

PLAN CHANGE 14 – Housing and Business Choices – Implementation of the National Policy Statement on Urban Development 2020 (NPS-UD) and the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021

Overview

This report has been prepared to support Plan Change 14 to the Christchurch District Plan. Plan Change 14 is an Intensification Planning Instrument (IPI), which the Council is required to progress in order to provide for urban intensification pursuant to the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021. Plan Change 14:

- i. includes new objectives and policies relating to a well-functioning urban environment and providing for a variety of housing types and sizes; and
- ii. incorporates Medium Density Residential Standards (MDRS) in most existing residential areas across the city, enabling the development of up to three residential units per site, where each building must not exceed 11 metres in height with some additional height enablement for sloped roofs; and
- iii. gives effect to policy 3 and 4 of the National Policy Statement on Urban Development 2020 (NPS-UD), as also set out in Schedule 3B to the RMA.

In giving effect to policy 3, Plan Change 14 enables:

- iv. in city centre zones, building heights and density of urban form to realise as much development capacity as possible, to maximise benefits of intensification:
- v. building heights of at least 6 storeys within at least a walkable catchment of the edge of the city centre zone; and
- vi. within and adjacent to neighbourhood centre zones, local centre zones, and town centre zones (or equivalent), building heights and density of urban form commensurate with the level of commercial activities and community services.

Pursuant to policy 4, Plan Change 14 modifies those enabled building heights and requirements as needed to accommodate 'qualifying matters'.

Plan Change 14 proposes a financial contribution to address adverse effects of development (intensification) on the tree canopy cover in the urban environment. Christchurch's tree canopy survey shows that the cover is falling with the most significant drop on private land.

The Plan Change seeks specifically to:

- a) Change height limits in and within walking distance of the central city, with the greatest height proposed to be enabled in the city centre (90m) and Central City Mixed Use zones (32m).
- b) Enable increased building heights in most suburban commercial centres, ranging from 12 metres in the smallest neighbourhood and local centres to 22 metres in the larger Town

- Centre zones. Precincts around these centres will also enable increased building heights for housing (14-32 metres).
- c) Change and add rules within commercial zones to ensure that they achieve high quality urban environments and to permit small buildings that meet certain criteria to be established without the need for resource consent in some zones.
 - d) Apply MDRS, and in some situations more lenient provisions than the MDRS, across all urban residential areas, including (but not limited to) Lyttelton and residential Port Hill areas, through new medium and high density residential zones.
 - e) Enable MDRS on the residential hills, while retaining the minimum allotment size of 650m² and adopting the same earthwork controls as in the operative Residential Hills Zone.
 - f) Change the zoning and associated policies and rules for some industrial areas located within walking distance of the central city and introduce a brownfield overlay for some industrial areas within walking distance of large commercial centres. This is to enable redevelopment for housing and mixed-use activities if certain criteria are met.
 - g) Introduce Qualifying Matters areas where the scale and density of buildings enabled by the MDRS and NPS-UD is reduced. These include matters of national importance (RMA s6), being Outstanding and Significant Natural Features and Landscapes; areas of Significant Ecological Value; sites of Wahi Tapu; Wahi Taonga, Silent Files, Nga Turanga Tupuna; Nga Wai; areas at risk of rockfall, cliff collapse and mass movement (Slope Hazard Areas); High Flood Hazard Management Areas; Flood Ponding Management Areas; Heritage items and settings; Heritage Areas, areas that interface with heritage areas and significant public open space including surrounding Cathedral Square, New Regent Street, Arts Centre and the Styx River; and Waterbody Setbacks.
 - h) Introduce further Qualifying Matters including: Residential Character Areas; Electricity Transmission corridors and structures; Airport Noise Influence Area; Significant and Other Trees; Lyttelton Port Influences Overlay; sites adjoining the railway network; Coastal Hazard Management Areas; Radio Communication Pathways; Vacuum Sewer Wastewater Constraint Areas; reduced height limits along Victoria Street; and
 - i) Change objectives, policies and other provisions throughout the District Plan that support or are consequential to the above changes.

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Part A

1 Introduction

1.1 Purpose and structure of the section 32 evaluation

- 1.1.1 The overarching purpose of section 32 (**s32**) of the Resource Management Act 1991 (**RMA / Act**) is to ensure that plans are developed using sound evidence and rigorous policy analysis, leading to more robust and enduring provisions.
- 1.1.2 Section 32 requires that the Council provides an evaluation of the changes proposed in Plan Change 14 to the Christchurch District Plan (**the Plan**).
- 1.1.3 Beyond the general requirements of section 32, there is a specific statutory context for PC14 and therefore this report. Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021¹ (**the Act**) includes specific directions on what must be included in the District Plan as part of this plan change, including specific objectives, policies and rules/density standards, and other minimum requirements.
- 1.1.4 This report therefore examines the new policy directions and requirements under the Amendment Act, and the related National Policy Statement on Urban Development (NPS-UD) 2020 (NPS-UD), which is referred to directly in the Amendment Act. In doing so, the report takes account of other higher order documents (as discussed in the relevant specific parts of this report).
- 1.1.5 The Act includes specific directions on what must be included in the District Plan as part of this plan change, including specific objectives, policies and rules/density standards, and other minimum requirements. This report does not provide any evaluation of these directed changes, except may be referenced as far as where they have been incorporated into a provision that is sought to be included and/or changed under this Plan Change.
- 1.1.6 Where new (additional) objectives are proposed to support the Medium Density Residential Standards (MDRS) and intensification required by Policies 3 and 4 of the NPS-UD, the evaluation examines whether the proposed objectives are the most appropriate way to achieve the purpose of the RMA.² The report then considers all reasonably practicable policy and rule options, and assesses the efficiency and effectiveness (benefits and costs of the environmental, economic, social and cultural effects) of those provisions in achieving the proposed new objectives.³ The report also assesses the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions.

¹ Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021 is available online at: <https://www.legislation.govt.nz/bill/government/2021/0083/latest/LMS566049.html>. The Amendment Act has inserted new provisions into the RMA, which are referred to in this report.

² As required by section 32(1)(a) of the RMA. The exception is the compulsory objectives and policies set out in Schedule 3A of the RMA, as discussed below.

³ As required by section 32(1)(b) of the RMA.

1.1.7 The section 32 report is structured as follows:

- Part 1: Overview, High Level District Issues and Chapter 3-Strategic Directions (this report)
- Part 2: Qualifying matters (District Plan Chapters 8, 9, 14)
- Part 3: Residential (District Plan Chapter 14)
- Part 4: Commercial (District Plan Chapter 15 and Industrial Chapter 16)
- Part 5: Transport (District Plan Chapter 7)
- Part 6: Subdivision, Development and Earthworks (District Plan Chapter 8)
- Part 7: Tree Canopy Cover - Financial Contributions (District Plan Chapters 2, 3 and 8)
- Part 8: Planning Map, overlays and zone boundary changes
- Part 9: Consequential Amendments and Appendices

2 Legal general matters and obligations in respect of changes to the District Plan

2.1 Council's general legal obligations in respect of changes to the District Plan

- 2.1.1 Sections 74 and 75 of the RMA require plan changes to give effect to, not be inconsistent with, take into account, or have regard to higher order documents.
- 2.1.2 The NPS-UD is central to Plan Change 14 with key sections referred to throughout this report, with other relevant higher order documents addressed in more detail within the relevant parts (i.e Parts 2 to 7) of the section 32 report.
- 2.1.3 The NPS-UD (2020) recognises the national significance of achieving a well-functioning urban environment to enable people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future. It requires Councils to provide sufficient development capacity to meet the different needs of people and communities; plan well for growth (short to long term) particularly in locations that have good access to existing services, public transport networks and infrastructure; rules are not unnecessarily constraining growth; and that urban development occurs in a way that takes into account the principles of the Treaty of Waitangi (te Tiriti o Waitangi).
- 2.1.4 Detail about the how the NPS-UD has been given effect to through the proposed zone-specific objectives, policies, rules and other methods is contained in the various parts of the s32 report, in particular Part 1 on Strategic Objectives, Part 3 on Chapter 14 Residential, and Part 4 on Chapter 15 Commercial.

2.1.5 Clause 6 Schedule 3A of the Act, directs the inclusion of the following new objectives and policies in the District Plan.

Objective 1 - a well-functioning urban environment that enables all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future:

Objective 2 - a relevant residential zone provides for a variety of housing types and sizes that respond to— (i) housing needs and demand; and (ii) the neighbourhood’s planned urban built character, including 3-storey buildings.

Policy 1 - enable a variety of housing types with a mix of densities within the zone, including 3-storey attached and detached dwellings, and low-rise apartments:

Policy 2 - apply the MDRS across all relevant residential zones in the district plan except in circumstances where a qualifying matter is relevant (including matters of significance such as historic heritage and the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, wāhi tapu, and other taonga):

Policy 3 - encourage development to achieve attractive and safe streets and public open spaces, including by providing for passive surveillance:

Policy 4 - enable housing to be designed to meet the day-to-day needs of residents:

Policy 5 - provide for developments not meeting permitted activity status, while encouraging high-quality developments.

2.1.6 These objectives and policies are compulsory, and cannot be altered by the Council.

2.1.7 Section 77G(1) of the RMA requires that every relevant residential zone of a specified territorial authority must have the MDRS incorporated into that zone. Schedule 3A of the RMA (also incorporated by the Amendment Act) sets out those requirements in more detail. It directs the incorporation of the MDRS as part of every ‘relevant residential zone’⁴, including in relation to; number of units per site; building height; height in relation to boundary; setbacks; building coverage; outdoor living space; outlook space; windows to street; and landscaped area.

2.1.8 The MDRS are to be incorporated irrespective of any inconsistency with a regional policy statement (s77G(8)). If there are any other inconsistencies between the regional policy statement and the requirements of the Act (or the NPS-UD and other higher order

⁴ Section 77G(1) sets requirement for the incorporation of MDRS. A relevant residential zone means all residential zones, except for:

- A large lot residential zone:
- Any area predominately urban in character that the 2018 census recorded has having a resident population of less than 5,000, unless a local authority intends the area to become part of an urban environment:
- An offshore island:
- To avoid doubt, a settlement zone.

documents), the plan change must give weight to those higher order directions to the extent required by the Act. Any such other inconsistencies with higher order documents are addressed within the individual parts (Part 2-8) of this s32 report.

- 2.1.9 Section 77G(2) requires every residential zone in an urban environment⁵ to give effect to Policy 3 of the NPS-UD, which specifies the parameters for the level of density and building height enablement in specific spatial locations, principally commercial centres.
- 2.1.10 Council may choose to make the MDRS less enabling of development if authorised under section 77I which relates to 'qualifying matters' specified by the Act⁶. Section 77G(7) clarifies that existing provisions in a district plan that allow the same of a greater level of development than the MDRS do not need to be amended or removed from the district plan. Section 77H enables council to modify the MDRS to enable a greater level of development by not including a density standard.
- 2.1.11 Sections 77J sets out further requirements for the evaluation of a qualifying matter, including assessing the impact that limiting development capacity, building height, or density will have on the provision of development capacity, and the costs and broader impacts of imposing those limits. Section 77K provides an alternative evaluation process of existing qualifying matters that are contained in the operative Christchurch District Plan. Under Section 77L 'other qualifying matters' (being those that may be identified under s77I(j)) must be justified by way of a site-specific analysis including in regard to the specific characteristics of the matter.
- 2.1.12 Section 77N relates to giving effect to Policy 3 in urban non-residential zones, such as commercial and industrial. Similar to MDRS, intensification may be less enabling of the policy requirement of Policy 3 if a qualifying matter is to be accommodated (the evaluation of which is set out under section 77P and alternative process for existing qualifying matters under 77Q and 77R).
- 2.1.13 Section 77T provides for Councils to include financial contributions in support of an Intensification Planning Instrument (IPI).
- 2.1.14 In addition to considering the Act and the NPS-UD the proposed plan change partially incorporates the National Planning Standards (NPS) (where this supports or is consequential on the MDRS and Policy 3). The NPS seek to ensure, among other things, nationally consistent structure, format and definitions in district, regional and combined plans. The standards include set zone naming and classification for residential zones and commercial centre zones. The Christchurch City Council is required to incorporate the standards by 2026. However, since Policy 3 of NPS-UD uses the names set out in the National Planning Standards, it has become necessary to incorporate the standardised zone names in order to give effect to the NPS-UD.

⁵ An urban environment is defined as being any area of land (regardless of size, and irrespective of territorial authority or statistical boundaries) that—

- is, or is intended by the relevant specified territorial authority to be, predominantly urban in character; and
- is, or is intended by the relevant specified territorial authority to be, part of a housing and labour market of at least 10,000 people. RMA s77F

⁶ RMA S. 77I

2.1.15 These standardised zone names and some of their defining characteristics differ from the current zones described in the Christchurch District Plan. The hierarchy and description of the different zones/centres in the NPS, as adopted by the NPS-UD, have been applied to equivalent centres in the current District Plan. For example, the City Centre Zone will replace the Commercial Central City Business Zone.

2.2 Scope and level of discretion in implementing the Amendment Act

2.2.1 Sections 77F and 80E provide direction as to what is able to be included within the scope of Proposed Plan Change 14. Section 77F defines an 'urban environment' as follows:

urban environment means any area of land (regardless of size, and irrespective of territorial authority or statistical boundaries) that—

(a) is, or is intended by the specified territorial authority to be, predominantly urban in character; and

(b) is, or is intended by the specified territorial authority to be, part of a housing and labour market of at least 10,000 people

urban non-residential zone means any zone in an urban environment that is not a residential zone.

2.2.2 Section 80E directs what may be considered as an Intensification Planning Instrument (IPI) to incorporate the MDRS and give effect to policy 3, and subsequently included under an Intensification Streamlined Planning Process (ISPP).

80E Meaning of intensification planning instrument

(1) In this Act, intensification planning instrument or IPI means a change to a district plan or a variation to a proposed district plan—

(a) that must— (i) incorporate the MDRS; and (ii) give effect to,—(A) in the case of a tier 1 territorial authority, policies 3 and 4 of the NPS-UD;

(b) that may also amend or include the following provisions:

(i) provisions relating to financial contributions, if the specified territorial authority chooses to amend its district plan under [section 77T](#):

(ii) provisions to enable papakāinga housing in the district:

(iii) related provisions, including objectives, policies, rules, standards, and zones, that support or are consequential on—

(A) the MDRS; or

(B) policies 3, 4, and 5 of the NPS-UD, as applicable.

(2) In subsection (1)(b)(iii), related provisions also includes provisions that relate to any of the following, without limitation:

(a) district-wide matters: (b) earthworks: (c) fencing:(d) infrastructure:(e) qualifying matters identified in accordance with [section 77I](#) or [77O](#):(f) storm water management (including permeability and hydraulic neutrality):(g) subdivision of land.

2.2.3 Policies 3 and 4 of the NPS-UD (as amended by the Amendment Act) are as follows:

Policy 3: In relation to tier 1 urban environments, regional policy statements and district plans enable:

- (a) in city centre zones, building heights and density of urban form to realise as much development capacity as possible, to maximise benefits of intensification; and
- (b) in metropolitan centre zones, building heights and density of urban form to reflect demand for housing and business use in those locations, and in all cases building heights of at least 6 storeys; and
- (c) building heights of least 6 storeys within at least a walkable catchment of the following:
 - (i) existing and planned rapid transit stops:
 - (ii) the edge of city centre zones:
 - (iii) the edge of metropolitan centre zones; and
- (d) within and adjacent to neighbourhood centre zones, local centre zones, and town centre zones (or equivalent), building heights and density of urban form commensurate with the level of commercial activities and community services.

Policy 4: Regional policy statements and district plans applying to tier 1 urban environments modify the relevant building height or density requirements under Policy 3 only to the extent necessary (as specified in subpart 6) to accommodate a qualifying matter in that area.

2.2.4 In the Christchurch District context, the scope of this plan change is defined as follows:

In Scope	Out of Scope
All urban residential zones, including associated potential qualifying matters	Any changes to Rural Zones, including the rezoning of new additional greenfield areas
All commercial centre zones, including the surrounding area within a walkable catchment and potential qualifying matters	Changes to any zones within Banks Peninsula being outside of the definition of an 'urban environment', except for Lyttelton which is included within scope.
Changes to provisions controlling industrial land related to residential development commensurate with the level of accessibility to public transport, and range of commercial and community activities, and relative demand in the location.	Changes to provisions controlling industrial land outside commensurate intensification area enabled under Policy 3.
	Changes to zones and provisions controlling commercial zones that are not commercial centres, such as Large Format and provisions for office development, where this is not part of a centre.

2.2.5 Whilst many of the objectives, policies and standards to enable development are set by the Act and the NPS-UD, Council has some discretion in how certain aspects of these are applied. Where this discretion is available, it has been applied to ensure that enabled intensification responds to the needs of the people of Christchurch, and what bests achieves a 'well-functioning urban environment'. This discretion is however limited to the following areas:

- a. *Scope of the urban environment:* While the Act requires that MDRS are applied to every relevant residential zone, the Act does not fully define the extent of these zones. Instead

Council has some discretion to define what constitutes a “relevant residential zone” in the Christchurch District. This is discussed in more depth in Part 3 of the section 32 report.

- b. *Qualifying matters:* The Act and the NPS-UD provide grounds for certain areas to be less enabling of development if they exhibit specific characteristics identified in the Act as qualifying matters. Part 2 of this section 32 report sets out the justification for where Council consider a lesser enablement is more appropriate, including within identified heritage and character areas, wāhi tapu and wāhi taonga, infrastructure constraints, coastal hazards, tree protection, and airport noise contours.
- c. *Density and height in excess of the MDRS:* The NPS-UD Policy 3 empowers Council to enable development in excess of the MDRS for density and height in certain areas. Minimum heights for metropolitan centres and walkable catchments are prescribed, but maximum heights are left to Council discretion. In the City Centre Zone Council must maximise the benefits of intensification. For neighbourhood, local centres and town centres Council has discretion to allow a maximum building height commensurate with the level of activity in those centres. Accordingly, Council has undertaken modelling to determine the spatial extent of residential and business zones, and the associated appropriate heights and densities enabled (as either a permitted, controlled or restricted discretionary activity).
- d. *The extent of walkable catchments:* The Act and the NPS-UD require councils to enable development to at least 6 stories within the walkable catchments of the edge of city and metropolitan centre zones and rapid transit stops. However neither document offers a definition of walkable catchment. Council therefore has taken a deliberate approach to delimiting the extent of walkable catchments around the various types of centre. (see Parts 3 and 4 of the s32 report).
- e. *Commercial centres:* The requirements of NPS-UD and the Act vary for different centres and it is for the Council to apply the centres categorisation (refer to Part 4 of the s32 report). Council has determined that Christchurch City does not, at this time, have any zone that can be interpreted as a metropolitan centre. A metropolitan centre is a zone that forms the focal point for sub-regional urban catchments, and there is no current commercial area or zone that meets this definition.
- f. *Financial Contributions:* Under the Act (sections 77E and 77T) the Council has discretion to charge financial contributions, where there is a specified purpose, and these may be notified in the IPI. The community has given clear feedback about the importance of retaining tree canopy cover in the face of development, or offsetting any negative impacts on tree canopy cover. The payment of financial contributions in certain situations is proposed as part of a suite of tree canopy cover provisions. This is discussed in Part 6 - Tree Canopy Cover and Financial Contributions of the PC14 section 32 assessment.
- g. *Supporting and consequential provisions* - Proposed Plan Change 14 and the supporting section 32 evaluation, has given careful regard to the level of discretion enabled through section 80E(1)(b)(iii) which enables Council to amend or include “*related provisions, including objectives, policies, rules, standards, and zones, that support or are consequential on the MDRS or policies 3, 4 of the NPS-UD*”. A number of supporting and consequential provisions are proposed, which are discussed in more detail under other parts of the section

32 relating to Chapter 14 Residential (see Part 4 of the s32), Chapter 15 Commercial and Chapter 16 Industrial (see Part 5 of the s32). In determining the scope with regard to ‘supporting’ provisions, Council has had particular regard to what contributes to a “well-functioning urban environment” under NPS-UD Policy 1, specifically that as a minimum [our emphasis]:

- (a) *have or enable a variety of homes that:
(i) meet the needs, in terms of type, price, and location, of different households; and
(ii) enable Māori to express their cultural traditions and norms;*
- (b) *have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and*
- (c) *have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and*
- (d) *support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and*
- (e) *support reductions in greenhouse gas emissions; and are resilient to the likely current and future effects of climate change.*

Matters (a) to (e) above are not an exhaustive list⁷ and may include other matters such as quality urban form and design. A fuller and more comprehensive consideration of what contributes to a well-functioning urban environment, has underpinned the proposed inclusions of a new Strategic Objective 3.3.7(b) and primarily the supporting provisions under Chapters 14 and 15 where increased scale and density of urban form is enabled.

2.3 Level of Enablement

- 2.3.1 In giving effect to NPS-UD Policy 3, Council has had regard to what is ‘enablement’ and the different degrees or thresholds of enablement, as well as the appropriateness of the enablement to “...enable more people to live in, and more businesses and community services to be located in, areas of an urban environmentnear a centre or other area with employment opportunities....well-serviced by existing or planned public transport....high demand for housing or for business” (NPS-UD Objective 3).
- 2.3.2 While the NPS-UD is directive as to **what** is to be “enabled” (such as in Policy 3), the document does not clarify **how** local authorities are to “enable” these outcomes. Instead, the approach to “enabling” is one for Council to determine, where there may be a range of methods available to “enable” certain outcomes, with activity status being one such method. The dictionary definition of “enable” means to “to provide with the means or opportunity” or to “to make possible, practical or easy⁸”.
- 2.3.3 There are two aspects to level of enablement, the first being around the spatial extent of enablement, principally given effect through zoning and associated provisions relating to density and height. The second aspect of enablement is in relation to the requirement for resource consent (or not, as the case may be).

⁷ See Ministry for the Environment guideline on Well-functioning urban environments - [Well-functioning-urban-environments.pdf](#)

⁸ <https://www.merriam-webster.com/dictionary/enable>.

- 2.3.4 The greatest level of enablement is as a permitted or controlled activity, given no consent is required, or consent is unable to be refused. Restricted discretionary activity status (and in some limited circumstances discretionary activity status) is also considered to be enabling when set within a positively geared framework, justified as required to achieve a well-functioning urban environment. The Council has been mindful to ensure the specification of matters of discretion (and supporting objectives and policies) are not solely focused on managing adverse effects, but also promote and facilitate positive benefits, and potentially the grant of consent.
- 2.3.5 Policy 1 of the NPS-UD require that planning decisions contribute to well-functioning environments, that as a minimum have or enable a variety of homes to meet needs and have or enable sites suitable for different business sectors. Policy 1(d) also requires as a minimum, *“...support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets”*. Policy 2 requires Tier 1 local authorities to at all times provide at least sufficient development capacity to meet expected demand for housing and business, over the short, medium and long term. Policy 3 directs where building heights and density should be greater, based around accessibility to centres and existing and planned rapid transit stops.
- 2.3.6 In the Christchurch context, the required direction under Policy 3 in terms of directed intensification, goes well beyond needing to meet needs as directed under Policy 1 and 2 of the NPS-UD. Prior to the Enabling Act, the sufficiency of housing and business areas to meet needs over the short, medium and long term, was assessed as not being a significant district issue.
- 2.3.7 With the expansive further housing enablement through the MDRS, housing choice and variety is even further increased (refer to the Updated Christchurch Housing Capacity Assessment contained in Part 1, Appendix 1 of this report). The level of enablement being considered under PC14, is likely to provide for a population well exceeding projected long term growth rates⁹. Therefore, a ‘needs’ driven response is not required for PC14. Rather the options evaluated have been formulated based on accessibility and achieving the most appropriate urban form.

⁹ Updated mid-range plan-enabled capacity is estimated at 883,000 dwellings, which equates to just under a population capacity for an additional two million people based on a more conservative household size of 2.2 persons per household.

3 Resource management issues relevant to strategic directions and achieving a well-functioning urban environment

3.1 Achieving a well-functioning urban environment through good urban form and quality urban environments

- 3.1.1 There are many elements that contribute and work together to achieve a well-functioning urban environment. Enabling a variety of housing choice is important, but equally so is achieving a high quality urban environment and an urban form appropriate to the Ōtautahi Christchurch cultural, environment and landscape context.
- 3.1.2 A purely economic justification for enabling city growth (density and height) is unlikely to achieve better social and economic outcomes. Density needs to be done well to avoid negative outcomes such as overcrowding and diminished amenity values, and detracting from the attributes that support city vitality. It is acknowledged that Policy 6 of the NPS-UD (see below) states that changes to the built form may be significant and may detract from amenity values appreciated by some people. Further, that such change is not in itself an adverse effect.

Policy 6: When making planning decisions that affect urban environments, decision-makers have particular regard to the following matters:

- (a) the planned urban built form anticipated by those RMA planning documents that have given effect to this National Policy Statement*
- (b) that the planned urban built form in those RMA planning documents may involve significant changes to an area, and those changes:*
 - (i) may detract from amenity values appreciated by some people but improve amenity values appreciated by other people, communities, and future generations, including by providing increased and varied housing densities and types; and*
 - (ii) are not, of themselves, an adverse effect.*

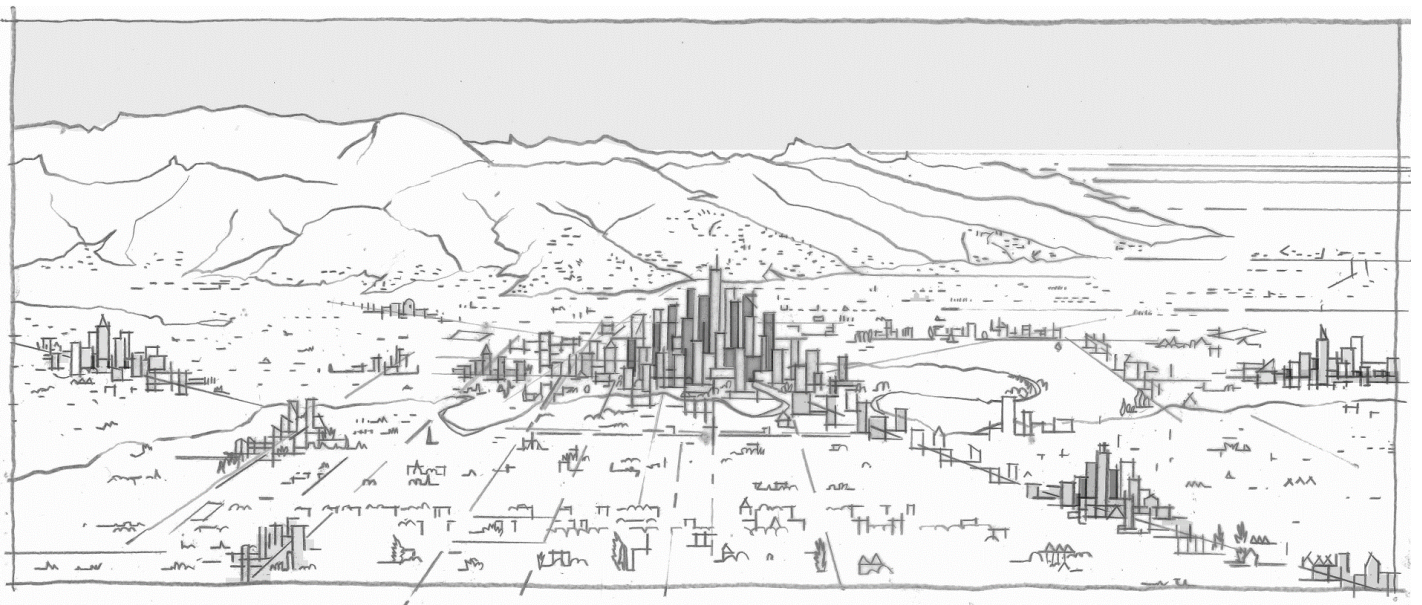
- 3.1.3 Policy 6 however also notes that detracting from amenity values appreciated by some people may “...improve amenity values appreciated by other people”. Notwithstanding future intensification, there is still a strong community expectation for overall improvement in amenity values (as noted throughout this report, by reference to summaries of community feedback). As building heights and densities increase, without some level of planning and policy direction and management of activities, there is potential for living and business desired outcomes and opportunities to be undermined. This includes failing to achieve the uptake of density enabled as the result of a lack of demand.
- 3.1.4 Council has considered the appropriateness of plan provisions (policies, zoning and rules including assessment matters) such to provide both flexibility and certainty for the market, but balanced with necessary consenting thresholds to ensure surety of urban form outcomes. The proposal, specifically the combined objectives, policies and matters of control or discretion under Chapters 3, 14 and 15, have been designed to work together to ensure intensification is not undermined, but those specifically in relation to height and density, will deliver good urban outcomes appropriate to the locale.

3.1.5 The city's urban form, identity, and sense of place, evolves from the physical relationship between people occupying the city over time: the physical patterns of its layout; and the way in which we recognise, protect, maintain and restore environmental and cultural values. The growth and development of a city can have many benefits, but if not well directed, could miss opportunities to positively contribute to the cityscape, strengthen the experience of the city for residents and visitors alike, improve the way that we live and do business, and create a distinctive city form.

3.1.6 An overarching design principle fundamental to any of these scales in respect to urban form, is ensuring that any response is appropriate within the context and intrinsic values of the wider natural, cultural and urban landscape¹⁰. In Ōtautahi Christchurch Te Poho-o-Tamatea Port Hills are of particular significance in respect to urban form. Both an Outstanding Natural Landscape (ONL) and significant cultural landscape¹¹, Te Poho-o-Tamatea Port Hills form the skyline and backdrop to the city, particularly to the central and eastern city, and to parts of the Canterbury plains¹².

3.1.7 The contrast between the flat land of the city and plains, contributes further to the identity of the city and to legibility of the experience within the city. Again, the location, scale, form and massing of building, can contribute to, or detract from, people's experience as a result and can impact upon the associated values. Urban form is often difficult to express well in words. The illustration below (Diagram 1) better depicts a potential long term Ōtautahi Christchurch cityscape that could, if well-managed, eventuate to be not just well-functioning, but a thriving city, regarded nationally and globally as a city that attracts people to do business, invest, study and live.

Diagram 1 – An illustrative depiction of Ōtautahi Christchurch future urban form



¹⁰ National Medium Density Design Guide, Ministry for Environment 2022

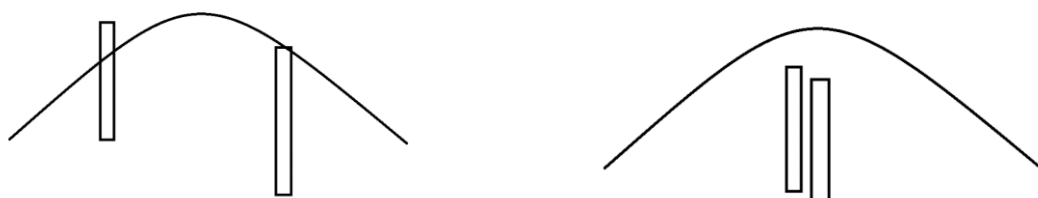
¹¹ Ōtautahi Christchurch City Landscape Study, Boffa Miskell 2015

¹² Ōtautahi Christchurch City Landscape Study (pg 84), Boffa Miskell 2015

3.1.8 Given the significant level of potential enablement directed under the NPS-UD, the Council considers it needs to provide greater direction on desired urban form outcomes is increased. As noted earlier, context is an important contributor to city values. The clustering of development, particularly high-rise building development, is important to ensure the resultant development form sits within the cultural and natural context of Te Poho-o-Tamatea Port Hills, and this development is sympathetic to rather than incongruent with them.

3.1.9 One or two very high buildings (Diagram 2) could potentially detract from the cityscape, particularly if at some distance apart, where they would fail to 'read' visually read as one element, or within the context of the natural form. To demonstrate this, a building at 90m in height, which is higher than any of the existing city centre buildings, is approximately 20% of the height of the highest peaks of the Te Poho-o-Tamatea Port Hills. As seen at a variety of angles, locations and distance, the height will vary in respect to its impact.

Diagram 2 – Diagrammatic illustration of buildings set apart and clustered within the context of a natural form



3.1.10 Many aspects contribute to a resilient and well-functioning urban environment¹³. Such attributes impact at a range of scales: the sub-region; the city; the neighbourhood; the street, block and site. By relating buildings to each other they in themselves form a feature, and in contrast to the plains give greater legibility to the city. The policy framework proposed through Plan Change 14, has been developed to provide appropriate direction through the elements that comprise urban form, including:

- context to important natural and cultural landscapes, landscape features and open spaces at each city scale;
- the scale and layout of networks spaces, streets, blocks and sites;
- precinct and site layout and design;
- the massing, scale, form, orientation and design of buildings; and
- the places and spaces where people congregate, and the activities associated with all of the above.

3.1.11 From another perspective, the elements of urban form are also important to help address the impacts of climate change. National targets to reduce emissions and respond to climate risks and challenges, are now gaining greater influence in the design of Ōtautahi Christchurch. At the city scale climate change is already influencing the drive for a more compact city form and

¹³ National Policy Statement on Urban Development 2020 – well-functioning urban environments fact sheet

reducing the risk from hazards, and protection of the natural environment. At a more localised level of the layout of the block, the street and the site, it recognises the need to enable more walkable environments, and to protect well-being, to ensure the comfort and use of our public and private spaces, whether to mitigate heat or provide sunny, sheltered streets and squares, and the mitigate effects of wind.

- 3.1.12 Ngāi Tahu mana whenua's interests¹⁴ in the rebuild and future development of Ōtautahi and its surroundings are broad. They encompass a significant role and interest in the rebuilding and ongoing development of the city and the ability of Ngāi Tahu mana whenua to provide for their economic and social wellbeing through access to affordable housing, appropriate education activities and community facilities, and economic opportunities.
- 3.1.13 Ngāi Tahu mana whenua also see an unprecedented opportunity to rediscover and incorporate Ngāi Tahu heritage and identity, alongside that of colonial Christchurch in the rebuild and future development of Ōtautahi and its surroundings. The narratives and aspirations of the people of Ōtautahi Christchurch are being interwoven and embedded within the 21st century context. The urban form and resultant identity of Ōtautahi Christchurch is as a city is evolving into something much stronger, more inclusive, and more unique, reflective of a well-functioning environment.

3.2 Providing sufficient housing capacity with greatest enablement in focused locations

- 3.2.1 The purpose of the Amendment Act (Enabling Housing Supply and Other Matters) is to increase housing supply in Aotearoa New Zealand's main urban areas, by removing barriers to development to allow for a variety of housing¹⁵. One of the main methods being the incorporation of the Medium Density Residential Standards applied to all relevant residential zones. The effect of this direction on housing supply, specifically plan-enabled and feasible capacity, within Ōtautahi Christchurch, is to substantially increase enablement.
- 3.2.2 Prior to the Amendment Act there is no issue with the provision of sufficient feasible development capacity to meet expected long term demand for Christchurch. The Greater Christchurch Housing Capacity Assessment of 2021, assessed Christchurch as having a surplus of 83,000 dwellings over the medium term (2021-2031) and 60,000 dwellings over the long term (2021-2051).
- 3.2.3 The enablement achieved through MDRS and application of Policy 3 of the NPS-UD is significantly greater, as summarised in Table 1 below and set out within Council's updated Housing Capacity Assessment in Appendix 1 of this report. The estimates in Table 1 below, do not take account of dwellings impacted by proposed qualifying matters, however the evaluation contained in Part 2 of the section 32 report indicates any reduction to be insignificant when compared to the reported plan-enabled and feasible dwelling surplus.

¹⁴ Christchurch District Plan – Chapter 3, 3.2 Context

¹⁵ [Understanding-the-RMA-EHS-General-overview-July-2022.pdf \(environment.govt.nz\)](https://www.environment.govt.nz/understanding-the-rma-ehs-general-overview-july-2022.pdf)

Table 1: Updated long term (2021-2051) housing sufficiency within Ōtautahi Christchurch			
Area	Short-Medium Term 2021-2031	Long Term 2031-2051	Total 30 Year 2021-2051
Housing bottom lines (dwelling demand plus competitiveness margins)	18,300	23,000	41,300
Plan-enabled/development capacity and surplus (mid-range estimates applied, where long term figures reduced by project take up of demand in the short-medium term).	873,000 intensification 8,000 greenfield <i>Surplus 862,700 dwellings</i>	862,700 intensification 2,000 greenfield <i>Surplus 841,700</i>	883,000 <i>Surplus 841,700 dwellings</i>
Feasible capacity (mid-range estimates with short – medium term as at 80% land value ratio (conservative assumptions), long term as at 60% land value ratio (moderate assumptions). Long term figures have been reduced by project take up of demand in the short-medium term.	89,000 intensification 8,000 greenfield ¹⁶ <i>Surplus 78,700 dwellings</i>	117,000 ¹⁷ intensification 2,000 greenfield <i>Surplus 103,700 dwellings</i>	145,000 <i>Surplus 104,000</i>

3.2.4 The Council’s discretion as to the scale of intensification enabled, is predominantly limited to where higher density (building heights and spatial extent of zones) is located. More specifically providing for housing typologies of greater than four storeys around smaller centres and the extent of the walkable catchment where this may be enabled. Again around other centres, the option assessment can only focus on the spatial extent of the walkable catchment but also where more than 6-storeys (i.e. high-rise apartments) could be enabled. The latter also applying to Commercial Mixed-Use Zones and brownfield overlays within suburban areas. When assessing the (costs and benefits) of these options for residential enablement, the differences in capacity should not carry substantial weight as Christchurch does not have a long term capacity issue.

3.2.5 The housing market is dynamic and highly competitive within the Greater Christchurch sub-region. Many of the housing issues and challenges for Christchurch City are beyond the ability of the District Plan to address or resolve, such as:

¹⁶ The total remaining greenfield plan-enabled and feasible capacity has been estimated at 10,000 dwellings. For the purpose of this assessment the plan-enabled and development capacity has been allocated to 8,000 for the next ten years and remaining 2,000 dwelling capacity take up in the long term, on the basis of likely staged land release.

¹⁷ The mid range estimates for feasible dwellings is approximately 135,000 filtered to exclude properties with existing buildings newer than 1990 and having a land to improvement ratio of 60% or greater which takes account land values increase over time and improvement values typically fall. The figure reported in Table 1 is less the assumed take-up through intensification in the short-medium term being estimated at 10,300 of the total short-medium term demand of 18,300 dwellings.

- actual realisation of the plan-enabled and feasible capacity, particularly in locations that better support the efficiency and effectiveness of core public transport routes, and to maximise agglomeration benefits of key centres;
- market delivery of a broader range of housing types, specifically apartments within the central city and around town centres; and
- increased market delivery of more affordable housing options.

3.2.6 Whilst medium density development, particular 2-3 storey townhouses, is reported as being feasible across the city, the significant enablement for apartment living (as directed by the NPS-UD), may struggle to be realised. The Property Group Limited (TPG) assessment of high density residential feasibility (refer to Part 3, Appendix 5) conclude that *“...under current market conditions it remains challenging for development of buildings above six storey to be feasible in the range of suburban locations explored”*. Further *“...The impact of medium density, and lower density housing prices means it would be unlikely that potential buyers would purchase a high density premium product for more than a standalone or terrace dwelling within the same suburb.”*

3.2.7 The Property Group do however advise, that *“Into the future, as the Christchurch residential market changes and the construction sector stabilises the viability of high density residential development at 10-12 stories in the city centre may improve. The price points achievable would need to increase similar to those achieved in Wellington market alongside high levels of amenity provided for inner city residents. Based on this analysis it is however considered unlikely that high density residential development (4 stories and above) within the cities local or metropolitan centres will be feasible without a significant shift in the market or significant government intervention.”*

3.2.8 The housing market in Ōtautahi Christchurch is not just influenced by factors within its boundaries, but also the Greater Christchurch sub-region. There continues to be significant housing choice and enablement within the sub-region, including through substantial greenfield developments in the districts of Selwyn and Waimakariri. Whilst over the long term greenfield developments in Ōtautahi Christchurch will become near fully developed, demand may well be increasingly drawn away from the city into the districts. Without a major change in housing preferences and choice (potentially influenced by other government initiatives to incentivise and dis-incentivise choice and preference), the increased enablement for higher density is unlikely to give rise to the desired and necessary market shift to realise a more compact urban form. Further, given the required price points for apartments to become feasible, it is difficult to foresee the private development market delivering substantially more affordable housing options.

3.2.9 In terms of housing affordability, for some decades now, Christchurch City has adequately meet demand through a balance of new greenfield developments and enabling intensification around centres. This enablement has maintained a reasonable level of housing affordability¹⁸ comparative to other major cities¹⁹. Housing affordability is however declining, particularly

¹⁸ In greater Christchurch and Canterbury, approximately 18 percent of people's income goes into their mortgage as compared to the Auckland region where it's almost 40 percent. Housing is considered affordable when no more than 30% of gross household income is spent on housing costs (including rent, mortgage, rates and building insurance).

¹⁹ Greater Christchurch Partnership Social and Affordable Housing Action Plan Report, 28 September 2020

for financially stressed renter households and entry level homeowners. The number of renter households earning less than the median household income being the highest proportion of stressed households. Other trends include a disproportionate increase in the number of stressed “retired” and “one parent” renter households. The number of financially stressed renters is expected to continue to increase at a faster rate than the growth in greater Christchurch’s underlying population. With pressure building in the housing market as a result of growing supply and demand imbalances, housing need from financially stressed households is likely to increase significantly in the short term²⁰.

- 3.2.10 Whilst the level of enablement achieved through PC14 is substantial, effectively addressing the housing affordability will be challenging without government intervention. A number of reports support this statement, including the “Greater Christchurch Partnership Social and Affordable Housing Action Plan Report 2020”. Some of the conclusions were that Councils *“...should explore with developers and community housing providers why low value smaller homes are not being built. It will be important to monitor the effect of their district plan provisions and make adjustments should the desired actions not result (page 4 of the report) They do not see a large shift in the number of smaller homes built and commented these are mainly in Christchurch and not affordable for lower income renters (page 15 of the report).* The report also noted that whilst the Christchurch City Council was interested in exploring an affordable housing planning requirement (i.e. inclusionary zoning), that this could have a perverse outcome if it were not applied across the Greater Christchurch market. It may just encourage development in Selwyn and Waimakariri rather than the city.
- 3.2.11 In summary, the market is not currently, nor in the very long term, majorly constrained to meet demand. Further, any increased enablement is unlikely to significantly improve housing affordability for entry level homeowners and those most financially stressed. These issues are more complex and beyond the realm of a District Plan to resolve. What is however within the influence of the District Plan, is where the highest densities are enabled, to what spatial extent, and the appropriate design controls to ensure matters of quality not just quantity are well addressed.

²⁰ Greater Christchurch Housing Capacity Assessment 2021

3.3 Centres and the extent of enablement within walkable catchments

- 3.3.1 Providing good accessibility is a key driver for the NPS-UD and Act to achieve a well-functioning urban environment, with a clear link between good accessibility and social, economic and cultural wellbeing, and the health and safety of all people²¹. Policy 1 of the NPS UD requires that planning decisions contribute to well-functioning urban environments and good accessibility (Policy 1c), as a feature of well-functioning urban environments. Policy 3 identifies that increased densities are required around centres where a higher level of accessibility is anticipated.
- 3.3.2 Christchurch is highly walkable as most of the city is flat and there is a relatively good network of footpaths. Whilst there are some barriers to connections (e.g. busy roads with limited crossings, railway lines etc.) in general, there are few limitations to walkability. Nationally the city has a good reputation for cycling and over recent years investment into the Major Cycleway Routes (MCR's) has further supported the idea of creating safe connections across the city and within neighbourhoods.
- 3.3.3 Planning and providing for good accessibility is a driver for many Council programmes. In terms of the District Plan, there are already strong foundations to planning for good accessibility including a clear centres framework (Policy 15.2.2.1) which is supported by the enablement of medium density housing in locations close to centres. The centres and the associated spatial extent of the level of residential intensification proposed under PC14 is summarised in Table 3 and with regard to building heights within Appendix 2 of this report. This approach is considered to reflect a commensurate approach to the range of commercial activity and community facilities within centres in the commercial framework.
- 3.3.4 Council's early work in relation to the NPS-UD²² resulted in the development of a Density Enablers Model and GIS tool that provided guidance as to where greater or lesser enablement was commensurate to where there was greater and lesser accessibility to a range of services and amenities. This analysis has been a principal element to underpin the Council's proposal, specifically where the greatest heights (refer to Appendix 3 of this report) and densities are enabled.
- 3.3.5 Overall areas around larger centres score more highly as they have better accessibility to a wider range of goods and services (being larger shopping centres), with corresponding more frequent public transport services and more employment opportunities. Whilst there was a change in emphasis of Policy 3(d) in October 2021, the Density Enabler modelling work provided a sound evidence base to justify a cascading level of enablement based upon the established centres hierarchy, with greater building heights and density of urban form around larger centres. The wording of Policy 3 is now directive in terms of those areas where it requires the greatest height of development and density of urban form and therefore Council's approach adhered to this direction.
- 3.3.6 Both the city centre and metropolitan centres are highlighted as locations where development potential should be maximised (unlimited in the central city and at least 6

²¹ Understanding and implementing intensification provisions for the NPS UD

²² At this point, Policy 3d identified that building heights and density of urban form should be commensurate with the greater of: (i) the level of accessibility by existing or planned active or public transport to a range of commercial activities and community services; or (ii) relative demand for housing and business use in that location.

storeys in metropolitan centres) and Policy 3(c) also specifies that walkable catchments should be applied to existing and planned rapid transit stops, from the edge of central city zones, and the edge of metropolitan centre zones. Policy 3(d) is specific in terms of where further intensification should be considered but allows the individual Council to determine the scale and extent of this enablement provided it can be described as commensurate with the level of commercial activity and community services at each centre.

- 3.3.7 There has been considerable assessment undertaken in Christchurch to determine whether any District Centres meet the threshold for being a Metropolitan Centre. This was based on exploring the two limbs of the definition of a Metropolitan Centre in the National Planning Standards. Part 4 Commercial, Appendix 2 of the section 32 report, discusses the centres review, particularly the role and catchment of larger centres. There are seven district centres that have a greater depth to the range of activities enabled and established in the centre when compared with (most) neighbourhood centres.
- 3.3.8 Metropolitan centre zones, like City centre zones, are intended to be those areas used predominantly for a broad range of activities. This contrasts with a somewhat narrower range of activities that are anticipated in Town centres, the next centre down in the centres hierarchy. The 'intended catchment' arguably provides more of a point of difference. It is evident that there is a hierarchy between the centres, with the City centre zone serving the largest catchment (which could include visitors from the region and beyond), the Metropolitan centres serving a 'sub-regional urban catchment', town centres primarily serving immediate and neighbouring suburbs, and local and neighbourhood centres serving more localised needs.
- 3.3.9 It is however uncertain what a 'sub-regional urban catchment' means, which is a defining feature of a Metropolitan centre zone. The Council has taken the view that "is the focal point for sub-regional urban catchments" means that the centre in question is a main "drawcard" for people living in urban areas located in more than Christchurch (being local). This could include Akaroa, but is something less than "regional" (being all of Canterbury). Furthermore, the draw card is not just commercial and retail activities, it is for a broad range of activities including community services that serve the needs of the 'sub-regional urban catchment'.
- 3.3.10 Within Christchurch, none of our centres are more than 8km driving distance from the central city and four of the main centres (Riccarton, Papanui, Shirley and Merivale) are within 3km of the central city. The close proximity of centres in a flat, accessible city like Christchurch, results in catchments that overlap considerably. The entire Christchurch population has good accessibility to the central city and its broad range of activities and facilities such that these need not be replicated in suburban locations. The district centres²³ more closely (but not wholly) align with the definition of a 'Town Centre Zone' in the national planning standard. This is because the District centres all at least serve the needs of immediate and neighbouring suburbs (notwithstanding in some cases the catchment area is wider). Given that Christchurch has neither metropolitan centres, nor current or planned rapid transit stops, PC14 has therefore been limited to consideration of the walkable catchments related to the central city and the appropriate extent of additional enablement around commercial centres.
- 3.3.11 A walkable catchment describes an area within a specified walking distance of a destination along routes where footpaths are provided and travel by foot and bike is made easy, direct

²³ As proposed to be amended through Plan Change 5B. The current district plan doesn't describe the catchment in any way.

and safe. Catchments can be measured in terms of distance from a particular place or zone (e.g. 800m) or time (e.g. a 10-minute walk). In broad terms, an 800m walkable catchment equates to a 10-minute walk catchment and 400m is approximately a 5-minute walk. Analysis undertaken by Iain White²⁴ indicates that 20 minutes is the maximum time that people would prefer in terms of accessing amenities (regardless of the destination or mode of transport). Some 20 minutes walking equates to 1.5km walking, 5km cycling or 8km by micro-scooter. More recent work indicates that potentially people will walk further than that, whether this is because of a cultural acceptance to walking more or because walking itself has become a more attractive option (due to safety and connection improvements or the prohibitive cost/time of other travel options).

- 3.3.12 The central city has the greatest offer of goods and services, and therefore the most significant walkable catchment being a 1.2km catchment was selected (equating to a roughly 15-minute walkable distance from the edge of the central city zone). Apart from the central city, there are three centres with a significantly larger offer (Papanui, Hornby and Riccarton), where 600m was selected as an appropriate walkable catchment (noting that 800m was considered suitable for a Metropolitan Centre).
- 3.3.13 The Large Local Centres provided a similar scale of commercial activity and community facilities as the town centres (bar the 'big 3' – Papanui, Hornby and Riccarton) and in these locations a 400m catchment was applied. In recognition of their important role in providing a reasonable level of commercial activity and community services to their surrounding residential area, the Medium Local Centres were given a 200m catchment. In contrast, it was not considered that the scale of activity at the Small Local Centres or Neighbourhood Centres was commensurate with any more development than that enabled under the new Medium Density Residential Standards and therefore no catchments were applied to these centres.

²⁴ University of Waikato, Environmental Planning Programme, 20 minute city research

Table 2 – Proposed centres classification and spatial extent residential intensification enablement

Centre Category	Sub-category (if applicable)	Zoning	Location	Residential Intensification opportunity*			
				Enabled within zone	Centre Catchment	Catchment Precinct	Height enabled in Precinct
City Centre		City Centre	Central City	Y - 90m	1200m	High Density Residential Zone	10 storey (32m) or 6 storey (20m)
		Central City Mixed Use Zone	Various sites within Central City	Y - 32m	N/A	N/A	N/A
		Mixed Use Zone	Various sites	Y - 20m	N/A	N/A	N/A
		Mixed Use Zone – Comprehensive Housing Precinct	Sydenham, Addington	Y – 20m	N/A	N/A	N/A
Large Format Centre		Large Format Zone	Tower Junction, North link, Chappie Place, Supa Centre, Homebase, Northern Homebase, Moorhouse Ave	No	N/A	N/A	N/A
Town Centre	Large Town Centre	Town Centre	Hornby, Papanui, Riccarton	Y – 20m	600m	Town Centre Intensification Precinct	6 storey (20m)
	Town Centre		Shirley/Palms, Linwood/Eastgate, Belfast/Northwood & North Halswell	Y – 20m	400m	Town Centre Intensification Precinct	6 storey (20m)
Local Centre	Local Centre (large)	Local Centre	Bush Inn, Ferrymead**, Merivale & Sydenham North	Y – 20m	400m	Local Centre (large) Intensification Precinct	6 storey (20m)
	Local Centre (medium)		Barrington, Bishopdale, New Brighton** & Prestons	Y – 14m	200m	Local Centre (medium) Intensification Precinct	4 storey (14m)

	Local Centre (small)		Addington, Avonhead, Beckenham, Colombo/Beaumont, Cranford, Edgeware, Fendalton, Halswell, Hillmorton, Ilam/Clyde, North West Belfast, Parklands, Redcliffs, Richmond, Linwood Village, St Martins, Sumner, Sydenham South, Wairakei/Greers, Wigram, Woolston & Yaldhurst	Y – 12m	None	N/A	12m - MDRS	
	Commercial Banks Peninsula		Lyttelton	Y – 12m	None	N/A	12m – MDRS	
Neighbourhood		Neighbourhood Centre	All commercial centres not listed above.	Y – 12m	None	N/A	None	12m - MDRS

3.4 Enabling papakāinga/kāinga nohoanga within the urban area as part of enabling Māori to provide for their wellbeing.

- 3.4.1 Papakāinga/kāinga nohoanga development is already provided for in the existing District Plan in four locations that are outside of the urban area and within the context of original Maori Reserve land at Rāpaki. However, it is not enabled within the wider Ōtautahi/Christchurch urban area. This does not enable Māori to express their cultural traditions and norms in urban Christchurch through traditional communal living involving housing with a mix of cultural, social and economic facilities and activities that enable whānau or hapū to provide for their well-being.
- 3.4.2 The Strategic Directions Objective 3.3.3 indirectly supports Ngāi Tahu to provide for their well-being by directing that Ngāi Tahu mana whenua’s aspirations to actively participate in the revitalisation of Ōtautahi are recognised. As part of providing for urban intensification, the Act specifically enables provision for papakāinga housing (s.80E(1)(b)). Kāinga nohoanga is the term used for such development by Te Ngāi Tūāhuriri Rūnanga, whose takiwā includes the majority of the main Christchurch urban area. The term papakāinga is the term used for such development by Te Hapū o Ngāti Wheke in relation to Rāpaki.
- 3.4.3 Objective 1 of the NPS-UD, also seeks to achieve well-functioning urban environments, which Policy 1 specifies to include housing that enables Māori to express their cultural traditions and norms. Specifically enabling papakāinga/kāinga nohoanga also gives effect to the broad direction Objective 1 of the NPS-UD of enabling all people and communities to provide for their social, economic and cultural wellbeing.
- 3.4.4 Changes are proposed to Objective 3.3.3 to specifically enable papakāinga/kāinga nohoanga and to more clearly enable Ngāi Tahu to provide for their wellbeing and more fully give effect to the Act and NPS-UD. It is noted that this plan change does not propose to introduce policies and rules into the District Plan that would enable papakāinga/kāinga nohoanga in specific urban areas. This will be dealt with in a separate plan change.

4 Community and Stakeholder (pre-notification engagement)

4.1 Overview

- 4.1.1 Pre-notification engagement and consultation on the proposed Plan Change 14 was open from 11 April 2022 to 13 May 2022 (i.e. five weeks). Various methods were used to encourage public feedback including:
- Letters to affected properties sent to all residents and businesses;
 - Public advertising placed in The Press and Star and community newspapers, along with Newsline articles, and social media posts;
 - Hard copies of the consultation flyer provided to all Christchurch City Council libraries and service centres;
 - Have your Say online consultation webpage;

- Public webinars – which were recorded and made available online - on the following topics; Infrastructure (including vacuum sewers), Heritage and Character Areas, Coastal Hazards, Residential intensification, and Commercial intensification; and
- Audience-specific webinars were provided to members of the New Zealand Planning Institute.

4.1.2 Council received 689 responses via the Have your Say website page and through email, hearing from a wide range of organisations including:

- Crown entities: Canterbury Regional Council (Environment Canterbury - ECan), Department of Conservation (DOC,) Earthquake Commission(EQC), Fire and Emergency New Zealand, Heritage New Zealand, Kāinga Ora, New Zealand Police, and Waka Kotahi (NZTA)
- Council entities: Community Board, Lyttelton Port Company, and Ōtautahi Community Housing Trust.
- Residents Associations: Central Riccarton Residents Association, Deans Avenue Precinct Society, Englefield Residents Association, Inner City West Neighbourhood Association (ICON), Riccarton Bush-Kilmarnock Residents Association, and Victoria Residents Association.
- Community Groups: Latimer Community House Trust, Riccarton House and Bush Trust, and Te Whare Roimata.
- Professional associations/organisations: Property Council New Zealand (PCNZ), and the Retirement Village Association of New Zealand.
- Commercial/other entities: Avon Loop Developments, Catholic Diocese of Christchurch, Carter Group, Cristo, Fuel Companies (Z Energy, BOP and Mobil), KB Contracting and Quarries, Milford Group, New Zealand Airports, Pebbles Group, Ryman Healthcare, SCentre, Transpower New Zealand, Winton Land, Wolfbrook Property and YourSection.

4.1.3 For the pre-notification information provided for public feedback, specific questions were designed to help focus the feedback sought, and included the following questions:

- *Are we proposing the right areas for development above 12 metres? (Yes/No)*
 - *Comments (free text)*
- *Do you have any comments about the proposed Qualifying Matters that will restrict intensified developments or thresholds for needing a resource consent (free text)*
- *Does the proposed plan change allow for enough business intensification? (Yes/No)*
- *Any other comments about the proposed plan change (free text)*

4.1.4 From these questions strong themes emerged and have been grouped into the following areas:

- The right areas to enable development above 12 metres (i.e. above what is to be the permitted Medium Density built form standards)
- Mixed use and business intensification (i.e. commercial areas)
- Proposed changes to the Central City zone

- Medium density residential zone
- Qualifying matters
- Financial contributions.

4.1.5 Within this Plan Change document further detailed analysis of the pre-notification public feedback received is provided, including what changes have been made to the draft provisions as a result of feedback received. A summary of the public and stakeholder feedback is provided below based around common themes and in response to the focused questions.

Question/Matter	Response received
The right areas where development is enabled above 12 metres?	<ul style="list-style-type: none"> • No – 68% • Yes – 32% • 950 comments were received: • 475 comments sought to reduce development above 12 metres • 120 comments supported development above 12 metres • 66 comments sought to increase development above 12 metres • 289 comments on various matters <p>The comments seeking a reduction or elimination of the areas in which development can occur over 12 metres were over three-times as many as the comments supporting what was proposed or seeking an increase in these areas. Those who sought to reduce height provided many reasons to support their opinions, often in great detail, whereas those who support height over 12 metres tended to provide fewer reasons.</p>
Mixed use and business intensification (i.e. commercial areas)	<ul style="list-style-type: none"> • 100 comments were received • In response to the question of whether the proposed plan change allow for enough business intensification (i.e. supply and extent), responses were; • Yes - 76% • No - 24% <p>A substantive number of respondents supported mixed-use commercial and residential zones. Of the comments received, just over 40 respondents made a short, generic supportive statement. The benefits were seen to be activated streetscapes and increased numbers of people on streets who would frequent businesses and add life and vitality to areas. Over three quarters of respondents agreed that the plan change allows for enough business intensification, with comments explaining that the post-earthquake and COVID19 trend of businesses moving to the suburbs and more people now working from home is reducing demand in the centre of the city.</p>
Proposed changes to the Central City zone	<ul style="list-style-type: none"> • 25 comments received <p>There was a desire for the Central City to be developed ahead of other areas, and this opportunity was seen as being different to Auckland and Wellington. Central City development was considered important to increase the vitality and success of the central city and to compete with</p>

	suburban development. An increased population in the central city was considered beneficial.
Medium density residential zone	<ul style="list-style-type: none"> • 170 comments received <p>The vast majority of comments opposed increasing Medium Density Residential Zones, expressing similar concerns about potential negative impacts to those identified in relation to building higher than 12m. Direct impacts from tall buildings on neighbours was again the most discussed issue, particularly the impacts of shading and changes to community dynamic and liveability. Seismic risks and the likely negative impacts from a future seismic event were also reasons why people were fearful of more and higher development on susceptible land.</p>
Qualifying matters	<ul style="list-style-type: none"> • 800 comments were received on this aspect, however it is worth noting that many related to matters such as protection and enhancement of heritage and residential character areas, infrastructure (vacuum sewer constraints), and coastal hazards. <p>Around four times as many comments were made suggesting qualifying matters should be increased than comments which either agreed with what is proposed or suggested reducing qualifying matters. Two thirds of the comments which discussed increasing qualifying matters discussed character or heritage items. Just under half of these comments discussed the preservation of character and heritage generally, with the majority of comments focused on specific areas. The most commonly discussed areas were Riccarton Bush, Richmond, the 15 Papanui Memorial Streets, and the Beckenham Character Area. Other factors that people wanted protected with qualifying matters were natural features, with Riccarton Bush and the Papanui Memorial Streets again identified frequently as requiring protection from development. Those who sought a reduction in qualifying matters primarily focused on particular heritage and character sites and infrastructure, with the general sentiment that development is more valuable than wide-ranging character or heritage preservation. Those who agreed with qualifying matters as they are outlined in the draft Plan focused most on heritage and character, infrastructure and, coastal hazards</p>
Financial contributions	<ul style="list-style-type: none"> • 110 comments were received. <p>Around three quarters of respondents who commented either supported the financial contributions approach or considered it too lenient. The respondents who supported the approach felt that protecting the tree canopy was important and this was a way to achieve this outcome. There was a desire for trees to be planted close to developments. Those who felt that the financial contributions were too lenient (around one quarter of respondents, or 25) felt that the approach allowed developers to pay to avoid having to protect trees</p>

	<p>which they felt should not occur. Those who felt the financial contributions were too strict argued that the scheme would be too difficult to calculate accurately and to administer – this was summarised as ‘red tape’. Overall, these respondents felt it would be too costly and that costs would be passed on to purchasers.</p>
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5 Consultation with iwi authorities

- 5.1.1 Consultation on the draft proposal was undertaken with Mahaanui Kurataiao on behalf of the papatipu rūnanga of the area. Feedback principally focused on Strategic Directions Chapter 3 and qualifying matters, and in regard to papakāinga/kāinga nohoanga. This resulted in agreed changes to the Strategic Objectives as set out in Table 4 within section 6.4 of this report. As part of a future collaborative process and separate plan change, it was indicated that the Council would be approached about including other specific plan provisions to enable additional papakāinga/kāinga nohoanga enablement. More specific feedback is discussed within this other parts of this section 32 report.

6 Chapter 3 Strategic Objectives

6.1 Background

- 6.1.1 The following section focuses on the proposed changes to Chapter 3 of the District Plan which provides the overarching direction for the district, including for developing the other chapters. Chapter 3 has primacy over the objectives and policies in the other chapters of the Plan, which must be consistent with the objectives in the Strategic Directions Chapter.
- 6.1.2 In Council’s review of the Strategic Directions, the matter of scope has been a lead determinant of what is proposed to change. The current Strategic Directions were prepared in the context of recovery from the Canterbury Earthquakes. Over ten years has passed since this devastating event, one that significantly impacted on our city’s form and function. It has however provided a unique opportunity to shape the city’s future and whilst some areas within the city are still recovering, the central city for example, much has been progressed.
- 6.1.3 The introduction and context sections to Chapter 3 (sections 3.1 and 3.2) discuss in detail the impact of the earthquakes, make reference to documents such as the Land Use Recovery Plan and the Canterbury Earthquake (Resource Management Act Permitted Activities) Order 2011. Whilst it is potentially timely to undertake a more complete review and update of the Strategic Directions chapter, Council’s preferred approach is to do that through a Schedule 1 process, or as part of the next District Plan review. The proposed changes to Chapter 3 have only focused on how the Strategic Directions Chapter may need to be amended to give effect to the requirements of the Act and the directions in the NPS-UD.

6.2 Council’s legal obligations and strategic planning documents

- 6.2.1 In addition to section 2 of this report, those sections of the Act that are particularly relevant to the Strategic Directions Chapter are section 77G relating to residential zones, MDRS, Policy

3, and qualifying matters; section 77N relating to non-residential zones also in regard to Policy 3 and qualifying matters; and section 80E regarding provision for papakāinga housing and objectives that support, or are consequential on, the MDRS or Policies 3 and 4 of the NPS-UD.

6.2.2 Of the higher order documents the Strategic Directions must give effect to/not be inconsistent with, most relevant to consideration to Chapter 3 in respect of Plan Change 14 are :

- (i) NPS-UD and in particular;
- Objective 1 – achieving well-functioning urban environments.
 - Objective 2 – improving housing affordability by supporting competitive markets.
 - Objective 3 and Policy 3 – enabling more people to live in or near, and more businesses and community services to be located in, centres, and areas well-served by public transport.
 - Objective 4 – that urban environments, including their amenity, develop and change over time in response to diverse and changing needs.
 - Objective 5 – take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).
 - Objective 8 – reducing greenhouse gas emissions and achieving resilience to the effects of climate change
 - Policy 1 – meeting housing needs, including price and enabling Māori to express their cultural traditions and norms; good accessibility between housing, jobs, community services; limiting adverse impacts on competitive markets; reducing greenhouse gas emissions; and achieving resilience to climate change.
 - Policy 4 – provision for limiting the building height or density requirements under Policy 3 where qualifying matters apply.
 - Policy 9 – involving, and taking into account the values and aspirations of, hāpu and iwi
 - Subpart 6 – intensification in tier 1 urban environments, including qualifying matters that may justify limiting the building height or density otherwise required.
- (ii) National Planning Standards 2019 - The Strategic Directions Chapter objectives are proposed to be amended to reflect the zoning framework of the Standards, consistent with the proposed amendments in other chapters of the District Plan.
- (iii) Canterbury Regional Policy Statement 2013 (CRPS) - The CRPS contains a number of relevant objectives and policies, in particular:
- Objective 5.1.2 (h) and Policy 5.3.4 - papakāinga/kāinga nohoanga.
 - Objectives 6.2.1 and 11.2.3, and Policy 11.3.8 - recognise, have regard to, and protect people from, unacceptable risk from natural hazards and the effects of climate change and sea-level rise.
 - Objectives 6.2.1 and 6.2.2 and Policies 6.3.1 and 6.3.7– increased urban intensification and reduced unnecessary urban sprawl

- Objectives 6.2.2 and 6.2.5 and Policy 6.3.7 - increased housing and affordability in and around the Central City and larger suburban centres, and the maintenance and enhancement of those centres as focal points.
 - Objective 6.2.3 and Policy 6.3.2 - retention of identified areas of special amenity and historic heritage value and that development reflect the character and quality of the existing built and natural environment
 - Objectives 6.2.4 and 14.2.1 and Policies 6.3.2 and 6.3.4 - support the use of, and increased viability, of public transport and reduction in greenhouse gas emissions
- (iv) Mahaanui Iwi Management Plan (MIMP) - The District Plan must take into account any relevant planning document recognised by an iwi authority, specifically Part 5.4 Papatūānuku, Policies P5.1-P5.3 – Provision for papakāinga on ancestral land.

6.3 Operative Strategic Directions and scope of the changes proposed

- 6.3.1 The current Plan’s Strategic Directions Chapter contains objectives relevant to the matters required to be included in this plan change. They are Objective 3.3.3 - Ngāi Tahu mana whenua, Objective 3.3.4 - Housing capacity and choice, Objective 3.3.5 - Business and economic prosperity, and Objective 3.3.7 -- Urban growth, form and design.
- 6.3.2 The Plan Change proposes a number of changes to the Strategic Directions objectives as reasoned in Table 4 below and set out in the issue discussion in section 3 of this report. A more detailed evaluation of the appropriateness of the proposed amendments and additions to the objectives is provided in section 6.4 of this report.

Provision	Description of the proposed change	Reason for change
3.1.a.iv Introduction	In providing for the effective functioning of the urban environment, recognises that in facilitating an increased supply of housing also require provision for a wide range of housing types and locations to give effect to the Act and NPS-UD.	To recognised the new legislative requirements
3.3.3 Objective - Ngāi Tahu mana whenua	Includes wording relating to enabling the expression of cultural traditions and norms and providing for well-being and prosperity	To better align with wording under NPS-UD Policy 2.2(a)(ii) and to support MDRS and Policy 3, having regard to NPS-UD 2.1 Objective 5
3.3.4.b Objective – Housing capacity and choice	Includes reference to kāinga nohoanga housing, and recognises the opportunity to provide for papakāinga/kāinga nohoanga housing within the urban area and on Māori land.	To better give effect to Act (section 80E(1)(b)(ii) and NPS-UD, manawhenua needs

<p>New Objective – Well-functioning urban environment</p> <p>3.3.7</p>	<p>Includes the Objective on well-functioning urban environments required to be included in the District Plan under Schedule 3A of the Act, and introduces additional matters and outcomes sought in relation to a well-functioning urban environment, specific relating to urban form and design, greenhouse gas emissions and resilience to climate change.</p>	<p>The District Plan does not currently contain the “well-functioning urban environment” objective required to be included by the Act (s.77G, Schedule 3A, Objective 1). The additional matters to this objective are proposed as support to MDRS and Policy 3 of the NPS-UD (see further rationale in section 6.4 of this report). With regard to greenhouse gas emissions and climate change, the new provisions better reflect NPS-UD Objectives 2 and 8 and Policy 1 matters.</p>
<p>Renumbered 3.3.7 to 3.3.8 Objective – Urban growth, form and design</p>	<p>Deletion of reference to ‘neighbourhood centres’ and change to referencing as ‘Town’ and ‘Local’ centres. Minor change to the wording relating to accessibility.</p>	<p>References to commercial centres have been updated to align with the categorisation under the National Planning Standards. The changed wording of the matter relating to accessibility better supports MDRS and Policy 3 and improves alignment of wording with NPS-UD Policy 2.2(c)</p>
<p>Renumbered 3.3.9 to 3.3.10 Objective – Natural and cultural environment</p>	<p>Proposes a new matter to this objective recognising the importance to maintain and enhance tree canopy.</p>	<p>Reflects the strategic significant of maintaining and enhancing tree canopy cover. See also Part 7 of this section 32 evaluation for more detailed reasoning in respect of this new provision, and the other provisions proposed to implement this part of the objective to provide for a tree canopy cover regime (including financial contributions to be paid in certain circumstances)</p>

6.4 Evaluation of objectives

- 6.4.1 Section 32 requires an evaluation of the extent to which the objectives of the proposal are the most appropriate way to achieve the purpose of the Act (s32(1)(a)).
- 6.4.2 Table 5 provides an evaluation of the proposed changes to Objectives 3.3.3-Ngāi Tahu mana, 3.3.4-Housing capacity and choice, and proposed new Objective 3.3.7-Well-functioning urban environment, to have better regard to Papakāinga/kāinga nohoanga and enabling Māori to provide for their wellbeing.
- 6.4.3 In response to the extensive enablement as directed under the Act, Council proposes to add a new strategic objective “*Objective 3.3.7-Well-functioning urban environment*” to provide greater direction as to the desired urban form for Otautahi Christchurch. Table 6 provides an evaluation of proposed new objective, which focuses on the context and inter-relationship between commercial and residential zones, within the wider cityscape. It is noted that the proposed matters are in addition to Schedule 3A of the Act requirement for Council to include the following objective (refer Schedule 3A, section 6, Objective 1) “...*a well-functioning urban environment that enables all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future*”.

Table 5 – Evaluation of Objectives 3.3.3-Ngāi Tahu mana, 3.3.4-Housing capacity and choice, and proposed new Objective 3.3.7-Well-functioning urban environment is regard to Papakāinga/kāinga nohoanga

	Option 1 - Status Quo – Not specifically enabling housing for Māori to express their cultural traditions and norms, clearly provide for their wellbeing, or specifically enabling papakāinga/kāinga nohoanga in urban Christchurch.	Option 2 – Proposed Plan Change – Specifically enabling housing for Māori to express their cultural traditions and norms and provide for their wellbeing, including enabling papakāinga/kāinga nohoanga in urban Christchurch.	Option 3 – Alternative Change 1 – Enabling housing for Māori to express their cultural traditions and norms. Not specifically provide for their wellbeing or enabling papakāinga/kāinga nohoanga in urban Christchurch.
Resource Management Act sections 5, 6 & 8/ effects	Does not specifically provide for the enablement of Māori to provide for their social, economic, and cultural well-being and for their health and safety through the expression of their cultural traditions or for papakāinga/kāinga nohoanga in urban Christchurch.	Specifically provides for Māori to provide for their social, economic, and cultural well-being and for their health and safety specifically through the expression of their cultural traditions and for papakāinga/kāinga nohoanga in urban Christchurch.	Specifically provides for Māori to provide for their social, economic, and cultural well-being and for their health and safety specifically through the expression of their cultural traditions, but not specifically through papakāinga/kāinga nohoanga in urban Christchurch.

	Would not result in changes in effects on the environment.	Enabling Ngāi Tahu to clearly provide for their wellbeing, as an amendment to Objective 3.3.3 (under s.80E(1)(b)(iii)), which will support enabling papakāinga/kāinga nohoanga and more clearly give effect to Objective 1 of the NPS-UD, in terms of enabling all people and communities to provide for their social, economic and cultural wellbeing. May result in changes in effects on the environment, depending on objectives, policies and rules in future plan changes.	May result in changes in effects on the environment, depending on objectives, policies and rules in future plan changes.
Resource Management Act s.8	Takes into account the principles of the <u>Treaty of Waitangi</u> (Te Tiriti o Waitangi) to a limited degree.	Most fully takes into account the principles of the <u>Treaty of Waitangi</u> (Te Tiriti o Waitangi).	Takes into account the principles of the <u>Treaty of Waitangi</u> (Te Tiriti o Waitangi) to a somewhat greater degree than the existing District Plan.
Resource Management Act s.80E(1)(b)	Papakāinga/kāinga nohoanga in urban areas not specifically enabled. Does not clearly enable Ngāi Tahu to provide for their wellbeing, through a supporting amendment to Objective 3.3.3 (under s.80E(1)(b)(iii)).	Papakāinga/kāinga nohoanga in urban areas enabled consistent with the urban intensification provisions of the Act. Does clearly enable Ngāi Tahu to provide for their wellbeing, through a supporting amendment to Objective 3.3.3 (under s.80E(1)(b)(iii)).	Papakāinga/kāinga nohoanga in urban areas is not specifically enabled. Does not clearly enable Ngāi Tahu to provide for their wellbeing, through a supporting amendment to Objective 3.3.3 (under s.80E(1)(b)(iii)).
National Policy Statement on Urban Development 2020 Objective 1 and Policy 1	Does not specifically provide for housing that enables Māori to express their cultural traditions and norms, which is part of the minimum requirements of Policy 1 for a well-functioning urban environment.	Provides for housing that enables Māori to express their cultural traditions and norms, which is part of the minimum requirements of Policy 1 for a well-functioning urban environment.	Provides for housing that enables Māori to express their cultural traditions and norms, which is part of the minimum requirements of Policy 1 for a well-functioning urban environment.
Canterbury Regional Policy Statement Objective	Less well meets Objective 5.2.1.2(h) which requires development to be located and designed to enable	Most fully gives effect to Objective 5.1.2 (h) and to Policy 5.3.4 which refers to papakāinga/kāinga	Only partially meets Objective 5.2.1.2(h) in that it does not facilitate

<p>5.2.1(2) and Policy 5.3.4</p>	<p>people and future generations to provide for their cultural wellbeing; and facilitate the establishment of papakāinga. The objective does not limit or define the location, only that the location must benefit the cultural needs of people and future generations. As the majority of Māori are urban dwellers, it is appropriate that provision is made for papakāinga/kāinga nohoanga in urban areas.</p>	<p>nohoanga on ‘ancestral land’. An informal definition of ‘ancestral land’ is offered within the Principal Reasons and Explanation to the policies as “generally land that has been owned by ancestors” and is not confined to any particular classification of land under the Te Ture Whenua Māori Act 1993. Accordingly, ancestral land may be any land within the takiwā of each Papatipu Rūnanga and may include urban areas.</p> <p>The CRPS does not explicitly preclude papakāinga/kāinga nohoanga in urban areas, but does seem to focus on the original Māori Reserves. However, more recent higher order documents anticipate a contemporary scenario of Māori seeking cultural housing options within urban areas. In particular, the inclusion of provision for papakāinga in the Act as part of this urban intensification plan change and the NPS-UD Policy 1 requirement that well-functioning urban environments include, as a minimum, housing that enables Māori to express their cultural traditions and norms.</p>	<p>papakāinga/kāinga nohoanga in urban areas.</p>
<p>Mahaanui Iwi Management Plan Part 5.4 – Papatūānuku, Policies P5.1-P5.3</p>	<p>As the Mahaanui Iwi Management Plan does not explicitly provide for papakāinga/ kāinga nohoanga in urban areas, maintaining the status quo is not contrary to it. It does however fail to give effect to the general intent or</p>	<p>Consistent with the intent of Policies P5.1 to P5.3 which refer to papakāinga on ‘ancestral land’. On the basis that ‘ancestral land’ is generally land that has been owned by ancestors, and is not confined to any particular classification of</p>	<p>A general policy approach to enable Māori to express their cultural traditions and norms, without reference to papakāinga/ kāinga nohoanga, is unlikely to result in any change to housing for Māori. It would fail to give effect to the</p>

	<p>thrust of the policies to require district plans to recognise and provide for papakāinga/ kāinga nohoanga with specific and enabling policies, and rules that avoid unduly limiting this form of housing development.</p>	<p>land, it may include any land within the takiwā of each Papatipu Rūnanga, including urban areas.</p> <p>Providing for papakāinga/ kāinga nohoanga in urban areas better reflects the contemporary priorities of mana whenua for cultural housing options, which have been heightened by housing shortages.</p>	<p>general intent and direction of Policies P5.1 to P5.3 of the Mahaanui Iwi Management Plan to enable papakāinga development.</p>
<p>Conclusion</p>	<p>Option 2 – Proposed Plan Change more fully gives effect to the purpose and other provisions of the Act, the NPS-UD, the Canterbury Regional Policy Statement, and the Mahaanui Iwi Management Plan. Enabling Māori to express their cultural traditions and norms, including enabling papakāinga/kāinga nohoanga in urban Christchurch, may lead to changes in effects on the environment. However, that will be dependant on how this is enabled and managed through policies and rules established through a future plan change. Other objectives of the District Plan will also be relevant to decisions on that plan change. Given the specific direction in the Act and the National Policy Statement on Urban Development, it is concluded that Option 2 is the most appropriate way to achieve the purpose of the Act.</p>		

Table 6 – Proposed new Objective 3.3.7-Well-functioning urban environment, specifically in regard to urban form directions for commercial and residential zones.

“3.3.7 Objective – Well-functioning urban environment

A well-functioning urban environment that enables all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future; including by recognising and providing for:

- a. **Within commercial and residential zones, a distinctive, legible urban form and strong sense of place, expressed through:**
 - i. **Contrasting building clusters within the cityscape and the wider perspective of the Te Poho-o-Tamatea/the Port Hills and Canterbury plains; and**
 - ii. **Appropriate scale, form and location of buildings when viewed in context of the city’s natural environment and significant open spaces, providing for:**
 - A. **Larger scale development where it can be visually absorbed within the environment; and**
 - B. **Lower heights and design controls for development located in more sensitive environments;**
 - iii. **The pre-eminence of the city centre built form, supported by enabling the highest buildings;**
 - iv. **The clustering, scale and massing of development in and around commercial centres, commensurate with the role of the centre and the extent of commercial and community services provided;**
 - v. **The largest scale and density of development, outside of the city centre, provided within and around town centres, and lessening scale for centres lower in the hierarchy;**
- b. **Development and change over time, including amenity values, in response to the diverse and changing needs of people, communities and future generations;**
- c. **The cultural traditions and norms of Ngāi Tahu manawhenua; and**
- d. **The benefits of urban environments that support reductions in greenhouse gas emissions; and are resilient to the current and future effects of climate change.”**

	Option 1 - Status Quo – Not including further matters on urban form as an addition to Schedule 3A objective for a well-functioning urban environment.	Option 2 – Proposed Plan Change – Inclusion of additional matters relating to urban form and desired outcomes for the cityscape
Resource Management Act section 5		Specifically provides for Māori to provide for their social, economic, and cultural well-being and for their health and safety specifically through the expression of their cultural traditions.
Resource Management Act s.6	Does not provide for the relationship of Māori and their culture and traditions with their ancestral lands.	Provides for the the relationship of Māori and their culture and traditions with their ancestral lands.

<p>Resource Management Act s.7</p>	<p>Other matters in relation to managing the use, development and protection of natural and physical resources Council shall have particular regard to, include s7(c) the maintenance and enhancement of amenity values; s7(f) maintenance and enhancement of the quality of the environment and s7(i) the effects of climate change.</p> <p>The current strategic directions provide little guidance regarding the desired outcomes for urban form such to ensure the maintenance and enhancement of amenity values and quality of the urban environment, particularly in regard to locations where higher densities and building heights are enabled.</p>	<p>The proposed objective recognises that amenity values may change over time and change in itself is not an adverse effect. The proposed objective provides for change but in a more managed way, such that there is a higher order policy framework for the preceding Residential Chapter 14, Commercial Chapter 15 and Industrial Chapter 16.</p> <p>The proposed objective provides greater direction for where lower heights and densities are appropriate, having better regard for the intrinsic values of the natural environment and areas of special character and amenity.</p>
<p>Resource Management Act s.8</p>	<p>Takes into account the principles of the <u>Treaty of Waitangi</u> (Te Tiriti o Waitangi) to a limited degree.</p>	<p>Most fully takes into account the principles of the <u>Treaty of Waitangi</u> (Te Tiriti o Waitangi).</p>
<p>National Policy Statement on Urban Development 2020 Objective 1 and Policy 1</p>	<p>Whilst the District Plan does include objectives to provide direction on urban form, none clearly articulate an aspirational outcome for the cityscape, particularly given the significant level of enablement in terms of higher density and building heights directed under the NPS-UD.</p> <p>Does not specifically provide for housing that enables Māori to express their cultural traditions and norms, which is part of the minimum requirements of Policy 1 for a well-functioning urban environment.</p>	<p>There is currently no one urban form objective, which integrates well-enough, urban form outcomes across the cityscape. Nor the built form relationship between commercial and residential developments in different locations across the city. More specifically there is considered a need for additional direction on the clustering and cascading of built forms, such to create the appropriate context, character and connections for a dynamic and evolving city.</p> <p>The proposed objective provides a stronger framework for policy considerations within the preceding chapters, particularly where higher densities and building heights are enabled.</p> <p>The proposed provision 3.3.7 (b)(vii) provides for Māori to express their cultural traditions and norms, which is part of the minimum requirements of Policy 1 for a well-functioning urban environment.</p>

<p>Canterbury Regional Policy Statement Objective 6.2.3 Sustainability, Policy 6.3.2</p>	<p>Objective 6.2.3 and Policy 6.3.2 require rebuilding that provides for quality living environments incorporating good urban design; and that is healthy, environmentally sustainable, functionally efficient and prosperous.</p> <p>The current strategic directions do provide some guidance on these matters, but not the extent considered necessary particularly to ensure higher density development is appropriate to the context of the area where it is enabled.</p>	<p>The proposed strategic objective is consistent with and aligned to Objective 6.2.3 and policy 6.3.2 providing a stronger framework for what is deemed an appropriate urban form within the Ōtautahi Christchurch cityscape, and in relation to areas of special value.</p>
<p>Mahaanui Iwi Management Plan</p>		<p>Providing for Māori to express their cultural traditions and norms, gives greater effect to a number of policies under this plan.</p>
<p>Christchurch District Plan</p>		<p>Proposed Strategic Objective 3.3.7 is not inconsistent, nor causes any conflict with Strategic Objectives 3.3.1 and 3.3.2 (that have primacy).</p>
<p>Conclusion</p>	<p>Option 2 – Proposed Plan Change more fully gives effect to the purpose and other provisions of the Act, the NPS-UD, the Canterbury Regional Policy Statement, and the Mahaanui Iwi Management Plan. Enabling Māori to express their cultural traditions and norms, and ensuring the urban form desired outcomes for the city are more explicitly expressed within the District Plan, is considered a more appropriate way to achieve the purpose of the Act, particularly given the significant level of enablement (greater densities and building heights) directed by the NPS-UD.</p>	

Appendices

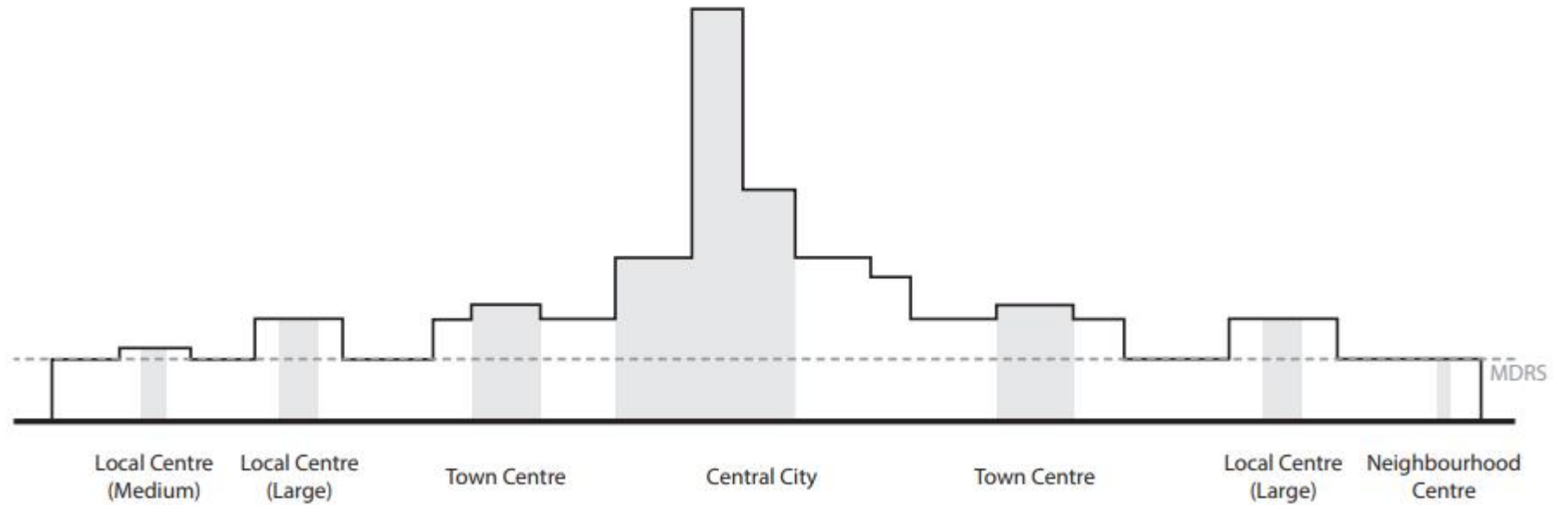
Appendix 1 – Updated Ōtautahi Christchurch Housing Capacity Assessment 2022 (separate report)

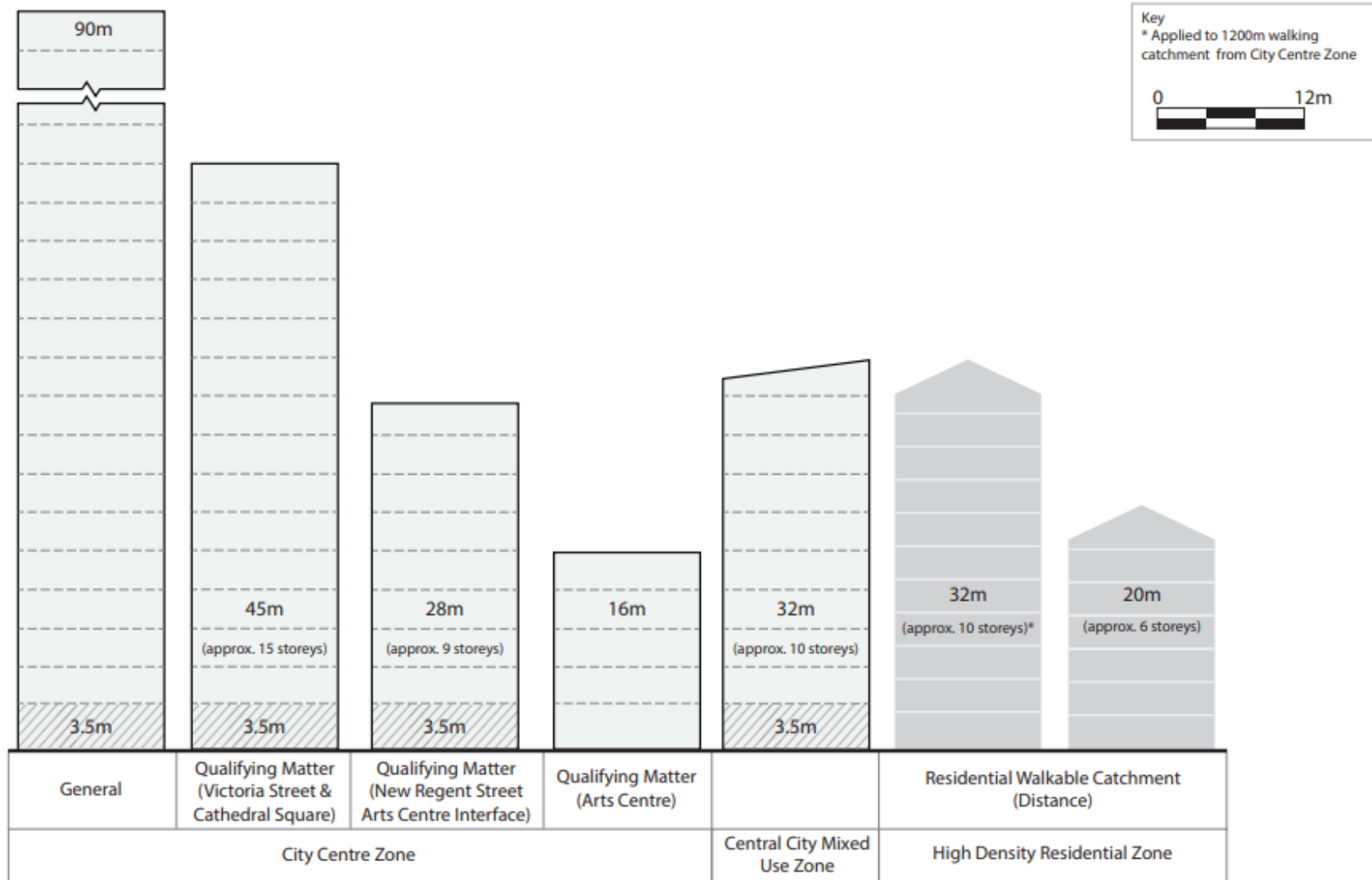
Appendix 2 – Proposed relationship between building heights within centres and adjoining residential zones (see below)

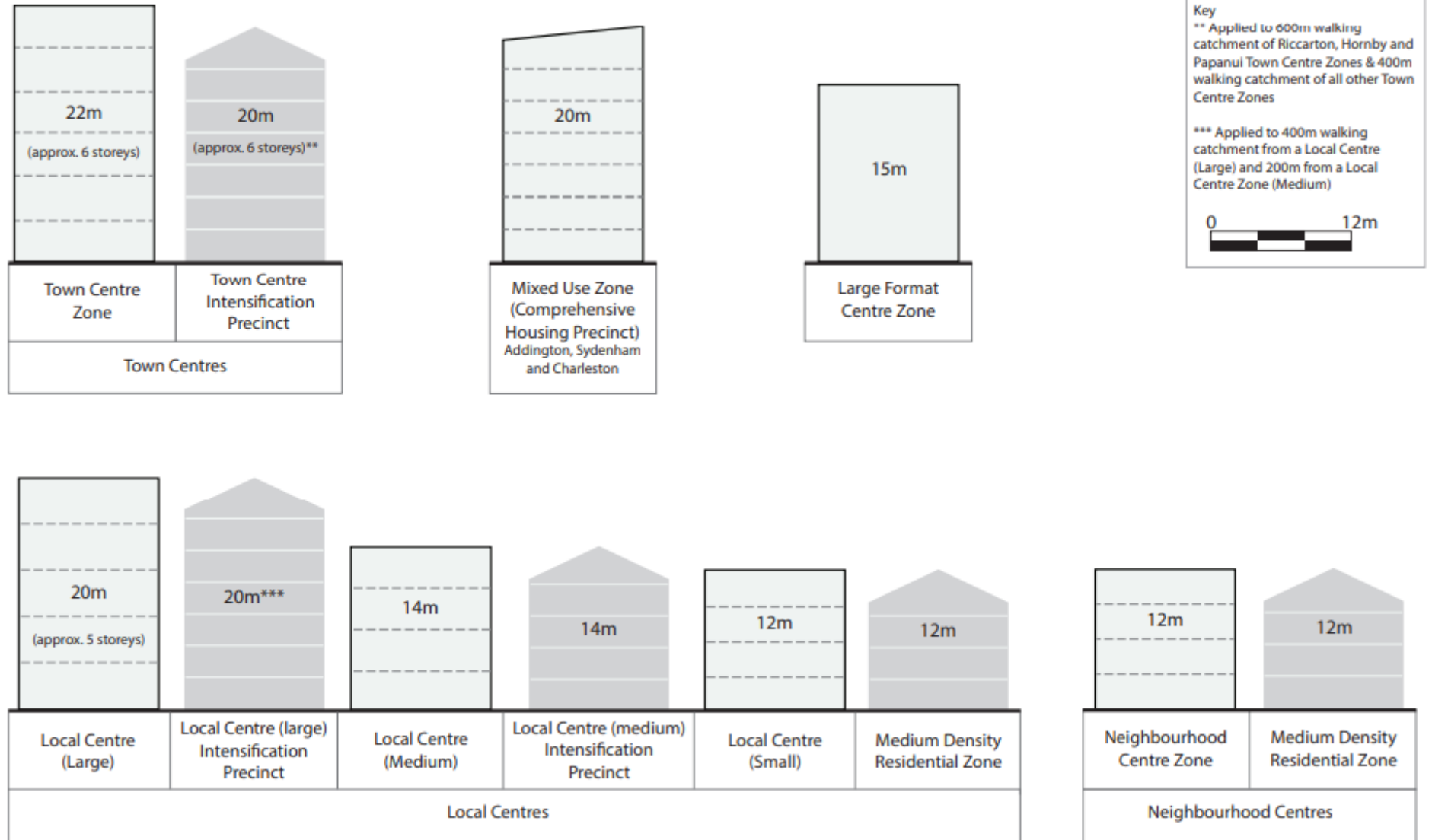
Appendix 3 – Accessibility assessment and Density Enablers Model (separate report)

Appendix 2 – Proposed relationship between building heights within centres and adjoining residential zones

Urban Form - Centres







Plan Change 14

Section 32:

Accessibility – Qualifying Matters

Christchurch City Council

Technical Report

Date: 19 July 2022

Version:

Author: Jac Chester

Peer reviewed:

DISCLAIMER:

Christchurch City Council has taken every care to ensure the correctness of all the information contained in this report. All information has been obtained by what are considered to be reliable sources, and Christchurch City Council has no reason to doubt its accuracy. It is however, the responsibility of all parties acting on information contained in this report to make their own enquiries to verify correctness.

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1. Accessibility

- 1.1.1. Providing good accessibility is a key driver for the National Policy Statement on Urban Development (NPS UD) and the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act.
- 1.1.2. The NPS UD notes that well-functioning urban environments provide communities with good access to social, economic and cultural opportunities (Objective 1 and Policy 1). There is a clear link between good accessibility and social, economic and cultural wellbeing, and the health and safety of all people¹.
- 1.1.3. Policy 1 of the NPS UD requires that planning decisions contribute to well-functioning urban environments and good accessibility (Policy 1c) is a feature of well-functioning urban environments. Policy 3 identifies that increased densities are required around centres where a higher level of accessibility is anticipated.

2. Background

- 2.1.1 Planning and providing for good accessibility is a driver for many Council programmes. In terms of the District Plan, there are already strong foundations to planning for good accessibility including a clear centres framework (Policy 15.2.2.1) which is supported by the enablement of medium density housing in locations close to centres. Other programmes of work include the Christchurch Transport Plan, Climate Change Strategy and the Otautahi Christchurch Spatial Plan, which all recognise the value of good accessibility and will propose actions to support this objective.
- 2.1.2 Early work in relation to the NPS UD² resulted in the development of a Density Enablers Model. This is a GIS tool that enabled identification of areas that have good access to a range of services and amenities; thereon these areas were to be considered most suitable for intensification given their good accessibility. The model applied a range of enablers and each was given a catchment and a weighting. Once all the catchments and scores were mapped (at individual parcel level), it was evident which land parcels score most highly and are therefore most accessible to a range of services and amenities. The enablers identified comprised commercial centres, core public transport routes (high frequency), major cycleways (MCR's), supermarket (over 1,000sqm), within 1km of the city centre, community hub and facilities, significant open space (over 3,000sqm), employment centre, schools and the standard bus network.
- 2.1.3 This work emphasised much of the thinking about locations around centres generally offering good accessibility to a range of goods and services. Overall areas around larger centres score more highly as they had better accessibility to a wider range of goods and services e.g. larger shopping centres, more frequent public transport services and more employment opportunities.
- 2.1.4 A determination of what is 'good accessibility' in terms of the scores outputted by the model obviously requires some subjectivity i.e how high a score should be considered 'good'? Recognising how nuances in this approach can change the number of areas which are considered as having good accessibility, it is possible to band the accessibility scores and identify which locations have the strongest level of accessibility. The map below identifies those areas with the strongest levels of accessibility (shown in

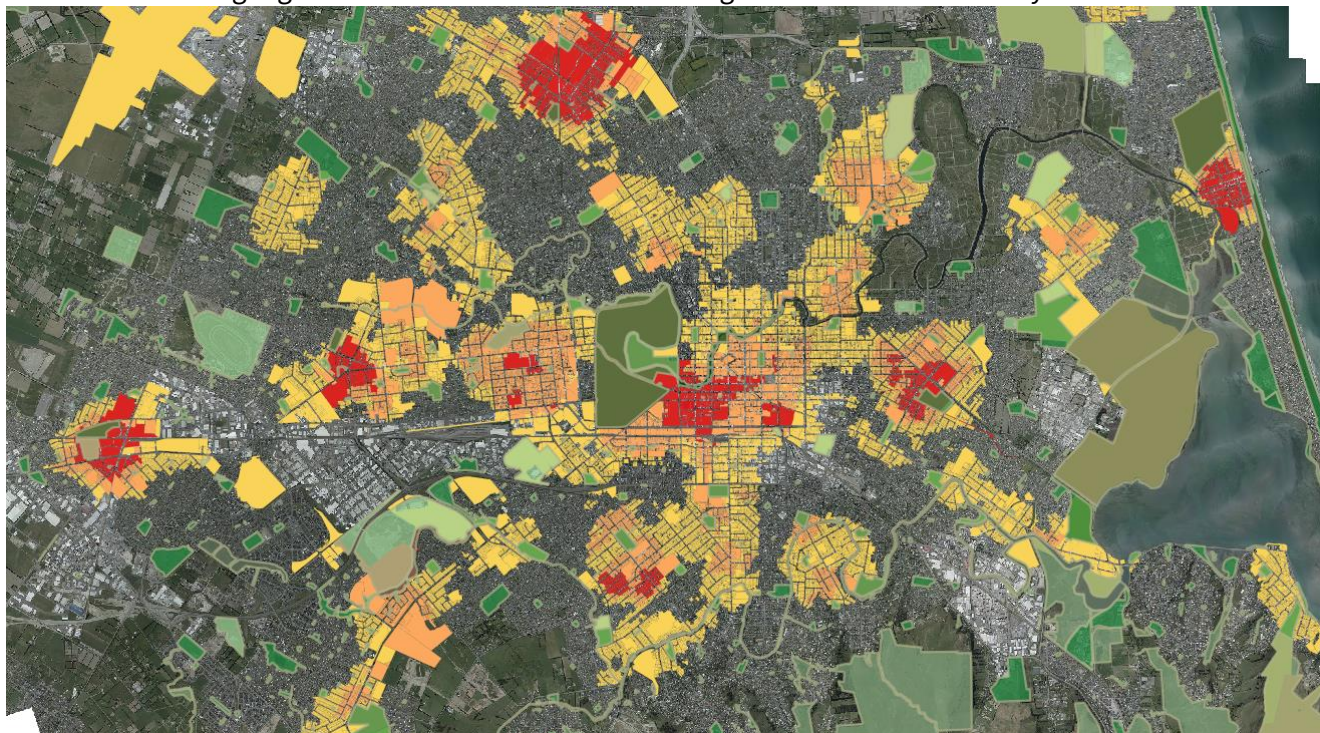
¹ Understanding and implementing intensification provisions for the NPS UD

² At this point, Policy 3d identified that building heights and density of urban form should be commensurate with the greater of: (i) the level of accessibility by existing or planned active or public transport to a range of commercial activities and community services; or (ii) relative demand for housing and business use in that location.

red). Accessibility scoring on this map reduces from red through to orange, then yellow and areas with relatively low accessibility have no shading.

Density Enablers Scores

The table below highlights those locations that have the highest scores in the density enabler model:



Locations with Good Accessibility Score of 20-24	Comments
Papanui	Considerable area, far wider than the existing RMD, particularly to the west of the centre.
Riccarton	Large area of orange zoning but relatively small red area. RMD only to the south of the centre currently. Accessibility is however equally good to both the north and south of the centre.
Hornby	The extent of area which is highly accessible is similar to that of the existing RMD and RSDT areas.
Linwood	Areas with highest accessibility are located to the west and north of the centre, similar to existing RMD area.
Central City	Areas with the highest accessibility are around the south of the central city area.
Barrington	Highest accessibility to the south of the centre, some in RSDT and some in lower density zoned areas.
Bush Inn	Significant area around centre, much larger than current RMD zone
New Brighton	Significant area around centre, much larger than current RMD zone

2.1.5 Whilst there was a change in emphasis of Policy 3d in October 2021, the Density Enabler modelling work does provide further support for the notion that larger centres should provide for greater building heights and density of urban form in relation to their stronger accessibility to goods and services.

3. Options – Accessibility

- 3.1.1 Whilst the NPS UD promotes the concept of good accessibility, the final version of the NPS UD limited discretion in terms of how we factor in our understanding of good accessibility in the city. The wording of Policy 3 is directive in terms of those areas where it requires the greatest height of development and density of urban form and therefore Council’s approach adhered to this direction.
- 3.1.2 Both the city centre and metropolitan centres are highlighted as locations where development potential should be maximised (unlimited in the central city and at least 6 storeys in metropolitan centres) and Policy 3c also specified that walkable catchments should be applied to rapid transit stops, the central city and walkable catchments. Policy 3d is specific in terms of where further intensification should be considered but allows the individual Council to determine the scale and extent of this enablement provided it can be described as commensurate with the level of commercial activity and community services at each centre.
- 3.1.3 Given that Christchurch has neither metropolitan centres or rapid transit stops, decisions that drew on an understanding of good accessibility were therefore limited to the following matters:
- What should be the extent of the walkable catchment in the central city?
 - What is an appropriate extent of additional enablement around commercial centres?

4. Walkable Catchments

- 4.1.1 The concept of applying walkable catchments has gained prominence in planning work over recent years. A walkable catchment describes an area within a specified walking distance of a destination along routes where footpaths are provided. Catchments can be measured in terms of distance from a particular place or zone (e.g. 800m) or time (e.g. a 10-minute walk). In broad terms, an 800m walkable catchment equates to a 10-minute walk catchment and 400m is approximately a 5-minute walk. The concept of walkable catchments aligns closely to the idea of developing strong walkable neighbourhoods – areas where travel by foot and bike is made easy, direct and safe and there is good accessibility to a centre’s commercial and community activity.
- 4.1.2 Theoretically, Christchurch is highly walkable. Most of the city is flat and there is a relatively good network of footpaths. Whilst there are some barriers to connections (e.g. busy roads with limited crossings, railway lines etc.) in general, there are few limitations to walkability. Nationally the city has a good reputation for cycling too and over recent years; investment into the Major Cycleway Routes (MCR’s) has further supported the idea of creating safe connections across the city and within neighbourhoods.
- 4.1.3 The extent of walkable catchments has been much discussed within NZ and overseas. 400m and 800m catchments (equating to approximately a 5 or 10 minutes catchment) are commonly used within planning work and internationally the concept of a 15-minute (Paris) or 20 minute (Melbourne) neighbourhood has been applied. Using a neighbourhood approach represents the time taken to walk

from home to a destination and back again³. As such, the 20-minute neighbourhood equates to an 800m catchment⁴.

- 4.1.4 More recent work by Iain White⁵ indicates that 20 minutes is the maximum time that people would prefer in terms of accessing amenities (regardless of the destination or mode of transport). 20 minutes walking equates to 1.5km walking, 5km cycling or 8km by micro-scooter.
- 4.1.5 This work therefore illustrates consistencies in terms of applying a 400m and 800m catchments with the larger catchment synonymous with a centre providing greater range of goods and services (the idea being that people will travel further for a greater offer). More recent work indicates that potentially people will walk further than that – whether this is because of a cultural acceptance to walking more or because walking itself has become a more attractive option (for either push or pull reasons e.g. because of safety/connection improvements or the prohibitive cost/time of other travel options etc.).

5. Thresholds for walkable catchments in Christchurch

- 5.1.1 In Christchurch, the central city is the location with the greatest offer of goods and services (commercial, community and cultural). The most significant walkable catchment was therefore applied here. A 1.2km catchment was selected, equating to a roughly 15 minute walkable distance from the edge of the central city zone.
- 5.1.2 Appreciating the context of walkable catchment sizes informed the thinking in terms of intensification options around centres. Building on the work in terms of aligning the current District Plan commercial centres framework to the National Planning Standards framework, catchments were applied to different centres with the purpose of implementing Policy 3d.
- 5.1.3 Centres with the greatest range of commercial activity and community standards are town centres (Christchurch does not have Metropolitan centres) and within this category, there are three centres with a significantly larger offer (Papanui, Hornby and Riccarton).
- 5.1.4 400m was selected as an appropriate walkable catchment for town centres in general as it reflects the fact that some additional intensification opportunity is appropriate but the scale of these centres is not significant to warrant a higher threshold (800m would be suitable for a Metropolitan Centre). The larger walkable catchment threshold for Papanui, Riccarton and Hornby (600m) reflects the greater scale and range of activities and services available at these centres.
- 5.1.5 The Large Local Centres provided a similar scale of commercial activity and community facilities as the town centres (bar the ‘big 3’ – Papanui, Hornby and Riccarton) and therefore a 400m catchment was also applied here. In recognition of their important role in providing a reasonable level of commercial activity and community services to their surrounding residential area, the Medium Local Centres were

³ Plan Melbourne, Victoria State Government

⁴ Plan Melbourne, Victoria State Government

⁵ University of Waikato, Environmental Planning Programme, 20 minute city research

given a 200m catchment. In contrast, it was not considered that the scale of activity at the Small Local Centres or Neighbourhood Centres was commensurate with any more development than that enabled under the new Medium Density Residential Standards and therefore no catchments were applied to these centres.

- 5.1.6 The areas of additional intensification were mapped using GIS and applied using the Walking Network. This means that the distances were mapped along footpaths, taking into account the ability to use alleyways. Once the catchment was mapped, planners reviewed the extent of these thresholds and realigned the 'boundary' so it was appropriate in relation to built form, road networks and natural features such as rivers etc. In some places, this means that the proposed extent of the intensification catchment is slightly larger or smaller than the exact catchment extent e.g. could be slightly less or more than 1.2km from the Central City zone where other matters mean a revised extent is more appropriate.

6. Summary of Approach to Intensification Enabled Around Centres

- 6.1.1 Overall, the increasing threshold of intensification enablement aligns to the new commercial framework proposed. The City Centre has a significant walkable catchment (1.2km) which reflects its' role within the commercial hierarchy and the wide range of community facilities and cultural opportunities within the centre. Town centres are the next 'tier' within the framework and additional intensification has been enabled around these centres (400m) to recognise the important role of these centres as hubs for commercial and community service provision. In recognition of the varying scale of Christchurch's town centres, increased intensification (an additional 200m) has been applied to the 3 larger centres. Additional intensification enablement (over and above MRDS) around Local Centres varies from 400m around a centre (Large Local Centres) to none around Small Local Centres. The surrounds of Neighbourhood Centres also have no additional intensification enablement.
- 6.1.2 This approach is considered to reflect a commensurate approach to the range of commercial activity and community facilities within centres in the commercial framework.

Appendix 1: Summary of Proposed Enablers, Catchments and Scores

Primary Enabler	Distance (walking)	Draft Weighting	Rationale	Comments
Centres	Larger centre 800m	4	Larger centres with a broader range of facilities attracts a wider catchment.	Apply this to City Centre, Hornby, Riccarton & Papanui
	District Centre 800m	3		District Centres – Belfast, Eastgate, North Halswell & Shirley Palms. Plus large neighbourhood centres - Bush Inn, Merivale, Barrington, Bishopdale, Prestons, Ferrymead and Sydenham (between Moorhouse and Brougham).
	Neighbourhood centre 400m	2		Remaining neighbourhood centres
Core PT route (high frequency corridor)	400m Measure from the core route rather than individual stops.	3 depending on frequency	Provide layered weighting to bus services depending on their frequency. (Orbiter, purple – every 10 mins) (Blue, orange, yellow – between 10 and 15 mins within Chch)	Bus scores vary between 1 and 3. (Standard bus stop 1, core route 3) Use PT Futures Preferred Programme Network Plan – location of core routes (page 12 of Boffa Miskell, Nov 2020). Align to ECAN Metro maps. See notes below for more discussion of routes v stops
Major cycleway (MCR's)	400m As per core bus routes, measure from the route.	2.5	MCR's are significant assets in terms of the opportunity to undertake safe, active travel	Assessment determined that they should score as highly as core PT but with some recognition that not everyone in the community can cycle.
Supermarket Over 1,000sqm	400m	3	Core factor in ability of centre to provide key services.	Policy 14.13.1.4 in the DP (intensification opportunities via the EDM mechanism) identifies a supermarket of 1000sqm as a threshold (except in the Banks Peninsula). Obtained a list of supermarket sizes from Progressives and Foodstuffs. <i>Potential to add to this list to include proposed supermarkets.</i>
Proximity to city centre	1km from edge of CCB zone	3	Ease of access to the central area	1km is a relatively conservative option given the ease of travel from the city centre. Scope to increase this distance and to extend the basis from which it is sought to better reflect the City's inner suburbs. At this point using the CCB zone to identify the city centre aligns with the District Plan policy approach.
Secondary Enabler				
Community hub and facilities	400m Measure from the extent of the building footprint and extend the catchment using the walking network.	2 3 for genuine hub e.g. Halswell	Larger scale public facilities that act as a drawcard for the surrounding population.	Include CCC libraries, service centres & rec centres. See mapping in Draft Community Facilities Network Plan. Have included proposed facilities where funding is approved e.g. Linwood pool and Hornby pool and library.
Significant open space Over 3,000sqm	400m Measure from entrances to the parks and extend the catchment using the walking network.	2	Some open space is more important for intensification than others e.g. larger parks or those with more facilities over pocket parks. There will be limitations on the ability to purchase further land for parks in intensification areas.	Chch Open Space Strategy notes that min areas of 2,500 to 3,000sqm are needed to accommodate a playground, trees and some unplanted space for ball play etc. In Wellington 3,000sqm was used as a threshold. Open space should exclude areas which are an agglomeration of multiple distinct small spaces.
Employment centre	400m Measure from edge of zone.	2	Good accessibility between homes and jobs is vital.	Used the following zones: industrial, commercial core and some SPZ hospital and education (Uni). Exclude schools. Also used CCB and CCMU (except for East Frame), SPZ Airport, Commercial Office and Commercial Retail Parks. <i>Option to increase weighting in relation to employment density.</i>
Tertiary Enabler				
High schools	800m Measure from main access points using walking network.	2	Key drawcard, particularly some schools.	MoE data Apply 50% reduction in score if school is special character given reduction in 'availability' to general population.
Primary/intermediate school	400m Measure from main access points using waking network.	1		State schools only – MoE data Apply 50% reduction in score if school is special character given reduction in 'availability' to general population.
Bus network	200m from all standard routes	1		As per ECAN route maps – maps available See previous comments about using stops v routes.

Commercial Centres NPS-UD

Urban Design and Built Form Descriptors
Prepared for Christchurch City Council

28 July 2022





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1.0 Introduction and Scope

In line with the National Policy Statement – Urban Development (NPS-UD), Christchurch City Council (the Council) are reviewing the existing Commercial Centres Hierarchy set out in the District Plan including to align with the National Planning Standards (NPS) Zones Framework.

As part of this, the Council are exploring a range of metrics associated with the existing commercial centres, including their geographic size and activity types, catchment and economic factors and accessibility to inform the proposed framework.

Also of relevance are the urban design and urban/built form of each of the key centre ‘types’. As such, this report has been prepared on behalf of the Council to provide urban and built form inputs into the review. This includes developing ‘descriptors’ for each of the centre ‘types’ within the new Centres Framework. These descriptors will articulate the scale and nature of development intended within the centres, and the expectations around the qualities and features of each centre, including activities, amenity and open space. This will include Ōtautahi Christchurch context, scale, identity and character considerations, and how these relate to the theoretical framework that has been established for centres across a range of scales in Aotearoa New Zealand within the NPS-UD.

The ‘descriptors’ will provide a robust and clear intent articulated in a written format (with a supporting diagram) for incorporation within the District Plan. The descriptors will accompany associated objectives and policies, such that they effectively inform developers and their agents, policy and resource consent planners and urban designers amongst others of the urban design and built form expectations for each of the centre ‘types’.

As such, this report includes:

- Relevant background on the legislative context and the existing Centres Hierarchy included in the District Plan.
- A theoretical description of the Centres Framework under the NPS-UD from an urban design and urban/built form perspective.
- Key ‘descriptors’ for each of the Centre ‘Types’ for Ōtautahi Christchurch from an urban design and urban / built form perspective and with a future focus derived from an analysis of the key attributes for each Centre ‘Type’.

2.0 Background

2.1 Legislative Context

The NPS-UD is a key initiative of the Government’s Urban Growth Agenda. It is designed to improve the responsiveness and competitiveness of land and development markets to better meet the different housing needs and preferences of New Zealanders. The NPS-UD requires Tier 1 authorities (Christchurch, Wellington, Auckland) to enable greater urban density in metropolitan and city centre zones, and a minimum building height of 6 storeys in areas within a walkable catchment of existing and planned rapid transit stops, the edge of city centre zones and the edge of metropolitan centre zones.

The Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021 (enacted in December 2021) amended aspects of the NPS-UD. One key amendment was

to Policy 3(d). The previous policy directed councils to focus intensification in ‘all other areas’ with high levels of accessibility and demand. The new wording of Policy 3d is more specific in that it directs the Council to intensify areas within and adjacent to particular types of centres, namely town, neighbourhood and local centres and to a degree that is commensurate with the level of commercial activity and community facilities within them¹. As such, the commercial centres framework within Christchurch’s District Plan needs to align to those identified in the NPS-UD and the NPS.

The NPS-UD identifies the following framework of centres – City Centre, Metropolitan Centre, Town Centre, Local Centre and Neighbourhood Centre. This is based on the zone framework set out in the NPS. The Framework provides a list of zones with descriptions of their typical land use, urban form, density and mix of activities. It is therefore necessary to determine how the various centres should be classified. It is noted that there may be sub-categories within the framework to recognise a finer level of nuance than that provided by the NPS, notated as ‘Tiers’ and based predominantly on size and reach.

2.2 District Plan Centre’s Hierarchy

Chapter 15 of the District Plan currently includes objectives and policies for commercial activity focussed within a network of centres to meet the wider community’s and businesses’ needs in a way that (amongst other matters) gives primacy to the Central City followed by District and Neighbourhood Centres identified as Key Activity Centres (15.2.2(4)).

As such, District Centres are the ‘second tier’ centre under the Central City. This hierarchy is also identified within the Canterbury Regional Policy Statement where Objective 6.2.5 notes the need to maintain the existing network of centres as focal points for commercial, community and service activities. These are identified as the Central City, Key Activity Centres (i.e., all District Centres) and Neighbourhood Centres.

The hierarchy of centres currently includes more than 150 existing commercial centres all of which are required to be realigned with the NPS Commercial Centres Zone Framework. Policy 15.2.2.1 and associated Table 15.1 sets out the role of the centres (see **Appendix 1**).

This policy framework and associated built form standards of the District Plan anticipates a certain ‘**urban form**’ for the City. Urban form generally refers to the three-dimensional shape of the city resulting from a range of physical characteristics such as the size, shape, and configuration of the built environment. Associated with the configuration of the urban /built form is the level of urban amenity expected within the Centres, through the relationship between the

¹ Policy 3: In relation to tier 1 urban environments, regional policy statements and district plans enable:

- (a) In city centre zones, building heights and density of urban form to realise as much development capacity as possible, to maximise benefits of intensification; and
- (b) In metropolitan centre zones, building heights and density of urban form to reflect demand for housing and business use in those locations, and in all cases building heights of at least 6 storeys; and
- (c) Building heights of at least 6 storeys within at least a walkable catchment of the following:
 - (i) Existing and planned rapid transit stops;
 - (ii) The edge of city centre zones;
 - (iii) The edge of metropolitan centre zones; and
- (d) Within and adjacent to neighbourhood centre zones, local centre zones, and town centre zones (or equivalent), building heights and density of urban form commensurate with the level of commercial activities and community services.

buildings and streets and public spaces, with a greater focus on ground floor activation and the visual appearance and interest of the buildings in the higher order centres.

The Centres-based framework also talks about the vitality of centres. Vitality, although being an economic concept is also a relevant urban planning term. In the Centres context, ‘urban vitality’ relates to a range of requirements that together create a vibrant urban area, including a mixed pattern of land use, small blocks, high enough density that it sufficiently attracts people, buildings of diverse ages and ease of accessibility to public facilities.² These requirements are closely connected to walkable environments because the vitality theory is focused on fostering human scaled environments that relate to the number of people being active in an area³ and is also closely aligned with urban amenity considerations.

Appendix 2 sets out an overview of the urban form and associated urban amenity outcomes broadly anticipated from the Centres based policy framework.⁴

3.0 Methodology and Assumptions

3.1 Methodology

The methodology for this assessment comprises the following key steps:

- **Step 1 – NPS-UD Built Form Framework**
 - o Describe the overall urban form outcomes anticipated from the NPS centres hierarchy on a theoretical rather than actual (i.e., identified places) basis.
- **Step 2 – Apply the Centre’s Built Form Framework to Ōtautahi Christchurch**
 - o Identify each Centre ‘Type’ on a scale spectrum with a future focus.
 - o Identify the built form, movement and activity attributes associated with each Centre ‘type’ (see example table below).
 - o Based on these attributes and future potential prepare detailed ‘descriptors’ for each Centre Type.

Example Formal of Table: Urban Form Attributes across Centre ‘Types’

Attribute Category			Attributes	Centre ‘Type’				
Built Form	Movement	Activities	Attributes	City Centre	Metro Centres	Town Centre	Local Centre	Neighbourhood Centre

- **Step 3 – Prepare Short Report**
 - o Prepare a short report setting out the above.

² Urban vitality in this context relates to a range of requirements that together create a vibrant urban area, including a mixed pattern of land use, small blocks, high enough density that it sufficiently attracts people, buildings of diverse ages and ease of accessibility to public facilities. These requirements are closely connected to walkable environments because the vitality theory is focused on fostering human scaled environments that relates to the number of people being active in an area. Jacobs, J. *The Death and Life of Great American Cities*; Vintage Books: New York, NY, USA, 1961 / Kim, S. *Urban Vitality, Urban Form and Land Use: Their Relations within a Geographical Boundary for Walkers*, 2020

³ Jacobs, J. *The Death and Life of Great American Cities*; Vintage Books: New York, NY, USA, 1961
Kim, S. *Urban Vitality, Urban Form and Land Use: Their Relations within a Geographical Boundary for Walkers*, 2020

⁴ Sourced from evidence of Jane Rennie in relation to Plan Change 6 (Homebase), dated 25 June 2021

3.2 Assumptions

The following assumptions were noted:

- The work was undertaken in very tight timescales and has required the methodology to be modified to suit.
- The report was desk based only and does not assess the Centres in their existing format, (methodology based not place based), their current performance or consider each of the centres individually.
- Additional work streams considered the potential intensification around the centres.
- The Greater Christchurch Spatial Plan will determine future sub regional growth strategies and urban form, and the Ōtautahi Christchurch District Plan the city urban form.
- The roll of 'Local Centres' is being assessed in a separate plan change. This study will define the Local Centre and a baseline level of intensification which will be further established through the plan change.
- The Property Group report⁵ was based on CCC GIS data, and it is noted there are some inconsistencies.
- For the purposes of this report, density descriptions within the context of Ōtautahi Christchurch broadly align with around 3-5 storeys for medium density and 6 plus storeys for high density.

4.0 NPS-UD / NPS Centres Built Form Framework

The following sets out our interpretation of what the NPS-UD is seeking to achieve for each of the proposed commercial centre zones established through the National Planning Standards from an urban design and built form perspective.

4.1 City Centre Zone (CCZ)

The CCZ comprises areas used predominantly for a broad range of commercial, community, recreational and residential activities. The zone is the main centre for the district or region.⁶

Policy 3 in relation to Tier 1 urban environments, regional policy statements and district plans enable:

- a. *“in city centre zones, building heights and density of urban form to realise as much development capacity as possible, to maximise benefits of intensification.”⁷*
- b. *building heights of least 6 storeys within at least a walkable catchment of the following:*
 - i. *the edge of city centre zone.”*

Development capacity and intensification are achieved through enabling buildings that are taller and denser than within other centres – giving more businesses and residents the option to

⁵ *The Property Group, Centres Review Data Collection Summary Report, January 2022*

⁶ *National Policy Standards, Ministry for the Environment: <https://environment.govt.nz/publications/national-planning-standards/>*

⁷ *Understanding and Implementing intensification provisions for the NPS on Urban Development, Ministry for the Environment, 2020: <https://environment.govt.nz/assets/Publications/Files/Understanding-and-implementing-intensification-provisions-for-NPS-UD.pdf>*

locate within the productive centre. The form of the city centre and typologies for housing should provide access for all to opportunities, culture and amenity to support health and wellbeing.

Intensification brings with it many positive outcomes – such as transport choice, increased accessibility, and a reduction of greenhouse gas emissions - all centres should be planned to deliver ‘well-functioning’ urban environments⁸. When considering the amount of density to be enabled, consideration should be given to whether or not the intensification is sufficient to support the outcomes mentioned above. Density around the city centre will gradually decrease in scale, with the walkable catchment from the edge of the city centre providing building heights of at least 6 storeys.

4.2 Metropolitan Centre Zone (MCZ)

The MCZ is used predominantly for a broad range of commercial, community, recreational and residential activities. The zone is a focal point for sub-regional urban catchments.⁹

Policy 3 in relation to Tier 1 urban environments, regional policy statements and district plans enable:

- a. *“in metropolitan centre zones, building heights and density of urban form to reflect demand for housing and business use in those locations, and in all cases building heights of at least 6 storeys; and¹⁰*
- b. *building heights of least 6 storeys within at least a walkable catchment of the following:*
 - i. *existing and planned rapid transit stops*
 - iii. *the edge of metropolitan centre zones.”*

Intensification is enabled in metropolitan centres to provide the opportunity for more people to live and work in areas of high demand and good access, serviced by public transport, both existing and/or planned. It is anticipated that metropolitan centre zones will exhibit all or at least most, of these attributes.¹¹

4.3 Town Centre Zone (TCZ), Local Centre Zone (LCZ) and Neighbourhood Centre Zone (NCZ)

Determining where a centre falls within the NPS-UD framework of town, local or neighbourhood centre depends on the built and urban form associated with the range of commercial activities and community services, and accessibility¹² of the centre.

⁸ National Policy Statement on Urban Development 2020: <https://environment.govt.nz/publications/national-policy-statement-on-urban-development-2020/>

⁹ National Policy Standards: <https://environment.govt.nz/publications/national-planning-standards/>

¹⁰ Understanding and Implementing intensification provisions for the NPS on Urban Development: <https://environment.govt.nz/assets/Publications/Files/Understanding-and-implementing-intensification-provisions-for-NPS-UD.pdf>

¹¹ Understanding and Implementing intensification provisions for the NPS on Urban Development, Ministry for the Environment, 2020: <https://environment.govt.nz/assets/Publications/Files/Understanding-and-implementing-intensification-provisions-for-NPS-UD.pdf>

¹² In the NPS-UD ‘Understanding and Implementing Intensification Provisions for the NPS on Urban Development, MfE, accessibility references ‘the level of accessibility by existing or planned active or public transport to a range of commercial activities and community services (para 5.1 page 12). Under para 5.4 it states that Accessibility refers to the ‘level of service’ as a whole and defines people’s overall ability to reach desired services and activities (together called opportunities). Assessment typically examines the time, cost and amenity of accessing services and activities via different modes. Under 5.4.3 it states that ‘To measure accessibility or assess changes due to land-use or transport

Commercial activities are those services that serve the community and provide jobs, such as supermarkets, banks, retail stores or local restaurants. Community facilities are community centres, recreational facilities like council gyms or pools and libraries and are present predominantly in Town or Local centres. Consideration should be given to the “..level of accessibility by existing or planned active or public transport to a range of commercial activities and community services; or (ii) relative demand for housing and business use in that location.”

The categorisation of a centre will influence the level of intensification of and around the centre. **Figure 1**, sourced from ‘Understanding and implementing intensification provisions for the NPS on Urban Development’ shows how the accessibility and densities for Town, Local and Neighbourhood Centres should be determined for Tier 1 cities based on demand and accessibility. The locations that provide a range of activities and services are likely to be places that are easily accessible to a wide range of people. These locations will often be commercial centres within urban areas, ranging in size from smaller local or town centres through to larger metropolitan centres or even city centres. Across the city the centres should gradually decrease in height and density to reflect the level of accessibility by active and public transport from Town to Neighbourhood category.

Applying this gradual decrease in the scale of urban form enables a legible urban form across these centre types, with the greatest scale aligning with the highest level of commercial activity, commercial facilities and accessibility and associated change in patterns of development – a finer grain street and block pattern with higher density of development (See **Figure 1**).

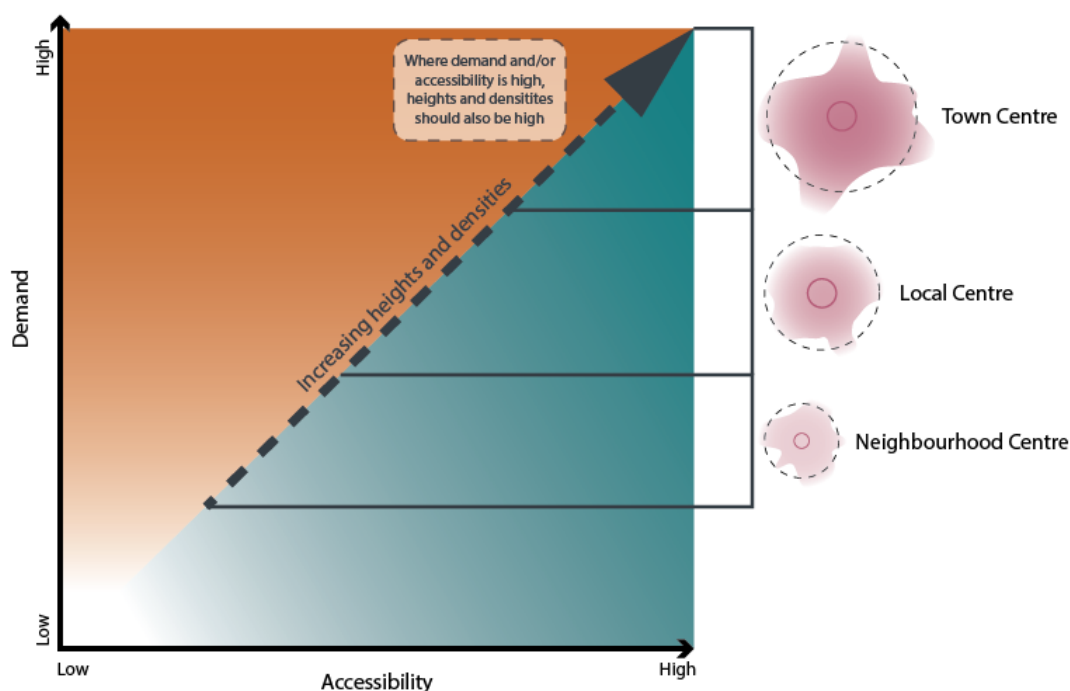


Figure 1: Example framework for determining heights and densities of centre ‘types’ based on the level of demand and accessibility (Graphic edited by Boffa Miskell, original sourced: Understanding and implementing intensification provisions for the NPS on urban Development)

interventions, you will require data on where people live, the location of destinations, and the cost, time and ease of travelling between these destinations for users of each mode and for each component of the journey’.

5.0 Applying the NPS-UD Centre's Built Form Framework to Ōtautahi Christchurch

5.1 Overview

This section sets out the key 'descriptors' for each of the Centre 'Types' for Ōtautahi Christchurch from an urban design and urban / built form perspective and with a future focus. A future focus includes consideration of the intent of the NPS-UD in the context of Ōtautahi Christchurch and the City's overall aspirations and values considered important in achieving well-functioning environments.

It is important to acknowledge the relevance of the urban form of the city and the contribution a legible and diverse network of centres has in informing the foundation for how residents live within the city and are able to access the services and facilities they need.

The built environment of our Centres is complex and continues to change. There will be a greater focus in the future on a number of the centres transitioning from being standalone retail developments to comprising mixed use centres in meeting local demands and providing access for a greater range of opportunities, culture and amenity to support health and wellbeing.

There are a range of urban design and urban /built form attributes that make up the centres and are critical to their success and overall vibrancy. **Appendix 3** sets out a range of attributes under three key themes: built form; movement; and activities. It is noted that within the Centre Type's there will be variability both in terms of the range of sizes of centres but also the number of attributes that are present.

Urban form refers to the pattern of development, in combination with the overall scale, or three-dimensional aspects resulting from a range of physical characteristics such as the size, shape, and configuration of the built environment. The built form of our Centres refers to the function, shape and configuration of buildings as well as the relationship to streets and open spaces. Defining a built form framework across the Centre Types helps to establish an overall structure or hierarchy of future built quality and character as shaped by the use, design, massing, scale and type of buildings. This will guide the scale and intensity and built form that is appropriate to the Centre Type and ensure new development reinforces this spatial differentiation.

A strong and thriving network of Centres across Ōtautahi Christchurch supports social cohesion, walkable neighbourhoods, aging in place and better access to employment, social infrastructure, the natural environment and local facilities. This includes access to both large scale businesses through to small local eateries and a diversity of cultural and creative experiences. Targeting growth to these areas of high amenity will also promote the use of active and public transport modes with investment in transport infrastructure not only having a significant impact on the urban form of the city, but allowing for connections between the Centres, supporting improved accessibility.

Figure 7 in **Section 5.7** provides a graphic summary of the scale and form of the NPS-UD Centres Framework for Ōtautahi Christchurch.

5.2 City Centre Description

The City Centre of Ōtautahi Christchurch is the pre-eminent Centre within the Canterbury Region representing the heart for business, tourism, cultural, civic, residential and education

functions. Given its primacy the City Centre has the greatest level of investment compared to other Centres, with a national (and international) focus. It comprises of built form of architectural quality and detail and public realm identity and is the most accessible and vibrant of the Centres.

The Central City is where there is significant capacity for business of varying scale from large government offices through to small, shared studios or corner cafes. City Centre innovation is encouraged through technology, buildings and the urban realm. High-density residential growth without height restriction provides the opportunity for many to live where they work and play. Development of new civic and cultural destinations attract visitors to the Centre and provide day and night activation. It has the highest density of both commercial, residential and guest accommodation development of all the Centres that support a diversity of experiences.

The urban form of the Centre is that of the largest centre located centrally within Ōtautahi Christchurch and clearly identifiable when seen from elsewhere within the city and beyond. It is compact in extent and includes the tallest buildings with no height restriction, which contribute to an enduring and interesting skyline. All buildings and landscapes are of an architectural or design quality expected within a City Centre environment. The scale and form of the city centre will respond to growth opportunities with the greatest scale of development focused where there is highest accessibility, with the scale of development reducing as you move to the edge of the walkable catchments of future transport nodes. The enablement of density within the city centre supports the recovery of the Centre as it sustained significant damage and population loss from their catchment post-earthquake.



Figure 2: *The City Centre has the tallest buildings of the Centres*

The Centre comprises the largest urban blocks which are clearly defined by a street grid, and refinement through activated laneways, pedestrian only spaces woven together by the high amenity Otākaro Avon River, Cathedral Square and a multitude of quality public spaces show casing the natural environment. Streets are treated as public realm, providing space for public art, amenity and play with slow speeds and space defined for a range of users. The built character reinforces human scaled elements, architectural quality and form as defined by the walkable streets and blocks. Buildings provide a continuous edge and sense of enclosure to the tree lined streets, opening to public plazas, the river corridor, and laneways. The buildings are easily understood as having an engaging street level, a mid-level and a top level, contributing to

the scale and character of the City Centre. Mixed use buildings are promoted and the lower levels of buildings at the street front are reserved for commercial, hospitality and retail use that activate and provide vibrancy to the streets, with upper levels for office and residential uses. Civic buildings, often of interesting or landmark forms, anchor and provide legibility to the Centre, promoting movement between activities and the commercial heart of the city. The Centre has the highest urban amenity and largest range of activities with landmark buildings that are highly articulated and visually appealing, with a focus on contributing to a high-quality pedestrian environment.

The Centre incorporates a significant open space component which adds to its identity and quality, and environmental qualities. Servicing and parking are located internally within the blocks, with surface carparking minimised to improve the pedestrian experience.

The Centre has a focus on both local and regional transport services. It is highly connected with provision of the City Centre public transport interchange with future rapid transit anticipated to further enhance the connections within the City and the District. Transit facilities are fully integrated with other land uses and active modes through quality walking and cycling connections, to create a comfortable user experience .

The City Centre is surrounded by green space and the city fringe of residential and mixed use activity, within walking distance. These areas provide complementary living, opportunities for alternative and comprehensive housing development, service industries, business and entertainment activities, and opportunities to connect with nature.

5.3 Metropolitan Centre Description

Metropolitan Centres are located to serve sub-regional catchments of Greater Christchurch and are second only to the City Centre in overall scale and intensity. They are focal points or destinations providing retail, commercial, community, recreational and residential activities and amenities. These include department stores, supermarkets, food and beverage locations, entertainment, and guest accommodation. The centres are typically located in association with a main street, with good connectivity, a range of retail opportunities both large and small and supported by a wide array of service and community activities. Metropolitan Centres provide for a range of residential living options. A wide range of services and activities reflect the needs of the wider community and includes unique offerings from those offered in other Centres, The Centres offer high density living in the form of mixed-use towers and apartment buildings

The Metropolitan Centres have significant capacity for intensification providing the opportunity for more people to live and work in areas of high demand and good access, serviced by public transport, both existing and/or planned. Growth and intensification are supported by a comprehensive range of activities present, from larger corporate businesses to local eateries, , theatre, galleries and retail. Public transit stops and corridors provide a well-integrated public transport hub for users.

The urban form of the Metropolitan Centre's is compact in extent and focused on public transport infrastructure. Building heights and densities of urban form that reflects demand for housing and business use in those locations, and in all cases building heights of at least 6 storeys are enabled. Mixed-use buildings are encouraged to support the vitality of the Centre. Buildings are anticipated to reduce in scale as accessibility decreases, with taller buildings located more centrally within the Centre aligning with the frequent transit network. Shopping malls and anchor stores are integrated within the urban fabric with a range of building typologies

to reflect the range of land uses within the Centre. Transit facilities are integrated with active modes through quality walking and cycling connections.



Figure 3: A Metropolitan Centre building heights are at least 6 storeys and reflect demand for business and housing

The Centre has a high urban amenity with buildings that are well articulated and with a focus on contributing to a high-quality pedestrian environment. The built character reinforces human scaled elements, architectural quality and form as defined by the walkable streets and blocks. The Centre incorporates open space and recreation which adds to its identity and serves the wellbeing of residents and visitors. High amenity street networks of slow speeds support active modes of transport, create lively streets and improve pedestrian safety. Servicing and parking are located internally within the blocks ensuring a pedestrian friendly environment.

5.4 Town Centre Description

Town Centres are focal points or nodes, providing a wide range of retail, commercial and community activities and amenities in the form of department stores, supermarkets, food and beverage locations, entertainment, and guest accommodation, distributed broadly across the wider city. The Centres are typically located in association with a main street, with good connectivity, a range of retail opportunities from large to small supported by a wide array of service activities and a range of residential living options. Services and activities reflect the local character and culture of the local community, responding directly to their needs. This creates a network of Town Centres that have variety and a unique offering between the centres, catering to certain needs or cultures. There are a range of scales of Town Centres depending on their historical context and location within the City and extent of retail, commercial and community services and facilities.

Town Centres offer high density living in the form of mixed-use and apartment buildings within a consolidated centre supported by frequent public transit services and associated infrastructure. High amenity street networks of slow speeds support active modes of transport, create lively streets and improve pedestrian safety. Residential and business growth presents opportunities for increased accessibility to employment, social infrastructure and local services, enabling people to work and live in their local Town Centre, reducing the need to travel by car. The Town

Centre incorporates a significant open space component as well as other public assets, to support the social and cultural wellbeing of residents and visitors.

The Centres are compact in their urban form, with higher density building in the centre and/ or along the major transit routes, in the most accessible locations, reducing in scale as accessibility decreases to meet the surrounding urban fabric. Building heights are likely to vary but would be around 2-6 storeys in height depending on the context and the nature and extent of the Centre with buildings greater than 6 storeys if within walking distance of a rapid transit stop.



Figure 4: Town Centres are anticipated to include buildings of between 2 and 6 storeys depending on the context and depending on if there is a rapid transit stop

The built character reinforces a finer grain and human scaled form as defined by pleasant, walkable streets and blocks, with an active built edge to the street. Shopping malls and anchor stores are integrated within the urban fabric with a range of building typologies to reflect the range of land uses within the Centre.

Streets within the Centre are safe, comfortable and attractive prioritising pedestrians through definition of space, speed reduction, street trees and public space. They are places of welcome, of activity and movement, and support the mix of uses located adjacent to the street, and residential use and offices above. This may include larger commercial floorplates. Streets and public spaces combine to comprise a vibrant centre that people visit for different purposes at different times in the day. Servicing and car parking are located internally and consolidated within the blocks, promoting active street edges, in key locations to service a wide range of activities.

The urban amenity of the centres provides for comfortable, vibrant and appealing places with buildings that are highly articulated and contributing to a quality pedestrian environment and liveable place.

5.5 Local Centre Description

Local Centres are a hub for their community, providing a range of commercial, community and recreational/ open space activities serving their local catchment. They have a more integrated

rather than accentuated built form (the height and scale of buildings is less prominent and more consistent with the scale of the residential catchment around it). Local Centres are influenced by their local community or natural environment which gives a defined character to these Centres across the city. There are a range of scales of Local Centres depending on their historical context and location within the City and extent of retail, commercial and community services and facilities.

Commercial buildings, community facilities and anchor stores are located on the Main Streets with the most foot traffic, and where they are served by active and public transport modes and incorporated within the fine grain fabric of buildings and activity that provides the pedestrian quality and human scale to the street.

The Local Centres are serviced by local transport routes and bus stops, integrated within a wider active transport network. Future growth at Local Centres supports accessibility to goods and services needed daily, and active and public transport services.

The urban form of Local Centres is compact with medium density mixed use apartments and townhouses at the centre decreasing to medium-low density typology buildings where the level of accessibility reduces. The scale and form of the local centre is centralised around the greatest intensity of activity that is most easily accessed by public and active transport. Building heights and densities should decrease from the centre, where accessibility is highest, to meet the residential surrounds, where walking to the centre becomes less convenient.



Figure 5: Local Centres are anticipated to include building heights of a graduating scale, with buildings located in proximity to the context being of a similar height.

The built character of the Local Centre reinforces the street level, with infrastructure and landscape elements reinforcing this scale. Walkable, human scaled streets with an active edge are created through the placement of medium to low height buildings at the edge of or close to the footpath. Carparking is minimised and integrated into the streetscape and at the rear of buildings, minimising severance resulting from large areas of carparking.

Local Centres incorporate small scale open spaces that provide for community activity, art and expression, and places of repose, and integrate with existing or planned community facilities, such as schools, community centres and/or libraries as well as other public related uses. This public amenity supports the level of intensification and social and cultural wellbeing.

Main Streets and Activity Streets within the Local Centre provide low key, amenable places, which support street life, commercial activity, and community interaction.

5.6 Neighbourhood Centre Description

The range of low key, small scale services and uses, including residential, small scale office, entertainment and commercial, contributes to a vibrant Neighbourhood Centre that people visit for different purposes at different times of the day. Limited mixed use opportunities provide for some activation, supporting others' daily needs, and allows people to live where they work or where they can easily commute to other Centres. Small offices also allow for local business hubs and working, however the main driver for employment at Neighbourhood Centres are the small scale, localised commercial activities.

Neighbourhood Centres provide daily convenience shopping supporting smaller neighbourhood catchments, serviced by local transport routes and bus stops, and integrated within the wider active transportation network. They range in size from a small group of convenience shops to a stand-alone supermarket with other local services, supported by a nearby community facility, to a more diverse retail and service offer, still focused on meeting the needs of local residents.

Neighbourhood Centres are compact in their form and limited in height, located on a street corner, or within a block. Buildings should integrate in scale and form with the adjacent residential areas with the height of buildings being similar to the context. Accessible on street parking is provided for those people who cannot easily walk or cycle. Residential medium densities surrounding the Centre are dependent on the scale of the Centre and level of accessibility, offering housing choice within a walkable distance.



Figure 6: Neighbourhood Centres are anticipated to include buildings of a similar scale and form as the surrounding context

The built character reinforces the street level with infrastructure and landscape elements reinforcing this scale and supporting a series of independent neighbourhood stores. Smaller forms or standalone anchor stores may exist but are accompanied by smaller scaled and independent local stores. Slow, safe, walkable streets with active mode facilities interface with shops, with sufficient space provided to enable neighbourhood retailers to make use of the

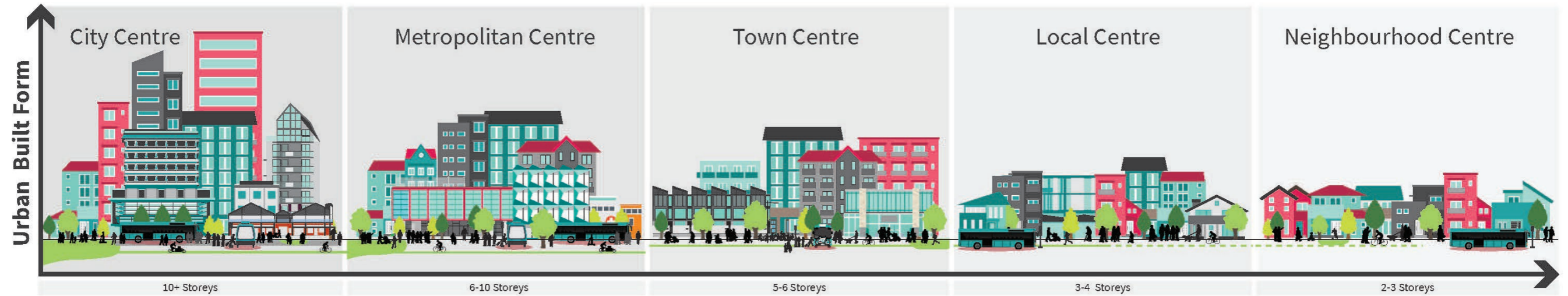
public realm and activate the edge. Carparking is minimised and integrated into the streetscape and at the rear of buildings.

Neighbourhood Centres incorporate small scale open spaces that provide for community activity, art and expression and places to pause, and integrate existing or planned community facilities, such as schools, community centres and/or libraries. Main Streets and Activity Streets within the Neighbourhood Centre provide low key, amenable places, which support street life, commercial activity, and community interaction.

The range of low key, small scale services and uses, including residential, small scale office, entertainment and commercial, contributes to a vibrant Neighbourhood Centre that people visit for different purposes at different times of the day. Limited mixed use opportunities provide for some activation, supporting others' daily needs, and allow people to live where they work or where they can easily commute to other Centres.

5.7 Graphic Summary of the Scale and Built Form of the NPS-UD Centres Framework for Ōtautahi Christchurch

Figure 7 communicates the Centre 'descriptors' and the desired hierarchy of Centre's demonstrating the decrease in scale and form from the City Centre, down to the smallest, Neighbourhood Centre. As noted earlier, Centres are required to provide a range of services at each scale with the catchment they service decreasing from an inter-regional catchment at the City Centre level to a local community within a Neighbourhood Centre.



Scale of Centres

Activity	City Centre	Metropolitan Centre	Town Centre	Local Centre	Neighbourhood Centre
Residential, Retail And Commercial Mix	<ul style="list-style-type: none"> • Inter-regional catchment • Highest density and mixed-use • Has the broadest range activities • Primary business and tourism destination • High quality public realm • Large scale, high quality government and head offices • Entertainment and night-time economy • Focus of arts and culture • General hospital 	<ul style="list-style-type: none"> • Sub-regional catchment • High density and mixed-use • Broad range activities • Secondary business and tourism destination • High quality public realm • Large scale retail offer • Entertainment and night-time economy • Specialist hospital services 	<ul style="list-style-type: none"> • Sub-city catchment • High to medium densities and mixed-use • Range of activities • Local business and visitor node • High quality public realm • Anchor stores and business hub • Specialist medical hub 	<ul style="list-style-type: none"> • Suburban catchment • Medium densities and mixed-use • Activities that serve the suburban catchment • Small scale business and office activity • Supermarkets generally form anchor for retail activities • Quality public realm • Corner hospitality and entertainment • Small business hub • Health centre 	<ul style="list-style-type: none"> • Local catchment • Medium to low densities and mixed-use • Activities that serve the local, walkable catchment • Local businesses • Quality public realm • Health services • Small scale health services and offices
Civic/Community	City Library, Town Hall, Metro Sports and Arena, Civic Park and Square, Convention Centre	Library, Community Centre and Civic Plaza, Tertiary Education, Large Recreation Facilities	Library and Community Facilities	Local Library and Community Facilities*	
Movement	Rapid Transit, Station, MCR*, W1*	Rapid Transit, Station, MCR*, W1*	Rapid or frequent transit, Bus Priority, Transport Interchange, MCR*, W1*	Frequent, Local Stop, Secondary Cycleway, W2*	Secondary Cycleway, W2*

*MCR: Major Cycle Route
*W1 Pedestrian Priority

* August include facilities such as a pool, hall, volunteer library

Appendix 1 – District Plan Policy 15.2.2.1 - Role of Centres / Table 15.1 Centre's Role

Policy 15.2.2.1

- a. Maintain and strengthen the [Central City](#) and [commercial centres](#) as the focal points for the community and business through intensification within centres that reflects their functions and catchment sizes, and in accordance with a framework that:
1. gives primacy to, and supports, the recovery of the [Central City](#);
 2. supports and enhances the role of [District Centres](#); and
 3. maintains the role of [Neighbourhood Centres](#), [Local Centres](#) and [Large Format Centres](#) as set out in [Policy 15.2.2.1, Table 15.1](#) - Centre's role.

Table 15.1 - Centre's role

	Role	Centre and size (where relevant)
A.	<p>Central Business District</p> <p>Principal employment and business centre for the City and wider region and to become the primary destination for a wide range and scale of activities including comparison shopping, dining and night life, entertainment activities, guest accommodation, events, cultural activities and tourism activities.</p> <p>Provides for high density residential activity, recreation activities and community activities and community facilities (including health and social services) as well as civic and cultural venues/ facilities (including museums, art galleries).</p> <p>Serves the district's population and visitors.</p> <p>The focus for the district, sub-regional and wider transport services with a central public transport interchange, providing access to large areas of the district and the surrounding districts of Selwyn and Waimakariri. (Proposed Plan Change 4)</p>	<p>Centre: Central City</p>
B.	<p>District Centre - Key Activity Centre</p> <p>Major retail destination for comparison and convenience shopping and a focal point for employment (including offices), community activities and community facilities (including libraries, meeting places), entertainment (including movie theatres, restaurants, bars), and guest accommodation.</p> <p>Medium density housing is contemplated in and around the centre.</p> <p>Anchored by large retailers including department store(s) and supermarket(s).</p> <p>Accessible by a range of modes of transport, including multiple bus routes. Public transport facilities, including an interchange, may be incorporated.</p> <p>The extent of the centre:</p> <ol style="list-style-type: none"> 1. is the Commercial Core Zone and Commercial Retail Park Zone at Hornby, Belfast/ Northwood and Papanui/Northlands; and 2. is the Commercial Core Zone in all other District centres; and 3. includes community facilities within walking distance (400 metres) of the commercial zone. <p>(Proposed Plan Change 4)</p>	<p>Centres: Riccarton, Hornby, Papanui/Northlands, Shirley/Palms, Eastgate/Linwood, Belfast/ Northwood, North Halswell (emerging) (All Key Activity Centres)</p> <p>Size: Greater than 30,000m²</p>
C.	<p>Neighbourhood Centre</p> <p>A destination for weekly and daily shopping needs as well as for community facilities.</p> <p>In some cases, Neighbourhood Centres offer a broader range of activities including comparison shopping, entertainment (cafes, restaurants and bars), residential activities, small scale offices and other commercial activities. Anchored principally by a supermarket(s) and in some cases, has a second or different anchor store.</p> <p>Serves the immediately surrounding suburbs and in some cases, residents and visitors from a wider area.</p> <p>Medium density housing is contemplated in and around the centre.</p> <p>Accessible by a range of modes of transport, including one or more bus services.</p> <p>The extent of the centre:</p>	<p>Centres: Spreydon/ Barrington (Key Activity Centre), New Brighton (Key Activity Centre), Bush Inn/Church Corner, Merivale, Bishopdale, Prestons (emerging), Ferrymead, Sydenham (Colombo Street between Brougham Street and Moorhouse Avenue); Addington, Avonhead, Sumner, Akaroa, Colombo/Beaumont (Colombo Street between Devon Street and Angus Street), Cranford, Edgeware, Fendalton, Beckenham, Halswell, Lyttelton, Ilam/Clyde, Parklands, Redcliffs, Richmond, St Martins, Stanmore/Worcester, Sydenham South (Colombo Street between Brougham Street and Southampton Street),</p>

	Role	Centre and size (where relevant)
	<ol style="list-style-type: none"> 1. is the Commercial Core Zone in the identified centres, Commercial Local Zone at Wigram and Beckenham and Commercial Banks Peninsula Zone at Lyttelton and Akaroa; and 2. Community facilities within walking distance (400 metres) of the centre. 	<p>Wairakei/Greers Road, Wigram (emerging), Woolston, Yaldhurst (emerging), West Spreydon (Lincoln Road), Aranui, North West Belfast.</p> <p>Size: 3,000 to 30,000m².</p>
E.	<p>Local centre A small group of primarily convenience shops and, in some instances, community facilities. Accessible by walking, cycling from the area served and on a bus route in some instances. Also includes standalone supermarkets serving the surrounding residential community. The extent of the centre is the Commercial Local Zone, except Wainoni and Peer Street where the Commercial Core Zone applies.</p>	<p>Centres: Wainoni (174 Wainoni Road), Upper Riccarton (57 Peer Street), both zoned Commercial Core, All other commercial centres zoned Commercial Local.</p> <p>Size: Up to 3,000m² (Excluding Wainoni and Upper Riccarton)</p>

Appendix 2 – Urban Form and Amenity Outcomes of the Existing District Plan Centres Hierarchy

The following urban form and associated urban amenity outcomes are broadly anticipated for the Centres based on the District Plan Chapter 15 policy framework and associated Table 15.1. This is relevant to the differentiation between the Centres in the hierarchy from an urban form perspective.

Central City – The Central City has primacy in the City and the Region. It provides for high density residential, and a comprehensive range of land uses to align with its role as the primary centre. It is highly connected with provision of the central public transport interchange. The built form standards enable buildings up to a height of 30 metres and a requirement for buildings to be highly articulated and of a high quality and with ground floor activation.

As a result, the urban form of the centre is that of the largest centre located centrally within Christchurch and clearly identifiable from a 3D perspective. It has the tallest buildings, comprises the largest urban blocks which are clearly defined by a street grid and buildings built up to the street edge (largely perimeter block forms), and given this, is highly identifiable. The Centre has the highest density of both commercial and residential development of all the Centres and is the most accessible by PT. The City Centre has the highest urban amenity with buildings that are highly articulated with a focus on buildings contributing to a high-quality pedestrian environment associated and high levels of accessibility.

District Centres – The Key Activity Centres comprise of focal points or destinations for major retail (comparison and convenience), commercial and community activities distributed broadly across the wider City. Medium density residential is contemplated in and around the Centres and they are accessible by a range of modes. The built form standards enable buildings to a height of up to 20 metres, buildings to address the public realm positively to achieve a high level of activation and their size is to be greater than 30,000sqm in area.

As a result, the urban form of the centres is secondary to the Central City, medium rise in height and density of development, with buildings fronting key streets, integration of shopping malls within the urban fabric in most cases and comprising a greater range of building typologies to reflect the range of land uses. They are clearly identifiable given height limits and a more intensive built form and activity. The centres have good access to PT with a range of services, with some transfer opportunities between bus routes. The urban amenity of the centres although not as high as the central city, is still important, with buildings that are highly articulated and a focus on contributing to a quality pedestrian environment to support pedestrian accessibility.

Neighbourhood Centres – These Centres, with a focus on day to day needs and generally a supermarket, are located within the various suburbs of the City. They include some local community facilities and medium density is contemplated in and around the centres. They are accessible by one or more buses. The built form standards enable buildings to a height of 12 metres, for buildings to address the public realm and their size is between 3,000 and 30,000m².

As a result, the urban form is more local in focus and scale, with low to medium density of height and development, although the centres are still legible in the context of the surrounding suburb, given the likely building typologies. Buildings either front key streets and/or are orientated around carparking areas (particularly where there is a supermarket or large anchor store). They have access to several bus routes. The urban amenity of these centres is less of a focus; however, it is still important for building to activate the public realm, be visually attractive, and respond positively to the local character and context.

Large Format Centres¹³ – These are standalone retail centres with a focus on large building footprints which provide a range of yard and trade-based suppliers and serving a larger geographical area. The built form standards enable buildings to a height of 15 metres and no specified size limit.

As a result, the urban form is dominated by large footprint buildings orientated around carparking and primarily accessed by car, with limited PT provision or focus on active modes. The Centres are generally aligned with other commercial or industrial areas of the City given larger format units can be more difficult to integrate into a commercial centre that is located in a residential context. The urban amenity of the centres is the lowest of the centres given the car-based strategy and that buildings are not expected to activate the public realm in the same way as the higher order centres.

Local Centres – These are primarily small groups of shops within residential areas and limited in size of up to 3,000sqm. The built form standards enable buildings to a height of 8 metres, with no specified size limit.

As a result, the size of the centres is limited, and the urban form is generally small scale in height, integrated into the neighbourhood, resulting in a limited demarcation between the centre and the residential context in which they are located. An urban amenity that responds positively to the local character and context is the focus.

¹³ *Large Format Centres are excluded from this study.*

Appendix 3 – Urban and Built Form Attributes Across Centre Types

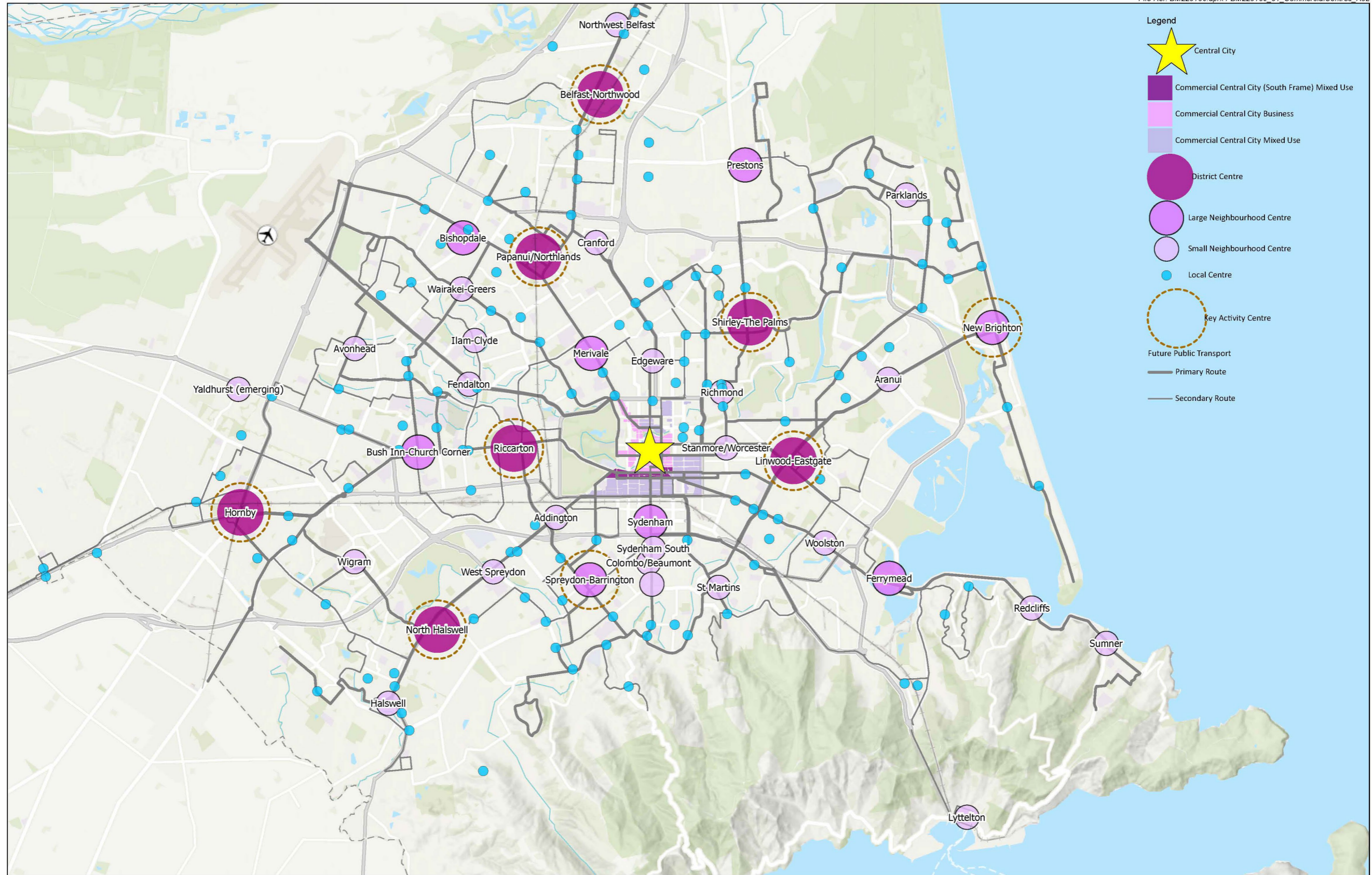
Urban and Built Form Attributes		NPS-UD Centres 'Type'					
Attribute category	Attributes*	City Centre	Metropolitan Centre	Town Centre	Local Centre	Neighbourhood Centre	
Built form	<p>*Scale of attributes may vary depending on the Centre 'Type' context</p> <p>Scale and Design Complexity ↑</p> <p>City Centre</p> <p>Neighbourhood</p>	High density residential typologies (greater than 6 storeys)					
		High density commercial typologies (greater than 6 storeys)					
		Maximised building heights					
		Large scaled civic buildings					
		Vertical mixed use					
		Quality façade materials and architectural detailing					
		Larger format store integrated into mix-used buildings					
		Highest built forms within wider urban context					
		Large blocks with through block pedestrian links					
		Activated building edges to enhance public realm					
		Uniqueness of architectural character and landscape elements					
		Medium scaled commercial building at the centre (up to 6 storeys)					
		Human scaled architectural elements					
		High to medium density residential typologies (4 to 6+ storeys)					
		Neighbourhood scaled civic buildings					
		Fine grained walkable blocks					
		Larger format store integrated within main street					
		Range of housing typologies decreasing in scale as moves away from services at the centre					
		Local shops of a fine grain					
		Medium density residential typologies (2-4 storeys)					
Small pocket of commercial shops							
Movement	Public transport interchange						
	Active transport infrastructure						
	Rapid transit						
	Transport priority streets						
	Public transport super stops and frequent services (existing and planned)						
	Local public transport stops and services (existing and planned)						
	Built interface engaging with the street environment						
	High quality streetscape that builds place value						
	High quality streetscape elements						
	Carparking visibility minimised						
	Street parking integrated into streetscape						
	Pedestrian priority/ shared streets and laneways						
	Local and Activity Streets ¹⁴						
	Urban Connector Streets ¹³						
	Main Streets ¹³						
	City Hubs + Civic Spaces ¹³						
Activities	Civic/Community	Civic facilities*					
		Cultural facilities					
		Education facilities					
		Public facilities - libraries, recreation (gyms, courts, sports clubs and /or pools), community centres					
		Parks and public spaces					
		Community activity hub					
		Healthcare					
	Commercial	Employment core/ epicentre					
		Night life – night-time entertainment/ hospitality					
		Anchor stores					
		High employment hub					

¹⁴ One Network Framework Street categories

		Daily shopping needs					
		Weekly shopping needs including standalone supermarket					
		Local speciality / destination					
		Small scale offices					
		Range of services – regional catchment					
		Range of services – local catchment					
	Residential	High density residential (greater than 6 storeys)					
		High - medium density residential (4 to 6+ storeys)					
		Medium density residential (2-4 storeys)					
		Range of housing typologies decreasing in scale as moves away from services at the centre					

Appendix 4 – Centres Framework Maps

File Ref: BM220186.aprx / BM220186_01_CommercialCentres_A3L



Legend

- Central City
- Commercial Central City (South Frame) Mixed Use
- Commercial Central City Business
- Commercial Central City Mixed Use
- District Centre
- Large Neighbourhood Centre
- Small Neighbourhood Centre
- Local Centre
- Key Activity Centre
- Future Public Transport
- Primary Route
- Secondary Route



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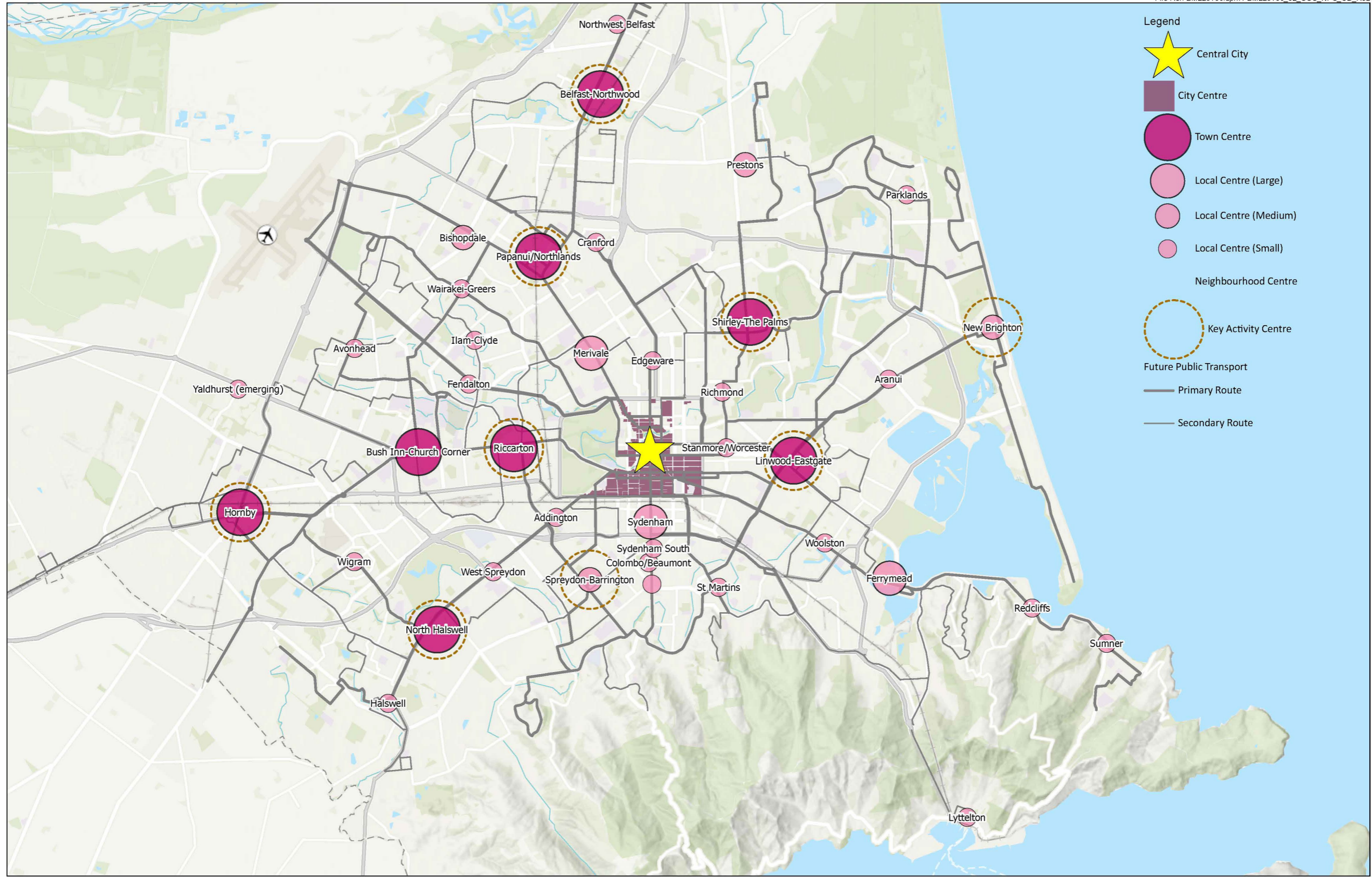
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Data Sources: Eagle Technology, LINZ, StatsNZ, NIWA, Natural Earth, © OpenStreetMap contributors, Eagle Technology, Land Information New Zealand

Projection: NZGD 2000 New Zealand Transverse Mercator

COMMERCIAL CENTRES FRAMEWORK
District Plan Centre Type
 Date: 04 April 2022 | Revision: 0
 Plan prepared for CCC by Boffa Miskell Limited
 Project Manager: jane.rennie@boffamiskell.co.nz | Drawn: BMc | Checked: OJo

Map 1



Appendix 5 – Definitions

Access

The ability to reach desired goods, services, activities, and destinations – and in the case of movement, reach a given destination (trip end), and the ability to make short trips within a location – as opposed to journeys passing through a location.

Access considers how people move within a place, including local walking and cycling, as well as how they get to and from the place. It also includes considering the provision of end-of-trip facilities like cycle racks, parking, and public transport routes and stops.

Accessibility

The ability for everyone, regardless of disability, personal circumstances, or where they live, to use and benefit from the transport network. This is achieved by designing for people with mobility impairment or vulnerability.

Adaptable

A building, place, or space that is able to adjust to new conditions, or to be modified for a new purpose.

Amenity

The 'liveability' of a place. A place's amenity is affected by its access to sunlight and views, access to facilities and services, and other design aspects. Amenity includes clean and fresh air, natural ventilation, and protection from noise. Expectations of amenity and comfort change over time.

Attractive

A building, place, or space that is aesthetically pleasing, or appealing.

Biodiversity

The variety of life on Earth and the natural patterns it forms. Current biodiversity is the fruit of billions of years of evolution, shaped by natural processes and, increasingly, by the influence of humans. It forms the web of life of which we are an integral part and upon which we fully depend.

Built environment

The constructed environment, as distinct from the natural environment. Encompasses all aspects of our surroundings made by people, and includes cities and towns, neighbourhoods, parks, roads, buildings, infrastructure, and utilities like water and electricity.

Built form

The regulatory and statutory frameworks that describe the three-dimensional articulation of building type, function, and use. These frameworks provide the limits within which architectural design operates. The limits are related to envelope, solar planes, setbacks, height, mass, and interface.

Connectivity

The number of connecting routes within a particular area, often measured by counting the number of intersection equivalents per unit of area. An area may be measured for its 'connectivity' for different travel modes – vehicle, cyclist, or pedestrian. An area with high

connectivity has an open street network that provides multiple routes to and from destinations. (Urban Design Guidelines for Victoria, Glossary)

Context

The physical, social, cultural, economic, environmental, and geographic circumstances that form the setting for a place or building.

Design

Design is a verb and a noun, both a problem-defining and problem-solving activity that brings together many different pieces of information in order to identify and develop new opportunities. Design should be understood as both a process put in place to do something, and an outcome of creating something.

Design process

A series of actions or steps taken to achieve a particular end. Design processes are not linear; they are iterative, collaborative, and circular, where feedback and ideas are intertwined and continual. Design processes help provide solutions to complex problems where many inputs and concerns are needing to be resolved.

Design

The tactile, physical attributes related to the material finishes and fixtures of the built environment. Design quality also relates to less tangible attributes regarding sense of place and belonging, and Aboriginal culture. Design quality needs to be valued and maintained over time.

Diverse

A building, place, or space that embraces a range of uses and users, to satisfy a broad demography and their multiple needs.

Equitable

A built environment that is fair and able to be accessed in a safe and dignified way by all citizens.

Fit for Purpose

1. A building, place, or space that works according to its intended use
2. In relation to any land selected, acquired or proposed to be dedicated as public space,

'fit for purpose' specifically refers to the proposed public space having qualities (such as grade, width, visibility) that make it capable of supporting the required uses including performative attributes such as being free from hazards and constraints that would encumber safe use.

Green Infrastructure

Green infrastructure is the network of green spaces, natural systems, and semi- natural systems that support sustainable communities and includes waterways, bushland, tree canopy, green ground cover, parks and open spaces that are strategically planned, designed, and managed to support a good quality of life in an urban environment.

Healthy

A building, place, or space that promotes positive social, emotional, mental, and physical health for its people.

Inclusivity

Recognition that every person has the right to participate in shaping the built environment and to benefit from urban development. It places particular focus on the most marginalised and vulnerable groups of society by promoting participation in planning processes and also diversity in representation. Inclusive cities enable everyone access to services, jobs, and opportunities and to be part of city civic and political life. (HABITAT III Glossary)

Integrated

A built environment that links communities and functions and activities within a cohesive place.

Interface

A point where two systems, subjects, elements, or organisations meet and interact.

Intersection

Intersections between streets, walking, and cycling paths, including through-site links.

Liveable

A built environment which supports and responds to people's patterns of living, and is suitable and appropriate for habitation, promoting enjoyment, health, wellbeing, safety, and prosperity.

Local character

The distinctive features or attributes specific to a neighbourhood, providing a sense of place and identity.

Mobility

Movement of people and goods from place to place – used to refer to connectivity to destinations and activities (in lieu of 'accessibility'). This is usually determined by the main mode (or modes) of transport and their catchments – e.g. a measure of mobility from a suburb to a centre may be the frequency and reliability of a given bus service passing through the suburb and centre. Mobility is generally distinct from local access (e.g. walking and cycling around a place).

Mitigation (of climate change)

Human intervention to reduce the sources or enhance the sinks of greenhouse gases. Mitigation (of disaster risk and disaster) is the lessening of the potential adverse impacts of physical hazards (including those that are human-induced) through actions that reduce hazard, exposure, and vulnerability. (HABITAT III Glossary)

Net zero

Net zero emissions means emissions are balanced by carbon storage. The more emissions are reduced, the less sequestration is needed to achieve net zero.

Night-time economy

Night-time economy can be defined as social or business activities that take place between 6pm and 6am. This includes a myriad of business activities, events and services generally categorised into three core areas of entertainment, food and drink. Non-core activities, such as transport, accommodation, education and retail services also contribute to a vibrant and lively night-time economy.

Open space

Land that has no buildings or other built structures, including green space.

Permeability

Permeability or connectivity describes the extent to which urban forms permit (or restrict) movement of people or vehicles in different directions. Permeability is generally considered a positive attribute of urban design, as it permits ease of movement and avoids severing neighbourhoods. (Wikipedia)

Place

Place is the interdependent relationship of people and their environment. It is a relational concept. 'Place' can't be comprehensively defined, but individual places can be described or understood by people in different ways and at different scales. Places are multi-layered and diverse environments. They are a synthesis of layers and elements generally understood through:

- meaning – people's understanding and connection to places, which reinforces personal or collective identity and belonging
- physical form – the physical attributes of the surrounding environment including its material, spatial, and natural qualities
- activity – the things that people do and the things that are happening in a particular location or area.

Place-based

A holistic understanding of context and the people who populate places to support the long-term needs of the wider community. It acknowledges a place's local knowledge, its unique history, culture, environment, and economy.

Precinct

A large area defined by physical characteristics or boundary constraints.

Precinct Structure Plan

As defined in the relevant instrument – generally understood as a framework document showing how development will occur in a given place, and including building parameters like height, density, shadowing, and environmental concerns. It is a visual document that details a clear strategy or plan for the physical transformation of a place, supported by financial, economic, and social policy documents which outline delivery mechanisms and implementation (variously also a precinct strategy or master plan, depending on scale and level of detail).

Public space

Places publicly owned, or designated for public use, that are accessible and enjoyable by all, free of charge and without a profit motive, including:

- public open spaces: active and passive spaces including parks, gardens, playgrounds, public beaches, riverbanks and waterfronts, outdoor playing fields and sports courts, and publicly accessible bushland
- public facilities: public libraries, museums, galleries, civic and community centres, showgrounds and indoor public sports facilities
- streets: streets, avenues and boulevards, squares and plazas, pavements, passages and lanes, and bicycle paths.

Quality

The standard of something, measured comparatively against things of a similar kind. 'Quality' can also describe something that is high grade and of superior excellence.

Regenerative design

Regenerative design is design that ensures the built environment has a net positive impact on natural systems. To progress towards regenerative design and systems for our planet, we need to understand how to design for all species while respecting planetary boundaries and using science- targets.

Resilience

The capacity of a social or ecological system to cope with a hazardous event or disturbance, responding or reorganising in ways that maintain its essential function, identity, and structure, while also maintaining the capacity for adaptation, learning, and transformation.

Resilience is a complex and dynamic system-based concept used differently in a variety of disciplines, and also a simple concept referring to the ability of a system to return to a previous or improved set of dynamics following a shock. It also refers to the potential for individuals, communities, and ecosystems to prevent, absorb, accommodate and recover from a range of shocks and stresses. (HABITAT III Glossary)

Responsive

Buildings, places, and spaces that react positively to place and local character and context.

Site

A parcel of land with associated land title. Land title is the evidence of a person's rights to land.

Skyline

A shape or pattern made against the sky, especially by buildings

Sustainability

The endurance of systems, buildings, spaces, and processes – their ability to be maintained at a certain rate or level, which contributes positively to environmental, economic, and social outcomes.

Value

A measure of what design is worth. Value is not merely related to economics, but includes an understanding of social, cultural and environmental factors as components contributing to the value of good design.

Walkability

The extent to which the built environment is friendly to the presence of people living, shopping, visiting, enjoying or spending time in an area without needing to use a vehicle. Factors affecting walkability include, but are not limited to, street connectivity, land-use mix, residential density, the presence of trees and vegetation, and the frequency and variety of buildings, entrances and other sensations and elements along street frontages.

