

Appendix 5: Further assessment of residential character of Banks Peninsula towns and settlements

1.0 Introduction and Background

A number of submissions¹ on Proposed Plan Change 4 – Short-term Accommodation (**PC4**) for the Christchurch District Plan sought less restrictive provisions for visitor accommodation in a residential unit in settlements on Banks Peninsula. The submissions reasoned that the comparatively high percentage of holiday homes in these settlements resulted in a different character to other residential zones in Christchurch City and that dwellings in these areas were less vulnerable to the amenity impacts of visitors staying in those dwellings when not in use by the owner.

The purpose of this further assessment is to better understand the composition of residential property use in Banks Peninsula settlements and the extent to which this impacts the residential character of those settlements. Non-rural settled areas on Banks Peninsula are primarily zoned Residential Banks Peninsula (e.g. Lyttelton, Akaroa town centre), Residential Small Settlement (e.g. Little Akaloa, Le Bons Bay) or Residential Large Lot (e.g. Teddington). Some settlements in whole or in part have zoning for papakāinga housing (e.g. Rāpaki, parts of Little River). Some very small settled areas retain rural zoning (e.g. Port Levy and Okuti Valley).

Table 1: Christchurch District Plan Residential and Rural Zones and Density of Dwellings in 2020 (Source: CCC Monitoring and Research). Bold text shows zones present on Banks Peninsula.

District Plan Residential Zones	Median Households per Hectare
Rural Banks Peninsula (RuBP)	.02
Rural Urban Fringe (RuUF)	.25
Papakāinga/Kāinga Nohoanga Zone (PKN)	.44
Residential Large Lot (RLL)	2.15
Residential Small Settlement (RSS)	8.64
Residential Hills (RH)	10.36
Residential Banks Peninsula (RBP)	13.20
Residential New Neighbourhood (RNN)	14.67
Residential Suburban (RS)	15.66
Residential Suburban Density Transition (RSDT)	20.79
Residential Medium Density (RMD)	29.14
Residential Central City (RCC)	43.70

PC4 proposed two sets of rules for unhosted visitor accommodation in a residential unit – one for most residential zones (and other special purpose or industrial zones that generally enable residential activity) and one for rural and papakāinga zones.

Residential Zones	Rural and Papakāinga zones
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¹ Decision requested numbers: **S6.1; S14.1; S16.3; S19.1; S33.1; S63.1; S100.5; S103.2; S122.1**

Controlled for 1-60 nights per year Discretionary for 61-180 nights per year Non-complying for 181+ nights per year	Permitted for 180 nights per year Discretionary for 180+ nights per year
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2.0 Summary of Recommendations

Settlement	Zone	Recommendation	Reasons
<i>Akaroa Harbour Basin Settlements</i>			
Akaroa	RBP	Change from residential to rural provisions for unhosted visitor accommodation in a residential unit	Census data and previous character studies suggest a high proportion of holiday homes. There is also a heavy reliance on the visitor economy to support commercial centres in this area. While the assessments of community resilience for Akaroa in particular noted concerns about housing affordability there are alternative options for providing social or affordable housing in Akaroa that would be more efficient and effective than limiting visitor accommodation in residential dwellings.
Barry's Bay	RSS		
Duvauchelle	RBP		
French Farm	RSS/RLL		
Robinsons Bay	RSS		
Takamatua	RSS		
Tikao Bay	RSS		
Wainui	RBP/RSS		
<i>Eastern Bays</i>			
Koukourarata	PKN	Retain proposal	Already zoned Papakāinga/Kāinga Nohoanga Zone where unhosted visitor accommodation in a residential unit is permitted for the first 180 nights.
Le Bons Bay	RSS	Change from residential to rural provisions for unhosted visitor accommodation in a residential unit	Dwellings are in relatively close proximity to each other but census data suggests very high percentage of holiday homes. Relatively isolated location and lack of a nearby employment base suggests settlements are primarily composed of bachs/holiday homes rather than longer-term residences.
Little Akaloa	RSS		
Okains Bay	RSS		
Pigeon Bay (coastal)	RSS		
Port Levy	RuBP	Retain proposal	Already zoned rural where unhosted visitor accommodation in a residential unit is permitted for the first 180 nights.
<i>Inland/Lake Wairewa</i>			
Birdlings Flat	RSS	Retain proposal	Census data and 2014 community profile suggest comparatively high proportion of residential dwellings. Similar commuting distance to the City as Diamond Harbour. Has a community hall supporting a local permanent population. Dwellings along the coast are in very close proximity to each other.
Cooptown	RSS	Change from residential to rural provisions	While zoned residential, this is a small group of houses in a rural setting with good separation distances between

Settlement	Zone	Recommendation	Reasons
		for unhosted visitor accommodation in a residential unit	houses and ample room for off-street parking.
Little River	RSS	Change from residential to rural provisions for unhosted visitor accommodation in a residential unit	While census data suggests there is still a substantial permanent residential population in Little River and it is still possible to commute to the city from Little River, a large proportion of the town is zoned Papakāinga/Kāinga Nohoanga Zone where unhosted visitor accommodation in a residential unit is permitted for the first 180 nights. It would be inconsistent to take a more restrictive approach in the RSS side of the town given the more permissive approach on the PKN zoned side.
Okuti Valley	RuBP	Retain proposal	Already zoned rural where unhosted visitor accommodation in a residential unit is permitted for the first 180 nights.
Kukupā/Pigeon Bay (inland)	RSS	Change from residential to rural provisions for unhosted visitor accommodation in a residential unit	Like Cooptown, this is a small cluster of houses in a rural setting with good separation between dwellings and room for off-street parking.
<i>Lyttelton Harbour</i>			
Allandale	RLL	Change from residential to rural provisions for unhosted visitor accommodation in a residential unit	Comparative low density of housing gives this zone a more rural character and larger separation distances between dwellings means amenity effects will be less pronounced
Charteris Bay and Church Bay	RSS	Retain proposal	Higher proportion of holiday homes than neighbouring Diamond Harbour but still substantial residential populations and areas with suburban character.
Diamond Harbour	BRP	Retain proposal	Majority residential population; Relatively easy commuting distance to City (40 minutes) means character is more similar to suburban Christchurch
Governors Bay	RSS	Retain proposal	Majority residential population; Easy commuting distance to City (25-30 minutes) means character is more similar to suburban Christchurch

Settlement	Zone	Recommendation	Reasons
Lyttelton and Cass Bay	RBP	Retain proposal	Majority residential population; Easy commuting distance to City (20 minutes) means character is more similar to suburban Christchurch
Purau	RSS	Retain proposal	Higher proportion of holiday homes than neighbouring Diamond Harbour but relatively easy commuting distances and close proximity of most houses still have a residential character
Rāpaki	PKN	Retain proposal	Already zoned Papakāinga/Kāinga Nohoanga Zone where unhosted visitor accommodation in a residential unit is permitted for the first 180 nights.
Teddington	RLL	Change from residential to rural provisions	As for Allandale above

3.0 Mix of occupancy type



Figure 1 Map of geographic areas used for analysis of 2018 census data

Settlement Name	District Plan Zone	% Dwellings Occupied on 2018 Census Night (6 March)
Akaroa Harbour Basin		

Akaroa	RBP	34%
Barrys Bay	RSS	48%
Duvauchelle and Robinsons Bay	RBP	39%
French Farm, Tikao Bay and Wainui	RSS	25%
Takamatua	RSS	27%
<i>Eastern Bays</i>		
Le Bons Bay	RSS	41%
Little Akaloa	RSS	6%
Okains Bay	RSS	48%
Pigeon Bay	RSS	42%
<i>Inland/Lake Waikare</i>		
Birdlings Flat	RSS	62%
Little River	RSS	89%
<i>Lyttelton Harbour</i>		
Cass Bay	RBP	92%
Charteris Bay	RSS	54%
Church Bay	RBP	74%
Diamond Harbour	RBP	80%
Governors Bay	RSS	91%
Lyttelton	RBP	86%
Orton Bradley	RSS	92%
Purau Bay	RSS	50%
<i>RSS Zone not on Banks Peninsula (for comparison)</i>		
Bridgend	RSS	93%
Kainga	RSS	87%
Spencerville	RSS	90%

There are some limitations on this data to the extent that the census does not clearly distinguish between permanent occupants and holiday home owners who happened to be staying in a dwelling on census night but the percentages do give a rough indication of the levels of permanent occupancy (i.e. to the extent that Little Akaloa with only 6% occupancy on census night is unlikely to have a large proportion of permanent residents and Spencerville with 90% occupancy on census night is less likely to have a large proportion of holiday homes. Census night was also in early March which is not a peak holiday time in the District.

This shows that settlements around Akaroa Harbour and the Eastern Bays generally have a majority of holiday homes as opposed to permanent residents while settlements around Lyttelton Harbour have a level of permanent occupancy that is more similar to RSS-zoned areas outside of Banks Peninsula.

4.0 Previous studies

A landscape study² undertaken by the Environmental Defence Society in 2004 included Banks Peninsula as a case study. It distinguished between settlement patterns in Lyttelton and Governor's Bay which were within easy commuting distance of Christchurch and retained a low proportion of unoccupied dwellings and settlement patterns around Akaroa Harbour and Okains Bay which, at the time of the study had 61.3% and 58.6% unoccupied buildings (presumably holiday homes) respectively. The study also noted that several respondents expressed concerns about the difficulty for residents to find accommodation in Akaroa, in part due to the large percentage of holiday homes. Future expansion of settled areas were identified as a risk to the landscape values on the peninsula but the study concluded that at the time of the study development pressures on Banks Peninsula were relatively low compared with other case study areas.

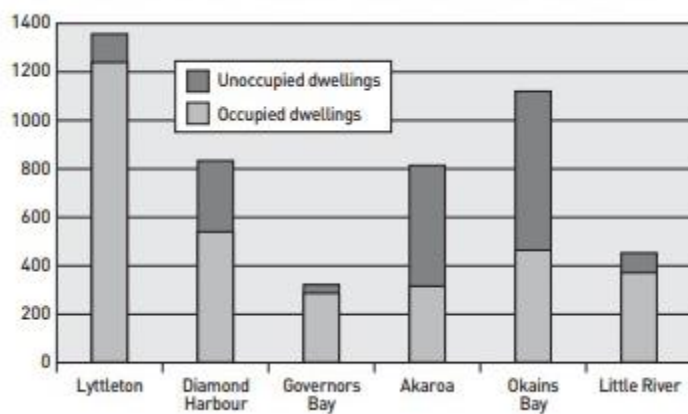


Figure 2 Proportion of occupied and unoccupied dwellings in selected Banks Peninsula settlements in 1991 (Source: EDS Landscape Study)

In 2008-2009, as part of its future growth planning, Christchurch City Council commissioned a study of the Akaroa Harbour Basin settlements. A number of technical reports were commissioned for this study including a study of the real estate market and a tourism carrying capacity study for Akaroa. Similar conclusions to the earlier EDS study were drawn regarding the proportion of holiday homes compared with permanent occupants in Akaroa.

² Peart, Raewyn (2004) *A Place to Stand*. Environmental Defence Society. Appendix 5.

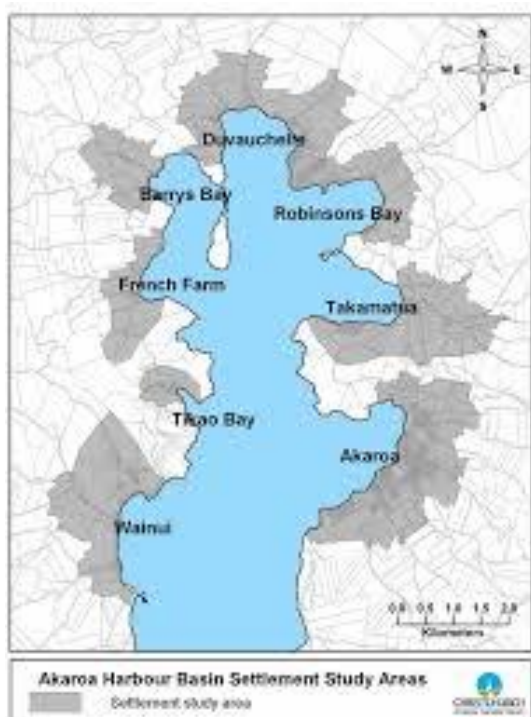


Figure 3 Banks Peninsula settlements covered by the Akaroa Harbour Basin Settlements study

After the earthquakes, in 2014, the Council also undertook profiles of the communities on Banks Peninsula in part to assess their resilience in the wake of the disruption. The table below summarises some of the descriptions and conclusions from those profiles that are relevant to understanding the degree of existing residential coherence and character in the settlements:

Settlement	Demographics	Community description/ issues
Akaroa	Population 624 Largest age cohort is 60-64 71% are couples without children	Reliant on tourism and holiday makers for its economic viability High proportion of holiday homes some of which are vacant for long periods of time. Rental properties are difficult to secure and are expensive limiting opportunities for young people and families to establish in the community. Lack of social and affordable housing has been identified as a concern.
Birdlings Flat ³	Population 168 Largest age cohort is over 65 29% are couples with children	A coastal bach settlement with a mixture of holiday and permanent homes. Character of the area is changing to include larger, more suburban-style homes. Residents feel disadvantaged and isolated by the lack of community buildings (at the time of the study) and recreation facilities. The population is increasing with families relocating from Christchurch due to the affordable price of land/housing.

³ <https://www.ccc.govt.nz/assets/Documents/Culture-Community/Stats-and-facts-on-Christchurch/CommunityProfile-BanksPeninsula-BirdlingsFlat.pdf>

Diamond Harbour/Port Levy ⁴	Population 1,545 Largest age cohort is 50-54 32% are couples with children	Diamond Harbour provides a focal point for the southern bay communities, with some local services centrally located. There are a number of community development and support organisations. Much of the older housing stock consists of modified and expanded baches; however, newer subdivisions have opened and substantial homes have been built to house the increasing resident population. Lack of social housing in the area means that locals may have to move through to the city to access social housing.
Governors Bay	Population 870 Largest age cohort is 50-54 42% are couples with children	Governors Bay provides a focal point for the western bay communities, with some local services and businesses centrally located. Some community support facilities and organisations with some closed due to the earthquakes. Much of the older housing stock in the area consists of modified and expanded baches. More recently, new homes were built to house the increasing resident population. When the last census was undertaken in March 2013, the median weekly rent in Governors Bay had risen dramatically from well below to well above the Christchurch median rent from the previous 2006 Census (increasing from \$181 per week in 2006 to \$330 in 2013 in Governors Bay. This is probably driven by the demand for short-term rentals while properties are receiving their earthquake damage repairs. People tend to stay in their community while their homes are repaired and the relatively small number of rentals (15 per cent) in the area may be driving up prices. Lack of social housing in the area means people may have to move to the city to access social housing.
Little River and Cooptown ⁵	Population 933 Largest age cohort is 45-49 42% are couples with children	There are a number of community facilities and events.
Lyttelton/Cass Bay/ Rāpaki	Population 2,859 Largest age cohort is 45-49 Median incomes are generally higher than Christchurch City 36% are couples with children	Has a number of community and recreational facilities with some closed due to earthquake damage. Lack of social housing in the area means that locals may have to move through to the city to access social housing.

⁴ <https://www.ccc.govt.nz/assets/Documents/Culture-Community/Stats-and-facts-on-Christchurch/CommunityProfile-LytteltonMtHerbert-DiamondHarbourPortLevy.pdf>

⁵ <https://www.ccc.govt.nz/assets/Documents/Culture-Community/Stats-and-facts-on-Christchurch/CommunityProfile-BanksPeninsula-LittleRiverWairewa.pdf>

During the last District Plan Review, summary assessments⁶ were made of the Banks Peninsula settlements including the character of each settlement and opportunity for growth. The key conclusions from those studies are summarised below:

Settlement	Character	Opportunity for growth/Other issues
<i>Akaroa Harbour Basin Settlements</i>		
Barry's Bay	Small enclave of houses with seasonal population. Surrounded by farmland with an open outlook and has a tranquil "cottage feel".	Some potential for small scale expansion.
French Farm	Widely spaced small clusters of semi-formal development set in a rural landscape. Primarily a seasonal boating community.	Some small scale expansion that retained the current cluster pattern and predominant open space/rural character of the area would be appropriate.
Robinsons Bay	Small buildings on large sections create a rural character. Enclosed with dense vegetation. Primarily seasonal population.	Potential for small scale expansion in some areas.
Takamatua	Too much development could remove the surrounding rural context which adds to the character and increasing seasonal population may erode the local community. Foreshore has a suburban grid layout, small bach like architecture in a rural setting. The north-facing area has a generally rural feel well hidden by dense vegetation and primarily a seasonal population. The Valley has a rural character and a much higher proportion of permanent residents.	Potential for development of vacant lots. Expansion at the foreshore should be kept to a minimum.
Tikao Bay	Dwellings have a bach-like character and are nestled in dense vegetation.	Recommendation for limits on new development to maintain the character and intimate nature of the settlement.
Wainui	Small dwellings with bach character. Primarily seasonal population.	Several undeveloped vacant parcels.
<i>Eastern Bays</i>		

⁶ Christchurch City Council (May 2015) *s32 Report for Stage 2 Residential Chapter Appendix 26 Banks Peninsula Small Settlement Area Summary Assessments*
http://resources.ccc.govt.nz/files/TheCouncil/policiesreportsstrategies/districtplanning/districtplanreview/dpr_residential_appendix26.pdf

Le Bons Bay	Dwellings have a bach character and a relaxed holiday atmosphere.	Some potential for expansion.
Little Akaloa	Small older dwellings mixed with larger new dwellings.	Some potential for development on existing vacant residential sites
Okains Bay	Primarily a permanent population with associated community facilities (including a school) nearby. The assessment noted the risk of increasing numbers of holiday homes eroding the existing community and affecting the sense of residential coherence.	Several large vacant lots with the potential to provide for additional residential development.
Pigeon Bay (coastal)	Small number of dwellings with a rural character	Further large scale development along the foreshore would compromise the small, isolated feel of the settlement
<i>Inland/Lake Wairewa</i>		
Birdlings Flat	Existing dwellings are primarily older.	Relatively large number of existing vacant lots. Limited potential to expand the settlement due to important indigenous vegetation and protected coastal areas surrounding it.
Little River/Cooptown	Residential areas behind commercial strips along main road. Semi-rural. Cooptown has a rural rather than a settlement character.	Some potential for development of existing vacant lots.
Kukupu/Pigeon Bay (inland)	Dwellings have a rural character with extensive vegetation surrounding properties.	Recommendation to retain the current settlement size to maintain the open space and quaint rural character. Significant vegetation clearance would erode the isolated character of the settlement.
<i>Lyttelton Harbour</i>		
Allandale	Rural-residential	Limited due to infrastructure constraints
Charteris Bay and Church Bay	Holiday homes more apparent with active relationship to the water (boat ramps, etc.) and more bach style development. Character of Church Bay begins to blur with Diamond Harbour. Some areas are suburban in character.	Pockets of developable space but risk of continuous coastal development blocking views/access to the water
Diamond Harbour	Well-developed residential area well supported by community facilities and services.	Significant amount of undeveloped residential land

Governors Bay	Primarily permanent residents as opposed to holiday homes	Potential for development in existing vacant residential lots. Expansion of the settlement may depend on infrastructure upgrades.
Lyttelton	Well-established township providing a range of low to medium density housing	Limited due to geotechnical and land access constraints, demand for on-street parking. Some housing is within the Lyttelton Port Noise Influences area.
Purau	Small-scale older development facing the beach with newer, more suburban development and lifestyle blocks inland	Limited due to infrastructure constraints but some future potential for larger lot development
Rāpaki	Small coastal settlement	Some undeveloped land zoned for housing but significant constraints, specifically with land instability