

CHAPTER 12A - DEVELOPMENT OF GREATER CHRISTCHURCH

12 A. 1 Introduction

Chapter 12A provides direction for the growth, development and enhancement of the urban and rural areas of the Greater Christchurch sub-region for the period to 2041. The Greater Christchurch sub-region 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. 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.

Chapter 12A provides the sub-regional policy framework under the Resource Management Act 1991 to implement the Greater Christchurch Urban Development Strategy. This strategy is adopted policy by the Canterbury Regional Council and the territorial authorities of Christchurch City, Selwyn and Waimakariri District Councils. The purpose of Chapter 12A is to provide for development in a way which achieves quality outcomes and takes a sustainable development approach to managing growth.

The strategic vision for 2041 is for Greater Christchurch to have:

- *Enhanced lifestyles;*
- *Enhanced environments;*
- *Prosperous economies;*
- *Managed growth;*
- *Integrated and collaborative leadership*

(The Urban Development Strategy and Action Plan for Greater Christchurch 2007)

Chapter 12A sets out the intended sub-regional land use distribution for Greater Christchurch for the planning period, particularly the areas available for urban development, the household densities for the various areas and other key components for consolidated and integrated urban development. It also determines which land is to remain rural for resource protection and /or enhancement reasons.

The provisions of Chapter 12A have been reconsidered in the light of the Canterbury earthquakes and, with some minor amendments and noting the impacts of the earthquakes, are an appropriate and relevant policy approach for both the short term and long term development of Greater Christchurch. Since the earthquakes there is a heightened awareness of the risks of natural hazards and the need to avoid or mitigate such risks. The provisions of Chapter 12A are in accord with such an approach.

Chapter 12A is part of an integrated implementation package designed to give effect to the Greater Christchurch Urban Development Strategy with other actions mandated under the Local Government Act 2002 and Land Transport Management Act 2003. Objectives, policies and rules in district plans, and decisions on resource consent applications under these plans are the key means under the Resource Management Act 1991 by which this chapter is given effect. Similarly but to a more limited extent, provisions in Regional Plans also give effect to this chapter.

Chapter 12A is more specific and directive than the balance of the Canterbury Regional Policy Statement while enabling district plans to give effect to the chapter's objectives and policies through provisions that facilitate development in growth areas and through intensification. The provisions are generally consistent with but avoid duplicating the balance of the Regional Policy Statement. The objectives and policies of the balance of the Regional Policy Statement, particularly Chapter 12 Settlement and Built Environment, will continue to apply across Greater Christchurch. If there is any inconsistency between the two chapters in practice, the provisions of Chapter 12A will prevail.

Applicable Objectives and Policies

In this chapter, the Issues, Objectives, Policies and Methods are presented as sets. The policies most relevant to the achievement of each objective are noted following the explanation to each objective. All policies in this chapter however relate in varying degrees to the achievement of all the objectives.

12A.2 ISSUES

Issue 1: Growth Trends

Current growth trends within Greater Christchurch are resulting in a low density urban form that will not meet the future needs of people and communities.

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 places heavy reliance on road transport, particularly private motor vehicles for personal transportation, which is inappropriate for ensuring the wellbeing of people and communities in the future because of:

- (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 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 the Greater Christchurch sub-region can reduce the impacts of global warming.
- (d) The increased cost of developing and maintaining the transport system.

Issue 2: Accommodating Growth

How to accommodate expected population and household growth and economic activity in Greater Christchurch, including changes and relocation resulting from the 2010/2011 earthquakes, in the foreseeable future in a sustainable manner.

Explanation

Prior to the earthquakes it was anticipated that the population of Greater Christchurch would increase by 135,020 from a 2006 base of 413,500 to 548,520 by 2041. It was assumed that the number of new households would increase by 74,810 from a 2006 base of 164,100 to total 238,910 by 2041 and that the expected existing labour force would increase by 47,500 from a base of 221,900 to total 269,400 in 2041.

Since the earthquakes, shifts in population across Greater Christchurch have occurred and continue to do so (people leaving, both temporary and permanent and new people arriving as part of the rebuild) and accelerated gains of population have occurred in western Greater Christchurch (including Christchurch City) as people and business activity has of necessity moved from the east (where earthquake damage has been most significant) to the west.

Given the potential impact these growth drivers have on Greater Christchurch, it is critical to understand the volumes of growth and the choices available for accommodating this level of future change, in the most sustainable manner, along with the investment in and development of strategic infrastructure which will be required to provide for such growth.

Issue 3: Environmental Challenges

Development can have adverse effects, which if not identified and avoided, could result in inappropriate outcomes, such as:

- (a) Contamination of Christchurch City's drinking water as a result of inappropriate development over the unconfined aquifer to the west of the city;**
- (b) A risk to people and property from natural hazards such as flooding, liquefaction, lateral displacement, rockfall, landslip, tsunami, coastal inundation or coastal erosion;**
- (c) The potential to compromise outstanding landscapes;**
- (d) The threat to areas of significant indigenous biodiversity, rural character and landscape;**
- (e) The erosion of the character and amenity of settlements and rural areas;**
- (f) Conflicts between legitimately established rural activities (including quarrying and agricultural research farms) and sensitive activities which seek to locate in proximity to these activities.**

Explanation

There is a strong relationship between the challenges of accommodating future growth and the potential impact of this growth on existing natural resources and risks associated with hazards. There are obligations under the Resource Management Act 1991 to avoid locating growth in areas where its impacts are unsustainable.

Likewise there are statutory requirements that growth does not compromise outstanding landscapes or biodiversity.

Also in accommodating future growth consideration must be given to its impact on the existing built environment as well as the character of rural areas.

Issue 4: Growth Impacts

Sporadic or unplanned development can:

- (a) Adversely affect the efficient use or development of existing infrastructure or services, due to overloading;**
- (b) Adversely affect the efficient use or development of strategic infrastructure, due to reverse sensitivity impeding their operations;**
- (c) Undermine the physical resource investment in urban centres including the central business district of Christchurch and suburban and rural town centres by undermining the economic and social viability of these centres;**
- (d) Create urban forms that consume more energy and are less sustainable than more integrated land-use patterns;**
- (e) Result in untimely or inefficient provision of supporting infrastructure, and create barriers to funding or provision of necessary infrastructure;**
- (f) Limit the extent to which land use patterns can be integrated with transport infrastructure and services that provide for a range of choice among transport options;**
- (g) Adversely affect the productive potential of versatile soils and associated rural industries and compromise the extraction of aggregate resources;**
- (h) Adversely affect biodiversity;**
- (i) Adversely affect surface water and groundwater quality.**

Explanation

A key element in successful growth management is the recognition of existing infrastructure. It is important that future growth does not compromise the efficient operations of infrastructure, particularly strategic infrastructure.

The value of existing infrastructure investments in town centres, existing towns and key activity centres are recognised where these are efficiently located with regard to transport systems and housing, and meet wider community social and economic needs. Some recent growth trends have resulted in urban developments which have 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 across Greater Christchurch that has resulted in accelerated energy use, in particular where development has created a more dispersed and fragmented footprint. 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.

The costs of the infrastructure necessary to sustain future growth, 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.

Achieving a high level of integration between future land use patterns and transport modes will help promote alternative forms of transport, especially public transport as well as walking and cycling. There is also significant benefit in terms of reduced environmental costs.

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 5: Transport Effectiveness

Urban land use and development in inappropriate locations can adversely affect the efficient use and development of transport infrastructure, through:

- (a) The location of residential and other sensitive activities close to strategic transport networks;**
- (b) High energy use associated with private car dependency;**
- (c) Inefficient operation of strategic transport networks.**

Explanation

Helping ensure environmental sustainability from a transport perspective means that existing key transport hubs such as airports and ports must be safeguarded. Future land use patterns need to be organised in such a manner that energy requirements are minimised and the efficient functioning of strategic transport networks is not compromised by traffic associated with local development.

Issue 6: Amenities

Development within Greenfields Areas or as part of residential intensification, if poorly designed, can adversely affect urban amenity values; rural amenity values; heritage; health and safety; access to community, educational, social and commercial facilities, and overall liveability.

Explanation

Accommodating future growth in a manner which does not compromise the amenity values of either existing or future communities is a key challenge which must be recognised at a Greater Christchurch, City, District and neighbourhood level, especially where it is necessary to increase building densities.

Issue 7: 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 and also through generating sporadic demands for services including water and sewerage.

Explanation

There is a long history of rural residential development in New Zealand, and the associated adverse and beneficial effects are relatively well understood. From the experience gained to date it is clear that such development is associated with reverse sensitivity effects and can also give rise to requests for the extension of urban services. This can lead to pressures for closer urbanisation, which is difficult to achieve in an effective manner given that the land use pattern has been established for a different purpose.

12A.3 OBJECTIVES

Objective 1: Urban Consolidation

Urban Development in Greater Christchurch shall be managed to achieve consolidation of existing urban areas, to avoid unsustainable expansion outside existing urban areas, take account of the need to relocate households following the Canterbury Earthquakes and to bring about:

- (a) Higher density living environments, particularly in the Christchurch City Centre Area, in and around Key Activity Centres, and in Greenfields Areas;**
- (b) Reinforcement of the role of the Christchurch central business district within the Greater Christchurch sub-region;**
- (c) Greenfields development on the periphery of Christchurch's urban area, and surrounding towns at a rate which enables the efficient provision and use of network infrastructure;**
- (d) Initiatives by the Christchurch City Council to promote intensification within Christchurch urban area;**
- (e) A move towards sustainable and self-sufficient growth of the towns of Rangiora, Kaiapoi, Woodend, Lincoln, Rolleston and consolidation of the existing settlement of Prebbleton; and**
- (f) Growth in rural-residential development to equate to no more than 5% of the planned growth of households within urban areas.**

Policies 1- 8, 11, 14.

Explanation

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 will reduce the need for expansion of peripheral areas, and some intensification of the centres of smaller towns is also expected to meet some needs.

Changing demographic patterns including an ageing population and smaller households is expected to increase the desirability of higher density housing while the ageing of housing stock in older parts of Christchurch and the loss of buildings as a result of the Canterbury Earthquakes, provides an opportunity for redevelopment at higher densities. Increased intensification is anticipated to occur over time requiring appropriately located and designed greenfields development during the time of transition.

Limitations to infrastructure within Christchurch City until 2016 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.

Rural residential development is provided for to a limited extent in recognition of the desirability of providing a range of choice in housing types without compromising the overall intent of consolidation in this Regional Policy Statement.

Provision has been made for rural residential development equivalent to no more than 5% growth of planned new urban households in Selwyn and Waimakariri Districts over the period 2007-2041.

Objective 2: Character and Sustainability

To achieve built environments within Greater Christchurch that:

- (a) provide for quality living environments;**
- (b) retain areas of special amenity and heritage values where these are of regional significance;**
- (c) retain values of importance to tangata whenua;**
- (d) provide a range of densities and uses; and**
- (e) are healthy, environmentally sustainable, functionally efficient, and economically vibrant.**

Policies 1, 2, 3, 5, 6, 7, 8, 11, 13, 14.

Explanation

Intensification and consolidation of development in Christchurch is subject to maintenance and protection of the city's identity and character, and maintenance of high quality living environments. 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 commercial 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. Development that takes into account these factors will contribute towards a more socially cohesive Greater Christchurch.

The proportion of total new dwellings provided through redevelopment within existing urban areas is planned to shift from approximately 35% in 2010 to approximately 60% by 2041 with a consequent reduction in the proportion of greenfield dwellings. The dwelling densities to be achieved both in areas of greenfields development and in intensification development are higher than those presently being achieved by such development forms.

Objective 3: Recognising Urban Growth Limitations

Provide for and manage urban growth within Greater Christchurch while protecting:

- (a) the natural and physical environment from adverse effects of overloaded strategic infrastructure;**
- (b) the quantity and quality of water in groundwater aquifers and surface water bodies;**
- (c) outstanding natural features and landscapes including those within the Port Hills and Banks Peninsula;**
- (d) indigenous biodiversity;**
- (e) the character and amenity of rural areas and settlements from adverse effects of change; and**
- (f) people and property from unacceptable risk from natural hazards.**

Policies 1, 3, 4, 7, 8, 13.

Explanation

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 and that resources remain available for the benefit of future generations. In addition, a limit on

the extent of urban development will assist in maintaining the identity of the communities of Greater Christchurch.

Objective 4: Integration of Land Use, Infrastructure and Funding

Long-term planning for land use change, which ensures that the rate and location of development is integrated with the provision of strategic and other infrastructure, the provision of services, and associated funding mechanisms.

Policies 1-11, 12-14

Explanation

Successful long term growth management is dependent on integrating long term land use, the infrastructure necessary to support this and the ability to fund the infrastructure in a timely and equitable manner.

Objective 5: Key Activity Centres

Recognise, provide for and sustain the community's physical resource investment in the key centres of business and service activity shown on Map 1.

Policies 3, 4, 5, 7, 8.

Explanation

A number of existing centres that are highly accessible and constitute nodes on the strategic transport networks provide a strong basis for the planning of and support for more intensified residential living and for the successful planning of public transport. It is important to recognise that existing Key Activity Centres also provide a strong basis of support for surrounding residential areas, and that the inappropriate development of additional Key Activity Centres may undermine the community's investment in existing centres and weaken the range and viability of the services they provide.

Objective 6: Business Land

Identify and provide for Greater Christchurch's land requirements for the growth of business activities in a manner that supports the settlement pattern brought about by Objective 1.

Policies 1, 3, 4, 7, 8, 9, 12, 15.

Explanation

The provision of adequate land for 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. Locating appropriate business land close to existing and future residential development helps achieve a greater range of travel options as well as reducing energy usage. The locations selected for business land development are also key for the forward planning of the transportation network. While there is some capacity for the demand for business land to be met through the redevelopment of existing zoned land, particularly within Christchurch City, the Urban Limits provide for the accommodation of new business activities in appropriate greenfields locations.

Objective 7: Integration of Transport Infrastructure and Land Use

Ensure that the planning and provision of transport infrastructure is integrated with development and settlement patterns and facilitates the movement of goods and provision of services in Greater Christchurch, while:

- (a) limiting network congestion;**
- (b) reducing dependency on private motor vehicles;**

- (c) reducing emission of contaminants to air and energy use; and**
- (d) promoting the use of active transport modes.**

Policies 1, 12-14.

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. 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 8: Development and Protection of Strategic Infrastructure

Achieve urban land use and development that does not adversely affect the efficient operation, use and development of strategic infrastructure and enables the development of the additional Strategic Infrastructure necessary to meet the needs of growth in population, relocated households as a result of the Canterbury Earthquakes and economic activity in the Greater Christchurch area.

Policies 1, 3, 5-10.

Explanation

Urban land use and development can adversely affect the efficient use or operation of strategic infrastructure for a range of reasons including direct effects such as noise levels and odour, reverse sensitivity effects, capacity aspects and physical relationships (such as proximity or severance concerns). It can also curtail scope to further develop these strategic infrastructure assets. Strategic infrastructure is of national, regional and sub-regional significance and its use and ongoing development enables people to provide for their social, economic and cultural wellbeing, and for their health and safety.

12A.4 POLICIES

Policy 1 Urban Limits

Except as provided for in Policy 12 and in Chapter 12, Policy 8 (Papakainga Housing), urban activities within Greater Christchurch shall occur only within the Urban Limits delineated on Map 1.

Methods

- 1.1 Territorial authorities within their district plans shall provide for the urban growth of Greater Christchurch within the Urban Limits shown on Map 1 and shall include provisions to prevent urban activities locating outside the Urban Limits except as provided for in Policy 12.**
- 1.2 The Canterbury Regional Council will initiate changes to the RPS, if appropriate, in accordance with Policy 15.**
- 1.3 The Canterbury Regional Council, in conjunction with the territorial authorities within Greater Christchurch, shall monitor the development capacity (including vacant land and redevelopment opportunities) within the Urban Limits in accordance with Policy 15.**

Explanation

The Urban Limits shown on Map 1 provide for the existing urban areas and greenfields development within Greater Christchurch to achieve the other policies in this chapter of the RPS.

These areas are expected to be sufficient to provide for the projected sub-regional requirements for residential development (including population changes post the Canterbury Earthquakes), additional

business land and related network and community infrastructure and reserves to 2041. The addition of growth areas beyond those shown on Map 1 is likely to provide excess capacity, lead to inefficient and premature demand for the expansion of network and community infrastructure, and result in the failure to achieve the strategic vision for Greater Christchurch and the objectives of this chapter of the RPS.

The positioning of the Urban Limits includes the following considerations for identified growth areas and intensification within Greater Christchurch:

- there is the infrastructure either in place or able to be efficiently provided to support the urban activity, especially that arising from sporadic development with low density urban characteristics,
- safe, convenient and sustainable access to community, social and commercial facilities can be provided,
- sufficient land is encompassed to provide efficiently and effectively for all residential and business needs to 2041,
- they avoid noise sensitive activities occurring within the 50 dBA Ldn air noise contour surrounding Christchurch International Airport, as provided for in Policy 1: Kaiapoi, Chapter 22, so as not to compromise the future efficient operation of Christchurch International Airport and the health, well being and amenity of people,
- they do not adversely affect the operation of the Port of Lyttelton, taking into account the health, well-being and amenity of people,
- they avoid the groundwater recharge zone for Christchurch's drinking water, where urban land use increases the risk of contamination,
- they avoid land where the potential for liquefaction and lateral displacement is such as to be uneconomic for urban development to safely proceed,
- 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,
- they exclude land required to protect the landscape character of the Port Hills, and
- 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.

The Urban Limits shown on Map 1 have generally been defined at property boundary scale although changes may occur through the Outline Development Plan and change of zoning in the district plan process as set out in Policy 8.

Policy 2: Intensification

- (a) An increasing proportion of the residential growth of Greater Christchurch should take place through intensification by redevelopment within existing urban areas. There shall be a change over time to greater rates of intensification particularly in Christchurch City than in the past. Between 2007 and 2041 the ratio of intensification to greenfields development is intended to change from approximately 25:75 to 60:40.**
- (b) Intensification will take place in areas to be identified through district plans to achieve the household numbers set out in Policy 6. Intensification should particularly be encouraged in the City Centre Area, in and close to the Key Activity Centres identified in Policy 5 and on Map 1 and on suitable industrial Brownfields sites.**
- (c) Territorial authorities shall encourage intensification by selecting particular areas for enhancement of amenities to provide an attractive environment for higher density living.**
- (d) Christchurch City Council shall recognise and provide for intensification in the City Centre Area which underpins and supports the role of the central business district within the Greater Christchurch sub-region.**

(e) Christchurch City Council shall, in identifying areas for intensification, recognise and provide for the protection of heritage values and areas of special amenity.

Methods

- 2.1 Territorial authorities within their district plans shall identify areas suitable for urban intensification within the Urban Limits through zoning or other method.**
- 2.2 Territorial authorities should give consideration to appropriate administrative and financial arrangements to enable and encourage intensification to occur.**
- 2.3 The Christchurch City Council shall continue to promote the implementation of high-density residential redevelopment, particularly within the City Centre Area.**
- 2.4 The Christchurch City Council shall investigate methods for promoting intensification including the selection of areas for specific Council initiatives. The Council will develop and implement Urban Intensification Plans where appropriate to encourage the achievement of Policy 2.**
- 2.5 Territorial authorities shall research, and implement as appropriate, methods for promoting development and enhancement of Key Activity Centres.**
- 2.6 The Canterbury Regional Council, in conjunction with the territorial authorities within Greater Christchurch, will monitor the development capacity (including vacant land and redevelopment opportunities) within the Urban Limits in accordance with Policy 15.**

Explanation

Intensification within Christchurch City will reduce the need for expansion of peripheral areas. Changing demographic patterns including an ageing population and smaller households are expected to increase the desirability of higher density housing while the ageing of housing stock in older parts of the City and the loss of buildings due to the Canterbury Earthquakes, provides an opportunity for redevelopment at higher densities.

Intensification will also minimise the adverse effects of travel for work, business and recreation, limit the costs of new infrastructure, and avoid the adverse effects of development on sensitive landscapes, natural features and areas of high amenity.

Certain areas in Christchurch City have been identified for intensification for many years and have community acceptance. Other areas may be identified including redevelopment of suburban industrial (Brownfields) sites. Providing for intensification in and around Key Activity Centres will help ensure good access to commercial, community and recreational facilities and to public transport.

Councils have the ability to encourage greater uptake of intensification in selected areas through investment such as the provision of and improvements to open space and the streetscape.

Policy 3: Business Land

Territorial authorities shall provide for business activities in a manner which;

- (a) Promotes the utilisation and redevelopment of existing business land, and provides sufficient additional greenfields business land;**
- (b) Reinforces Key Activity Centres;**
- (c) Utilises existing infrastructure availability, capacity and quality;**
- (d) Protects existing and future communities from reverse sensitivity issues;**

- (e) Ensures close proximity to labour supply, major transport hubs and passenger transport networks; and
- (f) Encourages self-sufficiency of employment and business activities within communities across Greater Christchurch.

Methods

- 3.1 Territorial authorities shall identify areas suitable for future business land and the redevelopment of underutilised existing business land within the Urban Limits.
- 3.2 Territorial authorities should give consideration to appropriate administrative and financial arrangements to enable and encourage business land provision to occur.
- 3.3 Territorial authorities shall investigate and implement as appropriate, methods for promoting development and enhancement of Key Activity Centres.
- 3.4 The Canterbury Regional Council, in conjunction with the territorial authorities within Greater Christchurch, shall monitor the development capacity of business land (including vacant land and redevelopment opportunities) within the Urban Limits in accordance with Policy 15.

Explanation

The provision of adequate land for future business activities is a key challenge for successful growth management. Across Greater Christchurch there is potential to provide for new business activity within existing zoned business land through redevelopment and uptake of undeveloped land. New business land will however be needed.

Provision of new business land should be focussed 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.

Policy 4: Existing Towns

Rangiora, Kaiapoi, Woodend, Lincoln, Prebbleton and Rolleston will expand to accommodate urban growth that:

- (a) Provides for healthy, vibrant living environments;
- (b) Enables efficient and economic provision of network infrastructure;
- (c) Encourages self-sufficiency for employment, commercial, community and recreational activities, particularly for those communities which have Key Activity Centres; and
- (d) With the exception of the identified area at Kaiapoi (Policy 1, Chapter 22), avoids locating noise-sensitive activities inside the 50 dBA Ldn air noise contour surrounding Christchurch International Airport.

Methods

- 4.1 The Selwyn and Waimakariri District Councils will identify, through techniques such as Structure or Area Plans and/or District Development Strategies, areas for the growth of the district towns of Greater Christchurch.

4.2 Territorial authorities should give consideration to appropriate administrative and financial arrangements to enable and encourage development consistent with the four principles of this policy to occur.

4.3 Provision and alignment of infrastructure and community facilities through the appropriate processes and mechanisms.

Explanation

Growth in some of the district towns of Greater Christchurch will enable a choice of location for business and living and a diversity of urban environments. Balanced growth of employment, living areas, commercial, community and recreational facilities will be required to avoid creating dormitory areas that create excessive demands on wider network and community infrastructure, especially transport. The towns identified are well located on the strategic transport network and have capacity for further growth. For several of these towns, Greenfields Areas within the urban limits will exceed the area required for population growth over the next 30 years. Strategic planning exercises (such as Structure or Area Plans and District Development Strategies) facilitated by the Councils with the community, are the means by which the direction and manner of the growth of district towns within the Urban Limits is most appropriately formulated.

Policy 5: Key Activity Centres and Commercial Activities

(a) The following centres shown on Map 1 constitute the Key Activity Centres within Greater Christchurch:

- **Central City**
- **Papanui/Northlands**
- **Shirley**
- **Linwood**
- **New Brighton**
- **Belfast**
- **Riccarton**
- **Halswell**
- **Barrington**
- **Hornby**
- **Kaiapoi**
- **Rangiora**
- **Woodend / Pegasus**
- **Lincoln**
- **Rolleston**

(b) Territorial authorities shall manage the development of the Key Activity Centres to:

- (i) provide for facilities and services necessary to support the planned community, and**
- (ii) encourage economic and business activity and interaction, and**
- (iii) broaden the mix of uses appropriate to the centre, including medium and/or high density residential provision within and adjoining the Key Activity Centre, and**
- (iv) provide major centres for the community, and**
- (v) support the development of the principal public transport and cycling networks and the ability to change transport modes, and**
- (vi) encourage pedestrian and cycling access to and within these centres.**

(c) Territorial authorities shall ensure that commercial activity outside of the Key Activity Centres, does not adversely affect the function, vitality or amenity (as identified in (b) above) of the Key Activity Centres identified in (a) above.

- (d) Territorial authorities shall in considering the outward expansion of Key Activity Centres identified in (a) above, ensure that such expansion:
- (i) is appropriate in terms of the location of the Key Activity Centre in relation to the existing network of all commercial centres and population growth, in order to facilitate a sustainable distribution of centres;
 - (ii) is compatible with the nature and proximity of adjoining land uses;
 - (iii) avoids adverse effects on strategic transport networks;
 - (iv) avoids expansion into areas identified for residential consolidation; and.
 - (v) is compatible with the matters set out in (b) above.

Methods

- 5.1 Territorial authorities shall, through their district plans, introduce measures to support the planned development of Key Activity Centres.
- 5.2 Territorial authorities shall limit commercial activity outside the Key Activity Centres that could restrict the ability of Key Activity Centres to achieve their intended functions as identified in (b) of the Policy.
- 5.3 Territorial authorities should give consideration to appropriate administrative and financial arrangements to enable Key Activity Centres to fulfil the functions identified in (b) of the Policy.
- 5.4 The Canterbury Regional Council, in conjunction with the territorial authorities within Greater Christchurch, shall monitor the development capacity (including vacant land and redevelopment opportunities) within the Urban Limits in accordance with Policy 15.

Explanation

The more significant commercial centres are a key component of the urban settlement pattern as they comprise existing physical resources that provide a logical focus for areas of intensive residential development as well as for ongoing commercial use and development. Integrating urban development in this way assists in reducing car travel, increases the efficient use of resources, and strengthens existing communities. As such their development, usability and viability are important to successfully implementing the objectives of this chapter. Significant commercial development in other areas can reduce the ability of the centres to fulfil these functions, and such development should therefore be avoided.

Note: not all Key Activity Centres comprise a concentrated commercial component at present. The mapped locations indicate the general location for future development and intensification, to be determined more specifically by the territorial authorities in district plans.

Policy 6: Integration of Urban Form, and Infrastructure within Urban Limits

(a) Territorial Authorities shall provide for the strategic integration of infrastructure and development through the progressive release of new Greenfield Areas for residential development and the encouragement of intensification to provide for increases over time in household numbers as set out in Table 1.

Table 1: Projected Household Growth in Greater Christchurch 2007- 2041

	2007- 16 Households	2017- 26 Households	2027- 41 Households	Totals
Christchurch City				
Intensification				
a. City Centre Area	+3000	+4000	+6990	13990
b. Rest of City	+5500	+6500	+7500	19500
Greenfields Areas and existing zoned land	+6510	+7590	+5580	19680

	2007- 16 Households	2017- 26 Households	2027- 41 Households	Totals
Total	+15010	+18090	+20070	53170
Selwyn District				
Greenfields Areas and existing zoned land	+3700	+3900	+3440	11040
Rural Residential Areas (outside Urban Limits)	+200	+200	+200	600
Existing Rural Zoning	+100	+100	+50	250
Total	+4000	+4200	+ 3690	11890
Waimakariri District				
Greenfields Areas and existing zoned land	+4150	+2150	+1590	7890
Rural Residential Areas (outside Urban Limits)	+500	+500	+510	1570
Existing Rural Zoning	+200	+100	+100	400
Total	+4850	+2750	+2200	9800
Greater Christchurch Total	+23860	+25040	+25960	74860
Percentage Intensification	36%	42%	56%	

Notes:

- Existing undeveloped zoned land includes land at Pegasus, Woodend, Rangiora, Aidanfield, Masham, Port Hills, Lincoln, West Melton, Prebbleton and Rolleston.
- Rural Residential allocation provides for up to a maximum of the stated number.
- Table 1 states the households required within the Greater Christchurch area and by which Territorial Authority. The Greenfield Areas in Table 2 exceeds the area needed to provide for the household numbers in Table 1. The availability of the Greenfield Areas is to be managed under Policy 6(b).
- The households in Table 1 are based on population projections and as such are sought to be achieved by Policy 6. An over, or under, supply of these households, by anything other than a small margin, by any of the Territorial Authorities, would lead to Policy 6(a) being unable to be met.

(b) Within the Urban Limits identified on Map 1, residential development shall be provided for within the locations set out in Table 2 but only to the extent to provide for the numbers in Table 1 and in accordance with Policy 6(d).

Table 2: Greenfield Area Development for Greater Christchurch 2007 - 2041

New Growth Areas	Map Notation for Greenfields Areas	Household numbers for Greenfield Areas
		2007-2041
Christchurch City		
Belfast s293	CN1	1500
Upper Styx	CN3	1962

East Belfast	CN4	1150
Mills Road/ Hills Road	CN5/CN6	2200
Prestons Road	CNE1	2700
Russley	CW1	98
South of Masham	CW2	255
Wigram	CSW1	1890
Awatea	CSW2	1210
Sparks Road	CSW3	1810
South West Halswell	CSW4	3202
South East Halswell	CSW5	1060
South Halswell	CSW7	780
Hendersons Basin	CSW8	1383
Existing undeveloped Zoned Land including Masham, Aidanfield, Port Hills		3280
Christchurch Total		24930
Selwyn District		
SL6		495
Lincoln Total		4015
Rolleston		5375
West Melton (zoned)		570
Prebbleton		1295
Selwyn Total		11255
Waimakariri District		
Pegasus (zoned)		1800
Woodend (zoned)		250
Rangiora E & W (zoned)		550
Rangiora west		1800
Rangiora east		200
Kaiapoi		3450
Woodend		1990
Tuahiwi		1000
Waimakariri Total		11040

Notes:

1. Table 2 sets out the locations within the urban limits in order to meet the household provision set out in Table 1. The numbers are indicative only of what could be achieved within each area, subject to 6(d)
2. The provision of households within existing zoned land in Table 2 assumes development at densities that are in accordance with existing zoning provisions that apply to those areas.
3. The provision of households in Greenfield Areas is at the density set out in Policy 11.

(c) Within the Urban Limits identified on Map 1, the territorial authorities shall provide for development of business land identified in Table 3 in a way that ensures an available supply of business land, based on monitoring and review in accordance with Policy 15.

Table 3: Business Land Areas for Greater Christchurch 2007-2041

New Growth Areas	Map Notations for Greenfield Areas	Hectares for New Business Areas
Christchurch City		
Belfast	CB1	95
Hornby	CB2	111
SW Awatea	CB3	25
Wigram	CB4	43
Base of Port Hills	CB5	28
Islington Park	CB6	80
Hornby West	CB7	60
Memorial Ave	CB8	19
South Hornby	CB9	42
North West Review Area	NWRA	100*
Christchurch Total		603*
Selwyn District		
Rolleston	SR1	46
Rolleston	SR2	56
Rolleston	SR16	33
Rolleston	SR17	122
Lincoln	SR8	13
Selwyn Total		270
Waimakariri District		
Woodend	WW1	8
Woodend	WW5	8
Kaiapoi Central	WK7	10
Waimakariri Total		26
Combined Total		899*

Notes:

1. In addition, in June 2007 there were around 287 hectares of vacant zoned business land within the Christchurch City Plan area.
2. The numbers marked with a * are maxima, dependent upon the outcome of a review by Christchurch City Council of land primarily east of Christchurch International Airport, known as the North West Review Area, to consider a range of suitable land use activities (including for Greenfields Business), having regard to the 50dBa noise contour and the groundwater recharge zone constraints in the area. As a consequence of the review, the maximum amount of land that may be included as Greenfields Business for the purposes of Table 3 is 100ha and would be deemed as being within the Urban Limits. Land in excess of the 100ha which has been identified as being

suitable for Greenfields Business should be considered as part of any review of Greenfield Business land referred to in Policy 15 (e).

d) Within the Urban Limits identified on Map 1, the territorial authorities shall provide for the orderly, efficient and sequenced development of residential and business land (identified in Tables 2 and 3) to provide for the household numbers in Table 1 through statutory and non-statutory plans including Long Term Plans, Structure and Area Plans or other growth related documents prepared under the Local Government Act 2004 or Resource Management Act 1991, and District Plans in a manner that has particular regard to:

(i) proposed development of strategic transport infrastructure;

(ii) integration of infrastructure with land use development, within and across the territorial authorities; and

(iii) efficient and orderly provision of infrastructure necessary to support planned urban growth and development.

Methods

6.1 An orderly and efficient sequence and pattern of settlement shall be given effect to through the provisions of any relevant Regional Plan, changes to or review of the Regional Policy Statement, district plans, the Regional Land Transport Strategy, Long Term Plans and any relevant strategic planning document whether prepared under the Local Government Act 2004 or Resource Management Act 1991.

6.2 Territorial authorities shall provide for sequenced development of Greenfields Residential and Business Areas to meet Policy 6(a), (b), (c) and (d) by:

(a) zoning land in the territorial authorities' District Plans, with appropriate staging and other mechanisms in accordance with relevant strategic planning documents, to facilitate the development of Greenfield Residential and Business Areas in Policy 6 (b) and (c); and

(b) co-ordinating the necessary provision of infrastructure in the territorial authorities Long Term Plan to enable the orderly and efficient development of Greenfield Residential and Business Areas in Policy 6(b) and (c).

6.3 Christchurch City Council through its district plan and other methods, shall provide for and encourage the provision of the intensification set out in Table 1 in Policy 6(a), in accordance with Policy 2.

6.4 The Canterbury Regional Council, in conjunction with the territorial authorities within Greater Christchurch, shall monitor the development capacity (including vacant land and redevelopment opportunities) within the Urban Limits in accordance with Policy 15.

Explanation

Policy 6 will ensure there is sufficient land available to provide for population and economic growth in a way that maximises benefits and minimises costs for the community whilst achieving the consolidation of existing urban areas, avoiding unplanned, unsustainable or ad hoc expansion, and enabling territorial authorities to co-ordinate the provision of infrastructure across and within the districts. The policy does this by:

- in Policy 6(a) providing for household growth between Greenfield and intensification areas, and between districts in Table 1;
- in Policy 6(b) defining areas where appropriate Greenfield household growth will occur in Table 2 and the number of households that could be provided for in each Greenfield area, to achieve the targets in Table 1. Table 2 is intended to give each territorial authority, after consultation with its community, a choice and flexibility within the greenfield areas to meet their household provision set out in Table 1;
- in Policy 6(c) defining new (appropriate) business areas in Table 3; and
- in Policy 6(d) requiring the territorial authorities and the New Zealand Transport Agency to co-ordinate the sequencing of residential and business development and infrastructure.

Policy 6(a) and Table 1 is based upon demographic projections of household size and composition for the Greater Christchurch area to 2041. Of the total number of new households projected to be accommodated within Greater Christchurch to 2041 (being approximately 75,000), 45% (or 33,500 households) of the household growth is provided for through intensification of the existing urban area within Christchurch City, 52% of household growth (or 38,600 households) is provided for within new Greenfield areas within in all three districts, and the remaining 4% (or 2800) of growth is provided for in rural and rural residential areas in Selwyn and Waimakariri Districts. This results in 71% of the households locating in Christchurch City and the remaining 16% and 13% locating in Selwyn and Waimakariri Districts respectively. The shift towards intensification that is provided for is anticipated to be gradual with the strongest emphasis on household provision through intensification in the last period being 2027 and beyond.

Intensification of the existing urban area in Christchurch City is focused around existing urban centres and smaller nodes. Land suitable for Greenfield and business land development is 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 whilst achieving a consolidated urban form and an efficient and orderly provision of infrastructure.

The level of certainty the policy provides with regard to the direction for household and business development, enable territorial authorities to better plan for growth over time, via strategic growth related documents prepared under the Local Government Act 2004 or Resource Management Act 1991 and their District Plans and Long Term Plans. In order to implement Policy (a)-(d), the territorial authorities will need to plan for and facilitate the staged release of land for development. This will occur through a variety of mechanisms including statutory and non-statutory strategic growth related documents, the District Plan (rezoning, Outline Development Plans and rules to achieve the Outline Development Plans and minimum densities) and Long Term Plan (through the capital programme which delivers the infrastructure to support the land-use development).

The staging and sequencing of land development within Christchurch City will be largely determined by the major roading and sewer upgrades planned by Christchurch City and New Zealand Transport Agency (NZTA), including the North and South-west Relief Sewer upgrades, the Southern and Northern Arterials and other roading upgrades in the south-west.

When preparing or amending the structure plans for Rangiora, Kaiapoi or Woodend the Waimakariri District Council will consider the provision of greenfield residential households and their sequencing. Given the excess of land within the urban limits of Waimakariri District the Council, in particular, will consider which areas provide for a consolidated urban form and an efficient and orderly provision of infrastructure.

In Selwyn District, the Council will have regard to the sequencing and density of development set out in the Rolleston, Lincoln and Prebbleton Structure Plans when providing for the growth of these towns in accordance with Policy 6(b).

Within each territorial local authority area the provision of households is to be distributed between Greenfield Areas and the intensification of existing zoned land (both developed and undeveloped) in accordance with the Urban Development Strategy. The provision and sequencing of households will be determined by each territorial local authority when preparing or considering changes to their District Plans. In particular it is recognised that not all Greenfield Areas will be required to provide for the household numbers in Policy 6 (a), Table 1.

Policy 7: Development Form and Design

Greenfields Development, intensification, and development of Key Activity Centres should give effect to urban design best practice. The principles of the Urban Design Protocol (Ministry for the Environment, 2005) shall be observed when preparing or assessing any urban development and the following matters shall be provided for:

- (a) good safe connectivity within the area, and to surrounding areas, by a variety of transport modes, including motor vehicles, cycling, pedestrian and public transport, and provision for easy and safe transfer between modes of transport;**
- (b) location within walkable distance to community, social and commercial facilities;**
- (c) provision for effective, efficient and attractive walk and cycleways, preferably integrated with open space and stormwater detention areas, within, across and linking beyond the area;**
- (d) provision for a range of areas of residential densities and lot sizes, with higher residential densities located within walking distance of Key Activity Centres and commercial centres;**
- (e) provision for the protection of surface and groundwater quality, including appropriate stormwater management facilities to avoid down stream flooding and to preserve or enhance water quality;**
- (f) provision for sufficient and integrated open spaces and parks to enable people to meet their recreation needs, with higher levels of public open space for areas of higher residential densities;**
- (g) protection and enhancement of significant natural, ecological, landscape, cultural and historic heritage features;**
- (h) demonstration of how other adverse effects on the environment are to be avoided, remedied or mitigated;**
- (i) provision for a high standard of visual interest and amenity;**
- (j) provision for people's health and well-being through good building design, including energy efficiency and the provision of natural light;**
- (k) effective and efficient use of existing and new infrastructure networks; and**
- (l) appropriate relationships in terms of scale and style with the surrounding environment.**

Methods

- 7.1 Territorial authorities and developers will apply the Urban Design Protocol (Ministry for the Environment, 2005).**
- 7.2 Territorial authorities will ensure that Outline Development Plans and any Urban Intensification Plans are completed in accordance with Policies 7 and 8.**
- 7.3 Territorial authorities shall include appropriate provisions in district plans and attach appropriate conditions to resource consents to give effect to this policy.**

Explanation

Good urban design will increase the efficiency and effectiveness of urban areas in Greater Christchurch. It will assist both the economic performance of Greater Christchurch and the quality of life of its residents. In particular the factors listed will:

- reduce travel times, fuel usage and dependence on the private car,
- provide for a high standard of physical amenities,
- be located, designed and constructed to avoid significant natural hazards,
- avoid adverse effects on other areas such as flooding, traffic congestion and degraded water, and
- protect important features of the natural environment

The Urban Design Protocol contains many principles to enhance the sustainability and quality of urban environments. It is important that good urban design is achieved consistently across all parts of Greater Christchurch.

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

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

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

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

Methods

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

Explanation

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

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

Policy 9 Transport Effectiveness

- (a) Development of Greenfields Areas, Key Activity Centres, and areas accommodating intensification and rural residential activities shall avoid overloading existing and proposed transport network infrastructure, particularly strategic roads, and avoid detracting from the primary through-traffic function of State Highways and arterial roads;**
- (b) The Canterbury Regional Council, territorial authorities and transport infrastructure providers shall ensure that the transport networks within Greater Christchurch provide for the safe, sustainable, integrated movement of goods and people both within the sub-region, and to and from locations outside the sub-region.**

Methods

- 9.1 The Canterbury Regional Council shall consider changes to the Canterbury Regional Land Transport Strategy to give effect to this policy.**
- 9.2 The Canterbury Regional Council and territorial authorities shall give consideration to any transport projects that may be needed to give effect to this policy and will include them in the Canterbury Regional Land Transport Programme and LTCCPs if appropriate.**

9.3 Territorial authorities shall give consideration to developing district plan rules to manage property access and transport efficiency conflicts.

Explanation

The efficient and effective movement of goods and services within Greater Christchurch and on an intra and inter regional basis is critical for the Canterbury region and a key part of the vision and goals of the Canterbury Regional Land Transport Strategy, the Regional Land Transport Programme and LTCCPs. There are considerable tensions between those land uses which generate high levels of traffic demand and the need to maintain an efficient strategic roading network.

Policy 10: Strategic Infrastructure and Reverse Sensitivity

Ensure urban activities do not adversely affect the efficient use and development of Strategic Infrastructure.

Methods

- 10.1 The Canterbury Regional Council shall consider changes to the Canterbury Regional Land Transport Strategy to give effect to this policy.**
- 10.2 The Canterbury Regional Council shall consider changes over time to the Regional Policy Statement to give effect to this policy.**
- 10.3 Territorial authorities shall adopt a consistent management approach to addressing the adverse effects of, and on, such infrastructure within the Greater Christchurch area.**
- 10.4 Territorial authorities within their district plans shall provide policies and rules to manage reverse sensitivity effects between strategic infrastructure and the subdivision, use and development of land, including for residential and rural residential activities.**

Explanation

Urban development can impact on the efficient use and development of strategic infrastructure such as Christchurch International Airport, the Port of Lyttelton, the State Highway and strategic road networks and rail corridors. Urban development can also limit further development of strategic infrastructure assets. 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.

Strategic infrastructure represents an important regional and sometimes national asset that should not be compromised by urban growth and intensification.

Policy 11: Residential Density

Residential subdivision and development shall achieve the following minimum net densities, averaged over the whole of an Outline Development Plan area shown on Map 1 and for intensification developments:

- (a) 10 lots or household units per hectare in Greenfields Areas in Selwyn and Waimakariri District;**
- (b) 15 lots or household units per hectare in Greenfields Areas in Christchurch City;**

- (c) 50 lots or household units per hectare for intensification development within the City Centre Area;
- (d) 30 lots or household units per hectare for intensification development elsewhere as identified in the Christchurch City Plan.

Where these densities would have a significant adverse effect on Listed Heritage Buildings, Listed Heritage Areas or Tree Protection Orders, or significant open space, landscape or coastal values, lower densities may be considered appropriate.

Methods

- 11.1 Territorial authorities shall implement the specified densities through their district plans and/or through resource consents.
- 11.2 Territorial authorities shall ensure financial provision is made for infrastructure required to be provided for each Greenfields Area.
- 11.3 The Canterbury Regional Council, in conjunction with the territorial authorities within Greater Christchurch, shall monitor the development capacity (including vacant land and redevelopment opportunities) within the Urban Limits in accordance with Policy 15.

Explanation

Minimum densities are to be achieved to make the most sustainable use of available land to accommodate urban growth, and to create a compact urban area that supports existing urban and suburban centres and can be served efficiently by infrastructure. Reductions in densities will be appropriate only in the specific circumstances set out in the policy.

Policy 12: Resolution of Urban Limits

- (a) During the process of completing district plan changes and Outline Development Plans, territorial authorities may make minor amendments to provide for urban zoning outside the Urban Limits shown on Map 1 provided all the following conditions are met:
 - (i) Any proposed extension or reduction will not change the Outline Development Plan area by more than 5 %; and
 - (ii) Any additional land is contiguous with the Outline Development Plan area; and
 - (iii) Economies of scale or other efficiencies for infrastructure would arise; and
 - (iv) All other provisions of Policy 8 are met.

Methods

- 12.1 Territorial authorities in their district plans shall provide for development under Policy 12(a).
- 12.2 Territorial authorities shall ensure that Outline Development Plans are prepared for each Greenfields Area for inclusion in a district plan.

Explanation

This policy confirms the requirement for urban development to be contained within the Urban Limits, but provides for minor amendments to the Urban Limits at the time of preparing an Outline Development Plan and changing the district plan in accordance with Policy 8.

Policy 13: Rural Residential Development

Rural Residential development further to areas already zoned in district plans as at 28 July 2007 may be provided for by territorial authorities, if it does not exceed the maximum quantities for the periods set out in Table 1, Policy 6, and if it accords with the methods under this policy.

Methods

13.1 Areas within which Rural Residential development may occur shall be defined by changes to the district plan by the territorial authorities subject to the following:

- (i) The location must be outside the Urban Limits;**
- (ii) All subdivision and development must be located so as to be able to be economically provided with a reticulated sewer and water supply integrated with a publicly owned system, and appropriate stormwater treatment and disposal;**
- (iii) 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 Roding Powers Act;**
- (iv) The location of any proposed Rural Residential development shall:**
 - 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;
 - avoid the groundwater recharge zone for Christchurch City's drinking water;
 - avoid land where the potential for liquefaction and lateral displacement is such as to be uneconomic for urban development to safely proceed;
 - avoid land between the primary and secondary stop banks south of the Waimakariri River;
 - avoid land required to protect the landscape character of the Port Hills;
 - not compromise the operational capacity of the Burnham Military Camp, West Melton Military Training Area or Rangiora Airfield;
 - support existing or upgraded community infrastructure and provide for good access to emergency services;
 - not give rise to significant reverse sensitivity effects with adjacent rural activities, including quarrying and agricultural research farms, or strategic infrastructure;
 - avoid significant natural hazard areas including steep or unstable land;
 - avoid significant adverse ecological effects;
 - not adversely affect ancestral land, water sites, wahi tapu and wahi taonga of Ngai Tahu;
 - 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
 - avoid adverse effects on existing surface water quality.
- (v) 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.**
- (vi) A Rural Residential development area shall not be regarded as in transition to full urban development.**

13.2 The Canterbury Regional Council together with the three territorial local authorities within Greater Christchurch shall undertake monitoring of Rural Residential development in accordance with Policy 15,.

Explanation

Provision for rural residential development enables a choice of living environments and provides a rural living environment which is more space conserving than the four hectare minima of most rural zones within Greater Christchurch. 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 Objective 1 and Policies 1 and 2.

Policy 14 Greenfields Areas

Any subdivision and development within Greenfields Areas prior to the Outline Development Plan and district plan change processes set out in Policy 8 shall proceed in a way that does not compromise:

- (a) For Greenfields Areas – Residential, the minimum net densities set out in Policy 11 (a) and (b).**
- (b) For all Greenfields Areas, the efficient and effective delivery of future development in terms of Policy 7 and Policy 8.**

Explanation

The administration of rural zones in district plans for areas identified for future Greenfields Development needs to ensure land is not fragmented or compromised in a manner which may jeopardise its future urbanisation, including the effective integration with adjoining urban areas, the achievement of intended residential densities, appropriate layout of business areas and the achievement of urban design best practice.

Methods

- 14.1 Territorial authorities shall complete changes or variations to district plans in accordance with Policy 8.**
- 14.2 Territorial authorities shall ensure that Outline Development Plans are prepared for each Greenfields Area for inclusion in district plans.**
- 14.3 Territorial authorities shall ensure through administration of district plans that land within Greenfields Areas is not fragmented in a way that jeopardises the future urbanisation of the area.**
- 14.4 Territorial authorities shall develop and administer district plans so as to recognise the intended long term use of land within the Urban Limits and not allow activities which would have negative effects on planned urban development.**

Policy 15: 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 Objective 1, Objective 6 and Policy 6.**
- (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) There is a difference of 10% or more between the projected household growth in Table 1, Policy 6(a) and the estimated annual change in households by Statistics New Zealand over three consecutive years; or
 - (ii) A shortfall in available land is identified by monitoring under Policy 15(a); or
 - (iii) 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 under Policies 1 and 6 is necessary to achieve the objectives and policies of this chapter.
- (e) The Canterbury Regional Council, following relevant territorial authority input, shall initiate a review of the extent and location of Greenfields Business land, once land in excess of 65% of the area allocated to an individual territorial authority in Policy 6, Table 3 becomes committed (i.e. rezoned for business use in the relevant city or district plan, all necessary subdivision consents obtained and individual titles issued), but no earlier than 1 July 2015. The purpose of this review shall be to identify suitable locations for additional Greenfields Business land within Greater Christchurch. Following any review under this policy relating to business land, the Canterbury Regional Council shall, as soon as reasonably practicable, initiate a change to the Regional Policy Statement to provide for additional Greenfields Business land in accordance with the findings of that review.
- (f) When considering appropriate locations for Greenfields Business land as part of any review, the following areas shall be given priority as the preferred locations for future business opportunities:
- (i) land that is able to satisfy the criteria under Policy 15(g);
 - (ii) land adjacent to existing business zoned land that is able to be efficiently and effectively integrated with that land;
 - (iii) the areas identified as SR18 48(ha) and SR19 (66ha) on Map 1, Sheet H4; and
 - (iv) any land (in addition to the 100ha in Policy 6, Table 3) identified as being suitable for Greenfields Business purposes in the North West Review Area, as referred to in Note 2 to Table 3 in Policy 6(c).
- (g) Any change resulting from a review of the extent and location of land for development, any alteration to the Urban Limits, 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;
 - noise sensitive activities occurring within the 50 dBA Ldn air noise contour surrounding Christchurch International Airport are avoided, except as provided in Policy 1:Kaiapoi, Chapter 22, so as not to compromise the future efficient operation of Christchurch International Airport or the health, well-being and amenity of people;

- **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 avoids land where the potential for liquefaction and lateral displacement is such as to be uneconomic to safely proceed;**
- **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;**
- **the operational capacity of strategic infrastructure is not compromised; and**
- **Outcomes from MR873 development investigation study.**

Methods

15.1 The monitoring for Policy 15(a) 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 within Greenfields Areas and elsewhere within the Urban Limits.**
- **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.**

15.2 The monitoring for Policy 15(b) shall include such matters as the councils consider relevant and appropriate.

15.3 The Canterbury Regional Council shall prepare a comprehensive monitoring report in relation to Policy 15(a) and (b) at least every three years, and make it publicly available.

15.4 Any remodelling in terms of Policy 15(c) 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.**

15.5 The Canterbury Regional Council shall make the summary report of any remodelling under Method 15.4 publicly available as soon as practicable after receiving it.

15.6 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, LTCCPs and any relevant strategic planning process, as appropriate.

15.7 Territorial authorities shall make appropriate arrangements to enable the achievement of any changes resulting from a review under Policy 15.

Explanation

Population, household and business growth can be affected by a wide range of variables, particularly over long timeframes. The policy framework should be responsive to this variation in order to meet any changes in circumstances. Policy 6 is intended to ensure a land bank of ten years is always maintained to facilitate economic and strategic decision-making, as well as the provision of required infrastructure. Monitoring a range of statistics and trends is a key factor in growth management. Anticipating the number of 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 growth management.

For some of the land primarily zoned Rural 5 in the Christchurch City Plan lying east of Christchurch International Airport, known as the North West Review Area, Christchurch City Council will carry out a review to consider a range of suitable land use activities (including for Greenfields Business), having regard to the 50dBA noise contour and the groundwater recharge zone constraints in the area. As a consequence of the review, the maximum amount of land that may be included as Greenfields Business for the purposes of Table 3 is 100ha and would be deemed as being within the Urban Limits. Any land in excess of the 100ha limit which has been identified as being suitable for Greenfields Business shall be considered as part of any review of Greenfields Business land identified in Policy 15(e).

Policy 15 also provides that the circumstances for altering the growth provisions of this chapter are:

- (a) where a greater than ten percent increase in households over a three year period (ie over three years not, an annual variance) is shown by Statistics NZ figures compared to what was anticipated by Policy 6(a)
- (b) There is determined to be insufficient land within the Urban Limits over the forthcoming ten year period
- (c) Altered circumstances have arisen in relation to anticipated timing of the infrastructure required to support the development planned by this chapter
- (d) There are changes to the 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).

12A.5 Principal Reasons for Adopting Objectives, Policies and Methods of Implementation

These are set out in the detailed explanations which accompany each objective and the policies and methods.

12A.6 Anticipated Environmental Results

The following are the anticipated environmental results from this Regional Policy Statement:

- (a) **A more compact and consolidated urban form, which reflects higher density development focussed around the City Centre Area and Key Activity Centres.**

- (b) A more sustainable pattern of growth given locational certainty and management of timing of land release, as well as the ability to design and fund the supporting infrastructure.
- (c) Sufficient provision of appropriately located and serviced land to provide opportunities for economic activity to match population growth.
- (d) Integration of urban development with infrastructure and services.
- (e) Integration between land use, infrastructure and funding.
- (f) Greater ability to ascertain and manage the costs of growth.
- (g) Cost effective servicing as a result of a more compact urban form.
- (h) Improved management of the transition between urban and rural land use.
- (i) A shift of emphasis from continued peripheral development to greater levels of intensification.
- (j) Land available for both greenfields and intensification is used efficiently in the longer term.
- (k) Increased public transport use.
- (l) Increased use of sustainable forms of transport (public transport, cycling, walking).
- (m) Efficient roading networks.
- (n) Retention and improvement of the natural environment and outstanding natural features and landscapes.
- (o) Minimising adverse effects, including the cumulative effects of development, on the environment.
- (p) Protection of the activities of strategic infrastructure and other activities of regional importance
- (q) Urban development located outside hazard prone areas.
- (r) Development does not occur over the unconfined aquifer.
- (s) High quality integrated urban design for all new developments and redevelopments.
- (t) A wide range of residential living options, meeting a diverse range of household needs.
- (u) Protection of heritage values and areas of special amenity.

12A.7 Definitions

Area Plan: see definition of Structure Plan

Brownfields: means an area of industrial or commercial property that is abandoned or underused and possibly environmentally contaminated, especially one considered as a potential site for redevelopment.

Business or Business Activities: means activities that include retail, office, industrial and other commercial and any ancillary activity.

City Centre Area: means the area within the Avenues (Bealey, Fitzgerald, Moorhouse, Rolleston, Hagley) and Park Terrace.

District Development Strategy: see definition of Structure Plan

Electricity Transmission Network: means the national grid as defined in the National Policy Statement on Electricity Transmission 2008

Greater Christchurch or the Greater Christchurch Sub-Region: means the area shown on Map 1.

Greenfields Areas: means areas identified on Map 1 for greenfields development. Greenfields Areas – Residential are primarily residential and are subject to Policy 11, Residential Density requirements, but may incorporate minor areas for local community services and retail facilities, and home occupations. Greenfields Areas – Business do not exclude any component of residential activity provided for in district plan zoning provision.

Greenfields development: means subdivision, use and/or development of land identified on Map 1 as Greenfields Areas

Intensification: means subdivision, use and or redevelopment of areas within developed urban areas.

Kaiapoi: for the purposes of Policy 1:Kaiapoi, Chapter 22, Kaiapoi means only land within the three areas within the 50 dBA Ldn noise contour and shown on Map 1 as:

- Part WK1, part WK2 and part WK3
- WK6
- WK7

Key Activity Centres: 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.

Net Density: is the number of lots or household units per hectare (whichever is the greater). The area (ha) includes land for:

- Residential purposes, including all open space and on-site parking associated with residential development;
- Local roads and roading corridors, including pedestrian and cycle ways, but excluding State Highways and major arterial roads;
- Local (neighbourhood) reserves.

The area (ha) excludes land that is:

- 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: means

- 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.

North West Review Area: means the area of land, primarily within the Rural 5 zone east of Christchurch International Airport, as shown on Map 1.

Outline Development Plan: means a plan prepared for the development of a Greenfields Area or Rural Residential Development in the manner outlined in Policies 8 and 13. It shall include maps, plans, and other descriptive and illustrative material as necessary to convey the information referred to in Policies 8 and 13.

Rural Activities: means

- 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
- Residential activity on lots of 4 ha or more
- Quarrying and associated activities
- Strategic Infrastructure outside the urban limits.

Rural Residential Activities: means Residential units outside the Urban Limits at an average density of between 1 and 2 households per hectare.

Strategic Infrastructure: 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:

- 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

Strategic Transport Networks: 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.

Structure Plan or Area Plan or District Development Strategy: 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.

Urban Activities: means

- Residential units (except rural residential activities) at a density of more than 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.

Urban Intensification Plan: 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 7 (Development Form and Design),
- How the residential density targets contained in Policy 11 (Residential Density) will be met, and
- A range of transport options, including pedestrian, cycling, passenger transport, motor vehicles.