

APPENDIX 3

CHAPTER 6 – REGIONAL POLICY STATEMENT RURAL RESIDENTIAL PROVISIONS

LAND USE RECOVERY PLAN

Action 44: Immediate amendment to Regional Policy Statement

Environment Canterbury is directed, pursuant to section 24(1)(a) of the CER Act, to include a new Chapter 6 in the Canterbury Regional Policy Statement as set out in appendix 1*

**In parallel with this, supplementary narrative in chapter 6 will be inserted using powers under section 27 of the CER Act*

To be completed within a fortnight of Gazettal of this Recovery Plan

Outcomes: 1, 2, 3, 4, 5, 6, 7, 8, 10, 11, 14 15

CANTERBURY REGIONAL POLICY STATEMENT – CHAPTER 6 EXERTS

“ISSUE 6.1.5 – RURAL RESIDENTIAL IMPACTS”

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

EXPLANATION

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

¹ LURP: Appendix 1 - Amendments to the CRPS, Issue 6.1.5 Rural residential impacts, 6Dec2013 [P7]

“OBJECTIVE 6.2.2 – URBAN FORM AND SETTLEMENT PATTERN (emphasis added)²

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

- (1) aiming to achieve the following targets for intensification as a proportion of overall growth through the period of recovery:
 - (a) 35% averaged over the period between 2013 and 2016,
 - (b) 45% averaged over the period between 2016 to 2021,
 - (c) 55% averaged over the period between 2022 and 2028;
- (2) providing higher density living environments, including mixed use developments and a greater range of housing types, particularly in and around the Central City, in and around Key Activity Centres and larger neighbourhood centres, and in greenfield and brownfield areas;
- (3) reinforcing the role of the Christchurch central business district within the Greater Christchurch area as identified in the Christchurch Central Recovery Plan;
- (4) providing for the development of greenfield priority areas on the periphery of Christchurch’s urban area, and surrounding towns at a rate and in locations that meet anticipated demand and enables the efficient provision and use of network infrastructure;
- (5) encouraging sustainable and self-sufficient growth of the towns of Rangiora, Kaiapoi, Woodend, Lincoln, Rolleston and Prebbleton and consolidation of the existing settlement of West Melton;
- (6) managing rural residential development outside of existing urban and priority areas; and
- (7) providing for development opportunities on Māori Reserves

PRINCIPLE REASONS AND EXPLANATION

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

Consolidation of existing urban settlements is the form of development most likely to minimise the adverse effects of travel for work, education, business and recreation, minimise the costs of new infrastructure and avoid adverse effects of development on sensitive landscapes, natural features and areas of high amenity. This will enable Christchurch to build back better, and support recovery of central Christchurch. Greater intensification within Christchurch’s urban area through infill (particularly in the Central City, around Key Activity Centres, and neighbourhood centres) and brownfield redevelopment will reduce the need for further expansion of peripheral areas, and some intensification of the centres of smaller towns is also expected to meet changing needs. A significant proportion of intensification will take place in the city rather than Selwyn and Waimakariri; however the contribution of these areas to the overall growth pattern is important. The objective sets targets for the contribution of infill and intensification as a proportion of overall growth, and aligns with the growth management approach in the Greater Christchurch Urban Development Strategy. Where monitoring indicates that these levels are not being achieved, further policy responses may be required to increase intensification within existing urban areas.

Changing demographic patterns, including an ageing population and smaller households, are expected to increase the desirability of higher density housing. The demolition and ageing of housing stock provides an opportunity for redevelopment at higher densities and an increased range of housing types that provides not only choice for those needing to relocate, but also for

² LURP: Appendix 1 - Amendments to the CRPS, Objective 6.2.2, 6Dec2013 [P8]

future generations. Increased intensification is anticipated to occur over time as rebuild opportunities are realised, requiring appropriately located and designed greenfield development that also provides for medium density housing during the time of transition.

Following the earthquakes and the subsequent damage and red zoning of properties, a number of Māori have sought to return to and live on Māori Reserves set aside by the Crown in the 19th Century for the present and future needs of local Ngāi Tahu. Providing for development opportunities on those reserves will enable the descendants of the original grantees to return and realise the original intent of those reserves.”

Policy 6.3.3 – Development in accordance with Outline Development Plans (Emphasis added)³

Development in greenfield priority areas and rural residential development, is to occur in accordance with the provisions set out in an outline development plan or other rules for the area. Subdivision must not proceed ahead of the incorporation of an outline development plan in a district plan. Outline development plans and associated rules will:

- (1) Be prepared as:
 - (a) a single plan for the whole of the priority area; or
 - (b) where an integrated plan adopted by the territorial authority exists for the whole of the priority area and the outline development plan is consistent with the integrated plan, part of that integrated plan; or
 - (c) as a single plan for the whole of a rural residential area;
- (2) Be prepared in accordance with the matters set out in Policy 6.3.2;
- (3) To the extent relevant to show proposed land uses including:
 - (a) Principal through roads, connections with surrounding road networks, relevant infrastructure services and areas for possible future development;
 - (b) Land required for community facilities or schools;
 - (c) Parks and other land for recreation;
 - (d) Land to be used for business activities;
 - (e) The distribution of different residential densities, in accordance with Policy 6.3.7;
 - (f) Land required for stormwater treatment, retention and drainage paths;
 - (g) Land reserved or otherwise set aside from development for environmental, historic heritage or landscape protection or enhancement;
 - (h) Land reserved or otherwise set aside from development for any reason, and the reasons for its protection from development;
 - (i) Pedestrian walkways, cycle ways, public transport routes both within and adjoining the area to be developed
- (4) Demonstrate how Policy 6.3.7 will be achieved for residential areas within the area that is the subject of the outline development plan, including any staging;
- (5) Identify significant cultural, natural or historic heritage features and values, and show how they are to be protected and/or enhanced;
- (6) Document the infrastructure required, when it will be required and how it will be funded;
- (7) Set out the staging and co-ordination of subdivision and development between landowners;
- (8) Demonstrate how effective provision is made for a range of transport options including public transport options and integration between transport modes, including pedestrian, cycling, public transport, freight, and private motor vehicles;

³ LURP: Appendix 1 - Amendments to the CRPS, Policy 6.3.3, 6Dec2013 [P14]

- (9) Show how other potential adverse effects on and/or from nearby existing designated strategic infrastructure (including requirements for designations, or planned infrastructure) will be avoided, remedied or appropriately mitigated;
- (10) Show how other potential adverse effects on the environment, including the protection and enhancement of surface and groundwater quality, are to be avoided, remedied or mitigated;
- (11) Show how the adverse effects associated with natural hazards are to be avoided, remedied or mitigated as appropriate and in accordance with Chapter 11 and any relevant guidelines; and
- (12) Include any other information that is relevant to an understanding of the development and its proposed zoning.

METHODS

The Regional Council:

Will

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

Territorial authorities:

Will

- (2) Require an outline development plan to be developed and incorporated into district plans, prior to, or at the same time as, rezoning land for urban use in greenfield priority areas.
- (3) Include in district plans objectives, policies and rules (if any) to give effect to Policy 6.3.3.

Should

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

PRINCIPAL REASONS AND EXPLANATION

The use of outline development plans for residential and business greenfield development is necessary for the recovery of Greater Christchurch. They will assist with the efficient use of resources when planning land uses, provide for sustainable urban development, and ensure adequate housing supply and choice to facilitate earthquake recovery. Background information provided through the process provides the necessary background evaluation work before or at the same time as the land is rezoned.

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. Staging may be required to allow for infrastructure upgrades, enabling parts of a development to be delivered earlier.

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. By identifying opportunities for low impact urban design and development early on in the land development process, recovery will be enabled by building developments better.

Policy 6.3.9 Rural residential development⁴

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

- (1) In the case of Christchurch City, no further rural residential activity is to be provided for within the Christchurch City Plan area;
- (2) The location must be outside the priority areas for development and existing urban areas;
- (3) All subdivision and development must be located so that it can be economically provided with a reticulated sewer and water supply integrated with a publicly owned system, and appropriate stormwater treatment and disposal;
- (4) Legal and physical access is provided to a sealed road, but not directly to a road defined in the relevant district plan as a Strategic or Arterial Road, or as a State Highway under the Government Roading Powers Act 1989;
- (5) The location and design of any proposed rural residential development shall:
 - (a) avoid noise sensitive activities occurring within the 50 dBA Ldn air noise contour surrounding Christchurch International Airport so as not to compromise the future efficient operation of Christchurch International Airport or the health, well-being and amenity of people;
 - (b) avoid the groundwater recharge zone for Christchurch City's drinking water;
 - (c) avoid land between the primary and secondary stop banks south of the Waimakariri River;
 - (d) avoid land required to protect the landscape character of the Port Hills;
 - (e) not compromise the operational capacity of the Burnham Military Camp, West Melton Military Training Area or Rangiora Airfield;
 - (f) support existing or upgraded community infrastructure and provide for good access to emergency services;
 - (g) avoid significant reverse sensitivity effects with adjacent rural activities, including quarrying and agricultural research farms, or strategic infrastructure;
 - (h) avoid significant natural hazard areas including steep or unstable land;
 - (i) avoid significant adverse ecological effects, and support the protection and enhancement of ecological values;
 - (j) support the protection and enhancement of ancestral land, water sites, wāhi tapu and wāhi taonga of Ngāi Tahu;
 - (k) where adjacent to or in close proximity to an existing urban or rural residential area, be able to be integrated into or consolidated with the existing settlement; and
 - (l) avoid adverse effects on existing water quality
- (6) 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.
- (7) A rural residential development area shall not be regarded as in transition to full urban development.

⁴ LURP: Appendix 1 - Amendments to the CRPS, Policy 6.3.9, 6Dec2013 [P20]

METHODS

The Regional Council:

Will

- (1) Have regard to Policy 6.3.9 in relation to any consents relating to rural residential activities in Greater Christchurch, and consider deferral under s91 where other consents are required from another local authority, so that the effects of a proposal can be considered together.

Territorial authorities:

Will

- (2) Include district plans objectives, policies and rules (if any) to give effect to Policy 6.3.9.

Should

- (3) Develop a rural residential strategy for the district to inform the extent of rural residential activity and outcomes sought for this form of development within the district.

PRINCIPAL REASONS AND EXPLANATION

An important aspect of residential capacity includes the contribution of rural residential development, which is provided for in Waimakariri and Selwyn Districts where it accords with a relevant rural residential strategy. Many of the rural western areas of Greater Christchurch remained undamaged during the earthquakes and are also located out of the area identified as being prone to liquefaction, making them more desirable locations to live.

At the same time, it is also important to manage the extent of rural residential activity due to the pressure it places on infrastructure, its impact on transport efficiency, and the maintenance of rural character and rural land use for production. In the case of Christchurch City, further rural-residential activity also has the potential to constrain future urban expansion options through to 2028, or otherwise be affected by noise contours for the airport, and so is not provided for within the area covered by the Christchurch City Plan. Rural residential development can have significant effects disproportionate to the numbers of households living within this form of development, and more than limited provision would undermine the achievement of recovery.

Rural residential development is therefore provided for to a limited extent during the recovery period in recognition of the desirability of providing a range of choice in housing types for those needing to relocate, without compromising the overall intent of consolidation in the CRPS. Policy 6.3.11 requires that the supply and update of rural residential activity will be monitored, and this will inform any future changes to the provisions, or areas provided for rural residential use”

Policy 6.3.11 Monitoring and Review (Emphasis added)⁵

In relation to development in Greater Christchurch:

- (1) The Canterbury Regional Council, in conjunction with the territorial authorities, shall undertake adequate monitoring to demonstrate both in the short term and the long term that there is an available supply of residential and business land to meet the Objectives and Policies of this Chapter.
- (2) 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.
- (3) 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 the Christchurch Airport to undertake a remodeling of the air noise contours relating to the airport.
- (4) 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:
 - (a) a shortfall in available land is identified by monitoring Policy 6.3.11; or
 - (b) 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 necessary to achieve the objectives and policies of this chapter.
- (5) Any change resulting from a review of the extent, and location of land for development, any alteration to the Greenfield Priority Areas, or provision of new greenfield priority areas, shall commence only under the following circumstances:
 - (a) infrastructure is either in place or able to be economically and efficiently provided to support the urban activity;
 - (b) provision is in place or can be made for safe, convenient and sustainable access to community, social and commercial facilities;
 - (c) the objective of urban consolidation continues to be achieved;
 - (d) 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;
 - (e) 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;
 - (f) the landscape character of the Port Hills is protected;
 - (g) sufficient rural land is retained to maintain the open space landscape character either between or surrounding the areas of urban activity within Greater Christchurch; and
 - (h) the operational capacity of strategic infrastructure is not compromised.

METHODS

- (1) The monitoring for Policy 6.3.11 may include but is not limited to:
 - any information published by or sought from Statistics New Zealand.
 - annual surveys of business and residential land uptake, including Greenfield Priority Area development and redevelopment.
 - annual surveys of the development capacity of zoned and serviced land.

⁵ LURP: Appendix 1 - Amendments to the CRPS, Policy 6.3.9, 6Dec2013 [P23]

- obtaining and analysing a range of information to assist with the understanding and prediction of future needs, including information on market behavior and social and economic trends.
- (2) The monitoring for Policy 6.3.11 shall include such matters as the councils consider relevant and appropriate.
- (3) The Canterbury Regional Council shall prepare a comprehensive monitoring report in relation to Policy 6.3.11 at least every three years, and make it publicly available.
- (4) Any remodeling in terms of Policy 6.3.11 (3) 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 remodeling; and
 - shall be provided to the Canterbury Regional Council in the form of a comprehensive report along with an executive summary or summary report.
- (5) The Canterbury Regional Council shall make the summary report of any remodeling under Method 4 publicly available as soon as practicable after receiving it.
- (6) Any amended growth pattern shall be given effect through the provisions of any relevant regional plan, changes to the Regional Policy Statement, district plans, the Regional Land Transport Strategy, the Regional Land Transport Programme, Annual Plans, Three Year Plans, Long Term Plans and any relevant planning processes, as appropriate.
- (7) Territorial authorities shall make appropriate arrangements to enable the achievement of any changes resulting from a review under Policy 6.3.11.

PRINCIPAL REASONS AND EXPLANATION

Relocation, population, household and business growth can be affected by a wide range of variables. The policy framework should be responsive to this variation in order to meet any changes in circumstances. Policy 6.3.11 is intended to ensure enough land is available and in the right locations to facilitate recovery through to 2028. Monitoring a range of statistics and trends is a key factor in this management. Anticipating the number of relocated or new households and the business activity to be accommodated, as well as the form that these are likely to take, indicates the land areas required for successful recovery.

Policy 6.3.11 also provides that the circumstances for altering the priority area provisions of this chapter are:

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

“ANTICIPATED ENVIRONMENTAL RESULTS (Emphasis added)⁶

- (1) Recovery and rebuilding is enabled within Greater Christchurch.
- (2) Priority areas and existing urban areas identified provide the location for all new urban development.
- (3) Significant natural resources are protected from inappropriate development.
- (4) People are protected from unacceptable risk from natural hazards.
- (5) Infrastructure, and urban and rural development, are developed in an integrated manner.
- (6) The use of existing infrastructure is optimised.
- (7) Development opportunities are provided for on Maori Reserves.
- (8) Growth is provided for through both greenfield and brownfield development opportunities.
- (9) Higher density living environments are provided.
- (10) Greenfield development is provided for at a rate that meets demand and enables the efficient provisions and use of infrastructure.
- (11) Growth of rural towns within Greater Christchurch is sustainable and encourages self-sufficiency.
- (12) Rural residential development is appropriately managed.
- (13) Development incorporates good urban design.
- (14) Areas of special amenity, heritage value, or importance to Ngai Tahu are retained.
- (15) Residential development contains a range of densities.
- (16) Transport infrastructure appropriately manages network congestion, dependency of private vehicles is reduced, emissions and energy use from vehicles is reduced, and transport safety is enhanced.
- (17) The function and roles of the Central City, the Key Activity and neighbourhood centres is maintained.
- (18) Sufficient business land is provided for, and different types of business activity take place in appropriate locations, adopting appropriate urban design qualities.”

DEFINITIONS**Rural residential activities⁷**

“Means: residential units outside the Greenfield Priority Areas at an average density of between 1 and 2 households per hectare”

Rural Residential strategy⁸

“Means: a strategy or plan developed for the purpose of identifying a territorial authority’s approach to the management of rural residential development in its district, using the special consultative procedure under the Local Government Act 2002”

⁶ LURP: Appendix 1 - Amendments to the CRPS, Anticipated Environmental Results, 6Dec2013 [P24]

⁷ LURP: Appendix 1- Amendments to the CRPS, Definitions, 6Dec2013 [P28]

⁸ LURP: Appendix 1 – Amendments to the CRPS, Definitions, 6Dec2013 [P28]