

Appendix 2: Amendments to the Canterbury Regional Policy Statement

The changes proposed in this Appendix are to insert a new Chapter 6 into the CRPS that provides statutory provisions for enabling rebuilding and redevelopment, including priority areas. This will achieve an efficient, sustainable, functional and desirable greater Christchurch. The chapter will identify provisions including:

- The location, type and mix of residential and business activities, within the geographic extent of greater Christchurch, including priority areas for development through to 2028;
- The network of Key Activity Centres needed to provide a focus for commercial activity, medium-density housing, community facilities, public greenspace and public and active transport networks;
- The methods to ensure integration of land use with natural, cultural, social and economic outcomes, transport and other infrastructure including stormwater management planning;
- Areas where rebuilding and development may not occur within the period of the Recovery Plan, including recognising specific constraints including natural hazards and environmental constraints such as the protection of people's health and well-being relating to development under the airport noise contour, with an exception for Kaiapoi reflecting the special circumstances following the earthquakes;
- Minimum residential densities relating to different housing locations, Greenfield and Brownfield;
- Require urban design matters to be addressed at a range of scales for business, housing and mixed-use development; and
- Development of housing options on Māori Reservation 873.

CHAPTER 6 – Recovery and Rebuilding of Greater Christchurch – Land Use and Infrastructure Framework

INTRODUCTION

The insertion of this chapter into the CRPS was directed by the Minister for Earthquake Recovery in the Land Use Recovery Plan for greater Christchurch. The chapter is not inconsistent with the Recovery Strategy for Greater Christchurch and the Christchurch Central Recovery Plan, and supports their implementation. The provisions within this chapter provide a land use and infrastructure framework to be applied under the Resource Management Act 1991.

Chapter 6 provides a resource management framework for the recovery of greater Christchurch,¹ to enable and support earthquake recovery and rebuilding, including restoration and enhancement, for the area through to 2028 – the period considered to be the key recovery period. Recovery in greater Christchurch is also supported by provisions in Chapter 5 – Landuse and infrastructure that are notated “Entire Region”. The provisions in the remainder of the Canterbury Regional Policy Statement (CRPS) also apply.

The purpose of Chapter 6 is to provide for development in a way that achieves the purpose of the Resource Management Act 1991, as well as achieving recovery of Greater Christchurch pursuant to the Canterbury Earthquake Recovery Act 2011.

Rebuilding means:

- (a) extending, repairing, improving, subdividing, or converting any land, infrastructure, or other property; and
- (b) rebuilding communities

Recovery includes restoration and enhancement

As directed by the Land Use Recovery Plan, Chapter 6 sets the objectives to be achieved for greater Christchurch during the recovery period, which includes the intended land use distribution for Greater Christchurch for the planning period through to 2028. In particular, the land use and infrastructure framework includes:

- the location, type and mix of business and residential activities within specific geographical areas to support recovery and rebuilding;
- priority areas for development; and
- provision for the integration of infrastructure and transport networks to support recovery.

It also determines the areas where rebuilding and development should not occur, recognising specific environmental constraints including natural hazards. In the period through to 2028, it is essential for recovery that resources within local government are focused on delivering the outcomes based on the land use and infrastructure framework.

¹ The geographic extent of greater Christchurch, for the purposes of this chapter, is shown on Map 1. The Ashley River/ Rakahuri lies to the north, the Waimakariri River cuts through the centre, the Port Hills and Selwyn River lie to the south and Pegasus Bay and Lyttelton Harbour are to the east. It excludes the area of Banks Peninsula as indicated in Map XX. In Waimakariri District, Two Chain Road is the western boundary of the sub-region and in Selwyn District the western boundary follows Highfield and Station Roads.

The provisions of Chapter 6 deliver a framework that will ensure greater Christchurch recovers to be a well-planned, attractive, prosperous, culturally rich and socially diverse modern metropolitan area. A key component of the recovery will be ensuring that the greater Christchurch area maximises opportunities for its residents, service providers and visitors through better transport, supporting businesses and services, and attracting investment, all operating within a safe and healthy environment. This also means efficiently rebuilding and providing new infrastructure, protecting its operation, and making sure that development properly integrates with it.

For discussion and provisions regarding specific resource matters (for example energy, biodiversity and landscape), further reference should be made to other chapters in the CRPS.

6.1 ISSUES

The Recovery Strategy for the Built Environment, as well as the Land Use Recovery Plan, contains the following goals which are relevant to this Chapter:

Develop resilient, cost effective, accessible and integrated infrastructure, buildings, housing and transport networks - by:

- *coordinating and prioritising infrastructure investment that effectively contributes to the economy and community during recovery and into the future;*
- *supporting innovative urban design, buildings, technology and infrastructure to redefine greater Christchurch as a safe place built for the future;*
- *rebuilding infrastructure and buildings in a resilient, cost-effective and energy-efficient manner;*
- *developing a transport system that meets the changed needs of people and businesses and enables accessible, sustainable, affordable and safe travel choices;*
- *zoning sufficient land for recovery needs within settlement patterns consistent with an urban form that provides for the future development of greater Christchurch;*
- *having a range of affordable housing options connected to community and strategic infrastructure that provides for residents participation in social, cultural and economic activities; and*
- *drawing on sound information about ongoing seismic activity and environmental constraints, including other natural hazards and climate change.*

The CRPS needs to provide an overarching land-use framework for greater Christchurch, in order to be consistent with the Recovery Strategy and the Land Use Recovery Plan, and to achieve the purpose of the Resource Management Act. Provision of the framework will ensure the efficient and effective application of limited financial and human resources, enable timely recovery decisions to be made with confidence, deliver value for money and make the most of the opportunities for the redevelopment of damaged urban areas and infrastructure, and the development of new areas. Failure to provide guidance to the community and markets could result in decision making with short-term horizons and lead to the inefficient and ineffective allocation of resources.

Land-use planning processes need to support, facilitate and enable the recovery by allowing the market to operate in an efficient and effective way. Plans, policies, processes and the right incentives need to be in place to respond to the impacts and effects arising from the earthquakes. This includes responses to issues created by Red Zone decisions and the loss of accommodation, business relocations, emerging building trends, changing demographics, changes in flood levels, sea-level rise and liquefaction risk, and many other issues that are influencing the speed of recovery.

The recovery of greater Christchurch will involve large investments in core infrastructure by central government, local government, and other infrastructure providers and developers. It is essential that decision making on the location and timing of land-use development is taken in the context of a thorough understanding of the practical implications of infrastructure supply. The availability of public funds and associated human resources is insufficient to meet all development demands that might occur concurrently, therefore a sequenced approach to the development of greenfield land or else an acceptance of lower levels of service for periods of time is required. This is a matter especially relevant to the provision of transport infrastructure and services, which are constrained in delivery by the availability of central and local government funding and the availability of specialist skills.

In order to be consistent with the Recovery Strategy and the Land Use Recovery Plan, and to achieve the purpose of the Resource Management Act 1991, this Chapter recognises the following significant resource management issues for the region, arising from the effects of the earthquakes and the need for recovery of greater Christchurch:

Issue 6.1.1 - Development trends

Development trends within greater Christchurch since the earthquakes are resulting in an unusually high predominance of low-density greenfield development that is not the most appropriate for recovery and meeting the future needs of people and communities. In particular, there needs to be a diversity of housing types to recognise the range of needs of people and communities and to provide for a more efficient and sustainable urban form.

Explanation

An increasing share of the new dwelling construction in Christchurch City and the Selwyn and Waimakariri Districts that are within the Greater Christchurch sub-region is occurring in low-density “greenfields” development. This is evidenced by monitoring of subdivision and building consents for Greater Christchurch. The resulting urban form is inappropriate because it causes more dislocated communities, reduced accessibility to nearby employment opportunities, community facilities and services, and places a heavy reliance on road transport, particularly private motor vehicles for personal transportation. While these issues will be present during the recovery period they will continue to exist and likely be exacerbated beyond this timeframe, given:

- (a) The changing demographic structure of the population, which will see an increasing percentage of the population in the older age groups, and thus result in a changing pattern of demand for housing, community services and transport modes.
- (b) Uncertainty about the availability and/or cost of fossil fuels which calls into question the feasibility of the present high level of reliance on private motor vehicles, particularly for day-to-day use.

- (c) The need to reduce carbon emissions in line with international commitments. The reduction in the levels of private motor vehicle use is one of the main ways in which people in Greater Christchurch can reduce our contribution to global warming.
- (d) The increased cost of developing and maintaining supporting infrastructure, including the transport system.

Issue 6.1.2 – Enabling recovery, rebuilding and development

How to provide certainty to the community and businesses around how greater Christchurch will accommodate expected population and household relocation and growth, housing needs and economic activity during the recovery period in an efficient and sustainable manner. This includes providing for a diverse community with a range of incomes, needs and business types.

Explanation

While the needs for greater Christchurch in the long term are important, recovery and rebuilding in the short term is critical.

The community requires certainty around where recovery development will take place during the recovery period to enable planning for delivery of infrastructure and protection of key resources such as transport networks, water supply, and other significant natural and physical resources. In particular, it is important that resources are directed to specific geographic areas, to enable efficient and effective public investment of in strategic, network and social infrastructure. Without certainty and forward planning, recovery for the central city, suburban centres, and satellite townships around greater Christchurch and their associated rebuilding will be slower, and will result in inefficient investment decisions being made by infrastructure providers and developers, and incur unnecessary additional costs for local authorities.

When making decisions around accommodating residential and business relocation and growth over the recovery period, it is recognised that there are a range of needs among the community; both in terms of residential accommodation and business provision. A spectrum of housing types needs to be available to accommodate people on different levels of income and with different requirements, including a possible temporary working population, as well as providing for diversity among the different business types that operate within Greater Christchurch, from small offices and retail, through to large industrial sites. It is important that the functions of different types of business zones are protected to ensure that lower value industrial land is not competing with potentially higher value office and retail development.

Issue 6.1.3 - Adverse effects arising from development

Development can result in adverse effects on the environment, which if not identified and avoided or mitigated where appropriate, could result in inappropriate outcomes, for the region’s natural and physical resources, and reduce Greater Christchurch’s resilience and ability to provide for the needs of people and communities. Poorly planned development can increase risk from natural hazards and the effects of climate change, create resource use

conflicts, prevent the efficient and effective delivery of infrastructure and services, and result in greater overall energy consumption.

Explanation

There are a number of environmental challenges to providing for recovery, rebuilding and development in Greater Christchurch. These need to be recognised and provided for through a clear planning framework. For Greater Christchurch, the key resource management issues include:

- (a) The potential for contamination of Christchurch City's drinking water as a result of inappropriate development over the unconfined aquifer to the west of the city;
- (b) The potential to compromise or lose significant natural resources, character and amenity, and lost opportunities for enhancement;
- (c) The potential to undermine the role and function of the city, suburban and satellite town centres, together with the investment made in these centres.
- (d) Risk to people and property from natural hazards such as flooding, coastal inundation, earthquakes, rockfalls / slippage or coastal erosion;
- (e) Sea-level rise and the effects of climate change
- (f) Conflicts between legitimately established activities and sensitive activities which seek to locate in proximity to these (reverse sensitivity);
- (g) Efficient and effective provision for maintenance, upgrade and delivery of services and infrastructure, in particular strategic infrastructure;
- (h) Minimising energy consumption;
- (i) Providing for development in the right place, at the right time, to meet the needs of the community;

Within these issues lies an opportunity to plan for better outcomes and make better decisions about the resources that are used for Greater Christchurch to rebuild and recover.

A key element in successful recovery and rebuilding is the recognition of existing infrastructure and service delivery. It is important that relocation and growth during the recovery period does not compromise the efficient operation of infrastructure, particularly strategic infrastructure.

Recovery can be more effectively and efficiently achieved if it supports existing centres of activity, such as the central city, suburban and satellite town centres. Some recent urban development has not utilised the opportunities available to integrate effectively with existing urban centres.

The links between the size of a future urban footprint and the level of energy used needs to be given weight. Urban growth has occurred before the earthquakes across greater Christchurch in a way that resulted in accelerated energy use, in particular where development has created a more dispersed and fragmented urban form. Smaller and consolidated urban footprints encourage the use of less energy, especially those areas where travel patterns can be reduced through optimum

relationships between residential, employment, shopping, educational and recreational activities. They also provide better opportunity and choice for people in terms of transport modes.

The costs of the infrastructure necessary to sustain rebuilding and recovery, particularly in the priority areas, is significant. There are advantages in extending existing services and encouraging a scale of growth sufficient to promote servicing economies rather than meeting the demands of dispersed development.

Costs of growth must be factored into location decisions, as unplanned growth can impact on the rural land resource, existing rural industries and rural character.

Issue 6.1.4 - Transport effectiveness

Urban land use and development in inappropriate locations, or that is poorly integrated with transport networks, can adversely affect the efficient use, development and recovery of transport infrastructure and services, through:

- (a) The location of residential and other sensitive activities close to strategic transport networks;**
- (b) High energy use associated with private car dependency and the need to travel greater distances;**
- (c) Inefficient operation of strategic transport networks**
- (d) Less opportunities for modal choice for transport, and**
- (e) Adverse public health outcomes.**

Explanation

An efficient and effective transport system through the period of Christchurch rebuild, and continuing on through its recovery, will deliver much greater economic returns to Canterbury.

Helping ensure environmental sustainability from a transport perspective means that existing key transport hubs such as airports and ports must be safeguarded. Land use patterns need to be organised so that energy requirements are minimised and the efficient functioning of strategic transport networks is not compromised by traffic associated with local development or reverse sensitivity concerns. Reduced efficiency in the transport network will increase costs for businesses, as well as commuters. Poorly integrated development, or development in inappropriate locations can also affect the uptake of public transport and other active modes of transport, and combined with increased air pollution can reduce the potential for improved public health.

Well-designed development that integrates with transport networks, and which makes efficient use of existing capacity, is essential to providing for business growth and access to community services, as important components of rebuilding and recovery.

Issue 6.1.5 – Amenity and urban design

While the speed of recovery is important, the quality of the built form is also. Poorly designed development can adversely affect urban amenity values, rural amenity values, heritage, health and safety, integration with community, educational, social and commercial facilities, and overall liveability. These matters are important for retaining population and attracting skilled workers and new business opportunities.

Explanation

Sometimes the desire to rebuild quickly competes with the desire to build back better. Enabling timely and appropriate development during the recovery period in a manner which does not compromise the key amenity values of either existing or future communities is a challenge which must be recognised at a Greater Christchurch, City, District and neighbourhood level. In particular, good urban design will result in vibrant and renewed centres and help support wider well-being objectives such as crime reduction.

Issue 6.1.6 - Rural residential impacts

Rural-residential development, if unconstrained, has the potential to change the character of rural areas and to create adverse effects on established rural, farming (including agricultural research farms) and quarrying activities through reverse sensitivity. It also can result in dispersed settlement patterns and the inefficient provision of services.

Explanation

Many of the rural western areas of Greater Christchurch remained undamaged during the earthquakes and are also located out of the area identified as being prone to liquefaction, making them more desirable locations to live. However, rural residential development is associated with reverse sensitivity effects and can also give rise to requests for the extension of urban services and exacerbates dispersed settlement patterns, leading to inefficient use of infrastructure and impacts on rural production. This can lead to pressures for future urbanisation, which is difficult to achieve in an effective manner given that the land use pattern has been established for a different purpose.

6.2 OBJECTIVES

The following Priorities have been identified in the Land Use Recovery Plan:

1. Provide a clear, co-ordinated land-use plan for the recovery of greater Christchurch.
2. Support, facilitate and enable recovery and rebuilding activities.
3. Establish land use development priorities that ensure an efficient use of resources for the planning and delivery of core infrastructure and services

4. Encourage urban development that actively protects and enhances the natural environment, recognises natural hazards and avoids environmental constraints.
5. Increase housing supply to meet demand.
6. Increase housing choice to support the recovery.
7. Restore and enhance the quality and sustainability of existing and new housing areas.
8. Identify and provide sufficient industrial, office and retail land.
9. Ensure business land makes best use of resources and infrastructure and delivers attractive business premises and urban environments.
10. Maintain and enhance access for key freight movements.

In order for the CRPS to be consistent with the Recovery Strategy and the Land Use Recovery Plan, and in order to achieve the purpose of the Resource Management Act, the following Objectives are sought to be achieved:

Objective 6.2.1 - Urban form and settlement pattern

The urban form and settlement pattern in Greater Christchurch is managed to provide sufficient land for rebuilding and recovery needs and set a foundation for future growth, with an urban form that achieves consolidation and intensification of urban areas, and avoids unplanned expansion of urban areas, by:

- (a) Providing higher density living environments and a greater range of housing types, particularly in and around the Christchurch City Centre Area, in and around Key Activity Centres, and in greenfields and brownfields areas;**
- (b) Reinforcing the role of the Christchurch central business district within the Greater Christchurch area as identified in the Christchurch Central Recovery Plan;**
- (c) Providing for greenfields development on the periphery of Christchurch's urban area, and surrounding towns at a rate and in locations which meets anticipated demand and enables the efficient provision and use of network infrastructure;**
- (d) Promoting initiatives to promote intensification within identified urban areas,**
- (e) Encourage sustainable and self-sufficient growth of the towns of Rangiora, Kaiapoi, Woodend, Lincoln, Rolleston Prebbleton and consolidation of the existing settlement of West Melton; and**
- (f) Managing rural residential development outside of existing urban and priority areas.**
- (g) Providing for development opportunities at Maori Reserve 873.**

The following policies implement this objective:

Policies 6.3.1, 6.3.2, 6.3.3, 6.3.4, 6.3.5, 6.3.6, 6.3.7, 6.3.8, 6.3.9, 6.3.10

Principal reasons and explanation

The rebuilding and recovery of Greater Christchurch relies on appropriate locations, quantity, types, and mixes of residential and business development to provide for the needs of the community.

Consolidation of existing urban settlements is the form of development most likely to minimise the adverse effects of travel for work, education, business and recreation, minimise the costs of new infrastructure and avoid adverse effects of development on sensitive landscapes, natural features and areas of high amenity. Greater intensification within Christchurch's urban area, particularly around key activity centres will reduce the need for further expansion of peripheral areas, and some intensification of the centres of smaller towns is also expected to meet changing needs.

Limitations to infrastructure within Christchurch City means that greenfields development around surrounding towns will continue to be required. It will be important that the rate of greenfields development is not so great that it undermines consolidation by providing an excessively large supply of greenfields land.

Changing demographic patterns, including an ageing population and smaller households, are expected to increase the desirability of higher density housing. The demolition and ageing of housing stock in older parts of Christchurch provides an opportunity for redevelopment at higher densities and an increased range of housing types that not only provides choice for those needing to relocate, but also for future generations. Increased intensification is anticipated to occur over time as rebuild opportunities are realised, requiring appropriately located and designed greenfields development during the time of transition.

Rural residential development is provided for to a limited extent during the recovery period in recognition of the desirability of providing a range of choice in housing types for those needing to relocate, without compromising the overall intent of consolidation in the CRPS.

Following the earthquakes and the subsequent damage and red zoning of properties a number of Maori have sought to return to their ancestral lands at Maori Reserve 873. Providing for development opportunities on this land recognises Kamps Deed of 1848 and the Crown Grants Act (No. 2) of 1862 and will enable descendants of the original grantees an opportunity to return.

Objective 6.2.2 - Character and sustainability

Recovery and rebuilding is undertaken in Greater Christchurch that:

- (1) provides for quality living environments incorporating good urban design;**

- (2) retains identified areas of special amenity and heritage value;**
- (3) retains values of importance to tangata whenua;**
- (4) provides a range of densities and uses; and**
- (5) is healthy, environmentally sustainable, functionally efficient, and prosperous.**

The following policies implement this objective:

Policies 6.3.1, 6.3.2, 6.3.3, 6.3.4, 6.3.5, 6.3.6, 6.3.7, 6.3.8, 6.3.9

Principal reasons and explanation

Recovery is defined as both “restoration and enhancement” and includes all aspects of the well-being of the communities of Greater Christchurch. Rebuilding includes extending, repairing, improving subdividing or converting land, infrastructure and other property and rebuilding communities. These actions need to maximize environmental, social, cultural and economic wellbeing over the recovery period.

Intensification and consolidation of residential development in Christchurch needs to protect areas of special amenity and heritage value, as these contribute to the area’s identity and character. For Greater Christchurch particular attention should be paid to the provision of open space, maintenance and promotion of a sense of identity and character, and the availability of community and recreation facilities and appropriately located business centres, so as to ensure the maintenance and/or provision of high quality living environments. The focus on quality living environments also necessitates giving consideration to environmental aspects that contribute to health and wellbeing, such as energy efficiency in housing and sunlight access.

Objective 6.2.3 - Enabling urban recovery, rebuilding and development

Recovery, rebuilding and development is enabled within Greater Christchurch through a land use and infrastructure framework that:

- (1) identifies priority areas for urban development within Greater Christchurch;**
- (2) identifies key activity centres which provide a focus for mixed use development;**
- (3) avoids urban development outside of existing urban areas or priority areas for development;**
- (4) protects outstanding natural features and landscapes including those within the Port Hills and Banks Peninsula;**
- (5) protects and enhances indigenous biodiversity and public space;**
- (6) maintains or improves the quantity and quality of water in groundwater aquifers and surface water bodies, and quality of ambient air;**
- (7) maintains the character and amenity of rural areas and settlements;**

- (8) protects people from unacceptable risk from natural hazards and the effects of sea-level rise;**
- (9) integrates strategic and other infrastructure and services with land use development;**
- (10) achieves development that does not adversely affect the efficient operation, use, development, appropriate upgrade, and future planning of strategic infrastructure; and**
- (11) provides for development opportunities at Maori Reserve 873.**

The following policies implement this objective:

Policies 6.3.1, 6.3.2, 6.3.3, 6.3.4, 6.3.5, 6.3.6, 6.3.7, 6.3.8, 6.3.9, 6.3.10

Principal reasons and explanation

The purpose of this objective is to provide for an outcome where appropriate urban development is enabled within specified spatial areas around Greater Christchurch, so that resources can be focused on rebuilding, and delivering growth and recovery to those priority areas. This provides certainty to all resource users as to locations for development, enabling long term planning and funding for strategic, network and social infrastructure (such as schooling and healthcare), and protection of Greater Christchurch's natural and physical resources.

The recognition of existing constraints in terms of natural and physical resources is a critical part of successful growth management. This objective identifies the key elements of natural and physical resources in Greater Christchurch that must be protected in order to ensure that harm to the natural environment is minimised.

Objective 6.2.4 – Integration of transport infrastructure and land use

Ensure that the planning of transport infrastructure is prioritised so that it maximises integration with the priority development areas and new settlement patterns and facilitates the movement of goods and provision of services in Greater Christchurch, while:

- (1) managing network congestion;**
- (2) reducing dependency on private motor vehicles;**
- (3) reducing emission of contaminants to air and energy use; and**
- (4) promoting the use of active transport modes.**

The following policies implement this objective:

Policies 6.3.1, 6.3.2, 6.3.3, 6.3.4, 6.3.5, 6.3.6, 6.3.7, 6.3.10

Principal reasons and explanation

Land use patterns that are integrated with transport infrastructure minimise energy use through network optimisation, operation and maintenance, and provide for the social and economic wellbeing of the community, and peoples' health and safety. Recovery development that is not well integrated with transport infrastructure can result in increased car dependency, higher energy use, greater traffic volumes, and inefficient freight movement.

Objective 6.2.5 - Key Activity Centres

Support and maintain the existing network of Key Activity Centres shown on Map A as focal points for business, community and service activity during the recovery period, and include:

- (1) High quality and, where appropriate, mixed-use development supported by good urban design principles; and**
- (2) A diversity of business opportunities and increased residential development opportunities.**

The development and distribution of business activity which impacts on the function and viability of these centres is to be avoided.

The following policies implement this objective:

Policies 6.3.1, 6.3.2, 6.3.4, 6.3.5, 6.3.6, 6.3.7, 6.3.10

Principal reasons and explanation

It is important to maintain the existing network of Key Activity Centres as focal points for business, community and service activity during the recovery phase and to support the identified priority areas. In addition, by virtue of their density, mix of activities and location on strategic transport networks, Key Activity Centres support the provision of public transport and intensification of residential activity within surrounding residential areas. This intensification will provide housing choice for those households needing to relocate, and will accommodate growth during the recovery period. Inappropriate development outside of Key Activity Centres may undermine the community's investment in these existing centres and weaken the range and viability of the services they provide.

Objective 6.2.6 - Business land development

Greater Christchurch's land requirements for the recovery and growth of business activities is identified and provided for in a manner that supports the settlement pattern brought about by Objective 6.2.1 recognising that:

- The priority areas provide for the accommodation of new, largely industrial business activities;**
- Industrial land is to be used primarily for that purpose, rather than as a location for office and retail development;**
- Non industrial business land development is primarily to be directed to Key Activity Centres; and**

- **Business development adopts appropriate urban design qualities in order to retain business, attract investment, and provide for healthy working environments.**

The following policies implement this objective:

Policies 6.3.1, 6.3.2, 6.3.3, 6.3.4, 6.3.5, 6.3.6, 6.3.10

Principal reasons and explanation

The provision of adequate land for recovery and future business activities is important for long-term economic growth and the provision of both employment and services for the sub-region's existing and future communities. Enabling appropriate new business activity close to existing and future residential development helps achieve a greater range of travel options, promote accessibility, and reduce energy usage. The locations selected for business land development are also key for rebuilding and the forward planning of the transportation network and associated freight hubs. While there is some capacity for the demand for further industrial business land to be met through the redevelopment of existing zoned land, particularly within Christchurch City, the priority areas provide for the accommodation of new, largely industrial business activities in appropriate greenfields locations. There may also be requirements for relocation of business activities to better land, or areas with potential for expansion where land is currently constrained.

In relation to different types of business land, it is important for recovery of the central city and other Key Activity Centres that certain types of business are directed to certain locations. In particular, it is important that industrial land is used primarily for that purpose, rather than as a location for office and retail development. Non industrial business land development is primarily to be directed to Key Activity Centres.

6.3 POLICIES

The policies for the issues and objectives in this Chapter are as follows:

Policy 6.3.1 – Development within the Greater Christchurch area²

In relation to recovery and rebuilding for Greater Christchurch:

- (1) Subject to Policy 5.3.4, recognise that Map A identifies the location and extent of urban development that will support recovery, rebuilding and planning for future growth and infrastructure delivery, taking into account the following:
 - (a) Priority areas and existing urban-zoned land that can be developed for urban activities through to 2028;
 - (b) Key Activity Centres;
 - (c) Strategic infrastructure;

² Note – changes required to Policy 11.3.1, dependent on final policy

- (d) Significant natural resources;
 - (e) Flooding, inundation and high hazard areas (as defined in Policy 11.3.1 and 11.3.2);
 - (f) Areas subject to coastal hazards, coastal inundation and significant risk from tsunami;
 - (g) Areas subject to significant liquefaction potential where mitigation is less desirable over preference for sequencing more stable land;
 - (h) Areas of unconfined aquifer;
 - (i) 50 dBA Ldn noise contours for Christchurch International Airport
- (2) Enable intensification within existing urban areas and development of priority areas where it supports the recovery of Greater Christchurch (subject to other relevant policies in the CRPS);
 - (3) Ensure urban activities only occur within existing urban areas or identified greenfield priority areas as shown on Map A, unless they are otherwise expressly provided for in the CRPS; and
 - (4) Avoid development that adversely affects the function and viability of, or investment in, Key Activity Centres.

This policy implements the following objectives:

Objectives 6.2.1, 6.2.2, 6.2.3, 6.2.4, 6.2.5, 6.2.6

Methods

The Regional Council:

Will

- (1) Have regard to Policy 6.3.1 in relation to any consents relating to urban activities outside of existing urban areas or priority areas in Greater Christchurch, and consider deferral under s91 where other consents are required from another local authority, so that the effects of a proposal can be considered together.
- (2) Amend any Clean Air Zones in regional plans to align with, and include, any new priority areas for development in the Christchurch Air Shed, the Kaiapoi Air Shed and the Rangiora Air Shed.
- (3) Initiate any changes required to Map A of the CRPS where monitoring indicates a need for further priority areas to be included to enable the release of new greenfield land, prior to the review of the CRPS.

Territorial Authorities:

Will

- (4) Provide for the rebuilding and recovery of Greater Christchurch in accordance with Policy 6.3.1 and Map A, and include objectives, policies and rules in

district plans that avoid urban activities outside of existing urban, or priority areas.

- (5) Include objectives, policies and rules, and zone land as set out in Map A, in order to achieve the residential yield as set out in Policy 6.3.7.
- (6) Include objectives, policies or rules in district plans that identify and support development of key activity centres, and avoid commercial and industrial activities that could adversely affect the function or viability, or investment in, those key activity centres.
- (7) Include objectives, policies or rules that limit inappropriate commercial activity outside of key activity centres.
- (8) Identify areas suitable for future business land, and redevelopment of underutilised existing business land within existing urban areas.
- (9) Investigate and implement methods in district plans for promoting development and enhancement of Key Activity Centres.

Should

- (10) Consider appropriate administrative and financial methods to enable and encourage key activity centres to fulfil their function, and to promote intensification of identified urban areas and brownfield development.

Local authorities:

Should

- (11) Provide for sequencing, provision and funding of infrastructure that supports the pattern of settlement in Map A, including through changes to CRPS, provisions in district plans, regional plans, the Regional Land Transport Strategy, Long Term Plans, other infrastructure plans, and any relevant strategic planning documents, whether prepared under the Local Government Act 2002 or the Resource Management Act 1991.

Principal reasons and explanation

Map A shows existing urban areas and priority areas for development for Greater Christchurch. These areas are identified as being required to provide sufficient land zoned for urban purposes to enable recovery and rebuilding through to 2028. The Policy and Map A provide a clear, co-ordinated land use and infrastructure framework for the recovery of greater Christchurch. Yearly monitoring of uptake and capacity will provide a continuing picture of future greenfield land requirements.

Land within the residential red zone is within the existing urban area shown on Map A until such time as the future use of the red-zoned land is determined by the Crown. This is in accordance with the direction to prepare the Land Use Recovery Plan given by the Minister for Canterbury Earthquake Recovery.

To ensure that recovery resources are managed effectively and efficiently, the provisions identify where certain types of development can take place, and where it cannot take place. They also recognise that specific activities are provided for outside of urban areas elsewhere in the CRPS, such as papakāinga housing and marae under Policy 5.3.4.

The identification of priority areas for development includes the following considerations:

- (1) there is infrastructure either in place or able to be efficiently provided to support urban activity;
- (2) safe, convenient and sustainable access to community, social and commercial facilities can be provided;
- (3) sufficient land is encompassed to provide efficiently and effectively for all residential and business needs for recovery and rebuilding;
- (4) they avoid noise sensitive activities occurring within the 50 dBA Ldn air noise contour surrounding Christchurch International Airport (with the exception of Kaiapoi as identified in Policy 6.3.5), so as not to compromise the efficient operation of Christchurch International Airport, taking into account the health, well-being and amenity of people;
- (5) they do not adversely affect the operation of the Port of Lyttelton;
- (6) they avoid the groundwater recharge zone for Christchurch's drinking water, where urban land use increases the risk of contamination;
- (7) they do not lie between the primary and secondary stop banks south of the Waimakariri River which are designed to retain floodwaters in the event of flood breakout;
- (8) they exclude land required to protect the landscape character of the Port Hills; and
- (9) they exclude the rural land required to maintain the open space landscape character either between or surrounding the areas of urban activity within Greater Christchurch.

Within the existing urban area, Key Activity Centres are also identified. These provide a focus for commercial activities and intensification. While post-earthquake business growth has increased in many of the key activity centre areas, inappropriate non-centre growth has also occurred. Moving towards 2016, when the Order in Council which enables businesses to be run from residential locations expires, it will be important to refocus business activities to key activity centres, including the central city.

Policy 6.3.2 – Development form and urban design

Business development, residential development (including rural residential development) and development of public space is to give effect to the principles of good urban design, as reflected in the NZ Urban Design Protocol 2005, and urban design best practice by providing for and demonstrating the following matters through the design, assessment and development process:

- (1) Tūrangawaewae – the sense of place and belonging – recognition and incorporation of the identity of the place, the context and the core elements that comprise the place - landmarks and features, historic heritage, the character and quality of the existing built and natural environment, historical markers and stories. This consequently reflects the appropriateness of the development to its location, supported through context and site analysis.
- (2) Integration – recognition of the interconnectedness of places and incorporation of movement routes and networks, spaces, land uses and the natural and built environment. These elements are layered to provide an appropriate form and pattern of use and development.

(3) Safety – recognition and incorporation of Crime Prevention Through Urban Design (CPTED) principles in the layout and design of developments, networks and spaces to ensure safe, comfortable and vital places.

(4) Connectivity – the provision of efficient and safe high quality, barrier free, multimodal connections within a development, to surrounding areas, and to local facilities and services, with emphasis at a local level placed on walking, cycling and public transport as more sustainable forms of transport.

(5) Choice and diversity – ensuring developments offer choice through layout, form, land use and density, including the extent to which it supports multimodal transport opportunities, as well as provides the flexibility to adapt to the changing needs and circumstances of the population.

(6) Environmental quality – ensuring that the intrinsic, aesthetic, cultural and resource values of a place, including land, water, landscape, ecological and cultural heritage, are protected and enhanced through the development process, and that mauri is safeguarded, while minimising resource use.

(7) Creativity and innovation – incorporating design opportunities and public art into development to add interest and excitement, opportunities for play, and engagement with the urban environment. Celebrate history, stories and features relevant to the local context where appropriate.

This policy implements the following objectives:

Objectives 6.2.1, 6.2.2, 6.2.3, 6.2.4, 6.2.5, 6.2.6

Methods

The Regional Council:

Should

- (1) Where appropriate, advocate that Policy 6.3.2 is considered in relation to district and regional consents, and is given effect to in plan changes.

Territorial Authorities:

Will

- (2) Include objectives, policies and rules in district plans to give effect to Policy 6.3.2, and determine thresholds when urban design provisions apply for multiple unit or multiple site development.
- (3) Consider the matters set out in Policy 6.3.2 in the processing of resource consents.

Should

- (4) Develop urban design guidelines to assist developers with addressing the matters set out in Policy 6.3.2.
- (5) Consider the principles of good urban design as reflected the New Zealand Urban Design Protocol (2005) in urban design processes.

Principal reasons and explanation

Good urban design is critical to the rebuilding and recovery of Greater Christchurch. Urban design ranges in scale from the design and layout of the whole city, to the suburb, street and section design, or even to the architecture of the building and surrounding landscape. It becomes particularly important at the interface between buildings/structures and spaces, and between public and private space.

When done well, urban design will increase the efficiency and effectiveness of urban areas as living spaces and transport routes in Greater Christchurch. It will support the economic performance of Greater Christchurch, its attractiveness as a tourist destination, its ability to attract and retain new or returning residents and increase the quality of life of its existing residents. In particular, addressing the matters listed will:

- (1) assist with reducing crime;
- (2) reduce travel times, fuel usage and therefore greenhouse gas emissions, and dependence on private motor vehicles;
- (3) provide for a high standard of physical amenities;
- (4) minimise adverse effects on other areas such as flooding, traffic congestion and degraded water;
- (5) protect important features of the natural environment; and
- (6) improve the mental and physical wellbeing of its residents.

It is recognised that urban design is also about a process, where ideally collaboration takes place. Local authorities need to be clear about their expectations for development, to ensure efficient management through consent or plan change processes. As such, the development of clear, user friendly guidance, developed in consultation with the development industry and professional institutes, for different types of development are a necessary means of achieving good design outcomes that will support the rebuilding and recovery of Greater Christchurch.

The NZ Urban Design Protocol (2005) provides a framework for good urban design and should be considered and referenced in any urban design process.

Policy 6.3.3 – Development in accordance with outline development plans

Development in greenfields areas, including rural residential development, is to occur in accordance with the densities and locations as set out in an outline development plan or other rules for the area. Subdivision cannot proceed ahead of the incorporation of an outline development plan in a district plan. Outline development plans and associated rules will:

- (1) Be prepared as a single plan for the whole of the priority area; or where an integrated plan adopted by the Territorial Authority exists for the whole of the priority area and the Outline Development Plan is consistent with the integrated plan, part of that integrated area; or as a single plan for the whole of a rural residential area;
- (2) Be prepared in accordance with the matters set out in Policy 6.3.2;
- (3) Show proposed land uses including:
 - (a) Principal through roads, connections with surrounding road networks, relevant infrastructure services and areas for possible future development;

- (b) Land required for community facilities or schools;
 - (c) Parks and other land for recreation;
 - (d) Land to be used for business activities;
 - (e) The distribution of different residential densities, in accordance with Policy 6.3.7;
 - (f) Land required for stormwater treatment, retention and drainage paths
 - (g) Land reserved or otherwise set aside from development for environmental or landscape protection or enhancement;
 - (h) Land reserved or otherwise set aside from development for any other reason, and the reasons for its protection from development;
 - (i) Pedestrian walkways, cycleways, bus routes both within and adjoining the area to be developed;
- (4) Demonstrate how Policy 6.3.7 will be achieved for residential areas within the area that is the subject of the outline development plan, including staging;
 - (5) Identify significant cultural, natural and historic or heritage features and values, and show how they are to be protected and/or enhanced;
 - (6) Document the infrastructure required, when it will be required and how it will be funded;
 - (7) Set out the staging and co-ordination of subdivision and development between landowners;
 - (8) Demonstrate how effective provision is made for public transport options and integration between transport modes, including pedestrian, cycling passenger, transport, freight, and private motor vehicles;
 - (9) Show how other potential adverse effects on and/or from nearby existing or designated strategic infrastructure (including requirements for designations, or planned infrastructure) will be avoided, remedied or appropriately mitigated;
 - (10) 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;
 - (11) Show how the adverse effects associated with natural hazards are to be avoided, remedied or mitigated; and
 - (12) Include any other information that is relevant to an understanding of the development and its proposed zoning.

This policy implements the following objectives:

Objectives 6.2.1, 6.2.2, 6.2.3, 6.2.4, 6.2.6

Methods

The Regional Council:

Will

- (1) Establish a protocol and guidelines to assist all parties involved in the preparation of outline development plans to ensure Policy 6.3.3 is efficiently and effectively applied.

Territorial Authorities:

Will

- (2) Require an outline development plan to be developed and incorporated into district plans, prior to, or at the same time as, rezoning land for urban use in greenfield areas.
- (3) Ensure that any outline development plans and any urban intensification plans are completed in accordance with Policy 6.3.2 and Policy 6.3.3.

Should

- (4) Ensure that financial provision is made for delivery of infrastructure to priority areas for development.

Principal reasons and 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.

The use of outline development plans is necessary for the recovery of greater Christchurch, particularly to ensure the efficient use of resources when planning land uses, sustainable urban development, and adequate housing supply and choice to facilitate earthquake recovery where background evaluation work had been undertaken necessary to meet key prerequisites for the rezoning of the land.

Policy 6.3.4 – Transport effectiveness

Ensure that an efficient and effective transport network that supports business and residential recovery is restored, protected and enhanced so that it maintains and improves movement of people and goods around Greater Christchurch by:

- (1) Avoiding development that will overload existing and proposed transport infrastructure, and avoid detracting from the primary through-traffic function of State Highways and arterial roads;

- (2) Providing patterns of development and ensuring that, where possible, new building projects support increased uptake of public transport, and provide opportunities for modal choice;
- (3) Investigating opportunities for travel demand management; and
- (4) Requiring integrated transport assessment for substantial developments.

This policy implements the following objectives:

Objectives 6.2.1, 6.2.2, 6.2.3, 6.2.4, 6.2.5, 6.2.6

Methods

Territorial Authorities:

Will

- (1) Include objectives and policies, and may include rules, to manage property access and transport efficiency conflicts.
- (2) In relation to any plan change, ensure that, where possible, development provides for, and supports increased uptake of, public transport; and provides opportunities for modal choice, including walking and cycling.
- (3) Include trigger thresholds in district plans for development where an integrated transport assessment is required.

Local authorities:

Should

- (4) Give consideration to any transport projects that may be needed to give effect to Policy 6.3.4 and include them in their Annual Plans, the Three Year Plan, Long Term Plans, the Regional Land Transport Programme or other infrastructure plans, as appropriate.
- (5) Investigate options for travel demand management.

Principal reasons and explanation

Changing travel patterns since the earthquake have placed significant stress on Christchurch's transport infrastructure. The efficient and effective movement of goods within Greater Christchurch is important for the rebuild of the city and outlying townships, but also important for future wellbeing and energy efficiency.

One way to achieve this is through provision for active forms of transport, such as cycling and walking. Other forms of travel demand management may also lead to efficient transport and encourage a compact urban form, but require further investigation and potentially legislative change. Christchurch has traditionally had low levels of public transport usage, and the earthquakes have resulted in a reduction of public transport users, so both a compact urban form and travel demand management have the potential to increase public transport uptake.

It is also important that Christchurch is able to protect its key transport infrastructure including the airport, rail networks, transport hubs and strategic routes from reverse sensitivity effects.

The policy also requires development of integrated transport assessments for substantial developments. By focussing on large developments that have the potential to impact on strategic transport networks, district councils will be able to fully consider all of the transport impacts together, and developers will be able to develop better responses to contribute to an efficient transport system.

An efficient and effective transport network which meets the changed needs of people and businesses, and enables accessible, sustainable, affordable and safe travel choices, is necessary for recovery.

Policy 6.3.5 – Integration of landuse and infrastructure

Recovery of Greater Christchurch is to be assisted by the integration of land use development with infrastructure by:

- (1) Identifying priority areas for development to enable reliable forward planning for infrastructure development and delivery;
- (2) Ensuring that the nature, timing and sequencing of new development is co-ordinated with the development, funding, implementation and operation of transport and other infrastructure in order to;
 - (a) optimise the efficient and affordable provision of both the development and the infrastructure;
 - (b) maintain or enhance the operational effectiveness, viability and safety of existing and planned infrastructure;
 - (c) protect investment in existing infrastructure; and
 - (d) ensure new development does not occur until provision for appropriate infrastructure is in place;
- (3) Providing that the efficient and effective functioning of infrastructure, including transport corridors, is maintained, and the ability to maintain and upgrade that infrastructure is retained;
- (4) Only providing for new development that does not affect the continued operation of existing strategic infrastructure, including by avoiding noise sensitive activities within the 50dBA Ldn noise contour for Christchurch International Airport, unless the activity is within an existing residentially zoned urban area, or priority area identified for Kaiapoi; and
- (5) Management of the effects of land-use activities on infrastructure, including avoiding activities that have potential to limit the efficient and effective, provision, operation, maintenance or upgrade of strategic infrastructure.

This policy implements the following objectives:

Objectives 6.2.1, 6.2.2, 6.2.3, 6.2.4, 6.2.5, 6.2.6

Methods

Territorial Authorities:

Will

- (1) Include objectives, policies and rules in district plans that avoid noise sensitive activities within the 50dBA Ldn noise contour for Christchurch International Airport, unless the activity is within an existing urban area, or priority area identified for Kaiapoi.
- (2) Include objectives, policies and rules in district plans to manage reverse sensitivity effects between strategic infrastructure and subdivision, use and development, including for residential and rural-residential activities.
- (3) Adopt a consistent management approach for addressing the adverse effects of, and on, infrastructure.

Local authorities:

Should

- (4) Give consideration to any infrastructure projects that may be needed to give effect to Policy 6.3.5 and include them in their Annual Plans, the Three Year Plan, Long Term Plans, the Regional Land Transport Programme or other infrastructure plans, as appropriate to enable the orderly and efficient development of priority areas.

Principal reasons and explanation

In order to achieve a coordinated and efficient recovery, development of urban areas must be integrated with the provision of infrastructure, including ensuring that existing strategic infrastructure can continue to operate efficiently and effectively. Access for freight movements to and from the major ports in Greater Christchurch must be maintained and enhanced, and not compromised by the location of new urban development.

Priority areas for development are generally clustered to the north, west and south-west of existing urban areas. These areas are all close to existing major infrastructure corridors which connect to the growth areas in the north and Waimakariri District, and to the south and on to Selwyn District. The growth areas have been assessed as having the best potential to accommodate residential and business growth through to 2028 whilst achieving a consolidated urban form and an efficient and orderly provision of infrastructure. It is important that timing and sequencing of development is aligned with funding and implementation of infrastructure.

Strategic infrastructure represents an important regional and sometimes national asset that should not be compromised by urban growth and intensification. Strategic infrastructure such as Christchurch International Airport, the Port of Lyttelton, the State Highway and strategic road networks and rail corridors is required to support Greater Christchurch's recovery through transporting such things as building materials, equipment and personnel. The locational requirements and existing investment in strategic infrastructure means that it is extremely inefficient for them to relocate, and effects of land use on their operation can significantly reduce efficiency

and attractiveness as transport options. The operation of strategic infrastructure can affect the liveability of residential developments in their vicinity, despite the application of practicable mitigation measures to address effects, which in turn exerts pressure on the infrastructure to further mitigate their effects. It is better to instead select development options where such reverse sensitivity constraints do not exist.

The only exception to this is provided for at Kaiapoi, where offsets for other red-zoned residential areas affected by the earthquakes are provided for within the 50dBA noise contour. Specifically,

- A limited number of households within the 50 dBA Ldn air noise contour within Kaiapoi is provided as an offset for the displacement of noise sensitive residential activities within the 50 dBA Ldn air noise contours (Kaiapoi Residential Red Zone) as a consequence of the 2010/2011 Canterbury earthquakes. Such development also provides for the contiguous and consolidated development of Kaiapoi.
- This situation is unique to Kaiapoi and distinguishable from all other urban areas within greater Christchurch. Much of the Kaiapoi Residential Red Zone is already largely contained within the 50 dBA Ldn air noise contour.
- A secondary reason for accommodating residential development within the 50 dBA Ldn air noise contours in Kaiapoi is that the area under the 50 dBA Ldn air noise contour in Kaiapoi is surrounded by existing urban development or by urban limits, such that retaining non-residential zoning for this land would result in significant urban design and servicing issues for the surrounding urban development and a lack of cohesion for the separated neighbourhoods.
- Providing further household growth within the 50 dBA Ldn air noise contour in Kaiapoi does not create a precedent for allowing further household growth within the 50 dBA Ldn air noise contour at any other locations with greater Christchurch.

Policy 6.3.6 – Business land

To ensure that provision, recovery and rebuilding of business land in Greater Christchurch maximises business retention, attracts investment, and provides for healthy working environments; business activities are to be provided for in a manner which:

- (1) Promotes the utilisation and redevelopment of existing business land, and provides sufficient additional greenfields business land through to 2028 as provided for in Map A;
- (2) Recognises demand arising from the relocation of business and industrial activities as a result of earthquake-damaged land and buildings;
- (3) Recognises that the additional greenfields business land is primarily for industrial activities;
- (4) Avoids development of industrial land for office or retail use, unless that use is ancillary to industrial use for the surrounding area;
- (5) Reinforces the role and attractiveness of the central city as the City's primary commercial centre and other key activity centres;

- (6) Utilises existing infrastructure availability, capacity and quality;
- (7) Protects existing and future communities from reverse sensitivity issues;
- (8) Ensures close proximity to labour supply, major transport hubs and passenger transport networks;
- (9) Encourages self-sufficiency of employment and business activities within communities across Greater Christchurch;
- (10) Promotes, where appropriate, development of mixed-use opportunities, where reverse sensitivity issues can be appropriately managed; and
- (11) Incorporates good urban design principles appropriate to the context of the development.

This policy implements the following objectives:

Objectives 6.2.1, 6.2.2, 6.2.3, 6.2.4, 6.2.5, 6.2.6

Methods

Territorial Authorities:

Will

- (1) Include objectives, policies and rules in district plans that implement Policy 6.3.6.
- (2) Identify trigger thresholds for office and retail activities in industrial areas where these activities exceed ancillary levels.

Should

- (3) Consider appropriate administrative and financial arrangements to enable and encourage business land provision to occur.

Principal reasons and explanation

The provision of adequate land for future business activities is a key requirement for successful re-building and recovery. There was significant damage to industrial and other business land and buildings throughout Greater Christchurch, resulting in a shift of business both from the eastern side of the city to the west, and also from the central city out into the suburbs. Ongoing insurance issues may continue to place pressure on further demands to relocate. In addition to this, an Order in Council that enables residential land to be used for business activities will expire in 2016, creating further demand for developed business land. Through the rebuilding process, office and retail development needs to focus on reinforcing key activity centres and the central city, so that these areas can regenerate quickly and agglomeration efficiencies can be gained through locating similar types of businesses in one place.

Provision of new business land should be focused around existing infrastructure to minimise public costs and in particular to achieve integration with transport networks. Locating appropriate business land close to existing and future residential

development helps to achieve a greater range of travel options as well as reducing energy usage. Greater self-sufficiency of employment within districts, suburbs and settlements is also desirable in terms of community development and social sustainability. It will be important that, as time passes, the use of industrial land for short term accommodation for retail and offices is discouraged, and existing and recovering business zones that cater for these uses are reinforced.

Policy 6.3.7 – Residential location, yield and intensification

In relation to residential development opportunities in Greater Christchurch:

- (1) Subject to Policy 5.3.4, greenfield residential development shall occur in accordance with the priority areas as set out in Map A. These areas are sufficient for both growth and residential relocation through to 2028.
- (2) Intensification in urban areas of Greater Christchurch is to be focused around Key Activity Centres, public transport routes, mixed-use areas, and on suitable brownfield industrial land.
- (3) Intensification developments and development in priority areas shall achieve at least the following residential net densities:
 - (a) 10 household units per hectare in Greenfields Areas in Selwyn and Waimakariri District;
 - (b) 15 household units per hectare in Greenfields Areas in Christchurch City;
 - (c) 50 household units per hectare for intensification development within the City Centre Area;
 - (d) 30 household units per hectare for intensification development elsewhere as identified in the Christchurch City Plan.
- (4) Provision will be made in district plans for comprehensive development across multiple or amalgamated sites.
- (5) Affordability is to be addressed by providing sufficient land to meet housing demand during the recovery period, enabling brownfield development and providing for a range of lot sizes, densities and appropriate development controls that support more intensive developments such as mixed use developments, apartments, townhouses and terraced housing.

This policy implements the following objectives:

Objectives 6.2.1, 6.2.2, 6.2.3, 6.2.4, 6.2.5

Methods

Territorial authorities:

Will

- (1) Implement the specified densities through district plans and resource consents.

- (2) Identify areas in district plans that are suitable for urban intensification, including brownfields redevelopment.
- (3) Include objectives, policies and rules in district plans for comprehensive development across multiple or amalgamated sites in appropriate locations.

Should

- (4) Consider incentives to encourage intensification and brownfields redevelopment.
- (5) In relation to Christchurch City, continue to promote high-density residential development, particularly within the central city.
- (6) In relation to Christchurch City, investigate methods for promoting intensification, including selecting areas for specific Council initiatives, and developing Urban Intensification Plans where appropriate.
- (7) Co-ordinate the sequencing, provision and funding of infrastructure in Annual Plans, the Three Year Plan, Long Term Plans, the Regional Land Transport Programme or other infrastructure plans, as appropriate, to enable the orderly and efficient development of priority areas.

Principal reasons and explanation

The earthquakes have resulted in some significant short-term impacts on the housing market, pushing up demand in the short term for temporary accommodation during the recovery and rebuilding period, and relocation of residents from red-zoned areas. This short-term demand is expected to slowly return to normal growth.

Accommodating the increased demand for households can be achieved in two ways, through greenfield expansion into priority areas, and through intensification within existing urban areas. To support a sustainable urban form, this intensification is ideally located around existing Key Activity Centres and public transport routes, within mixed use areas where residential activities can support business activities, and on brownfield sites. Further work will be required to increase intensification, and work towards accommodating future growth within existing urban areas.

In order to efficiently utilise the identified priority areas to accommodate recovery and rebuild development, minimum densities are to be achieved. This will help to create a compact urban form that supports existing urban and suburban centres and can be served efficiently by infrastructure, including public transport. It will also help to ensure that housing supply and housing choice, including affordable housing options, meet demand and enable recovery.

Policy 6.3.8 – Rural residential development

Rural residential development further to areas already zoned in district plans as at 1st January 2013 may be provided for by territorial authorities in accordance with adopted rural residential development plans prepared in accordance with the Local Government Act 2002, subject to the following:

- (1) The location must be outside the priority areas for development and existing urban areas;

- (2) All subdivision and development must be located so that it can be economically provided with a reticulated sewer and water supply integrated with a publicly owned system, and appropriate stormwater treatment and disposal;
- (3) Legal and physical access is provided to a sealed road, but not directly to a road defined in the relevant district plan as a Strategic or Arterial Road, or as a State highway under the Government Roading Powers Act;
- (4) The location of any proposed rural residential development shall:
 - (a) avoid noise sensitive activities occurring within the 50 dBA Ldn air noise contour surrounding Christchurch International Airport so as not to compromise the future efficient operation of Christchurch International Airport or the health, well-being and amenity of people;
 - (b) avoid the groundwater recharge zone for Christchurch City's drinking water;
 - (c) avoid land between the primary and secondary stop banks south of the Waimakariri River;
 - (d) avoid land required to protect the landscape character of the Port Hills;
 - (e) not compromise the operational capacity of the Burnham Military Camp, West Melton Military Training Area or Rangiora Airfield;
 - (f) support existing or upgraded community infrastructure and provide for good access to emergency services;
 - (g) not give rise to significant reverse sensitivity effects with adjacent rural activities, including quarrying and agricultural research farms, or strategic infrastructure;
 - (h) avoid significant natural hazard areas including steep or unstable land;
 - (i) avoid significant adverse ecological effects;
 - (j) not significantly adversely affect ancestral land, water sites, wāhi tapu and wāhi taonga of Ngāi Tahu;
 - (k) where adjacent to or in close proximity to an existing urban or rural residential area, be able to be integrated into or consolidated with the existing settlement; and
 - (l) avoid adverse effects on existing surface water quality.
- (5) An outline development plan is prepared which sets out an integrated design for subdivision and land use, and provides for the long-term maintenance of rural residential character.
- (6) A rural residential development area shall not be regarded as in transition to full urban development.

This policy implements the following objectives:

Objectives 6.2.1, 6.2.2, 6.2.3

Methods

The Regional Council:

Will

- (1) Have regard to Policy 6.3.8 in relation to any consents relating to rural-residential activities in Greater Christchurch, and consider deferral under s91 where other consents are required from another local authority, so that the effects of a proposal can be considered together.

Territorial Authorities:

Will

- (2) Include objectives, policies and rules in district plans that provide for the matters set out in Policy 6.3.8.

Principal reasons and explanation

An important aspect of residential capacity includes the contribution of rural residential development. Many of the rural western areas of Greater Christchurch remained undamaged during the earthquakes and are also located out of the area identified as being prone to liquefaction, making them more desirable locations to live.

At the same time, it is also important to manage the extent of rural residential activity due to the pressure it places on infrastructure, its impact on transport efficiency, and the maintenance of rural character and rural land use for production. Rural residential development can have significant effects disproportionate to the numbers of households living within this form of development, and more than limited provision would undermine the achievement of recovery.

Rural residential development is therefore provided for to a limited extent during the recovery period in recognition of the desirability of providing a range of choice in housing types for those needing to relocate, without compromising the overall intent of consolidation in the CRPS.

Policy 6.3.9 – Maori Reserve 873

Recognise the relationship of Ngai Tuahuriri with Maori Reserve 873 at Tuahiwi and the surrounding area so as to enable the land to be used for places of residence and living activities for the original grantees and their descendants as intended by Kemps Deed of 1848 and the Crown Grants Act (No.2) of 1862 taking into account the following:

- (a) Intensive development opportunities;
- (b) Range of housing options;
- (c) Compact urban form;
- (d) Provision of appropriately sized local retail/commercial centre;
- (e) Rural amenity and outlook;
- (f) Flooding, inundation and high hazard areas;

(g) Provision of an Outline Development Plan.

This policy implements the following objectives:

Objectives 6.2.1, 6.2.2, 6.3.3

Methods

The Regional Council:

Will

- (1) Give priority to Policy 6.3.9 with regard to development proposals and opportunities within Maori Reserve 873.

Waimakariri District Council:

Will

- (1) Provide for development opportunities at Maori Reserve 873 in accordance with Policy 6.3.9 by the inclusion of objectives, policies, rules and an Outline Development Plan within the District Plan.
- (2) Include objectives, policies and/or rules, within the District Plan, that accord with Policies 6.3.2, 6.3.3 (except 6.3.3(1) and (4)) and 6.3.4.
- (3) Include objectives, policies and/or rules, within the District Plan, that limit inappropriate development in relation to the size and scale of Tuahiwi.
- (4) Monitor and report on, at two yearly intervals, growth within Maori Reserve 873 to determine whether amendments to objectives, policies and rules are required to limit inappropriate growth and development.

Should

- (5) Co-ordinate the sequencing, provision and funding of infrastructure in Long Term Plans, or other infrastructure plans, to enable the orderly and efficient development of Maori Reserve 873.

Principal reasons and explanation

The earthquakes and the subsequent damage and red zoning of properties in Waimakariri District and Christchurch City has led to a number of Maori seeking opportunities to return to ancestral lands at Maori Reserve 873. This policy recognises the historical and cultural associations for residential and living activities provided for in Kemps Deed of 1848 and the Crown Grants Act (No.2) of 1862 for the original grantees and their descendants.

It is important that any development of Maori Reserve 873 is enabled in a way that meets the needs of Maori and other residents, whilst protecting natural and physical resources through maintaining and enhancing the environmental qualities and rural amenity of the area.

Maori Reserve 873 has not been identified as a priority area, nor as rural residential as development of this land is seen as something that will likely take a more dense form in certain areas and this could result in a more closely settled development pattern. However, it is considered important that any development be of a size and scale appropriate for Tuahiwi and that a rural amenity and outlook be maintained. For these reasons it is considered important that an Outline Development Plan be prepared to guide and manage development.

Policy 6.3.10 Monitoring and Review

- (a) The Canterbury Regional Council, in conjunction with the territorial authorities, shall undertake adequate monitoring to demonstrate that at all times there is an available supply of residential and business land to meet the Objectives and Policies of this Chapter.
- (b) The Canterbury Regional Council, in conjunction with the territorial authorities, shall undertake monitoring of the supply, uptake and impacts of rural residential land use and development.
- (c) Prior to initiating a review of this chapter, for the purposes of information the Canterbury Regional Council may request the organisation or agency responsible for the operation of Christchurch International Airport to undertake a remodelling of the air noise contours relating to the airport.
- (d) The Canterbury Regional Council, following relevant territorial authority input, shall initiate a review of the extent and location of land for development if any of the following situations occur:
 - (i) A shortfall in available land is identified by monitoring under Policy 6.3.10; or
 - (ii) It is identified that altered circumstances have arisen or will arise either in one or more parts of Greater Christchurch, in relation to the expected availability of sub-regional infrastructure, and a reconsideration of the extent, location and timing of land for development is necessary to achieve the objectives and policies of this chapter.
- (e) Any change resulting from a review of the extent, and location of land for development, any alteration to the Priority Areas, or provision of new Greenfields Areas, shall commence only under the following circumstances:
 - infrastructure is either in place or able to be economically and efficiently provided to support the urban activity;
 - provision is in place or can be made for safe, convenient and sustainable access to community, social and commercial facilities;
 - the objective of urban consolidation continues to be achieved;
 - urban land use, including industrial and commercial activities, does not increase the risk of contamination of drinking water sources, including the groundwater recharge zone for Christchurch's drinking water;
 - urban development does not lie between the primary and secondary stopbanks south of the Waimakariri River which are designed to retain floodwaters in the event of flood breakout;
 - the landscape character of the Port Hills is protected;

- sufficient rural land is retained to maintain the open space landscape character either between or surrounding the areas of urban activity within Greater Christchurch; and
- the operational capacity of strategic infrastructure is not compromised.

This policy implements the following objectives:

Objectives 6.2.1, 6.2.3, 6.2.4, 6.2.5, 6.2.6

Methods

- (1) The monitoring for Policy 6.3.10 may include but is not limited to:
 - any information published by or sought from Statistics New Zealand.
 - annual or less frequent surveys of business and residential land uptake, including Greenfields Development and redevelopment.
 - annual or less frequent surveys of the development capacity of zoned and serviced land.
 - obtaining and analysing a range of information to assist with the understanding and prediction of future needs, including information on market behaviour and social and economic trends.
- (2) The monitoring for Policy 6.3.10 shall include such matters as the councils consider relevant and appropriate.
- (3) The Canterbury Regional Council shall prepare a comprehensive monitoring report in relation to Policy 6.3.10 at least every three years, and make it publicly available.
- (4) Any remodelling in terms of Policy 6.3.10 shall:
 - involve an assessment of projected future airport business growth and operation, and shall take into account, but not be limited to aircraft movements, flight tracks, fleet mix and runway utilisation; and
 - be accompanied by the report of an independent panel of airport noise experts who have undertaken a peer review of the inputs, assumptions and outcomes of the remodelling; and
 - shall be provided to the Canterbury Regional Council in the form of a comprehensive report along with an executive summary or summary report.
- (5) The Canterbury Regional Council shall make the summary report of any remodelling under Method 4 publicly available as soon as practicable after receiving it.
- (6) Any amended growth pattern shall be given effect through the provisions of any relevant regional plan, changes to the Regional Policy Statement, district plans, the Regional Land Transport Strategy, the Regional Land Transport Programme, Annual Plans, Three Year Plans, Long Term Plans and any relevant strategic planning process, as appropriate.

- (7) Territorial authorities shall make appropriate arrangements to enable the achievement of any changes resulting from a review under Policy 6.3.10.

Explanation

Relocation, population, household and business growth can be affected by a wide range of variables. The policy framework should be responsive to this variation in order to meet any changes in circumstances. Policy 6.3.10 is intended to ensure enough land is available and in the right locations to facilitate recovery through to 2028. Monitoring a range of statistics and trends is a key factor in this management. Anticipating the number of relocated or new households and the business activity to be accommodated, as well as the form that these are likely to take, indicates the land areas required for successful recovery.

Policy 6.3.10 also provides that the circumstances for altering the priority area provisions of this chapter are:

- (a) There is determined to be insufficient land within the Priority Areas over the recovery period
- (b) Altered circumstances have arisen in relation to anticipated timing of the infrastructure required to support the development planned by this chapter
- (c) There are changes to the relocation and growth management assumptions upon which the objectives and policies of this chapter are based.

Note: Outcomes relating to the effectiveness of the objectives and policies of this chapter, the natural environment, outstanding landscapes and significant infrastructure are required to be monitored elsewhere under the RPS (see Chapter 21).

TO BE INSERTED INTO THE GLOSSARY AND DEFINITIONS

<i>Area plan</i>	see definition of structure plan
<i>Brownfields</i>	Vacant or underutilised urban land that is or has been used for urban activities.
<i>Business or business activities</i>	means land or activities that include retail, office, industrial and other commercial and any ancillary activity.
<i>City Centre Area</i>	means the area covered by the Christchurch Central Recovery Plan.
<i>District development strategy</i>	see definition of structure plan
<i>Electricity transmission network</i>	means the national grid as defined in the National Policy Statement on Electricity Transmission 2008.
<i>Greater Christchurch</i>	means the area shown on Map A.
<i>Green technology</i>	Means technology used to conserve the natural environment or resources and curb the negative impacts of human activities. It includes energy efficiency, renewable energy, water efficiency and other forms of low impact urban design.
<i>Greenfields areas</i>	means areas identified on Map A for greenfields development.
<i>Greenfields development</i>	means subdivision, use and/or development of land identified on Map A as Greenfields Areas.
<i>Intensification</i>	means subdivision, use and or redevelopment of areas within developed urban areas.
<i>Kaiapoi</i>	for the purposes of Policy 6.3.1 and 6.3.5, Kaiapoi means only land within the three areas within the 50 dBA Ldn noise contour and shown on Map A, as identified in the Waimakariri District Plan planning maps.
<i>Key Activity Centres</i>	Key existing and proposed commercial/business centres identified as focal points for employment and the transport network and suitable for more intensive mixed-use development.
<i>Net density</i>	is the number of lots or household units per hectare (whichever is the greater). The area (ha) includes land for: <ul style="list-style-type: none"> Residential purposes, including all open space and on-site parking associated with

	<p>residential development;</p> <ul style="list-style-type: none"> • Local roads and roading corridors, including pedestrian and cycle ways, but excluding State Highways and major arterial roads; • Local (neighbourhood) reserves. <p>The area (ha) excludes land that is:</p> <ul style="list-style-type: none"> • Stormwater retention and treatment areas; • Geotechnically constrained (such as land subject to subsidence or inundation) • Set aside to protect significant ecological, cultural, heritage or landscape values; • Set aside for esplanade reserves or access strips that form part of a larger regional or sub-regional reserve network; • For local community services and retail facilities, or for schools, hospitals or other district, regional or sub-regional facilities.
Noise sensitive activities	<p>means</p> <ul style="list-style-type: none"> • Residential activities other than those in conjunction with rural activities that comply with the rules in the relevant district plan as at 23 August 2008; • Education activities including pre-school places or premises, but not including flight training, trade training or other industry related training facilities located within the Special Purpose (Airport) Zone in the Christchurch District Plan or on other land used or available for business activities; • Travellers' accommodation except that which is designed, constructed and operated to a standard that mitigates the effects of noise on occupants; • Hospitals, healthcare facilities and any elderly persons housing or complex.
Outline development plan	<p>means a plan prepared for the development of a Greenfields Area or Rural Residential Development in the manner outlined in Policies 6.3.3 and 6.3.8. It shall include maps, plans, and other descriptive and illustrative material as necessary to convey the information referred to in Policies 6.3.3 and 6.3.8.</p>
Priority areas	<p>means areas identified as being priority for greenfield development as identified on Map A.</p>
Rural activities	<p>means</p> <ul style="list-style-type: none"> • Rural land use activities such as agriculture, aquaculture, horticulture and forestry • Businesses that support rural land use activities • Large – footprint parks, reserves, conservation parks and recreation facilities

	<ul style="list-style-type: none"> • Residential activity on lots of 4 ha or more • Quarrying and associated activities • Strategic Infrastructure outside the urban limits.
<i>Rural residential activities</i>	means residential units outside the identified priority areas at an average density of between 1 and 2 households per hectare.
<i>Strategic infrastructure</i>	means those necessary facilities, services and installations which are of greater than local importance, and can include infrastructure that is nationally significant. The following are examples of strategic infrastructure: <ul style="list-style-type: none"> • Strategic transport networks • Christchurch International Airport • Rangiora Airfield • Port of Lyttelton • Defence facilities including Burnham Military Camp and West Melton Military Training Area • Strategic telecommunications facilities • The electricity transmission Network • Other strategic network utilities
<i>Strategic transport networks</i>	means transport networks and operations of national or regional significance. These include the strategic road network including State Highway and major arterial roads as defined in district plans and the rail network, along with the region's core public passenger transport operations and significant regional transport hubs such as Christchurch International Airport and the Port of Lyttelton.
<i>Structure plan; or area plan; or district development strategy:</i>	means a comprehensive development plan for a whole or part of a territorial authority administrative area that has been adopted by the territorial authority, under the Local Government Act 2002, which clearly shows the relationship between a proposed land use pattern and all infrastructure requirements.
<i>Urban activities</i>	means <ul style="list-style-type: none"> • residential units (except rural residential activities) at a density of at least one household unit per 4 ha of site area; • Business activities, including industrial and commercial activities; • Sports fields and recreation facilities; • Any other land use within the urban limits.
<i>Urban intensification plan</i>	means a plan prepared for the redevelopment of an area that has been selected by a territorial authority

for specific Council initiatives to promote intensification. As a minimum such plans shall identify:

- The development capacity of the area proposed for intensification.
- The capacity of the existing infrastructure and proposed new infrastructure.
- The effect on areas with heritage values and special amenity.
- Opportunities for giving effect to Policy 6.3.2.
- How the residential density targets contained in Policy 6.3.7 will be met.
- A range of transport options, including pedestrian, cycling, passenger transport, motor vehicles.