

Proposed Christchurch Replacement District Plan

SECTION 32

CHAPTER 14 RESIDENTIAL (PART)

ADDITIONAL RESIDENTIAL MEDIUM DENSITY AREAS IN PROXIMITY TO KEY ACTIVITY CENTRES AT HORNBY, LINWOOD AND PAPANUI

[DATED 21 JANUARY 2016]

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1.0 INTRODUCTION

1.1 PROPOSAL

1.1.1 The proposal is to rezone appropriate areas of land in proximity to three Key Activity Centres at Hornby, Linwood and Papanui as Residential Medium Density.

1.1.2 The scope of the proposal is confined to land around the three Key Activity Centres in accordance with the Panel's direction in Decision 10 that:

[454] By 3 p.m. on Monday 11 January 2016, the Council must lodge for the Panel's approval as being in a form suitable for notification a draft proposal for RMD zoning of areas around each of the Linwood (Eastgate), Hornby and Papanui (Northlands) KACs, each such area being:

- (i) Within the areas shown in Exhibit 4; and*
- (ii) Within 800 metres walkable distance of each of the facilities identified in Policy 14.1.1.2(a) of the Decision Version; and*
- (iii) In other respects in accordance with Policy 14.1.1.2 of the Decision Version;*

1.1.3 Policy 14.1.1.2 is set out in full in paragraph 1.2.4 below.

1.1.4 The areas which meet these three criteria are shown on Maps 1, 2 and 3 of Appendix 1 and as well as being located within the areas shown on Exhibit 4 (see para 1.1.2 below for an exception for land at Linwood), are described as residential land within an eight hundred metre walkable distance of Key Activity Centres at Hornby, Linwood and Papanui, a state primary or intermediate school, a bus routes and an area of public open space greater than four thousand square metres in size.

1.1.5 Except for specific land at Linwood, the scope of the proposal is confined in extent to the land in the areas the Council originally consulted on prior to public notification of the proposed Replacement District Plan. Those areas are described as '*Pre-notification Draft Residential Medium Density*' on the maps that form "*Exhibit 4 – 310 – CCC – (Residential) Maps – Medium Density Areas dated 24 March 2015 – 30-3-15.pdf*"¹.

1.1.6 The vast majority of the areas identified on Maps 1, 2 and 3 of Appendix 1 meet the criteria set-out in Policy 14.1.1.2(a). Within those areas that meet the criteria of Policy 14.1.1.2(a), all of these areas are otherwise in accordance with the balance of Policy 14.1.1.2 (i.e. sub-clauses (b) and (c)). Some specific areas consulted on for Residential Medium Density pre-Stage 1 notification in Exhibit 4 do not meet all of the location criteria set-out in Policy 14.1.1.2(a). In these cases boundaries are proposed that better achieve the outcomes sought by Objective 14.1.4 of the Chapter 14 (Decision version) and the associated policies. With respect to Hornby, a boundary that is more appropriate for the location of schools in the area after 2017 has been identified.

¹ Available at: <http://www.chchplan.ihp.govt.nz/wp-content/uploads/2015/03/Exhibit-4-310-CCC-Residential-Hearing-Maps-Medium-Density-Areas-dated-24-March-2015-30-3-15.pdf>

1.2 BACKGROUND

1.2.1 In Stage 1 of the proposed Replacement District Plan, the Council proposed a mix of Residential zones around a number of Key Activity Centres and larger Neighbourhood Centres. The proposal provided for some Residential Medium Density zoned land adjacent to Hornby, Linwood and Papanui. Decision 10 of the Independent Hearings Panel directed the Council to make further provision for Residential Medium Density zoned land around Hornby, Linwood and Papanui (Paragraph 454, Decision 10) as discussed above.

1.2.2 Exhibit 4 to the residential hearing on Stage 1 of the District Plan Review identifies the Residential Medium Density areas the Council originally consulted on prior to public notification of the Stage 1 Residential Chapter proposal.

1.2.3 Policy 14.1.1.2 (a) and (b) in the Decisions version of Chapter 14 provides:

a. Support establishment of new residential medium density zones to meet demand or housing in locations where the following amenities are available within 800 metres walkable distance of the area:

i. a bus route;

ii. a Key Activity Centre or larger suburban commercial centre;

iii. a park or public open space with an area of at least 4000m²; and

iv. a public full primary school, or a public primary or intermediate school.

b. Avoid establishment of new residential medium density development in:

i. high hazard areas;

ii. areas where the adverse environmental effects of land remediation outweigh the benefits;

or

iii. areas that are not able to be efficiently serviced by Council-owned stormwater, wastewater and water supply networks.

1.2.4 The areas that are proposed to become Residential Medium Density zone as part of this proposal are zoned as either Living 1 or Living 2 in the operative City Plan. These zones continue to apply until the Panel makes its decision on this proposal.

1.3 EVALUATION

1.3.1 The proposal as described above is based on the following evaluation. The evaluation has been made in respect to Decision 10 of the Independent Hearings Panel (11 December 2015) on the objectives and policies included in the Panel's decision on Chapter 14, and the specific directions of the Panel contained in that decision that relate to Residential Medium Density zoning of land around the three Key Activity Centres. This report has been prepared to fulfil the obligations of the Council under the Resource Management Act 1991 (the Act). This report should be read together with the Decision 10 on the Residential Chapter of the proposed Replacement District Plan (and associated evidence filed by the Council and Section 32 evaluation).

2.0 STRATEGIC CONTEXT

2.1 PURPOSE OF THE RESIDENTIAL CHAPTER

- 2.1.1 The purpose and scope of the Residential Chapter is discussed in the Panel's Decision 10.
- 2.1.2 Decision 10 on the Residential Chapter sets the objectives and policies for the provision of residential housing, including housing at medium density. It also provides the rules and methods for achieving the objectives. Those objective, polices rules and methods will apply to the land proposed to be zoned Residential Medium Density through this proposal.

3.0 RESEARCH

3.1 Process, Information Sources and Advice

- 3.1.1 In determining whether the proposed areas are most appropriately zoned as Residential Medium Density, in accordance with the Residential Chapter objectives and policies, the Council has received technical advice and assistance from various experts on the analysis of the location and constraint criteria of Policy 14.1.1.2 and the considerations arising from Objective 14.1.4 and its policies. Council technical staff have provided information and informal feedback throughout development of the proposal. Where appropriate, the Council has relied on information provided in evidence to the Stage 1 residential hearing of the District Plan Review, including the evidence of Housing New Zealand Corporation.²

3.2 Mapping of areas that meet the location criteria

- 3.2.1 Using a geographical information system, a walkable network was constructed for each of the Key Activity Centres to determine the access paths from each centre and other amenities to the surrounding land parcels. The walkable network was built using data the Council holds on the street network and pathways across public land. This data was augmented where required following checks on data quality and ground truthing. Access points to the network were determined for each of the four amenities listed in Policy 4.1.1.2 (a). Land parcels within 800 metres of each amenity were identified. This produced four data sets of land parcels; one data set for each the location criteria. A process of overlaying the four data sets identified which land parcels are within 800 metres walkable distance of all four amenities. This selection of land parcels was then assessed against the other criteria of Policy 14.1.1.2.

3.3 Infrastructure capacity

- 3.3.1 Infrastructure capacity for wastewater, stormwater and transport was assessed for the areas of intensification (including those at Hornby, Linwood and Papanui) as part of mediation and evidence preparation for Stage 1 of the Residential Chapter. The outcome of these assessments was provided as part of the Council's evidence to the hearings for Stage 1³.

² Statements of evidence of Paul Commons and Maurice Dale on behalf of Housing New Zealand Corporation, both dated 20 March 2015.

³ Statement of evidence of Bridget Mary O'Brien on behalf of Christchurch City Council, *Intensification - Wastewater*, 12 March 2015 at paragraphs 5.1-6.13. Statement of evidence of Robert Brian Norton on behalf of Christchurch City Council, *Intensification - Stormwater*, 11 March 2015 at paragraphs 5.1-6.2. Statement of evidence of Nilesh Dasharath Redekar on behalf of Christchurch City Council, *Intensification - Traffic Impacts*, 11 March 2015 at paragraphs 8.1-9.2.

- 3.4 High hazard areas
 - 3.4.1 High hazard areas have been identified and mapped as part of the District Plan and other processes. Mapping of these is available and form part of the proposals for Stage 3 of the District Plan review.
- 3.5 Areas where the adverse effects of land remediation outweigh the benefits
 - 3.5.1 The proposed Specific Purpose Flat Land Recovery Zone is identified as an area likely to fit within this category. This has been mapped as part of Stage 3 of the District Plan review.

4.0 RESOURCE MANAGEMENT ISSUES

4.1 STRATEGIC PLANNING DOCUMENTS

4.1.1 The Panel has discussed the higher order documents in its Decision 10 and Decision 1. The Council refers to that discussion in those decisions. Many issues are of a strategic nature and therefore consideration has already been given to the strategic policy direction in higher order documents that have been carried through into the Residential Chapter of the proposed District Plan through the Panel's Decision 10.

4.1.2 The Residential Chapter (Decision version) also contains objectives to reflect the outcomes sought in a number of strategic planning documents. A discussion of these objectives is contained within Decision 10, at paragraphs 49 to 50.

4.2 ORDER IN COUNCIL

4.2.1 The process for the Replacement District Plan is prescribed by the Order in Council made by Government on 7 July 2014. The Order in Council modifies the Act to provide a streamlined process for the review of the Christchurch City and Banks Peninsula District Plans and preparation of a Replacement District Plan. The Order in Council states that the Council must have particular regard to the Statement of Expectations (Schedule 4 of the order). The relevant expectations for the Residential Chapter and specifically the extent of the Residential Medium Density zone include:

- (a) *clearly articulates how decisions about resource use and values will be made, which must be in a manner consistent with an intention to reduce significantly (compared with the existing district plans) —*
 - (i) *reliance on resource consent processes; and*
 - (ii) *the number, extent, and prescriptiveness of development controls and design standards in the rules, in order to encourage innovation and choice; and*
 - (iii) *the requirements for notification and written approval:*
- (b) *provides for the effective functioning of the urban environment of the Christchurch district, reflecting the changes resulting from the Canterbury earthquakes, including changes to population, land suitability, infrastructure and transport:*
- (c) *facilitates an increase in the supply of housing, including by —*
 - (i) *confirming the immediate residential intensification changes included in the Land Use Recovery Plan; and*
 - (ii) *ensuring that the district plan has capacity to accommodate up to 23 700 additional dwellings by 2028 (as compared with the number of households in the 2012 post-earthquake period); and*
 - (iii) *addressing further intensification opportunities, in line with the Land Use Recovery Plan principle of supporting Key Activity Centres and the Central City; and*
 - (iv) *having regard to constraints on environmental and infrastructure capacity, particularly with regard to natural hazards; and*

- (v) *providing for a wide range of housing types and locations:*
 - (d) *ensures sufficient and suitable development capacity and land for commercial, industrial, and residential activities.*
- 4.2.2 Overall the location and extent of the proposed additional areas of Residential Medium Density zone around Hornby, Linwood and Papanui respond to the Statement of Expectations as follows:
- a. Contributes to the effective functioning of the urban environment that reflects changes to population, infrastructure and transport.
 - b. Contributes to the supply of land available for intensification of residential use and in so doing contributes to ensuring that there is capacity to accommodate up to 23,000 additional dwellings by 2028.
 - c. Provides for further intensification opportunities around three Key Activity Centres.
 - d. Provides for greater housing choice from the perspective of both housing type and location.
 - e. Reduces the need for resource consents for medium density housing across a wider area of Christchurch.

4.3 RESOURCE MANAGEMENT ISSUES IDENTIFIED

RESOURCE MANAGEMENT ISSUE 1 – Residential Medium Density Zoning - Hornby, Linwood and Papanui
Whether all of the area that meets the criteria in the Panel's direction at [454] of Decision 10 should be zoned Residential Medium Density, or whether some parts should continue to be excluded from the Residential Medium Density Zone, or whether additional land that meets the criteria in Policy 14.1.1.2 (a) and (b) but is not shown in Exhibit 4 (criteria (i) in [454] of the Panel's decision) should be included.

5.0 SCALE AND SIGNIFICANCE EVALUATION

5.1 LEVEL OF DETAIL

- 5.1.1 The level of detail required for the evaluation of the proposed District Plan provisions has been determined by an assessment of the scale and significance of the implementation of the proposed provisions. The scale and significance assessment considers the environmental, economic, social and cultural effects of the provisions and whether the provision:

Is directed by a higher order document; and/or

1. is important to resolve an issue or problem particularly to protect life and property; and/or
2. relates to a wide range of policy options or only variations of a theme; and/or
3. where it is a policy direction, radically changes from business as usual under the operative City Plan; and/or
4. where it is a policy, will affect reasonable use of land; and/or
5. adversely affects specific stakeholder interests including Ngāi Tahu; and/or
6. gives rise to adverse effects and whether there is certainty of effects based on the availability of information to assess benefits and costs.

- 5.1.2 The decision of the Panel limits the potential scope of the issues to be considered to whether the three additional areas proposed to be rezoned Residential Medium Density would be the most appropriate way to achieve the Objectives and policies of the proposed Replacement District plan, particularly Policy 14.1.1.2. Therefore, this requires a focused evaluation.

5.2 EVALUATION OF OPTIONS

- 5.2.1 The evaluation contained within this Section 32 report is confined to an evaluation of the two alternative options that address the resource management issue provided in paragraph 4.3. Specifically, the options are:

1. Zone land as Residential Medium Density around the three Key Activity Centres at Hornby, Linwood and Papanui where it meets the criteria of Policy 4.1.1.2, or;
2. For the areas to be zoned either as Residential Suburban or Residential Suburban Density Transition zone as already notified in Stage 1 of the District Plan Review on 27 August 2014.

- 5.2.2 Section 32(1)(b) requires an evaluation of whether the provisions are the most appropriate way to achieve the objectives by identifying other reasonable practicable options, assessing the efficiency and effectiveness of the provisions in achieving the objectives, and summarising the reasons for deciding on the provisions.

- 5.2.3 The evaluation must identify and assess the benefits and costs of environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions, including opportunities for economic growth and employment. The assessment must if practicable quantify the benefits and costs and assess the risk of acting or not acting if there is uncertain or insufficient information available about the subject matter.

- 5.2.4 A wider evaluation of the appropriateness of the provisions for Residential Medium Density zone was undertaken by the Panel in Decision 10.

5.3 EVALUATION OF OPTION 1

Summary of approach

- 5.3.1 Residential land around Hornby, Linwood and Papanui that meets the criteria set-out in Policy 14.1.1.2 (a) and (b) is zoned for Residential Medium Density.
- 5.3.2 Unless otherwise noted and described in Table 1, all the land identified on Maps 1, 2 and 3 of Appendix 1 as proposed Residential Medium Density meets the location and exclusion criteria set-out in Policy 14.1.1.2 (a) and (b) and are contained within the '*Pre-notification Draft Residential Medium Density*' boundary. This approach is considered to be an efficient and effective provision for achieving Objective 14.1.1 of the proposed District Plan. An assessment against other Objectives and Policies (only where relevant) of the Residential Chapter (Decision version) is set-out in Table 2.
- 5.3.3 Unless otherwise noted and described in Table 1, all land within the '*pre-notification Draft Residential Medium Density*' boundary not identified on Maps 1, 2 and 3 of Appendix 1 was found to not meet one or more of the location and exclusion criteria set-out in Policy 14.1.1.2 (a). Consequently this land is not proposed for Residential Medium Density and should be zoned as Residential Suburban or Residential Suburban Density Transition as notified in Stage 1 of the District Plan Review, 27 August 2014. This approach is considered to be an efficient and effective provision for achieving Objective 14.1.1 of the proposed District Plan.
- 5.3.4 Infrastructure capacity is available or can be provided for Residential Medium Density development within the areas identified in this proposal.
- 5.3.5 All of the land identified in this proposal avoids areas of high hazard risk and areas where the adverse environmental effects of land remediation outweigh the benefits.
- 5.3.6 Some parcels of land that meet the criteria have been excluded from the proposal. Conversely, some parcels of land that do not meet the criteria have been included. Details of these areas, the relevance of the location and exclusion criteria, and a specific assessment against the relevant objectives and policies of the proposed District Plan, are provided in Table 1. Unless otherwise described, the parcels of land noted in Table 1 are within the '*pre-notification Draft Residential Medium Density*' boundary.
- 5.3.7 Specific assessment is provided in Table 1 for the evaluation of criteria qualification around Hornby that relate to the current and known future location of schools in the area after 2017.
- 5.3.8 Housing New Zealand has separately contacted the Panel seeking to have the area of land at Linwood (east of Jollie Street, including Thomas Street, Rasen Place and Nalder Place) also be included within the Proposal. This land is outside the '*pre-notification Draft Residential Medium Density*' boundary area originally consulted on by Council. The Panel has requested that Council includes assessment of this area against matters (ii) and (iii) contained in paragraph [454] of Decision 10, and this has been included in Table 1.

Benefits

5.3.9 An increase in the provision for medium density housing around the three Key Activity Centres is anticipated to provide the following benefits:

1. Accommodate population growth.
2. Support the recovery of the Key Activity Centres.
3. Increase the range of housing choice, both in terms of housing type and location.
4. Support the efficient and effective delivery of facilities and services.
5. Support an efficient and effective transport network.
6. A reduction in consenting costs and time for landowners seeking to redevelop their land for medium density housing.

5.3.10 It has not been practical to quantify or monetise these benefits since the Panel issued its Decision 10 on 10 December 2015.

Costs

5.3.11 An increase in the provision for medium density housing around the three Key Activity Centres is anticipated to have the following costs:

1. Reduce the supply, over time, of low-density housing choice in close proximity to Key Activity Centres.
2. Change, over time, the character of existing residential areas that will be zoned for intensification from a prevailing low-density and low-rise urban form to a more built-up and multi-storey urban form.

5.3.12 It has not been practical to quantify or monetise these benefits since the Panel issued its Decision 10 on 10 December 2015.

The risk of acting or not acting

5.3.13 There is considered to be sufficient degree of certainty and information about the subject of this proposal with regard to the location qualifying criteria and infrastructure provision, and the avoidance of high hazard areas and areas where the adverse environmental effects of land remediation outweigh the benefits. The risk associated with acting is therefore low. The possible consequence of not acting is that areas of the District and the District as a whole may not achieve the outcomes necessary to meet the housing needs of current and future residents of the District. This likelihood of this risk is considered medium.

The direction of the Panel

5.3.14 With the exceptions noted in Table 1, this approach will fulfil the direction of the Panel in their Decision 10, paragraph 454.

Table 1. Evaluation of specific areas proposed to be included or excluded from the RMD zone against Policy 14.1.1.2.

1. Hornby	
Land description / address	<u>Proposal:</u> <i>Assessment against relevant criteria;</i> and Reason for RMD zone inclusion or exclusion
Area around the site of the former Branston Intermediate School (part). Comprising: Land at 28, 30, 32, 34, Brynley Street, 35, 37, 39, 41, 43, 45, 49, 47A, 47B, 51, 53, 55, 54, 56, 58, 60, 62, 64, 66, 68, Trevor Street, 39, 41A, 41, 43, 43A, 45, 47, 49C, 49, 49A, 51, 53B, 53A, 55, 55A, 55B, 55C, 57, 57A, 59, 59A, 61, 61A, 60, 62, 64, 64A, 66, 66A, 68, 68A, 70, 72, 72A Aymes Street, 88, 90, 92, 94, 96, 98, 100 Blankney Street (as shown in Map 1, Appendix 1).	<u>Zone as Residential Medium Density</u> <i>South Hornby School is currently located on Shands Road, south of Main South Road. This location is a significant factor in identifying a qualifying area to the west of the Hornby KAC. The school will move to a new site on Amyes Road⁴ (the former Branston Intermediate School site⁵) from 2017. The assessment of the location qualifying areas has been based on the post-2017 site with the outcome being a larger qualifying area around Amyes Road and a reduced area to the west of the Hornby KAC.</i> This approach is considered to most effectively address the aspirations for medium to long term growth in housing supply for the area and the location criteria of Policy 14.1.1.2(a).
Area west of Hornby KAC (part). Comprising: 111, 113, 115, 117, 119, 121, 123, 125, 127, Denise Crescent, 479 Main South Road, 1, 3, 5, 7, 9, 11, 13, 15, 17, 19 Parker Street, 4, 14, 14A, 16, 10, 12, 12A, 12B Seymour Street, 47, 49, 51, 52, 55, 53 Skerten Avenue, 1, 2, 3, 4, 6 Springmead Place, 6, 8, 9, 10, 11, 12, 13, 15, 17 Steele Street, 3, 5, 7, 8, 9, 11, 11A, 13, 14, 15, 16, 17, 19, 21 Woodcote Avenue (as shown in Map 4, Appendix 2).	<u>Exclude from the Residential Medium Density zone and zone as either Residential Suburban or Residential Suburban Density Transition commensurate with the notified version of Chapter 14, 27 August 2014.</u> <i>South Hornby School is currently located on Shands Road, south of Main South Road. This location is a significant factor in identifying a qualifying area to the west of the Hornby KAC. The school will move to a new site on Amyes Road (the former Branston Intermediate School site) from 2017. The assessment of the location qualifying areas has been based on the post-2017 site with the outcome being a larger qualifying area around Amyes Road and a reduced area to the west of the Hornby KAC.</i> This approach is considered to most effectively address the aspirations for medium to long term growth in housing supply for the area and the location criteria of Policy 14.1.1.2(a) by recognising the relocation of the school.
2. Linwood	
Land description	<u>Proposal,</u> <i>Assessment against relevant criteria;</i> and Reason for RMD zone inclusion or exclusion
Bordesley Road, area comprising: 152, 152A Olliviers Road, 154, 156, 162, 164, 168, 172, 174, 178, 180, 182, 184 Bordesley Road	<u>Include as Residential Medium Density zone</u>

⁴ Greater Christchurch Education Renewal Property Programme, Renewal Fact sheet November 2015, page 3 http://www.beehive.govt.nz/sites/all/files/MOE_Nov_Fact_Sheet_Property_combined_10.pdf and Property Update Education Renewal Property Programme, <http://www.education.govt.nz/assets/Documents/Primary-Secondary/Property/Initiatives/GCERPropertyUpdate-Issue2.pdf>

⁵ Branston Intermediate School closed 27 January 2014. See page 2138 New Zealand Gazette, No. 78, 20 June 2013. [http://www.dia.govt.nz/Pubforms.nsf/NZGZT/NZGazette78Jun13.pdf/\\$file/NZGazette78Jun13.pdf](http://www.dia.govt.nz/Pubforms.nsf/NZGZT/NZGazette78Jun13.pdf/$file/NZGazette78Jun13.pdf)

	<p><i>The area does not meet the walkability criteria to schools (by between approximately 35 and 150 metres). In addition 152 — 168 Bordesley Road are not within 800 metres of the KAC (by between approximately 10 and 70 metres).</i></p> <p>The area is adjacent on three sides to areas zoned/proposed for RMD in either Decision 10 and/or this proposal. Inclusion of the areas would enable a logical urban form and the non-compliances with the location criteria are minor in their context and it is considered that overall Policy 14.1.1.2 is met when balanced against the other objectives and policies these areas can be included in the RMD. It is noted specifically that these areas might be comprehensively developed and their inclusion in the RMD zone is considered to be the most effective and efficient way to achieve the outcomes sought by Objective 14.1.4, and particularly Policy 14.1.4.2.</p>
<p>Area to the south-east of Linwood KAC, comprising: 6, 8, 10, 12, 14, 16, 18, 20, 24, 26, 28, 34, 48, 50, 52, 54, 56, 58, 2, 4, 44E, 22, 2/44, 3/44, 4/44, 1/44, 30, 32, 64, 66, Jollie Street, 311, 313, 315, 317, 319, 321 Linwood Avenue, 4, 5, 6, 7, 8, 9, 9A, 10, 11, 12, 13, 1A, 3A, 1, 3 Nalder Place, 3, 4, 5, 7, 8, 9, 10, 11, 12, 15, 17, 18, 19, 21, 14, 16, 6A, 6B, 20, 22 Rasen Place, 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 13, 15, 16, 17, 18, 19, 20, 21, 26, 28, 30, 32, 34, 36, 22, 23, 24, 12, 14 Thomas Street (shown in Map 5, Appendix 3)</p>	<p><u>Include as Residential Medium Density zone</u></p> <p><i>The area meets the criteria of Policy 14.1.1.2 but is not within the 'pre-notification Draft Residential Medium Density' boundary shown on Exhibit 4.</i></p> <p>Approximately half of the land within this area is owned by Housing New Zealand Corporation (HNZC). The majority of HNZC owned land parcels are contiguous with another HNZC owned land parcel. These form a number of agglomerations of HNZC owned land, particularly around Nalder Place and Rasen Place. Inclusion of this area as RMD aligns with the strategic housing supply direction of HNZC (as provided in their evidence to the Chapter 14 hearings⁶) and particularly for the delivery of social housing needs in Christchurch. This evidence presented by HNZC at the Stage 1 Residential hearing confirmed the importance of the delivery of social housing needs. This land can be differentiated from other land not consulted on pre-Stage 1 notification, as the common ownership (by HNZC) across contiguous sites supports comprehensive redevelopment on larger, agglomerated, sites. This may be considered a more effective and efficient approach to deliver medium density housing.</p> <p>Further provision for RMD in this area is the most appropriate way to achieve the outcomes sought in general by Objective 14.1.1, and with particular reference to the extensive land holdings of HNZC in the area, the most appropriate way of achieving the outcomes of Objective 14.1.1 (ii). The potential for wider scale, comprehensive development across a number of sites that this part of the proposal creates, is the most appropriate way to achieve Objective 14.1.4 and particularly the outcome sought by Policy 14.1.4.2 (ii). Inclusion of this additional land also achieves Strategic Directions 3.3.4(b)(i), that a range of housing opportunities are available to meet the diverse and changing population and housing needs of</p>

⁶ Statement of evidence of Paul John Commons on behalf of Housing New Zealand Corporation, 20 March 2015, at paragraphs 57, 61, 66, 70—73, 89 and 98. Statement of evidence of Maurice Richard Dale in behalf of Housing New Zealand Corporation, 20 March 2015, at paragraphs 14.3, 14.4 and 14.5.

	Christchurch residents, including affordable, community and social housing.
3. Papanui	
Land description	<u>Proposal.</u> <i>Assessment against relevant criteria;</i> and Reason for RMD zone inclusion or exclusion
Shearer Avenue, area comprising: 21, 23, 25, 27 and 29 Shearer Avenue	<u>Include as Residential Medium Density zone</u> <i>This area does not meet the walkability criteria for schools (by between approximately 10 and 100 metres).</i> The area is adjacent on three sides to areas zoned/proposed for RMD in either Decision 10 and/or this proposal. Furthermore, these parcels are located at the end of a cul-de-sac, the remainder of which is proposed for RMD. Inclusion of the areas would enable a logical urban form and the non-compliances with the location criteria are minor in their context and it is considered that overall Policy 14.1.1.2 is met when balanced against the other objectives and policies these areas can be included in the RMD. Also these areas might be comprehensively developed and their inclusion in the RMD zone is considered to be the effective and efficient way to achieve the outcomes sought by Objective 14.1.4, and particularly Policy 14.1.4.2.

Table 2. Evaluation against other Objectives and Policies of the proposed Chapter 14 (Decisions version)

Table 2 Note: This table only includes those objectives, policies and rules that have relevance to this proposal.	
Objective, Policy, Rule	Evaluation
14.1.1 Objective - Housing Supply	The proposal is an efficient and effective way to achieve the Objective. Opportunities to increase housing supply will become more numerous around the three KACs.
14.1.1.1 Policy - Housing distribution and density	The proposal is an efficient and effective way to address the policy in that it provides for more opportunities for medium density housing where there is ready access to a wide range of facilities, services, public transport, parks and open space.
14.1.1.3 Policy - Needs of Ngāi Tahu Whānui	The proposal is an efficient and effective way to address the policy in that it provides for more opportunities to address the housing needs of Ngāi Tahu Whānui across a wider area of the city.
14.1.1.5 Policy - Non-household residential accommodation.	The proposal is an efficient and effective way to address the policy in that it provides for more opportunities for non-household residential accommodation across a wider area of the city.
14.1.3 Objective - Strategic infrastructure	The proposal is an efficient and effective way to achieve the Objective in that it avoids Residential Medium Density development in areas likely to impact upon the efficient operation of strategic infrastructure.

14.1.3.1 Policy — Avoidance of adverse effects on strategic infrastructure	The proposal is an efficient and effective way to achieve the Objective in that it avoids Residential Medium Density development likely to impact upon the efficient operation of strategic infrastructure.
14.1.4 Objective — High quality residential environments	The proposal is an efficient and effective way to achieve the Objective.
14.1.4.2 Policy — High quality, medium density residential development	Proposal is an effective and efficient way to address the outcomes sought in (ii) of the Policy in that it provides opportunities for site amalgamation and redevelopment across a large-scale residential intensification area.
14.3.3.3 Rule - Building height and maximum number of storeys Table Item 2. Residential Medium Density Lower Height Limit Overlay.	This overlay applies to areas zoned Residential Medium Density through the Panel's Decision 10. For the purposes of consistency with Decision 10 and to effectively achieve the outcomes sought through Objective 14.1.4, the overlay is extended through this proposal over the new Residential Medium Density areas.

5.3.15 Other than the extension of the RMD zoning and the lower height limit overlay addressed in Table 2, there are no site specific adjustments to the rules/planning maps of the proposed District Plan that are considered necessary or appropriate for this proposal.

Special Amenity areas and Character Areas

5.3.16 The operative City Plan contains provisions for Special Amenity Area 16 (St James Avenue). There is one addition to the operative Living 1 rules that apply to the Special Amenity Area: road setback (street scene). This rule requires that buildings are set back from the street at least six metres.

5.3.17 The notified Chapter 14 of the proposed District Plan that forms Stage 2 of the District Plan Review includes a proposal for a Character Area (Category 2) overlay focused on St James Avenue in Papanui (CA19). Part of the land within the proposed St James CA19 is included in this proposal for rezoning to Residential Medium Density. The proposed rules for Category 2 Character Areas have the potential to increase consenting requirements and impact upon the maximum extent of redevelopment using the Residential Medium Density provisions. The extent of the impact will however be dependent on site specific conditions. Medium density housing development is an achievable outcome within Character Areas. Conversely, the character values sought for the proposed Category 2 Character Area can be achieved with medium density housing development.

5.4 EVALUATION OF OPTION 2

Summary of approach

5.4.1 Residential land around Hornby, Linwood and Papanui is zoned for either Residential Suburban or Residential Suburban Density Transition.

5.4.2 The land identified on Maps 1, 2 and 3 of Appendix 1 has already been notified with a Residential Suburban or Residential Suburban Density Transition zoning in Stage 1 of the

District Plan Review, 27 August 2014. This method is considered to not be an efficient and effective provision for achieving Objective 14.1.1 of the proposed District Plan, in that:

1. It does not sufficiently enable a wider range of housing types, sizes and densities around the Key Activity Centres of Hornby, Linwood and Papanui.

Benefits

5.4.3 Retaining the existing residential density around the three Key Activity Centres is anticipated to provide the following benefits:

1. Provides a supply of low-density housing choice in close proximity to Key Activity Centres.
2. Retains the character and amenity of these existing residential areas.

5.4.4 It has not been practical to quantify or monetise these benefits since the Panel issued its Decision 10 on 10 December 2015.

Costs

5.4.5 An increase in the provision of Medium Density Residential zone around the three Key Activity Centres is anticipated to result in the following costs:

1. Reduced capacity to accommodate population growth.
2. Less support for the recovery of the Key Activity Centres.
3. Less opportunity to increase the range of housing choice, both in terms of housing type and location.
4. Less opportunity for the efficient and effective delivery of facilities and services.
5. Less opportunity to support an efficient and effective transport network
6. An increase in consenting costs and time for landowners seeking to redevelop their land for medium density housing.

5.4.6 It has not been practical to quantify or monetise these benefits since the Panel issued its Decision 10 on 10 December 2015.

The risk of acting or not acting

5.4.7 There is considered to be a sufficient degree of certainty and information about the subject of this proposal. The risk associated with acting on this option is that areas of the District and the District as a whole may not achieve the outcomes necessary to meet the housing needs of current and future residents of the District. The likelihood of this is considered to be medium as some provision for intensification in Residential Suburban and Residential Suburban Density Transition zones will be available through other provisions of the proposed District Plan.

The direction of the Panel

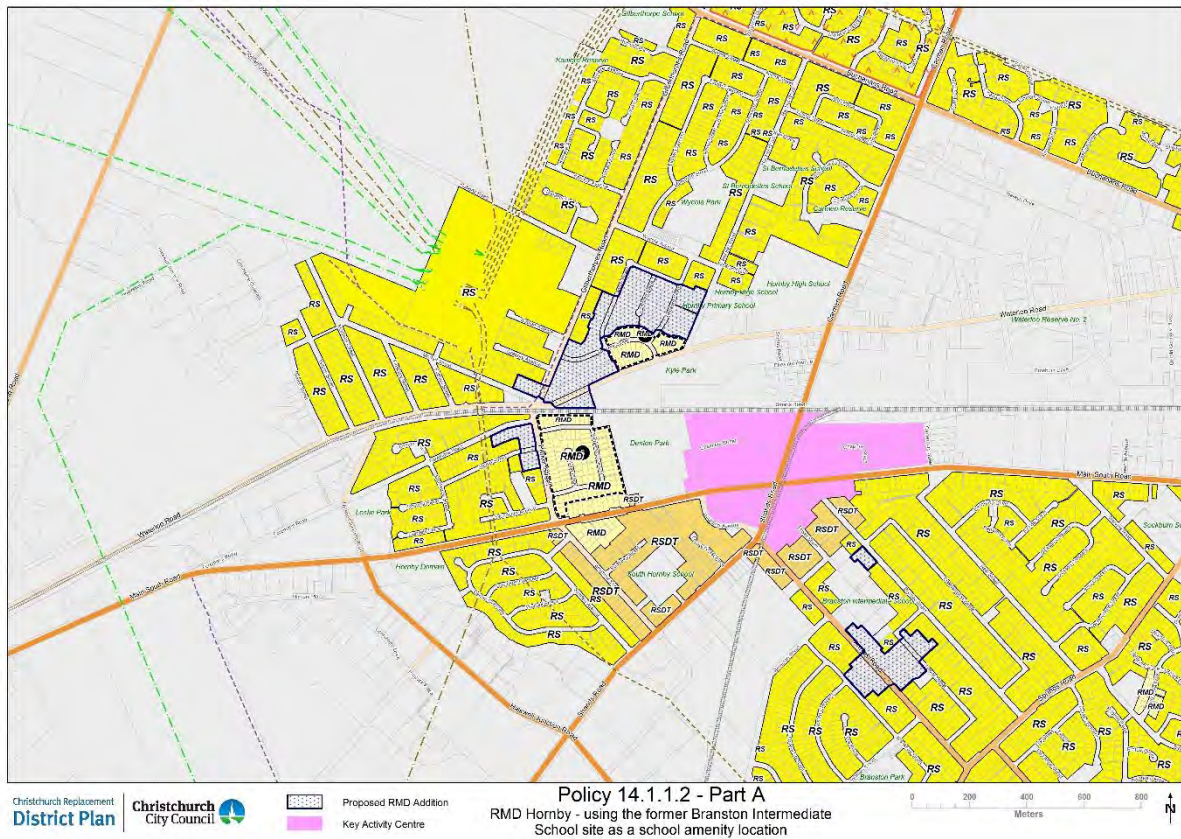
5.4.8 This approach will not fulfil the direction of the Panel in their Decision 10, paragraph 454.

5.5 CONCLUSION

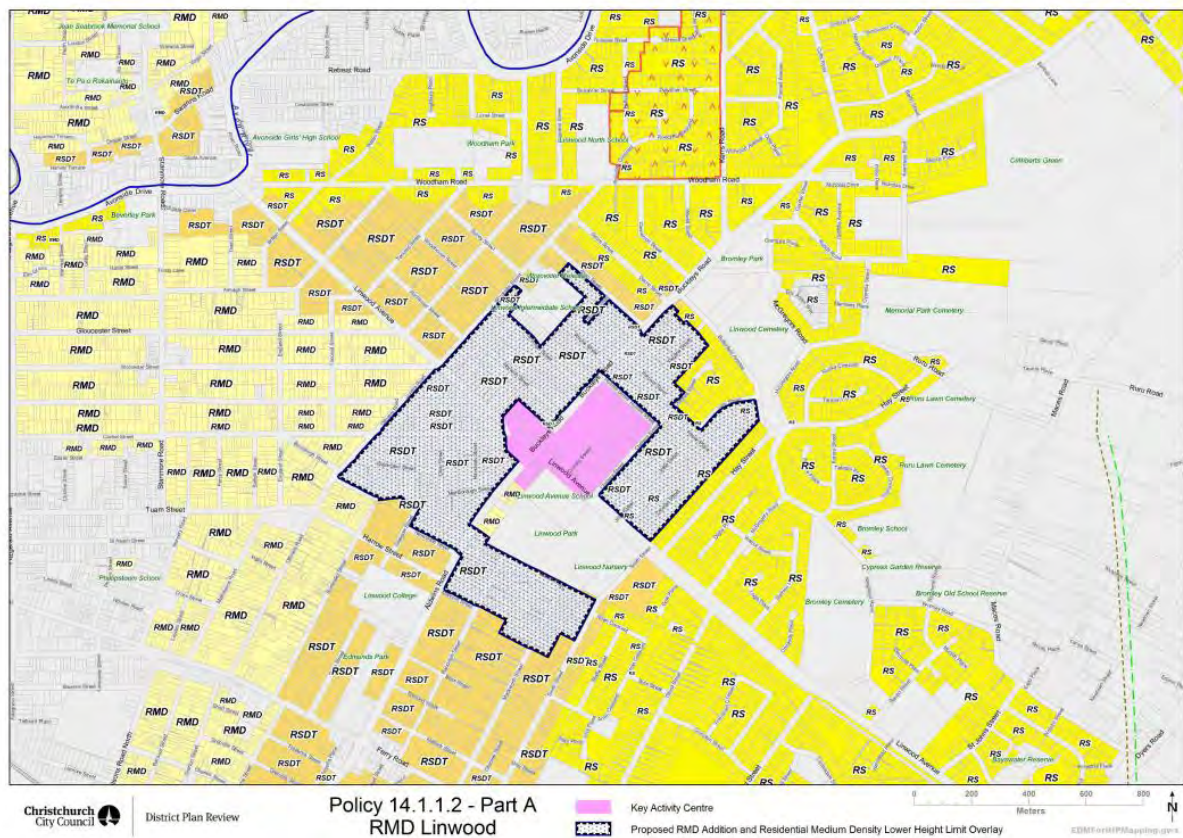
5.5.1 Option 1 is considered the most appropriate approach to achieve Objective 4.1.1 of Chapter 14 of the proposed District Plan and fulfil the direction of the Independent Hearings Panel's Decision 10. With Option 1, the benefits to the environment outweigh the costs.

Appendix 1. Maps showing extent of proposed Residential Medium Density zone around Hornby, Linwood and Papanui.

Map 1. Hornby



Map 2. Linwood

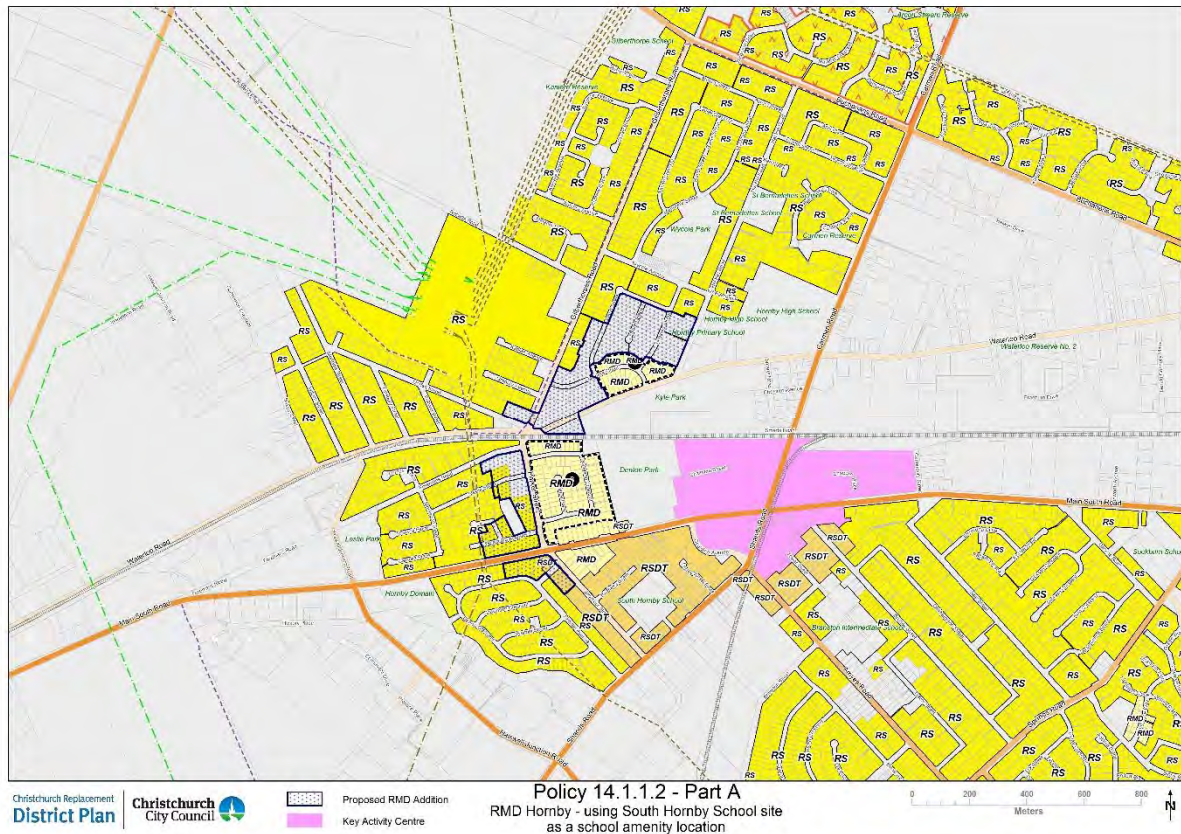


Section 32 Evaluation - Additional Residential Medium Density Areas in proximity to Key Activity Centres at Hornby, Linwood and Papanui



Appendix 2.

Map 4 showing extent land meeting the qualification criteria for the Residential Medium Density zone around Hornby Key Activity Centre based on the current (January 2016) location of South Hornby School. This map is provided for information only and does not form part of the proposal.



Appendix 3

Map 5 showing the extent of the land referred to in Table 1 that meets the qualification criteria for the Residential Medium Density zone around Linwood Key Activity Centre but is outside the 'pre-notification Draft Residential Medium Density' boundary shown on Exhibit 4. This area is annotated as 'Proposed RMD Addition — Housing NZ Addition'. The area is included in the proposal. This map is provided for information only.

