PC43 (northern portion)	PC43 (northern portion)
Prestons Road	CNE1	-----	PC30	PC30
Wigram	CSW1	SWAP	PC 62	PC62
Awatea	CSW2	SWAP	PC5	PC5
South West Halswell	CSW4 (western portion)	SWAP	PC 60 (western portion to Whincops Road)	PC 60 (western portion to Whincops Road)
(2) CURRENT				
Upper Styx	CN3	-----	PC 71 (in development)	PC 72 (in development)
Mills Rd/ Hills Road	CN5/CN6	-----	PC 67 (being processed)	PC 67 (being processed)
Sparks Road	CSW3	SWAP	PC68 (in development)	PC69 (in development)
Hendersons Basin above 19.0m level	CSW8	SWAP	(a) PC 65 (northeastern portion both above and below 19.0m level, on hold due to inability to sewer)	(a) PC 65 (northeastern portion both above and below 19.0m level but on hold due to inability to sewer)
			(b) PC Cashmere Rd expected soon (southeast both above and below 19.0m level)	(b) PC Cashmere Rd expected soon (southeast both above and below 19.0m level)
(3) PROSPECTIVE				
East Belfast	CN4 (southern portion)	BAP	-----	-----
Russley	CW1	-----	-----	-----
South of Masham	CW2	-----	Expected soon as two separate plan changes	Expected soon as two separate plan changes
South West Halswell	CSW4 (eastern portion)	SWAP	-----	-----
South East Halswell	CSW5	SWAP	-----	-----
South Halswell	CSW7	SWAP	-----	-----
Hendersons Basin above 19.0m level(centre and south)	CSW8	SWAP	-----	-----

ATTACHMENT 2B – PLANNING FOR GREENFIELDS AREAS -BUSINESS

BUSINESS	MAP NOTATION ON MAP 1 RPS	AREA PLAN	ODP	REZONING PLAN CHANGE
(1) COMPLETED				
SW Awatea	CB3	SWAP	PC5	PC5
Wigram	CB4	SWAP	PC62	PC62
Base of Port Hills	CB5	-----	PC28	PC28
Islington Park	CB6	-----	PC19	PC19
South Hornby	CB9	-----	PC47 & PC54	PC 47 & PC54
(2) CURRENT				
Memorial Avenue	CB8	-----	PC35 (on hold)	PC35 (on hold)
North West Review Area	Hatched area	Being investigated	-----	-----
(3) PROSPECTIVE				
Belfast	CB1	BAP	-----	-----
Hornby	CB2	SWAP	-----	Northern portion has resource consent for business park. Southern portion in use for effluent irrigation.
Hornby West	CB7	-----	Expected soon	Expected soon

Appendix 4: Location Map for Greenfields Areas (from Proposed Change 1 to the
Canterbury Regional Policy Statement)

