

Regional Policy Statement

Council Decisions on Submissions and Further Submissions

Volume 1 of 4

**Proposed Change No.1
(Including Variations 1, 2, 3 and 4)
Chapter 12A, Development of
Greater Christchurch**

Notified 19 December 2009

R09/97-1, ISBN 978-1-877542-37-4 (print)

ISBN 978-1-877-542-45-9 (electronic)



I hereby certify that this is a true and correct copy of Volumes 1, 2, 3 and 4 being the Council Decisions on Submissions and Further Submissions to the Regional Policy Statement Proposed Change No.1 (Including Variations 1, 2, 3 and 4) Chapter 12A, Development of Greater Christchurch prepared by the Canterbury Regional Council.

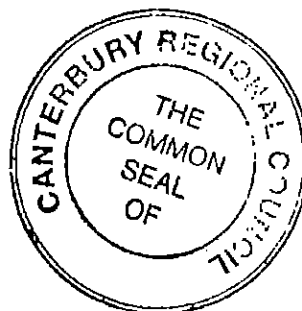
The Regional Policy Statement Proposed Change No.1 (Including Variations 1, 2, 3 and 4) Chapter 12A, Development of Greater Christchurch is a statutory document prepared by the Canterbury Regional Council in accordance with the requirements of the Resource Management Act 1991.

The Section 32 evaluation required at the time of decision on submissions and further submissions is achieved in the evaluations and recommendations in this report.

Decisions on Submissions and Further Submissions to the Regional Policy Statement Proposed Change No.1 (Including Variations 1, 2, 3 and 4) Chapter 12A, Development of Greater Christchurch were resolved at a meeting of the Canterbury Regional Council on 10 December 2009 and publicly notified on 19 December 2009.

The Common Seal of the Canterbury Regional Council was affixed in the presence of:

**Alec Neill
Chairman
CANTERBURY REGIONAL COUNCIL**



**Dr Bryan Jenkins
Chief Executive
CANTERBURY REGIONAL COUNCIL**



**Council Decisions on Submissions and Further
Submissions to Proposed Change No 1 of the Canterbury
Regional Policy Statement – Chapter 12A (Development of
Greater Christchurch)**

Executive Summary

This Executive Summary sets out the decisions of the Canterbury Regional Council (Environment Canterbury) following recommendations of the panel of independent Commissioners appointed by it to hear and make recommendations on all submissions to Proposed Change 1 and Variations 1 to 4 to the Canterbury Regional Policy Statement. New Chapter 12A introduces provisions to address land use and urban growth management for the Greater Christchurch sub-region as a matter of regional significance. The hearings were held between 20 April and 2 September, 2009. As a consequence of consideration of the submissions, further submissions and the reports and evidence received at the hearings the Commissioners recommended a number of significant changes to Proposed Change 1 and the Variations which have been accepted by Environment Canterbury.

The conclusions reached on the principal issues addressed in the attached decision are listed below. The detailed reasoning follows in the main body of the decisions report.

The following is a very brief summary of the main findings which have been accepted by Environment Canterbury:

1. The population projections relied upon in PC1 are accepted as being appropriate for the purposes of planning, including assessing the need for household and for business land provision.
2. The overall intensification targets for residential development included in PC1 are accepted as being appropriate in meeting the goals of urban consolidation, leading to efficiencies in both the provision and use of infrastructure for urban development.
3. While the evidence is accepted that those targets are achievable in the long term, the changes in living preferences, market demand and the actual provision of intensification household supply that will accompany the demographic changes, may take some time to develop, so that some limited extra Greenfields supply above that proposed by PC 1 and the s.42A report would not undermine the long-term intensification objectives and policies.
4. On the other hand the benefit of such limited extra provision would enable other significant existing resource management issues to be addressed in a sustainable manner, and would reduce the risk of undersupply of Greenfields land in the short term. That should mitigate any potential effects of inflation risk associated with under-supply, and at the same time increase the range of choice of locations for Greenfields development.

5. Urban Limits are considered an appropriate mechanism in the Regional Policy Statement to ensure the strategic integration of infrastructure with urban activities as required by s.30(1)(gb) of the RMA, and for the attainment of the intensification and consolidation objectives of PC1. The proposition that a suite of statutory provisions over the last 10 years have required an interlinked addressing of integration of infrastructure with development is accepted. Mechanisms to achieve this integration through planning, funding and timing of infrastructure are incorporated in Chapter 12A.
6. It was not accepted that the use of Urban Limits in the manner proposed is invalid because private plan change requests are not possible for regional policy statements. That outcome arises from the Resource Management Act and has the approval of the Court of Appeal.
7. To ensure that the objective and policies for intensification are being generally met, and that an under-supply of household provision does not arise, it is crucial that there is a clear requirement for monitoring and review, particularly of the intensification and Greenfields supply. The proposed new Policy 16 provides such a regime.
8. The 50 dBA Ldn contour is confirmed as the most appropriate method of protecting the strategic resource of the international airport from risk of increased noise sensitivity as airport use increases, potentially resulting in pressure on the airport to constrain its operations. However, this should not require complete avoidance of all residential use and development within the contour, and some flexibility is provided for.
- ~~9. The substitution of Greenfields to the south and south west of Christchurch in~~
substitution for Greenfields areas affected by the 50 dBA Ldn contour to the west of Christchurch City is accepted as being an appropriate and efficient allocation, well serviced by existing or planned infrastructure which is already under way at considerable capital cost.
10. However, some mitigation of the expanded airport noise contours that resulted from the 2007 modelling of airport noise is required, leading to the following conclusions:
 - Rural zoning is no longer the most appropriate means of zoning all the land between the urban fringe of Christchurch City and the airport
 - That area has been included in the Urban Limits to enable a consideration of the future of the area for urban-related, predominantly non-noise sensitive activities
 - That area should be notated on the Chapter 12A Map 1 as a Special Treatment Area to enable such consideration to be carried out

- At Kaiapoi the implications of the discontinuity of urban development resulting from a provision to avoid residential development within the 50 dBA Ldn contour outweigh the very limited extra risk to the Airport's operations from reverse sensitivity within the northern extremity of the contour, particularly when almost the whole of the existing population of the town lives at locations with a higher dBA rating closer to the airport
 - Continued monitoring should occur of airport noise and where appropriate contour modelling.
11. The obligation to take into account ss. 6, 7 and 8 matters relating to Maori issues was not properly recognised in PC1, and provision for some extra Greenfields provision within Maori Reserve 873 immediately to the west of Woodend is intended to make such an appropriate provision as was indicated in the earlier consultation processes.
12. The locations selected for the limited additional Greenfields supply beyond that recommended in the s.42A report include the following areas within Christchurch City for the following reasons:
- Cranford Basin – for reasons of catchment management, urban consolidation, availability of urban, social and physical infrastructure and proximity to a KAC
 - The Mills Rd/Hills Rd areas for similar reasons
 - Hendersons Basin for efficient catchment management reasons, and the opportunity for detailed and integrated planning in a relatively sensitive location.
13. In Waimakariri District the areas added as additional Greenfields supply beyond that recommended in the s.42A report include the following areas for the following reasons:
- Woodend north (Ravenswood land) – to enable more appropriate and efficient use of the new route for the major road link to Rangiora
 - Woodend west – to address Maori issues
 - Kaiapoi north – to achieve a more efficient consolidated urban form
14. In Selwyn District the areas added as additional Greenfields supply beyond that recommended in the s.42A report include the following area for the following reasons:
- Prebbleton – a limited area on the western side to achieve more appropriate and efficient consolidated urban form
15. The total number of extra household provision arising from those extra inclusions is approximately 5650 households spread over the 35 year term of PC1. That constitutes a potential increase of Greenfields household supply of only 14.6 %, which will not undermine the intensification targets, but enables some significant

resource management problems to be more appropriately addressed in an integrated way by urban development but without major cost to other ratepayers.

16. Where areas added within the Urban Limits have particular needs for large stormwater retention areas, which may not enable the overall density levels proposed in PC1 to be achieved, they have been notated as Special Treatment Areas. These include Cranford Basin and Hendersons Basin. The future of the area between the PC1 Urban Limits and the airport requires a participatory review to determine its long-term future. It, too, has been notated as a Special Treatment Area. Further, some small areas have also been included within the Urban Limits in the lower Port Hills, but these are not subject to Greenfields density requirements. Those areas will all require some urgent consideration by the City Council in its district plan.
17. The increased Business land provision recommended by the s.42A report was seen as being inadequate for the 35 year term and has been increased to a total extra area of 330.57 ha above the additional areas recommended in the s.42A report. Those areas are at Rolleston (269 ha- SR 16 & 17), south Hornby (42.47 ha- part CB7 & CB9), and at Memorial Avenue (19.1 ha – CB8).
18. The Key Activity Area (KAC) concept and policy approach is accepted as being appropriate but the following changes have been made:
 - Two extra KACs have been included – one at Belfast and one at New Brighton
 - Clarification that at a Regional Policy Statement level the locations should be indicative only, with territorial authorities being left to decide detailed location, ~~scale and composition of KACs. A star system is used on Map 1 to avoid any~~ attempt at specifying boundaries of KAC areas.
 - At Pegasus/Woodend, and at Belfast, the symbols have been placed to reflect the current developed locations. The details are for the territorial authorities to decide.
19. Extra flexibility to deal with some significant resource management issues by enabling some urban activities outside the Urban Limits has been provided in the following ways:
 - By the acceptance of the proposed ability in new Policy 13 (a) of minor amendments that do not exceed 5% of an Outline Development Plan (ODP) area
 - By the opportunity in Policy 13 (b) for remediation or restoration of existing Brownfields sites

- By a very circumscribed opportunity for new unforeseen methods of urban activity as provided for in Policy 13 (c), which will in any case trigger a Change to Chapter 12A.
20. The s.32 evaluations in PC1 and the Variations were upheld, (including the reference to UDS project reports as background material), or were held to be properly capable of being made, on the evidence provided at the hearing.
21. The only area where the s.32 evaluation was not upheld related to the issue of rural residential provision. In that regard insufficient information was available for site selection of areas sufficient to meet the stated goal of 5 % of Greenfields development. As a result, the stated intention in a change to the Explanatory part following Objective One of PC1 to carry out a review of rural residential provision in 2010, which was included in the s.42A report, was reinforced by a requirement made now in new Policy 14.2 to carry out that review.
22. The method of using Outline Development Plans (ODPs) was accepted as being an efficient and appropriate resource management method of ensuring integration of necessary infrastructure with development, but some flexibility is added by enabling ODPs for parts only of some ODP areas, where an area or structure plan of the larger area has been carried out by the territorial authorities, with the latter processes being encouraged.
23. Sequencing for residential development as proposed in Policy 6 as notified, and in the s.42A report, was found to be both too inflexible, and not sufficiently supportable in an objective way as to the detailed timing of the provision of infrastructure needed ~~to be integrated with the staging of development. The planning of that detail is to be~~ found in the LTCCPs which have a ten year time frame. Accordingly, the proposed sequencing has been condensed into two phases. The first relates to the approximate period of the existing LTCCPs, i.e. until 2020; and the second to the balance period to 2041. A review will be necessary to determine the detail of the second phase as LTCCP planning progresses for the period beyond 2020.
24. The densities proposed for the Greenfields Areas and for intensification are generally accepted as being appropriate and some flexibility is retained to ensure that does not impinge on such issues as heritage buildings and significant trees. The concepts in PC1 of limiting intensification to specified areas, and of requiring the development of Urban Intensification Plans in all cases, were considered an unnecessary requirement in the RPS. They have been significantly modified by removal of intensification area notations on Map1, and by making Urban Intensification Plans a voluntary option for territorial authorities.

25. All sequencing is removed from business land, with the market and territorial authorities determining release through zoning, in accordance with any servicing requirements.
26. Site specific decisions are recorded in the main decisions report where significant issues were involved, or otherwise in the schedules of decisions on individual decisions. However, given the amount of interest in some particular issues, the following summary of some of the main considerations is provided below:
 - Prestons Road area – while all of the physical and funding issues were satisfactorily addressed in the evidence presented, and the proposition advanced by CCC was not accepted that significant extra cost would accrue to the City Council if development occurred there, the size of the proposed Greenfields development at that locality was considered to be too great within the planning timeframe given the other areas available. It was considered that the inclusion of the area would undermine the overall intensification objectives of PC1. In addition, development of the Prestons Rd area did not demonstrate significant resource management benefits, as would arise from other areas being included in the Urban Limits, such as Cranford Basin and the Mills Rd/ Hills Rd areas.
 - Clearwater was not included within the Urban Limits as such inclusion does not advance the consolidation objectives, or the efficient integration of infrastructure. However, it as an example of the type of brownfields remediation and/or restoration type of project for degraded brownfields sites ~~which should be able to be completed. Its completion as earlier planned, in a~~ manner that had internal noise mitigation measures, is not considered to be sufficiently large in effect to undermine the protection of the airport.
 - The Christchurch Golf Resort proposal is similarly not included within the Urban Limits, as it would not meet the consolidation objective. Rather it would contribute to the issues which PC1 is seeking to address.
 - The only area of land between the western urban fringe of the City and the airport where there was sufficient evidence to recommend inclusion of land within the Urban Limits with a Greenfields - Business notation was that involved in the Memorial Investments Limited proposal. That land is included as Greenfields - Business (CB8) rather than being included as part of the Special Treatment Area.
 - The Port Company at Lyttelton requested areas to the north of Lyttelton be included in the Urban Limits. The topography there requires detailed site stability consideration, and any possible related reclamation issues to also be

addressed given uncertainty as to the seaward boundary of the titles involved. Inclusion within the Urban Limits may also not be necessary for what the Port Company wishes to achieve. A significant wording change was accepted which the Port Company sought in that regard. Otherwise matters have been left to a subsequent Change process if necessary, as provided for in the new Policy 13 (c).

- At Kennedys Bush Road spur the evidence advanced by those opposing the inclusion of further areas of the lower Port Hills in the Urban Limits was preferred, as this is an important demarcation point safeguarding the landscape values of the Port Hills from further spread of development. It constitutes an appropriate breakpoint between the rural landscape and urban development at the southern extremity of the City.