
PREFERRED OPTIONS REPORT TO DISTRICT PLAN COMMITTEE

DATE: 22 June 2018

TOPIC NAME: Residential

SCOPE DESCRIPTION: Alternative Housing (RE016)

TOPIC LEAD: Jocelyn Lewes

PREPARED BY: Jocelyn Lewes

EXECUTIVE SUMMARY

<i>Issue(s)</i>	<ul style="list-style-type: none">• No specific policies addressing alternative housing in its various forms• Existing provisions are redundant or limited in their application• Rules do not address effects that alternative housing may give rise to
<i>Preferred Option</i>	<i>That alternative housing options be provided for within the Proposed District Plan by the incorporation of appropriate definitions, policies and rules.</i>
<i>DPC Decision</i>	<i>That the Committee endorses the Preferred Option for 'Alternative Housing' for further development and engagement.</i>



1.0 Introduction

The Operative District Plan provides a range of objectives, policies and rules for housing within the district, but the majority of the provisions relate to stand alone, detached dwellings for single family households. The Plan is largely silent in regards to alternative forms of housing, such as housing for the elderly, persons with special needs or shared accommodation. While these activities are residential in nature, they do not necessarily fit within the typical development control and urban design rules for residential development.

The housing stock within the Selwyn District is primarily detached dwellings in a low density environment with detached dwellings forming 96% of the existing housing stock. It is dominated by 3-4 bedroom homes, generally over 200m² in floor area. There is very limited supply of attached or higher density housing in the District. The lack of variety in housing choice within the District, particularly in regards to alternative forms of housing such as retirement and supported accommodation, imposes living and maintenance costs on households.

The housing needs of the District's communities are changing in accordance with changing demographic profiles and household structures, as well as economic capacity. There is a need for the District's housing stock to be more responsive to changing household formation and to offer more choice. In particular, population projections provide strong signals that the District's currently aging population will continue to expand relative to other age groups over the coming 30 years and as such the District will contain a large retired sector and planning for housing needs to recognise this. This includes housing which is adaptable to the needs of residents as they change over time, as well as the location of such housing, such that this segment of the population remain connected to the communities in which they may have spent most of their lives.

Beyond housing for the elderly, there are other forms of housing that either depart from the built form of the bulk of the existing housing stock or give rise to effects beyond that of single family detached dwellings, such as supported accommodation and boarding houses. While developments of this nature may account for a very small percentage of the existing housing stock, the current District Plan makes no provision for the consideration of these activities.

Other scopes of work under the Residential workstream are addressing how the Proposed District Plan may address the need to provide for a broader range of housing types and built forms to cater for the majority of the population within the District. This report is concerned with addressing alternative forms of housing and how these may be provided within the living environment in a manner that does not affect the amenity of the surrounding locality.

2.0 Statement of Operative District Plan Approach

The provisions of the Operative District Plan, in relation to residential development, are focused on traditional planning and urban design approaches to housing for single family households and are largely silent on how and where alternative forms of housing can and should be provided for within the District.

The key District Plan objectives, policies and rules currently contained within the Plan are outlined below and identified in **Appendix A**.

2.1 Definitions

Both the Township and Rural Volumes of the Plan define **residential activity** as:

*“the use of land and buildings for the purpose of living accommodation and ancillary activities.
For the purpose of this definition, residential activity shall include:*

- a) Accommodation offered to not more than five guests for reward or payment where the registered proprietor resides on-site;*
- b) Emergency and/or refuge accommodation; and*
- c) Supervised living accommodation and any associated caregivers where the residents are not detained on the site.*

‘Residential Activity’ does not include:

- a) Travelling accommodation activities (other than those specified above)*
- b) Custodial and/or supervised living accommodation where the residents are detained on site.”*

The definition identifies there are a range of ways in which people in the district can be provided with living accommodation. However, while defined, the term **residential activity** is only used within the body of the District Plan to refer to a group of activities for which particular regard should be had in terms of either the location of such activities¹ or to identify that this form of development is exempt from certain rules².

The Township Volume defines **noise sensitive activities** and the Rural Volume refers to **sensitive activity**, both of which refer to residential activity. Noise sensitive activities also includes elderly persons housing or complex but this is not further defined within the District Plan.

Other definitions within the Township Volume which refer to alternative forms of housing include carehome and elderly residential care. **Carehome** is defined as “*an old person’s home or home for the care of people with special needs excluding a hospital*” but is only referred to in Appendix 13 Roads and Transport in the Township volume of the District Plan, specifying the minimum number of car parking spaces required³. **Elderly residential care** means “*any facility and associated ancillary services providing care for the elderly*”, however the associated rules relate to a built form outcome sought for a specific site in Lincoln, which has since been developed as traditional housing stock.

2.2 Objectives and Policies

There are no specific objectives or policies in either volume that address alternative forms of housing.

Both volumes of the Operative District Plan seek to ensure that the District is a pleasant place to live and work in (Objective B3.4.1 in both volumes).

¹ Township Volume Policies B4.3.15, B4.3.19, B4.3.29, B4.3.34, B4.3.40, B4.3.43, B4.3.46, B4.3.78, B2.4.87

² For example, “Any activity which is not a residential activity, shall be a ...”

³ Carehomes shall provide a minimum of 1 space per 3 clients – Table E13.1(a)

In the Township Volume, Objective B3.4.4 and Policy B3.4.3, under the broader heading of Quality of the Environment, seek to provide a variety of living environments and housing choices for residents. While choice of design of building is supported, the current objectives and policies do not identify a specific need to provide for housing that is of a type or size, or in a location, that could meet the changing needs of residents in terms of age, mobility or health.

There are specific policies included in the Township Volume which seek to address the potential adverse effects of development by addressing such matters as car parking (Policy B3.4.19(a)), building design (Policy B3.4.23) and bulk and location (Policies B3.4.25, B3.4.26).

In the Rural Volume, the objectives and policies are primarily focused on maintaining the rural environment as a place for primary production, with residential development being of a low density.

2.3 Rules

Specific provisions for Elderly Residential Care in the Living 1A Zone in Lincoln are included in the Township Volume of the District Plan at Rule 10.13. The provisions relate to a particular location and a particular form of development, being more of a nursing home, as a permitted activity subject to standards relating to location, site area, height, number of beds, parking, storage areas and landscaping. Further, any development was exempt from compliance with other Living Zone Rules such as hours of operation and site coverage.

These provisions were never taken advantage of and the site proposed for a rest home, as shown on the Concept and Outline Development Plan (C1) in Appendix 18 of the Plan, has since been developed as standalone detached residential housing, thereby removing the potential for elderly residential care in this location.

Given the specificity of Rule 10.13, it is unable to be applied to other forms of elderly residential care within the District.

With the exception of the suite of rules above, all forms of alternative housing, such as housing for the elderly, persons with special needs or shared accommodation, are considered against the general provisions for detached dwellings, as set out in the relevant chapters of the Township and Rural Volumes of the District Plan. However, as most residential activities occur within the Living Zones, focus is given to the rules within Chapters 1-12 of the Township Volume, and more particularly the rules and standards within C4 Buildings and C5 Transport.

Alternative forms of housing are generally able to meet the permitted standards in terms of setback from boundaries and site coverage but can challenge the standards pertaining to density, private open space, car parking and traffic generation. Failure to meet the permitted standard usually results in applications being assessed as non-complying.

Conversely, alternative forms of housing could meet all of the permitted standards yet give rise to adverse effects on the amenity and character of the surrounding locality as the form of development is not considered to be any different from that of a detached dwelling. For example, car parking and traffic generation associated with alternative forms of housing are likely to be greater than that of detached dwellings.

3.0 Comparison with Other District Plans

The **Christchurch District Plan**, which was made fully operative on 19 December 2017, includes definitions for a wide range of alternative housing forms including, among other things, *boarding house*, *care facility*, *care home within a retirement village*, *community housing unit*, *elderly persons housing unit*, *older persons housing unit*, *retirement village* and *sheltered housing*. The inclusion of such a wide range of definitions in this Plan acknowledges that residential activity occurs in many forms, beyond that of a single family household.

Retirement village means any land, building or site that is used predominately for people in their retirement and may include care home and hospital facilities. *Sheltered housing* means housing for people for whom on-site professional care and assistance is available, but not where residents are detained on site. A *care facility* is similar and means a facility providing rest home care within the meaning of the Health and Disability Services (Safety) Act 2001, or a home for the residential care of people with special needs, and/or any land or buildings used for the care during the day of elderly persons or people with special needs. A *boarding house* means one or more buildings, used for paid lodgings or boarding, providing accommodation on a site whose aggregated total contains more than two boarding rooms and is occupied by six or more tenants.

Objectives and policies in the Plan address housing capacity and choice to meet the changing housing needs and population in the City. Residential policies enable and provide for a wide range of housing types, including non-household residential accommodation such as sheltered housing and boarding houses and retirement villages. Policies also recognise that such developments can require higher densities than typical for residential development however building scale, massing and layout should be compatible with the character of the surrounding residential area (Policies 14.2.1.6, 14.2.1.7 and 14.2.1.8).

In most Residential Zones, all forms of alternative housing are either a restricted discretionary or discretionary activity. Matters for discretion include the scale of the activity, traffic generation and access safety. A specific matter for discretion is provided for retirement villages (Rule 14.15.9), which considers whether the development is appropriate to its context and the effect it may have on the amenity of the area, taking into account matters such as fencing, building scale, design, orientation and setback, access and parking.

Specific built form standards such as site coverage and private open space are also applicable to identified forms of alternative housing, in addition to the general height and setback provisions set out in the relevant zones.

The key objectives, policies and rules of the Christchurch District Plan are attached in **Appendix B**.

In the **Ashburton District Plan** (operative March 2017), definitions are included for *boardinghouse*, *day care facilities* (being for the care during the day of the elderly, persons with disabilities and/or children) and *elderly persons home*, however these definitions are not supported by specific objectives, policies or bulk and location standards.

The **Waimakariri District Plan** (operative November 2005) makes no reference to alternative forms of housing and the objectives, policies and standards are all geared towards stand-alone dwellings, at varying densities, to the exclusion of other forms of housing.

The 'second generation' **Hurunui District Plan** was made operative in June 2018. While this Plan is more current than those of Ashburton and Waimakariri, it is similar in that it makes little provision for alternative forms of housing beyond the traditional. The only form of alternative housing identified in the Plan is *independent senior living units* which are defined as a cluster of not less than three dwellings providing accommodation for disabled, elderly or retired persons. This form of development is identified as a discretionary activity in half of the Residential Zones, subject to bulk and location standards and consideration of the design of the units, not only to development on adjoining sites but also how it meets the needs of the occupants.

Of the neighbouring councils, the Christchurch District Plan is the most comprehensive in acknowledging alternative housing forms. However, other second generation district plans, such as those of Auckland Council (2016) , Kapiti Coast District Council (2018), Queenstown Lakes District Council (2015) and South Taranaki District Council (2016) all define and make make provision in their objectives, policies and standards for alternative housing such as housing for the elderly, persons with special needs or shared accommodation.

4.0 Overview of Alternative Housing Consented in Selwyn

An analysis of the various resource consent applications received by Council over the past 10 years relating to alternative forms of housing are discussed below, which highlights the issues with the current standards, rules, policies and objectives of the Plan.

4.1 Retirement Villages

In the time since the current District Plan was made partially operative, a number of consents have been granted for developments which constitute retirement villages. The nature of the applications, the assessment matters and decisions reached in relation to each application are discussed below. Prior to 2013, the last recorded consent for elderly persons housing was in 2003, with there being a significant period during which no housing options of this nature were provided within the district.

Barton Fields, Clydesdale Way and Cobble Court, Lincoln (RC135182)

Consent was sought to establish and operate a lifestyle village for over 55 year olds, comprising 66 dwellings, on a site of approximately 3.8 hectares, zoned **Living Z** and located on the northern edge of Lincoln. The dwellings proposed consist of a mix of 19 single storey detached dwellings, 14 single storey duplexes and four two storey row dwellings comprising of four dwelling each. In all, seven different floor plans were proposed, with no single building design being repeated more than twice before being interspersed with another design. The dwellings were a mix of two and three bedrooms, with single or double garages. A 195m² communal building was also proposed, comprising dining/lounge, games and media rooms and an office space, with car parking for visitors.

The application did not comply with a number of rules pertaining to building density and form, roading and signage and was assessed as a **non-complying activity**. While it was considered that the application was generally consistent with the objectives and policies of the Plan, as there were no assessment matters specific to the form of development, it was considered that the assessment matters for *comprehensive residential development in medium density areas* provided a useful basis for comparison, despite the site

not being identified as such. Regard was had to the design, position, orientation and appearance of the proposed dwellings, both internal and external to the site.

Consent was granted in August 2013 subject to conditions largely associated with the construction of the development, however a condition was imposed requiring that at least one occupant of each dwelling be over the age of 55 years. A further condition was imposed preventing the gating of the development from the adjoining public roads.

Mary Brittan, 21 and 23 Lowes Road, Rolleston (RC145666)

Consent was sought to establish a lifestyle village for residents over 55 years of age, comprising 48 dwellings, on a site of approximately 1.5 hectares, zoned **Living Z**. The site was identified as an area for medium density development in Outline Development Plan Area 9 in Appendix 38 of the Township Volume of the District Plan. The dwellings proposed consist of a mix of 18 single storey, two bedroom, duplex dwellings (containing 36 dwellings) and three two storey row dwellings (comprising 4 dwellings each) as well as a communal building containing management offices. There was limited variation in the floor plans of the single storey dwellings.

The application was determined to be **non-complying** as it did not comply with a number of rules related to density, allotment sizes, outdoor living space, setbacks, fencing and roading. The application was considered to be in general accordance with the objectives and policies of the Plan and the extent of non-compliance with the rules was considered to be no more than minor and unlikely to result in any adverse effects on the environment.

The application was approved in March 2015 subject to conditions relating to occupancy, colours and finishes and fencing.

Woodcroft Village, Kendon Drive, Rolleston (RC155664)

Consent was sought to establish and operate a gated retirement village comprising 78 single storey two and three bedroom units, on a site of approximately 3 hectares, zoned **Living Z**. Of the units, 14 would be stand alone dwellings, with the remaining 64 units accommodated in 32 duplex dwellings. Additional facilities to be provided include a bowling green, BBQ area and outdoor pavilion. The development was proposed to be registered under the Retirement Villages Act 2003 and have a minimum entry age level of 55 years.

The application was determined to be **non-complying** as it failed to comply with rules in Part C of the Township Volume of the Plan relating to building density, vehicle parking, accessways and crossings and scale of activities. While not in an area identified for medium density development, it was considered that the matters set out for the assessment of *comprehensive residential development* provided a useful basis for assessing the application.

The objectives and policies of the District Plan were generally considered to support the application, however it was considered that the application was contrary to provisions relating to transport networks which would create an unsafe living environment for residents. It was also considered that the adverse effects of the proposal would be more than minor.

Following a hearing, consent was granted by the Commissioner in April 2016 subject to conditions associated with both the construction of the development and the on-going site operation.

The Boulevard, 200 Dunns Crossing Road, Rolleston (RC165703)

Consent was sought to establish and operate a retirement village, comprising of 59 single storey two or three bedroom villas with garaging, a 78 bed aged care home with dementia care, 40 apartments in a two storey building, a community centre and 93 car parking spaces. The site comprised an area of approximately 4 hectares and was zoned *Living Z*.

The application was determined to be *non-complying* as it failed to comply with a number of the rules in Part C relating to buildings, roading, signs, waste and activities. Actual and potential effects were determined to relate to density, traffic, visual amenity and residential character, reverse sensitivity and noise. It was also considered that the assessment matters for *comprehensive residential development in medium density areas* provided a useful basis for assessment, although the site was not identified as an area for medium density development within Outline Development Plan 12 in Appendix 38 of the Township Volume of the District Plan.

It was considered that the application was in general accordance with the objectives and policies of the Plan and any effects would be largely limited to the site and would have a no more than minor effect on the wider environment.

Consent was granted in August 2017 subject to conditions largely associated with the construction of the development, however a number of conditions were imposed relating to the operation of the site including:

25. *That the site shall be operated as a retirement village registered under the Retirement Villages Act 2003.*
26. *That at least one occupant of each dwelling shall be over the age of 55 years.*

4.2 Supported Accommodation

This form of alternative housing is identified in the current definition of **residential activity** as ‘*supervised living accommodation and any associated caregivers where the residents are not detained on the site*’. In the past 10 years, only two applications have been identified as being for alternative forms of housing that support people to live independently, with assistance. However, it is likely that there are many more examples of this form of housing within the District that operate without the need for consent.

St John of God Health Care, 23 Masefield Drive, Rolleston (RC135177)

The St John of God Health Care facility supports people living with a disability to live an independent life. While care and lifestyle support is provided, residents are actively involved in the day-to-day running of the home. There was already established on the site a dwelling providing supported accommodation for six residents when, in 2013, consent was sought to erect a second dwelling on the site which could accommodate a further six residents. The site of the application comprised an area of approximately 3,000m². In addition to the six bedrooms in each dwelling, both also provided communal facilities including a kitchen, dining and lounge areas.

The property was zoned **Living 1** and the proposal to erect a second dwelling on the site was a **restricted discretionary activity** in terms of Rule 4.6.3. Discretion was restricted to consideration of outdoor living space, access to sunlight, privacy and any adverse effects on the sense of spaciousness of the area. Consent was granted as it was considered that the effects of the proposal on the other dwelling on the site and on the area generally would be less than minor.

Vintage Village, 33 Flannery Street, Leeston (RC145270)

Consent was sought to establish and operate an 'Abbeyfield' housing unit, being rental accommodation for 14 single people over 50 years of age, with self-contained bedrooms and associated communal facilities comprising a lounge, kitchen and laundry and car parking for 12 vehicles. In addition, an attached housekeeper's flat, with its own kitchen and single garage was also to be provided on site. The live in house keeper cooks lunch and dinner for the residents and cleans the communal areas, thereby supporting the residents.

The site of the application comprised an area of approximately 2,000m² and is located in Leeston, adjacent the domain and close to the centre of town. The site is zoned **Living 1** under the Township Volume of the Plan. The effects were considered to be no more than minor and the written consent of the immediately adjoining landowners was obtained, therefore no notification was required.

The application as considered to be a **restricted discretionary activity** in terms of Part C Rule 4.6.3 Building Density, as the addition of the housekeepers flat was considered to be a second dwelling. Council's discretion was restricted to consideration whether each dwelling would have sufficient open space, privacy, access to sunlight and the impact of the second dwelling on residential density and sense of spaciousness.

The application was considered to be in accordance with the objectives and policies of the Plan and was approved in November 2014, in accordance with the plans submitted. No conditions were attached to the operation or management of the facility.

4.3 Boarding Houses

The definition of residential activity in the operative District Plan includes "*accommodation offered to not more than five guests for reward or payment where the registered proprietor resides on-site*"⁴. The Christchurch District Plan, and similar definitions in other second generation plans, define a dwelling as a boarding house where it is intended to be occupied by six or more tenants. The metric associated with this definition correlates with provisions in the New Zealand Building Code which classify buildings according to type. Under the Building Code, a detached dwelling applies to a building where a group of fewer than six people live as a single household. Once this threshold is exceeded, the building would be classified as a group dwelling and may require additional fire protection measures in accordance with the Building Code.

A review of resource and building consents issued by Council in the last 10 years of the operative District Plan has identified a number of consents for housing that could take the form of a boarding house, in that

⁴ The current definition of **residential activity** excludes travelling accommodation, and a separate definition of **visitor accommodation** is included in the plan. These types of activities are the subject of a separate scope of work and are not covered by this scope.

they comprise six or more bedrooms. As such, it is highly probable that this form of housing is present in the District.

This form of housing is likely to give rise to effects such as increased traffic generation and a greater need for on-site car parking, given the number of bedrooms that could be occupied by people able to live independently.

4.4 Potential Range of Effects

While all of the alternative forms of housing have been able to establish in the District, the framework of the Operative District Plan has not allowed for consideration of these developments for what they are, thereby not giving full consideration to the range of potential effects that may flow from these forms of housing.

The range of effects generated by the various forms of alternative housing include both positive and potentially adverse effects. The positive effects of the various forms of alternative housing include providing for the health, safety and wellbeing of a wide range of people within the community and aiding housing choice and social integration.

The potential adverse effects from providing housing that departs from the traditional standalone dwelling for single family households includes effects on the character and amenity of the residential area in terms of density, bulk and scale, shading, privacy, noise, signage and traffic generation.

5.0 Issues

Need to improve effectiveness of plan rules – The current definitions in the District Plan that acknowledge alternative forms of housing are either limited in their application or have been made redundant over time by other developments. They are also not supported by standards that guide the location, bulk and scale of such developments.

Lack of certainty for developers – While the lack of express provisions for retirement villages in the Plan has not been a hindrance to the development of alternative housing within the District, it has meant that applicants have had to face considerable uncertainty due to the non-complying activity status, and the possible notification requirements and extent of matters able to be considered by Council in making a decision as a result of this status.

Lack of specific assessment criteria – As can be seen in the review of consents above, retirement villages have been assessed as though they are the same as other residential developments, with the *comprehensive medium density development* provisions being used as an assessment tool even though the majority of the developments did not fall within an identified medium density area. While these developments are similar in scale, medium density developments do not necessarily result in appropriate outcomes for seniors. For example, the provision of communal facilities, combined with the age of residents, means that retirement village units do not require standard residential sized outdoor spaces. Conversely, boarding houses are likely to generate a need for more vehicle parking beyond that of standard residential developments, however there is currently no trigger to require additional on-site car parking.

Matters for discretion – These tend to be designed for standard residential development and address assessment matters largely internal to the amenity of the site, including privacy, outdoor living space, access to sunlight and landscaping.

In relation to retirement villages, these matters are often unnecessary as the operators of the villages have a long term interest in ensuring that all units are attractive to current and prospective residents. It also needs to be recognised that the visual effects associated with the scale of development needs to be balanced against the commercial viability of the development.

There is also no guidance on where alternative forms of housing should be located. Ideally, retirement villages and supported accommodation should be located within close proximity to community facilities, shops and health services and public transport options.

6.0 Options to address Issues

6.1 Option 1: Retain the status quo

This option involves no changes to the provisions in relation to alternative housing in the current plan.

Effectiveness in Addressing Issue: Continuation of the current provisions would not address the known issues in the Operative District Plan and is therefore considered ineffective.

Risks: Not addressing the identified issues with the current provisions would be a lost opportunity given the District Plan review is underway.

Budget or Time Implications: This option will be the most cost effective and require the least amount of time.

Stakeholder and Community Interests: All district residents.

Recommendation: This option is not recommended as it does not address the issues with the Operative District Plan.

6.2 Option 2: Develop and incorporate new provisions that provide for alternative forms of housing.

This option would see the development, testing and implementation of new provisions to ensure that the District Plan recognises and provides for alternative forms of housing. Recommendations that would form the basis of amendments are outlined below:

Objectives and Policies

In general, it is recommended that:

- Objectives continue to encourage housing choice at the same time as maintaining the character and visual amenity of the District, but also clearly recognise and provide for the accommodation and care needs of both the growing aging population and persons requiring support to live independently.
- Stand-alone policies be developed to provide clearer and more specific direction in relation to alternative forms of housing, such as retirement villages, supported accommodation and boarding

houses. Particular matters that should be addressed in policy relating to alternative forms of housing should include that it be of an appropriate scale, location and provide for suitable amenity both on-site and in relation to adjoining properties and public spaces.

Retirement Villages

- Incorporate a specific definition for retirement villages that is flexible to enable a wide range of activities on the site. It is noted that as the draft National Planning Standards are proposing to define retirement village premises as meaning “*premises (including any land and associated buildings) within a complex of premises for occupation as residences predominately by persons who are retired and any spouses or partners of such persons*”⁵, the ability of Council to establish its own definition of retirement village may be limited.

However, should there be scope to develop our own definition, it is recommended that retirement villages acknowledge that retirement villages are designed to meet a range of needs, which can vary from the ‘early’ retired through to those residents with high dependency and care needs. This can translate into a range of building forms such as small homes/apartments, serviced bedrooms and/or secure care units. In addition to providing accommodation for persons in their retirement, these premises may include a range of facilities and/or services for residents on the site such as medical, respite care, recreational and other communal facilities⁶.

- Restricted discretionary activity status within appropriate residential zones. As proposed in a recent report to the District Plan Committee, four residential zones are proposed – Medium Density, General, Large Lot and Settlement. Retirement villages would be appropriate in all of these proposed zones, bar the Large Lot Zone as the intent of this zone is to provide for lower densities, providing a transition between residential and rural activities. Where a proposed development is unable to meet the standards, applications should be treated as discretionary.
- Assessment matters that focus on the effects on neighbourhood character, residential amenity and the surrounding residential area from building intensity, scale, location and accessibility, design, form and appearance (so as to avoid dullness of uniformity), fencing and boundary treatments, traffic generation, parking and access, noise, lighting and hours of operation. Matters for discretion should also acknowledge that retirement villages are likely to have higher densities and smaller outdoor living spaces than standard residential development. Other assessment matters may include the proximity of the development to services such as local shops and public transport.

Supported Accommodation

- Incorporate a specific definition for supported accommodation recognising that, while residential in nature, residents receive care or wellbeing respite support on a 24 hour basis to assist with independent living.
- Restricted discretionary activity status within all residential zones, subject to standards.

⁵ This definition is drawn from section 226A of the Resource Management Act

⁶ Council staff are currently preparing a submission in response to the draft National Planning Standards, and are likely to make a submission on this definition.

- Assessment matters that focus on the effects on the neighbourhood character, residential amenity and the surrounding residential area from building intensity, scale, location, form and appearance, traffic generation, parking and access, noise, lighting and hours of operation.

Boarding Houses

- Incorporate a specific definition for boarding houses that recognises that, while being a residential house, it is used for paid lodging and provides accommodation for six or more persons along with facilities for communal use by the tenants of the boarding house. It should be highlighted that a boarding house is a distinct use from other uses where residential accommodation is offered at a daily or specified rate such as visitor accommodation etc.
- Permitted activity status within residential zones, subject to bulk and location standards applicable to standard residential development, but a requirement for additional car parking. Restricted discretionary where standards are not able to be met.
- Assessment matters that focus on the effects on the neighbourhood character, residential amenity and the surrounding residential area from building intensity, scale, location, form and appearance, traffic generation, parking and access.

Effectiveness in Addressing Issue: While the alternative forms of housing discussed in this report are essentially residential activities, they are generally of a greater intensity than that of a detached dwelling and, in the case of retirement villages, offer a range of other complementary activities (such as recreation, social, community and health) in an integrated manner. Rules within the District Plan could be amended to better recognise alternative housing forms and their operational and functional requirements, whilst still ensuring that effects are appropriately managed.

Risks: Not addressing the identified issues with the current provisions would be a lost opportunity given the District Plan review is underway.

Budget or Time Implications: This option will require the drafting and testing of new provisions.

Stakeholder and Community Interests: All district residents.

Recommendation: It is recommended that the Proposed District Plan should be amended to provide a context for the consideration of issues associated with the provision of alternative housing and provide specific guidance in relation to the form that this housing may take. Recognition that there are special considerations related to alternative housing will help to improve the process for assessing applications.

7.0 Preferred Options for Further Engagement

The Project Team recommends that Option 2 as outlined above be endorsed by the Committee for further development.

Appendix A: Operative District Plan Provisions

Township Volume

Objectives and Policies

3 People's Health, Safety and Values:

B3.4 Quality of the Environment

- Objective B3.4.1** The District's townships are pleasant places to live and work in.
- Objective B3.4.2** A variety of activities are provided for in townships, while maintaining the character and amenity values of each zone.
- Objective B3.4.4** Growth of existing townships has a compact urban form and provides a variety of living environments and housing choices for residents, including medium density housing typologies located within areas identified in an Outline Development Plan.
- Policy B3.4.2** To provide for any activity to locate in a zone provided it has effects which are compatible with the character, quality of the environment and amenity values of that zone.
- Policy B3.4.3** To provide Living zones which:
- are pleasant places to live in and provide for the health and safety of people and their communities;
 - are less busy and more spacious than residential areas in metropolitan centres;
 - have safe and easy access for residents to associated services and facilities;
 - provide for a variety of living environments and housing choices for residents, including medium density areas identified in Outline Development Plans;
 - ...
- Policy B3.4.19 (a)** Ensure all activities have appropriate car-parking facilities to avoid, remedy or mitigate any adverse effects of car-parking on:
- The amenity values of streets;
 - The privacy of residents; and
 - Safe and convenient access to sites.
- Policy B3.4.25** In all zones in townships, ensure buildings:
- Do not shade adjoining properties; and
 - Maintain a predominantly low rise skyline.

4 Growth of Townships

B4.1 Residential Density

- Objective B4.1.1** A range of living environments is provided for in townships, while maintaining the overall 'spacious' character of Living zones, except within Medium Density areas identified in an Outline Development Plan where a high quality, medium density of development is anticipated.
- Objective B4.1.2** New residential areas are pleasant places to live and add to the character and amenity values of townships.
- Policy B4.1.1** (a) Provide for a variety of allotment sizes for erecting dwellings in Living 1 Zones, while maintaining average section size similar to that for existing residential

areas in townships, except within the Living Z Zone, including any Medium Density area identified in an Outline Development Plan where a higher density of development is anticipated.

B4.3 Residential and Business Development

Objective B4.3.1 The expansion of townships does not adversely affect:

- Natural or physical resources;
- Other activities;
- Amenity values of the township or the rural area; or
- Sites with special ecological, cultural, heritage or landscape values.

Objective B4.3.3 For townships within the Greater Christchurch area, new residential or business development is to be provided within existing zoned land or priority areas identified in the Regional Policy Statement and such development is to occur in general accordance with an operative Outline Development Plan.

Objective B4.3.5 Ensure that sufficient land is made available in the District Plan to accommodate additional households in the Selwyn District portion of the Greater Christchurch area between 2013 and 2028 through both Greenfield growth areas and consolidation within existing townships.

Policy B4.3.4 Encourage new residential or business development to occur on vacant land in existing Living or Business zones, if that land is available and appropriate for the proposed activity.

Rural Volume

Objectives and Policies

3 People's Health, Safety and Values:

B3.4 Quality of the Environment

Objective B3.4.1 The District's rural area is a pleasant place to live and work in.

Policy B3.4.1 Recognise the Rural zone as an area where a variety of activities occur and maintain environmental standards that allows for primary production and other business activities to operate.

Policy B3.4.6 Maintain low levels of building density in the Rural zone and the predominance of vegetation cover.

4 Growth of Rural Area

B4.1 Residential Density and Subdivision in the Rural Area

Objective B4.1.1 The provision of a variety of residential section sizes in the rural area, while maintaining a low overall residential density.

Rules

Elderly Residential Care — Living 1A Zone, Lincoln

Permitted Activities — Elderly Residential Care – Living 1A Zone, Lincoln

- 10.13.1 Elderly residential care in the Living 1A Zone at Lincoln shall be a permitted activity if the following conditions are met:
- 10.13.1.1 Elderly residential care is limited to one site in the location shown on concept plan C1 in Appendix 18 as ‘site for proposed rest home’;
 - 10.13.1.2 The site has an area no smaller than 8000m²; and
 - 10.13.1.3 Elderly residential care is limited to 80 residents in residential care beds, single bedroom units or separate apartments, provided that residential care beds are limited to a maximum of 30; and
 - 10.13.1.4 Parking and outdoor storage areas are screened from adjoining sites by landscaping, fence(s), or a combination thereof, to at least 1.8m in height along the length of the parking or storage area. The minimum depth of the screening is 1.5m if it is in the form of landscaping; and
 - 10.13.1.5 The maximum height of any building is 7.0m; and
 - 10.13.1.6 Staff and visitor parking spaces are provided within the site at the following rates:
 - (a) 1 space per 6 care beds
 - (b) 1 space per 4 single bedroom units
 - (c) 1 space per apartment unit; and
 - 10.13.1.7 No elderly residential care facility is erected on a site that adjoins the boundary of the zone.
- 10.13.2 Rules 10.8 – Scale of Activities; 10.9 – Hours of Operation; 5.4 – Car Parking; 4.8 – Building height; and 4.7 - Buildings and Site Coverage do not apply to elderly residential care as described in Rule 10.13.1.
- 10.13.3 Rule 10.13.1.4 is a screening requirement additional to any screening required under Rule 10.10 – Outdoor Storage of Materials and Goods.

Restricted Discretionary Activities — Elderly Residential Care – Living 1A Zone, Lincoln

- 10.13.4 Any elderly residential care in the Living 1A Zone at Lincoln which does not comply with Rule 10.13.1.2 shall be a restricted discretionary activity.
- 10.13.5 Under Rule 10.13.4, the Council shall restrict the exercise of its discretion to:
- 10.13.5.1 The number of residents that can be accommodated within the facility.

Non-Complying Activities: Elderly Residential Care — Living 1A Zone, Lincoln

- 10.13.6 Any elderly residential care facility in the Living 1A Zone at Lincoln which does not comply with Rules 10.13.1.1, Rule 10.13.1.3, Rule 10.13.1.4, Rule 10.13.1.5 Rule 10.13.1.6 or Rule 10.13.1.7 shall be a non-complying activity

Definitions

The following definitions are included in both volumes of the Operative District Plan, unless otherwise indicated.

Carehome (TV)	an old people's home or home for the care of people with special needs excluding a hospital.
Dwelling	<p>means any building or buildings or any part of a building or buildings which is used as a self-contained area for accommodation or residence by one or more persons; where that area collectively contains: bathroom facilities, kitchen facilities and a sleeping/living area. The term dwelling includes a family flat up to 70m², except where the Plan has separate provisions that apply specifically to family flats.</p> <p>A dwelling does not include any part of a farm building, business building or accessory building which contains bathroom or kitchen facilities which are used solely for the convenience of staff, or contract workers who reside off-site, or day visitors to the site; unless that building or part of a building is being used for overnight accommodation.</p> <p>Where any buildings, building or part of a building on a site contains more than one set of bathroom facilities, kitchen facilities and a sleeping/living area such that they can be used as self-contained residences by different households, then each separate set of facilities shall be deemed to be one dwelling.</p>
Elderly Residential Care (TV)	means any facility and associated ancillary services providing care for the elderly. For the purposes of Rule 10.13 (Elderly Residential Care – Living 1A Zone at Lincoln) it does not include hospital care, or similar, in a full nursing care licensed rest home.
Noise Sensitive Activities	<ul style="list-style-type: none">- Residential activities other than those in conjunction with rural activities that comply with the rules in the plan;- Educational activities including pre-school places or premises;- 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 elderly persons housing or complex.
Residential Activity	<p>means the use of land and buildings for the purpose of living accommodation and ancillary activities. For the purpose of this definition, residential activity shall include:</p> <ul style="list-style-type: none">a) Accommodation offered to not more than five guests for reward or payment where the registered proprietor resides on-siteb) Emergency and/or refuge accommodationc) Supervised living accommodation and any associated caregivers where the residents are not detained on the site <p>'Residential Activity' does not include:</p>

- a) Travelling accommodation activities (other than those specified above)
- b) Custodial and/or supervised living accommodation where the residents are detained on site.

Sensitive Activity (RV)

includes any of the following activities:

- Residential Activity;
- Travelling Accommodation;
- Community Facility;
- Recreational Facility or Recreational Activity;
- Place of Assembly;
- Restaurant;
- Educational Facility;
- Camping Ground Facility;

but excludes Temporary Accommodation.

Appendix B: Christchurch District Plan Provisions

Operative 19 December 2017

Definitions

Boarding house means one or more buildings, used for paid lodgings or boarding, providing accommodation on a site whose aggregated total contains more than two boarding rooms and is occupied by six or more tenants.

Care facility means a facility providing rest home care within the meaning of the Health and Disability Services (Safety) Act 2001, or a home for the residential care of people with special needs, and/or any land or buildings used for the care during the day of elderly persons or people with special needs.

Care home within a retirement village means a facility providing rest home care within the meaning of the Health and Disability Services (Safety) Act 2001, or a home for the residential care of older persons and/or any land or buildings used for the care of older persons within a retirement village.

Community housing unit in relation to the Community Housing Redevelopment Mechanism means a residential unit owned, let or to be let by or on behalf of the Council, Housing New Zealand Corporation, a not-for-profit housing entity or a registered community housing provider (under Part 10 of the Housing Restructuring and Tenancy Matters Act 1992) as social housing.

Elderly person's housing unit means an older person's housing unit that was consented or otherwise permitted prior to the District Plan becoming operative.

Hospital within a retirement village means any facility providing hospital care within the meaning of the Health and Disability Services (Safety) Act 2001 within a retirement village

Older person means a person over the age of 60 years or a person who qualifies for a permanent supported living payment on health grounds. It includes the partner, spouse, dependants or caregiver of such a person, notwithstanding that the partner, spouse, dependents or caregiver may be under the age of 60 years.

Older person's housing unit means one of a group of residential units developed or used for the accommodation of older persons, where the group is held under either one title or unit titles under the Unit Titles Act 2010 with a body corporate, and which is encumbered by a bond or other appropriate legal instrument which ensures that the use of the unit is confined to older persons. It includes any unit previously defined as an elderly person's housing unit.

Residential activity means the use of land and/or buildings for the purpose of living accommodation. It includes:

- a. a residential unit, boarding house, student hostel or a family flat (including accessory buildings);
- b. emergency and refuge accommodation; and
- c. sheltered housing; but

excludes:

- d. guest accommodation;
- e. the use of land and/or buildings for custodial and/or supervised living accommodation where the residents are detained on the site; and
- f. accommodation associated with a fire station

Residential unit means a self-contained building or unit (or group of buildings, including accessory buildings) used for a residential activity by one or more persons who form a single household. For the purposes of this definition:

- a. a building used for emergency or refuge accommodation shall be deemed to be used by a single household;
- b. where there is more than one kitchen on a site (other than a kitchen within a family flat or a kitchenette provided as part of a bed and breakfast or farm stay) there shall be deemed to be more than one residential unit;
- c. a residential unit may include no more than one family flat as part of that residential unit;
- d. a residential unit may be used as a holiday home provided it does not involve the sale of alcohol, food or other goods; and
- e. a residential unit may be used as a bed and breakfast or farm stay.

Retirement village means any land, building or site that:

- a. is used for accommodation predominantly for persons in their retirement, or persons in their retirement and their spouses or partners; and
- b. satisfies either of the following:
 - i. it is registered as a retirement village under the Retirement Villages Act 2003 or will be so registered prior to it being occupied by any resident; or
 - ii. it is a rest home within the meaning of s58(4) of the Health and Disability Services (Safety) Act 2001; and
- c. includes not less than two residential units; and
- d. may include any or all of the following facilities or services for residents on the site:
 - i. a care home within a retirement village;
 - ii. a hospital within a retirement village;
 - iii. nursing, medical care, welfare, accessory non-residential and/or recreation facilities and/or services.

Sensitive activities means:

- a. residential activities, unless specified below;
- b. care facilities;
- c. education activities and preschools, unless specified below;
- d. guest accommodation, unless specified below;
- e. health care facilities which include accommodation for overnight care;
- f. hospitals; and
- g. custodial and/or supervised living accommodation where the residents are detained on the site; but excludes in relation to airport noise:
- h. any residential activities, in conjunction with rural activities that comply with the rules in the relevant district plans as at 23 August 2008;

- i. flight training or other trade and industry training activities located on land zoned or legally used for commercial activities or industrial activities, including the Specific Purpose (Airport) Zone; and
- j. guest accommodation which is designed, constructed and operated to a standard to mitigate the effects of aircraft noise on occupants.

Sheltered housing means a residential unit or units used solely for the accommodation of persons for whom on-site professional emergency care, assistance or response is available, but not where residents are detained on the site.

Social housing complex means a group of residential units that are:

- a. owned or operated by Housing New Zealand Corporation, the Council, a not-for-profit housing entity or a registered community housing provider (under Part 1 of the Housing Restructuring and Tenancy Matters Act 1992), including where one of these parties is in a public/private development relationship to provide mixed tenure housing; and
- b. provided to help low and modest income households and other disadvantaged groups to access appropriate and secure housing that is affordable

Supportive housing in relation to the Salvation Army site in Addington means housing for individuals supported by the Salvation Army, whether individual housing (inclusive of kitchen and ablution facilities) or shared housing (which provides for shared meals and recreation rooms). It includes reintegration housing for recently released inmates supported by the Salvation Army

Objectives and Policies

Strategic Directions Objectives

Objective 3.3.4 – Housing capacity and choice

- a. For the period 2012 to 2028, an additional 23,700 dwellings are enabled through a combination of residential intensification, brownfield and greenfield development; and
- b. There is a range of housing opportunities available to meet the diverse and changing population and housing needs of Christchurch residents, including:
 - i. a choice in housing types, densities and locations; and
 - ii. affordable, community and social housing and papakāinga.

Objective 3.3.7 – Urban growth, form and design

- a. A well-integrated pattern of development and infrastructure, a consolidated urban form, and a high quality urban environment that:
 - i. Is attractive to residents, business and visitors; and
 - ...
 - iv. Increases the housing development opportunities in the urban area to meet the intensification targets specified in the Canterbury Regional Policy Statement, Chapter 6, Objective 6.2.2 (1)
 - ...

Residential Zone

Objective 14.2.1– Housing supply

- a. An increased supply of housing that will:
 - i. enable a wide range of housing types, sizes, and densities, in a manner consistent with Objectives 3.3.4(a) and 3.3.7;
 - ii. meet the diverse needs of the community in the immediate recovery period and longer term, including social housing options; and
 - v. assist in improving housing affordability.

14.2.1.6 Policy - Provision of social housing

- a. Enable small scale, medium density social housing developments throughout residential areas as a permitted activity and social housing developments generally throughout residential areas.

14.2.1.7 Policy - Non-household residential accommodation

- a. Enable sheltered housing, refuges, and student hostels to locate throughout residential areas, provided that the building scale, massing, and layout is compatible with the anticipated character of any surrounding residential environment.

14.2.1.8 Policy - Provision of housing for an aging population

- a. Provide for a diverse range of independent housing options that are suitable for the particular needs and characteristics of older persons throughout residential areas.
- b. Provide for comprehensively designed and managed, well-located, higher density accommodation options and accessory services for older persons and those requiring care or assisted living, throughout all residential zones.
- c. Recognise that housing for older persons can require higher densities than typical residential development, in order to be affordable and, where required, to enable efficient provision of assisted living and care services.

Objective 14.2.4 – High quality residential environments

- a. High quality, sustainable, residential neighbourhoods which are well designed, have a high level of amenity, enhance local character and reflect the Ngāi Tahu heritage of Ōtautahi.

Policy 14.2.4.8 – Best practice for health, building sustainability, energy and water efficiency

- a. Promote new residential buildings that:
 - i. provide for occupants' health, changing physical needs, and life stages; and