

CHRISTCHURCH DISTRICT PLAN

PRIVATE PLAN CHANGE 10

**PARTIAL REMOVAL OF MEADOWLANDS EXEMPLAR OVERLAY,
NORTH HALSWELL**

**PLANNING OFFICER'S REPORT UNDER SECTION 42A OF THE RESOURCE
MANAGEMENT ACT 1991**

19 APRIL 2021

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LIST OF ABBREVIATIONS

CERA	Canterbury Earthquake Recovery Authority
CRPS	Canterbury Regional Policy Statement
FDS	Future Development Strategy ('Our Space 2018-2048')
IHP	Independent Hearings Panel
IMP	Mahaanui Iwi Management Plan
IPI	Intensification Planning Instrument
LURP	Land Use Recovery Plan
MDRS	Medium Density Residential Standards
NPS	National Planning Standards 2019
NPS-UD	National Policy Statement on Urban Development 2020
ODP	Outline Development Plan
PPC10	See 'the plan change'
RFI	Request for further information
RMA / the Act	Resource Management Act 1991
RNN zone	Residential New Neighbourhood zone
s32	Section 32 of the RMA (evaluations)
the Council	Christchurch City Council
the Plan/DP	Christchurch District Plan
the plan change	Proposed Private Plan Change 10

1 EXECUTIVE SUMMARY

- 1.1.1 I have been asked by the Council to prepare this report pursuant to section 42A of the Resource Management Act 1991 (**the Act/RMA**). The report considers the issues raised by Private Plan Change 10 (**the plan change /PPC10**) to the Christchurch District Plan (**the Plan**) and submissions on Plan Change 10.
- 1.1.2 This report forms part of the Council’s ongoing reporting obligations to consider the appropriateness of the proposed provisions; the benefits and costs of any policies, rules or other methods; and the issues raised in submissions on PPC10. In addition to this report, the Section 32 report (**Appendix 1**) and associated RFI documentation related to PPC10¹ should be considered.
- 1.1.3 The discussion and recommendations included in this report are intended to assist the Commissioner and submitters on PPC10. The recommendations contained within this report are not the decision of the Commissioner.
- 1.1.4 Private Plan Change 10 seeks to remove the southeastern portion (9.63 ha) of the Meadowlands Exemplar Overlay, located to the southeast of Manarola Road and Brancion Street, within the North Halswell Outline Development Plan area. The land will continue to be subject to the provisions for the Residential New Neighbourhood (RNN) zone. The Exemplar Overlay was introduced in the Land Use Recovery Plan, which took effect in December 2013. Action 8 of that Plan is about “exemplars”. The text of the LURP states at page 18 that these “will be models for future housing developments, providing affordable, attractive and energy-efficient medium density housing suited to the location”. Decision 4 of the District Plan Review (February 2015) introduced Exemplar provisions into the District Plan. The Exemplar added rules to those for the RNN zone and also replaced some of the RNN rules with new ones e.g. some of the built form standards are different.
- 1.1.5 The northwest portion of the Exemplar area has been completely subdivided and is now largely developed with houses, roading and open space areas and some community facilities e.g. a childcare centre. The intention of the Exemplar was that all of the area be developed via one or more comprehensive subdivision and land use consents. This proved difficult in practice and a number of resource consents and variations to consents to depart from Exemplar provisions were sought and granted over the period between 2015 and early 2021. The bulk of the development

¹ See Council website at <https://ccc.govt.nz/the-council/plans-strategies-policies-and-bylaws/plans/christchurch-district-plan/changes-to-the-district-plan/proposed-changes-to-the-district-plan/pc10/>

to date has been under a hybrid of the provisions for the Exemplar and more standard RNN zone provisions, included as consent conditions. Because development has not proceeded under comprehensive subdivision and land use consents, proposals for each house require resource consent as non-complying activities.

- 1.1.6 The developer Spreydon Lodge Ltd (trading as Halswell Commons) has now decided that it wishes to facilitate the development of the balance, being the southeastern portion of the land covered by the Exemplar, by having that part of the Exemplar Overlay uplifted, to enable development to proceed under a standard RNN zoning. The applicant is of the view that this would speed up further development and simplify the planning regime applying. They also state that removal of the Exemplar provision will fit better with what the market wants by giving prospective purchasers greater autonomy to design houses that are more in line with their personal circumstances and preferences, rather than being tied to a predetermined house design for particular lots.
- 1.1.7 The private plan change provisions of the second part of Schedule 1 of the RMA were followed in processing this plan change.
- 1.1.8 Only one submission was received on Private Plan Change 10. This submission by the Waipuna Halswell- Hornby-Riccarton Community Board opposes the Plan Change. No further submissions were received. The main issues raised by the submitter are:
 - a. Process concerns: Alternative processes under the RMA (by implication resource consents) could achieve the same end e.g. flexibility for purchasers.
 - b. Outcome concerns: The submitter considers that the Exemplar would provide a more certain outcome and higher standard of neighbourhood design, whereas departure from the Exemplar would lead to a less certain outcome and probably a lower standard of neighbourhood design.
- 1.1.9 Having considered the notified plan change material, the submission received, the comments of the Council's expert advisors at RFI stage, and their expert advice since submissions closed, I have evaluated the proposal and recommend that PPC10 be approved.

2 INTRODUCTION

REPORTING OFFICER

- 2.1.1 My name is Glenda Dixon. I am a Senior Policy Planner in the City Planning Team, Infrastructure, Planning and Regulatory Services Group of the Christchurch City Council (the Council). I have been in this position since 2007.
- 2.1.2 I hold an MA (Hons) Degree from Massey University, a Diploma in Town Planning from the University of Auckland, and a Certificate of Proficiency in Advanced Resource Management Law from Lincoln University. I am a full member of the New Zealand Planning Institute.
- 2.1.3 I have 26 years of experience in planning and resource management, 24 of these in New Zealand and 2 in England. I have worked as a policy planner for the Christchurch City Council and several other Councils, on a wide variety of projects.
- 2.1.4 Although this is a Council hearing, I confirm that I have read the Code of Conduct for Expert Witnesses contained in the Environment Court Practice Note and I agree to comply with it. I confirm I have considered all the material facts I am aware of that might alter or detract from the opinions that I express. I confirm this evidence is within my area of expertise, except where I state I am relying on the evidence of another person. I am authorised to give this report on behalf of the Council.
- 2.1.5 I have only been involved in this Plan change since immediately before the decision that Council should accept the proposed plan change for notification. I was not involved in early discussions with the applicant and applicant's agent or the Request for Further Information process.

THE PURPOSE AND SCOPE OF THIS REPORT

- 2.1.6 This report has been prepared in accordance with Section 42A of the RMA to assist the Commissioner in considering the issues raised by the submissions to PPC10. It makes recommendations on PPC10 and the submission received on it.
- 2.1.7 The purpose of this report is to:
- a. highlight relevant information and issues regarding Private Plan Change 10 , in terms of the statutory requirements;
 - b. consider the issues raised and the relief sought in the submission, and then make recommendations on whether to accept or reject each submission point.
- 2.1.8 My recommendations as to acceptance, acceptance in part or rejection of the submission can be found in **Appendix 10** – Table of Submission with Recommendations and Reasons.

2.1.9 The scope of this report includes:

- a. An overview of Plan Change 10, including background and a brief summary of matters relevant to the plan change;
- b. Statutory considerations and instruments as outlined in the Section 32 report. Additionally, the following instruments were considered:
 - i. The Resource Management Act 1991 (**RMA**);
 - ii. The Resource Management (Enabling Housing Supply and Related Matters) Amendment Act 2021, and the Medium Density Housing Standards contained in Schedule 3A to that;
 - iii. The National Policy Statement on Urban Development 2020 (**NPS-UD**);
 - iv. Greater Christchurch Regeneration Act 2016 (**GCRA**) and the Land Use Recovery Plan (**LURP**) – December 2013. Most of the GCRA, including s60 (on recovery plans) expired on 30 June 2021, so rather than Council being required to “not act inconsistently with” the Land Use Recovery Plan, it now only has to “have regard to” it in accordance with s74 of the RMA;
 - v. National Policy Statement on Urban Development 2020 (**NPS-UD**) and the related Greater Christchurch strategy - ‘Our Space 2018-2048’ which is a Future Development Strategy (**FDS**) for Christchurch;
 - vi. The Canterbury Regional Policy Statement 2013 (**CRPS**);
 - vii. Mahaanui Iwi Management Plan 2013 (**IMP**);
- c. Overview of the relevant Christchurch District Plan Objectives and Policies;
- d. Matters relevant to the Plan Change as outlined in the s32 report prepared by the applicant plus raised by Council’s experts;
- e. An overview, analysis and evaluation of the submission received, and recommendations;
- f. Consideration of the Plan Change in terms of Part 2 of the Act;
- g. Conclusions and recommendations.

2.1.10 In addition to considering the Section 32 report and the submission, I have taken into account the advice and recommendations of the following experts:

- a. Jane Rennie (Associate Partner/Urban Designer, Boffa Miskell, for Council) - Urban Design (refer to **Appendix 4**);
- b. Russel Wedge (Team Leader, Parks Policy and Advisory, Parks Unit CCC) - Provision of Reserves and Street trees - (refer to **Appendix 5**);
- c. Andrew Milne (Senior Transportation Planner, Transport and Waste Management Unit, CCC) - Transportation- (refer to **Appendix 6**);
- d. Brian Norton (Senior Stormwater Planning Engineer, Three Waters Unit, CCC) - Stormwater - (refer to **Appendix 7**);
- e. Daniela Murugesh (Senior Planning Engineer, Water and Wastewater, Three Waters Unit, CCC) - Water and Wastewater - (refer to **Appendix 8**);

- 2.1.11 Any conclusion and recommendations made in this report are my own and are not binding upon the Commissioner or the Christchurch City Council in any way. The Commissioner is required to consider all submissions and evidence presented at the hearing. It should not be assumed that the Commissioner will reach the same conclusions as I have when he/she has heard and considered all of the evidence presented.
- 2.1.12 For clarification of naming, the first part of the Meadowlands Exemplar development adjoining Halswell Road is known as “Halswell Commons”. In this report I have also called this area “the first stage of Halswell Commons”. The land which is the subject of this plan change adjoins Halswell Commons to its southeast. I have generally called this land the PPC10 area, and PPC10 seeks to remove the Meadowlands Exemplar Overlay from this second part of the Exemplar Overlay area. The underlying RNN zoning would remain. A third area on Sparks Road which is not included in the Exemplar Overlay and which has a standard RNN zoning has been subdivided by Danne Mora Holdings, the holding company for Halswell Commons. This area is currently being developed, and is known as Meadowlands.

3 PRIVATE PLAN CHANGE 10 OVERVIEW

EXISTING PLAN PROVISIONS

- 3.1.1 The existing Plan provisions for the Plan Change 10 area are the Residential New Neighbourhood zone with a “Meadowlands Exemplar Overlay”. The applicant seeks to have the latter removed. The land the request relates to is the south-eastern part of the Overlay, from Manarola Road south. The whole Overlay area is to be developed in accordance with the North Halswell Outline Development Plan in Appendix 8.10.4 to the District Plan.
- 3.1.2 The north-western part of the area is also owned by Spreydon Lodge, and is now largely developed, so will remain under the Exemplar Overlay to recognise the provisions applying to the development that has already occurred there.
- 3.1.3 The difference for the PPC10 area, between the development outcomes which might be expected under the Exemplar and those which might be expected under the standard Residential New Neighbourhood provisions, is a key matter for this plan change and will be discussed in more detail in sections 7 and 8 below.
- 3.1.4 Key Plan provisions specific to the Meadowlands Overlay are as follows:
- a. Chapter 8 Subdivision Objective 8.2.2.b: A comprehensively planned development in the Meadowlands Exemplar Overlay in the Residential New Neighbourhood (North Halswell) Zone that is environmentally and socially sustainable over the long term.
 - b. Policy 8.2.2.12: Meadowlands Exemplar Overlay Comprehensive Development (as this is lengthy see Ms Rennie’s appendix for the complete policy to this report for the complete policy).
 - c. Rule 8.5.1.3 RD15 – Comprehensive subdivision and land use activities that implement the Meadowlands Exemplar approved by the Council on 24 April 2014 (see **Ms Rennie’s Appendix 2** for the complete rule). The key elements of the rule for present purposes are:
 - i. The subdivision and land use consent shall be processed together;
 - ii. Built form standards are a maximum height of 11m, a maximum of 3 storeys and a minimum of 2 storeys facing the Key Activity Centre;
 - iii. The comprehensive subdivision and land use consent application shall be accompanied by a Neighbourhood Plan covering at least 8 ha;
 - iv. Any application should contain 3 or more of the building typologies of: standalone house, duplex, terrace and apartment, with no single typology making up more than two thirds of the total number of residential units;
 - v. The comprehensive subdivision and land use consent application shall only be in accordance with the Meadowlands Exemplar approved by the Council on 24 April 2014.

- vi. There is a requirement to comply with Rule 8.6.8 (e) for wastewater disposal, which includes a requirement for the outfall for wastewater disposal to be to the Pump Station 42 catchment or connected to the South East Halswell pressure sewer network once this is available.
- d. Rule 8.5.1.5 NC8 makes any subdivision or land use activities that are not part of a comprehensive subdivision and land use activity, non-complying activities.
- e. Rule 8.6.13 Neighbourhood Plan sets out what the Neighbourhood Plan is to contain. There should be a Context and Site analysis, Detailed Design Statement and Neighbourhood Plan set, and there are detailed specifications for these.
- f. Rule 8.8.15 RNN zone Outline Development Plans – North Halswell (Meadowlands Exemplar Overlay) contains Matters of Discretion for not complying with Subdivision rule RD15 summarised in c. above. These are especially lengthy (see **Ms Rennie’s Appendix 2**), and cover a wide range of matters. They do not restrict discretion for assessment of subdivision activities that are not part of a comprehensive subdivision and land use activity, as these are non-complying activities under Rule 8.5.15 NC8. Rule 8.8.15 matters apply only to non-compliance with the Outline Development Plan for North Halswell. However they have been used as part of assessments for non-complying activity land use consents and subdivision consents, along with other broader matters.

3.1.5 A **Neighbourhood Plan** set covering the PPC10 area was provided to and accepted by Council as part of earlier applications (RMA/2018/2868C for subdivision consent and RMA 2019/1069 for land use consent) for 58 (later revised to 54) lots in the first part of Halswell Commons, and that Plan set covers both that area and the PPC10 area. (see **Ms Rennie’s Appendix 3** for conditions of land use consent RMA 2019/1069, and **her Appendix 6** for the Neighbourhood Plan sheets). The Plan set includes several plan sheets, all of which provide maps for the whole area, including: a potential subdivision layout; residential typologies – which type of residential unit should go on each site; lot development controls i.e. minimum and maximum road setbacks with vehicular access points from rear lanes; a roading hierarchy and map of reserves and “living streets”; road corridor cross section details; and an infrastructure plan.

3.1.6 The original application documents for this subdivision (RMA/2018/2868) also contained Appendices including “Neighbourhood Plan Set and Key Design Principles”, and “Architectural Design Principles” (see **Ms Rennie’s Appendix 4** for the latter) which are generic statements covering the whole of the Exemplar area.

3.1.7 Neither the approved Neighbourhood Plan set, nor the Architectural Design Principles form part of the District Plan. Together with the subdivision and land use consent documentation for the first stage of the Halswell Commons development, these past application documents provide a good indication of what the development form could be for the PPC10 area under the Meadowlands Exemplar, although they would not bind any future application for comprehensive subdivision and

land use consent for that PPC10 area. Any such future application could provide a new Neighbourhood Plan with a different roading layout and form of development than shown and described in the RMA/2018/2868C and RMA/ 2019/1069 documents.

- 3.1.8 The Meadowlands Exemplar approved by Council in April 2014, which development is to be in accordance with under Rule 8.5.1.3. RD15 of the District Plan, does not form part of the District Plan either. More information on this is provided in section 3.2 Background below.
- 3.1.9 The Exemplar provisions currently applying in the District Plan are outlined in section 2.4 of the applicant's section 32 report, and Section 6 of the Section 32 report, "Assessment of Environmental Effects of the Proposed Change" contains broad evaluative statements on the effect of the proposed plan change. However, the Plan Change documents lodged for Private Plan Change 10 did not include any of the previous Neighbourhood Plan map sheets illustrating the Exemplar concept, making it difficult to visually understand the potential differences between the two scenarios, (Exemplar and standard Residential New Neighbourhood zone provisions), or the effect that the plan change could have on resulting development and environmental outcomes in the PPC10 area. Adjoining residents could of course look to the existing Exemplar area development as realized on the ground as a guide, and those within the existing Exemplar area would have some broad idea of the Exemplar process.
- 3.1.10 The second response to the RFI dated 23 August 2021 (on Council's District Plan webpage, separately to the section 32 report: <https://ccc.govt.nz/the-council/plans-strategies-policies-and-bylaws/plans/christchurch-district-plan/changes-to-the-district-plan/proposed-changes-to-the-district-plan/pc10/>), does include a table comparing Meadowlands Exemplar zone rules with RNN zone rules.
- 3.1.11 One of the reasons that Council staff had some difficulty understanding the potential effects of the plan change proposal, which resulted in a lengthy RFI, is that the District Plan provisions on the Exemplar are not self-contained and in my view are not especially well written.
- 3.1.12 Enquiries from several adjoining residents after the Proposed Plan Change was notified indicated that those residents did not understand the documents provided, e.g. my notes record statements including "Wanted more information on what would be different about the next stage of subdivision", "Wanted to better understand what the [notification] letter meant", and "Wants a layman's explanation of how it will affect her and the land behind".

BACKGROUND TO THE PLAN CHANGE

- 3.1.13 The site of proposed Plan Change 10 and the wider area south of Halswell Road was identified as a proposed Residential Area in the South West Area Plan produced by the Council in 2009. The

whole area, including land not owned by Spreydon Lodge Ltd, was zoned Rural 2 in the City Plan. It was subject to draft Plan Change 68, an overall ODP drafted partly by Spreydon Lodge but which was to be adopted by Council as a Council plan change and draft Plan Change 69, a private plan change to rezone parts of the block, both to the Operative District Plan (the City Plan), beginning in 2012 and extending into 2013.

- 3.1.14 At this time geotechnical investigations were undertaken, indicating that the land was a mix of Technical Category 2 (TC2) and Technical Category 3 (TC3) performance in terms of its liquefaction potential during earthquakes, and it was also evident that there were significant stormwater disposal issues in this block and the wider area including Aidanfield. It was also becoming evident that there was an undersupply of retail floorspace to serve the growing Halswell population, and a new Key Activity Centre (large commercial centre) was proposed on the block.
- 3.1.15 Plan Changes 68 and 69 did not reach the point of public notification. Instead they were overtaken by the Land Use Recovery Plan, which was produced by CERA in late 2013, with input from the constituent local authorities of the Greater Christchurch area, and following the Canterbury Earthquakes. This identified the whole block including Halswell Commons and adjoining areas as a Greenfields Priority area to be shown as such in Chapter 6 of the RPS Map A, (further discussion in 5.2 below). The Land Use Recovery Plan also included Action 8, which stated that a decision was to be made on part of the area becoming an Exemplar medium density housing project within 9 months.
- 3.1.16 In the District Plan review, a Commercial Core zoning was approved adjoining Halswell Road and the balance of the land was zoned as Residential New Neighbourhood. Spreydon Lodge obtained consent for a “Main Street” type commercial development on their land near Halswell Road and to the west of the first part of the Exemplar residential area around 2019, but this consent is unimplemented at this time. Recently (2021) Woolworths obtained consent via a direct referral application to the Environment Court for a large commercial development with residential development nearby, on the centre block of the ODP area.

“Meadowlands Exemplar approved by the Council on 24 April 2014” and District Plan Review

- 3.1.17 A report to Council at its 24 April 2014 meeting sought and obtained approval in principle to the Spreydon Lodge (Halswell North) Medium Density Housing Exemplar Project, in line with Action 8 of the Land Use Recovery Plan (LURP). The report evaluates a Statement of Commitment provided by Danne Mora (Spreydon Lodge Ltd’s parent company), appended to the Council report as Attachment 2. The Statement of Commitment is referred to in the District Plan at Rule 8.8.15 Matters of Discretion (see 3.1.4.f above). The Statement of Commitment was evaluated against seven criteria (see below in 3.2.7) approved by Council in February 2014, at a stage when the LURP had identified 6 candidate exemplar projects. The Spreydon Lodge development was identified as

one of two larger scale private sector developments, the other being at Riccarton Racecourse. The latter did not eventually proceed as an Exemplar, nor did any of the four Housing New Zealand and Council public sector redevelopments contemplated at that time as Exemplars.

- 3.1.18 As noted in paragraph 1.1.4, the purpose of Action 8 was to support the delivery of high quality new housing which can showcase delivery of a wider range of housing choices, with a clear emphasis on affordability, to meet more diverse demands within the housing market. Exemplars were to demonstrate that medium density housing can offer diverse and attractive housing choices and living environments for all sectors of the market.
- 3.1.19 The criteria which the Statement of Commitment covers, with more detail from the Statement itself included here in italics, are:
- a. High quality, safe and accessible residential environments that address their neighbourhood context – *including perimeter block design with shared laneways and living streets (some streets are multifunctional). Comprehensive block design e.g. of building configuration, space configuration and landscape treatments.*
 - b. Well-built and energy efficient – *homes built to Homestar 6 standard.*
 - c. Innovation within the housing market – *comprehensive development (combining subdivision and building stages) to maximise amenity, safety and efficiency. Agreement of broad housing typologies at the outset and a design code to enable minimal consenting of subsequent land parcels. Some shared ownership housing via a trust offering affordable housing.*
 - d. Appropriate to the locality – *including links to infrastructure networks.*
 - e. Affordability of Housing Products – *use of more two storey building forms and smaller sites and homes. 10% shared ownership and 12% “affordable by design”. E.g. 2 and 3 bedroom units were proposed.*
 - f. Medium Density – *15-18 households per ha on the RPS “net density” definition. A third of sections in excess of 400m².*
 - g. Showcasing and sharing of Exemplar experience -- *showing how residential areas can be developed to generate a sense of place and community.*
- 3.1.20 The terms of reference for the Hearings Panel for the Christchurch Replacement District Plan set by the Minister under the Replacement District Plan Order in Council, included “rezoning for exemplar housing areas under Action 8 of the Land Use Recovery Plan, to be publicly notified in the first draft proposals”, as a matter of priority, on which the Minister required the IHP to make a decision by the end of February 2015. Decision 4 was issued on 26 February 2015. It introduced the provisions currently in the District Plan for the Meadowlands Exemplar by consent between the parties (including the Council, the Crown, Danne Mora, and Spreydon Lodge Ltd) after mediation, and without a hearing.

- 3.1.21 The land was zoned Residential New Neighbourhood zone in 2017 through Decision 17 (Stage 2 Residential) of the IHP. This zoning underlies the Meadowlands Exemplar, although the Exemplar contains some provisions which differ from and take precedence over the base zoning, e.g. height and setbacks differ.

Consents for the first part of the Meadowlands Exemplar

- 3.1.22 The applicant's section 32 report mentions a lengthy series of consents and variations to consents applied for in respect of the north western half of the Exemplar area, and the first response to the RFI (dated 27 May 2021) lists around 30 of these consents, noting that this is not an exhaustive list. A response to the difficulties the applicant had been experiencing in progressing the Exemplar was to apply for subdivision and then land use consents covering a larger area, (see 3.1.5 above), in an attempt to achieve a framework that would not require variation of the underlying land use consent for changes to individual building designs. The approved subdivision consent included consent notices, with the approved land use application imposing conditions relating to built form.
- 3.1.23 The land use consent included a range of conditions which effectively modified the land use provisions applying, to become a hybrid between the Exemplar and standard RNN provisions. It appears that the conditions were drafted and redrafted between the applicant and Council, with the outcome still being a complex set of development standards.
- 3.1.24 Conditions in this "global" land use consent (RMA 2019/1069, consent conditions at **Ms Rennie's Appendix 3**), were:
- a. The energy efficiency requirement was modified to remove the need for compliance with the Homestar 6 requirement as set out in the Statement of Commitment to the Exemplar. Instead there were conditions eg insulation requirements described in the application document as still being a significant improvement on the Building Code and on standard Residential New Neighbourhood zone outcomes.
 - b. Affordability: Any condition directly addressing affordability in the Statement of Commitment for the Exemplar - proportions of "shared ownership" and "affordable by design" houses - was abandoned, as it was argued that variation in housing "products" would be largely achieved through the variation in lot sizes as a result of the subdivision consent.
 - c. Conditions titled "Meadowlands Exemplar Character" were broadly:
 - i. Layout in accordance with the Neighbourhood Plan e.g. including laneways and rear vehicular access to sites;
 - ii. Residential unit typologies, vehicle access and road boundary setbacks in accordance with the Neighbourhood Plan;
 - iii. Landscaping and fencing in accordance with the plans provided with the Neighbourhood Plan and consent application;

- iv. Roofs with a minimum pitch of 28 degrees, with no hip roofs facing a road; (similar to but stricter than the Meadowlands Design Guide– this is appended to Ms Jane Rennie’s evidence);
 - v. Front doors to face a road boundary with a covered porch;
 - vi. Any façade facing a road or reserve boundary to have a minimum of 15% glazing, with that glazing to be vertically oriented;
 - vii. Roofs not to be of unglazed tiles or shingles (similar to the Meadowlands Design Guide);
 - viii. A maximum height of 11m (this is an actual Exemplar rule in 8.5.1.3 RD15, but also applies to comprehensive development in the RNN zone).
- d. Conditions deriving from the Residential New Neighbourhood zone were:
- ix. Maximum coverage of 45% for standalone house sites and 50% for duplexes (the same as the RNN rule for comprehensive developments);
 - x. Minimum outdoor living space of 30m², as for the RNN zone;
 - xi. Recession planes as for the RNN zone;
 - xii. Minimum internal boundary setbacks of 1m and setbacks for living area windows or balconies above ground level of 4m, as for the RNN zone;
 - xiii. Minimum net floor areas according to number of bedrooms, as for the RNN zone.

3.1.25 Following the series of land use consents and variations to them, and after the “global” consents covering larger areas, the section 32 report records at 5.1.1 that the applicant originally requested that the removal of the Meadowlands Exemplar Overlay occur as part of proposed Plan Change 5F to the District Plan (notified in October 2020). This Plan change included a number of minor zoning boundary amendments which were mostly corrections. Council’s advice to the applicant was that a private plan change request was a more appropriate response to the concerns raised.

Private plan change application

3.1.26 A private plan change application was lodged in March 2021.

3.1.27 The section 32 report outlines the following concerns with the complex planning regime applying to the land:

- a. The approach is based on “comprehensive development” which involves subdivision and building design and consent occurring concurrently. It is noted that this can work well for group housing, i.e. housing that is designed, built and sold by a single entity. However the applicant has found it difficult to attract group buyers or builders as partners, e.g. for large development lots, when these are tied by Neighbourhood Plan and Architectural Design principles.
- b. Both group and individual purchasers have been put off by the level of complexity of the Neighbourhood Plan and Design Guide.

- c. Pre-design of all buildings is inflexible and does not allow for autonomy for purchasers to build to their own preferences. Individual houses become non-complying by definition, as they are not part of a “comprehensive” subdivision and land use consent.
- d. There is no discretion to vary elements of Neighbourhood Plan, leading to a constant need for resource consents or variations to conditions of previous consents.
- e. Consents involve Council discretion and interpretation about urban design matters.
- f. Council staff in non-planning units do not always support design elements of the approved Neighbourhood Plan.

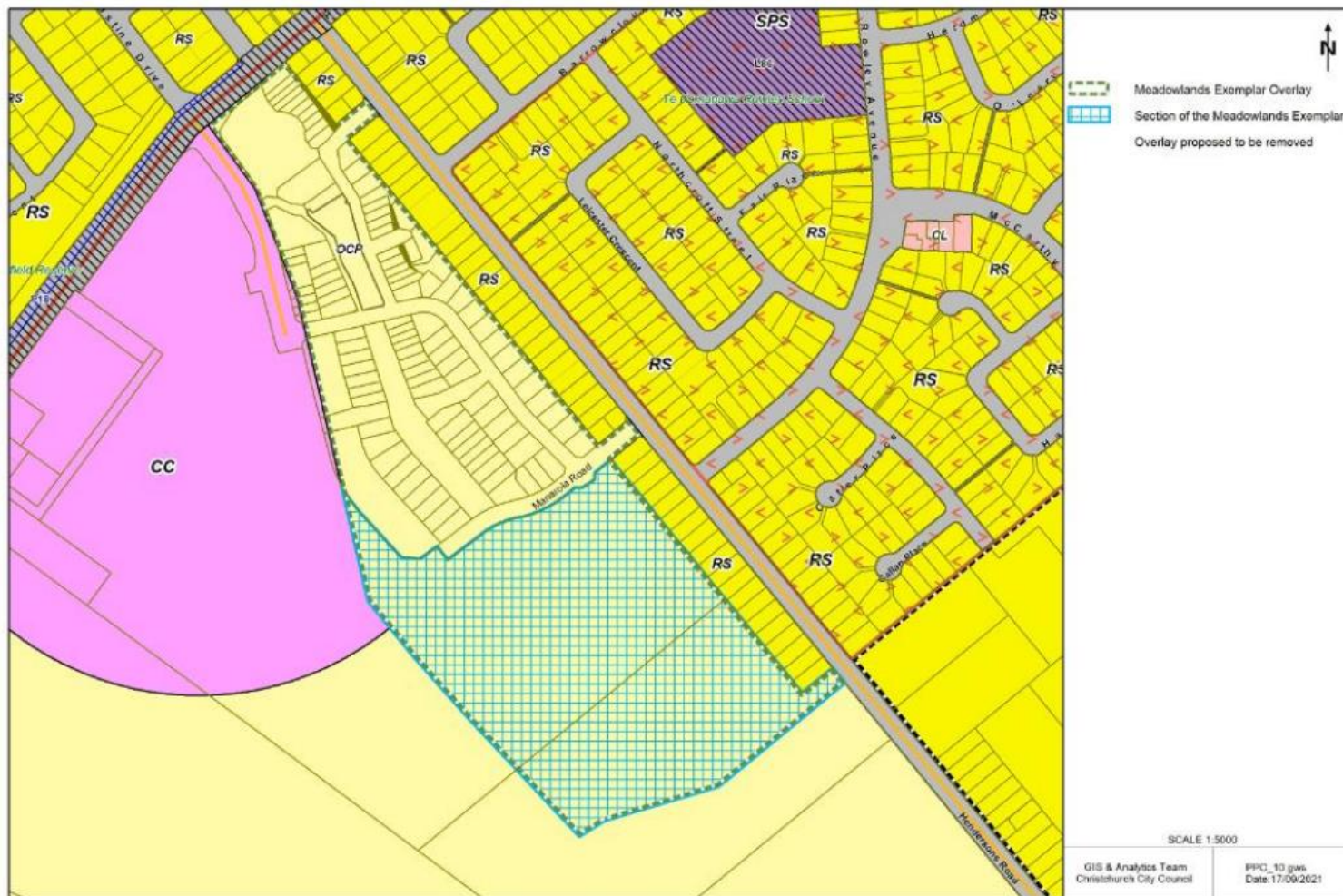
3.1.28 All of these factors are put forward as resulting in lengthy and costly consent processes and development proceeding at a very slow pace compared to RNN areas not subject to the Exemplar Overlay. The applicant currently has a standard RNN development accessed off Sparks Road in another part of this ODP area, which has proceeded at a faster pace.

3.1.29 Plan Change 10 was developed by the applicant to address the issues in 3.2.15, and relies largely on documentation provided to Council over the history of development of the site, rather than providing any new technical advice. The key considerations relevant to the plan change, including the actual and potential effects of the proposal, and the proposed mitigation measures, are discussed in the Section 32 report. These matters will be discussed in more detail in sections 7 and 8 of this report.

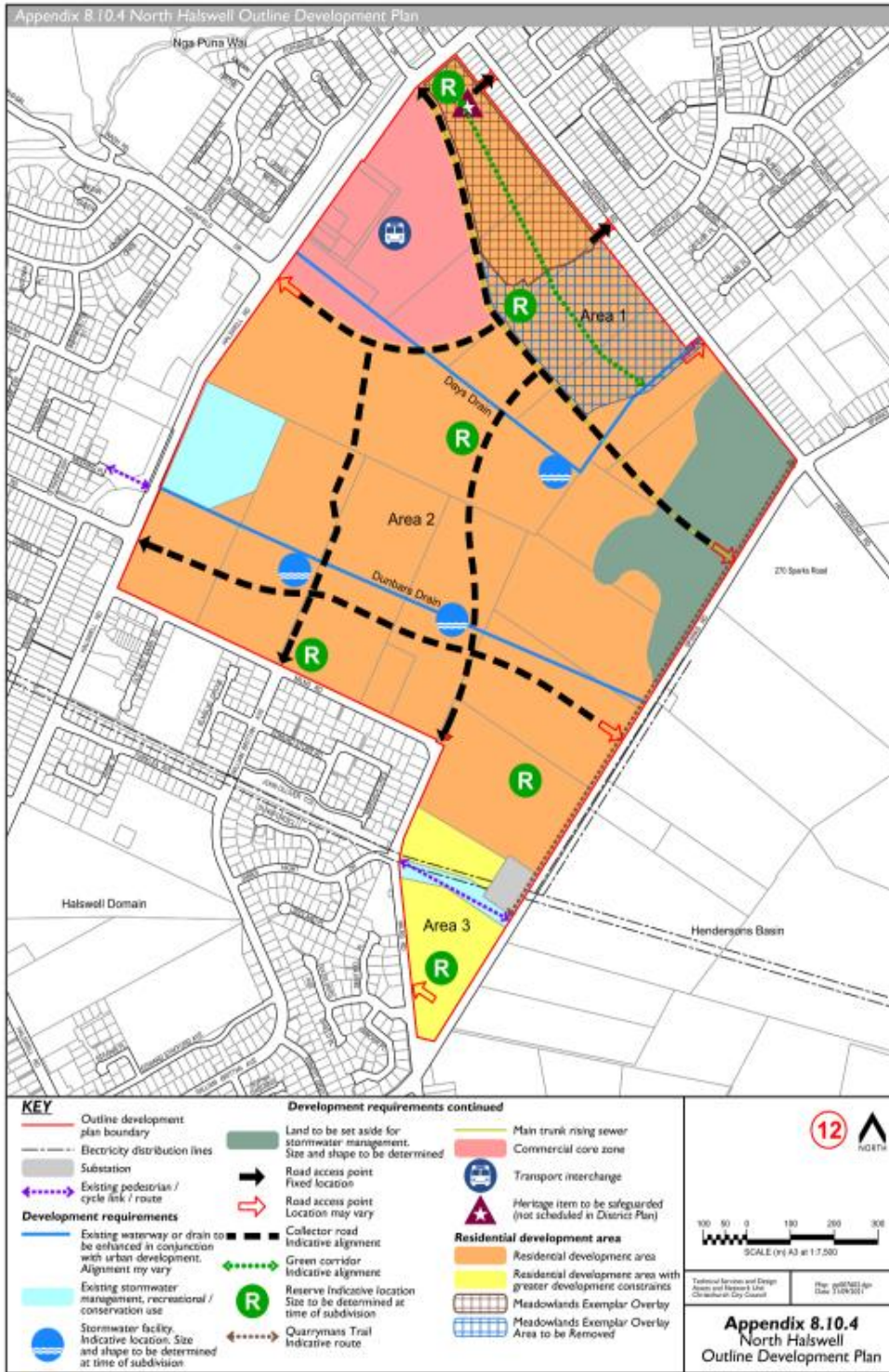
SUMMARY OF THE PLAN CHANGE

3.1.30 Plan Change 10 seeks to uplift the south-eastern portion of the Exemplar on the land to the south of Manarola Road, and shown on Planning Map 45A. The land would continue to be subject to the underlying Residential New Neighbourhood provisions of the District Plan, although as noted above, some of the built form standards of this zone are different to the Exemplar provisions. The land would also continue to be part of the North Halswell Outline Development Plan in Appendix 8.10.4 of the Subdivision chapter of the District Plan.

3.1.31 As noted in the Section 32 report, the site appears flat but in fact has a slight fall to the southeast of the block, where the ODP indicates that a stormwater management area (detention and treatment) will be located. The area has high groundwater levels. The site of PPC10 was previously part of a horse stud and contained stables, with the land also being used for horse grazing. The Plan Change document shows the location of the PPC10 area on Planning Map 45 with blue hatching, and it is shown similarly on the ODP.



Proposed Private Plan Change 10 - Change to Planning Map 45A - Removal of section of the Meadowlands Exemplar Overlay



3.1.32 The aerial photo below from 2018 clearly shows the transition from horse grazing to residential use, and development in the first stage of Halswell Commons, southwards to Manarola Road. This road runs off Hendersons Road. The PPC10 area backs onto a row of existing houses along Hendersons Road, and on the ODP is bounded by the indicative alignment of a collector road to the west.



3.1.33 Plan Change 10 proposes, in summary, the following changes to the Christchurch District Plan:

- a. Amend the North Halswell Outline Development Plan in Appendix 8.10.4 to Chapter 8 by deleting the south eastern section of the Meadowlands Exemplar Overlay. Other elements of the ODP affecting the area remain (see **Ms Rennie's Appendix 1** for the full ODP including text below the ODP illustration).
- b. Amend Planning Map 45A by deleting the southeastern section of the Meadowlands Overlay (that part southeast of Manarola Road). The underlying Residential New Neighbourhood zone remains.

3.1.34 A copy of the notified plan change is contained in **Appendix 1**.

4 STATUTORY CONSIDERATIONS

THE RESOURCE MANAGEMENT ACT 1991

- 4.1.1 The section 32 report provides some information on key RMA matters to be considered by the plan change, at section 7 of that report.

- 4.1.2 Section 74 of the RMA is also relevant. Section 74 of the Resource Management Act (**RMA**) sets out the matters which the plan change must be in accordance with, and to which decision makers must have regard in preparing a change to a district plan.
- 4.1.3 Among other things, RMA Section 74 requires a local authority to prepare and change its district plan in accordance with:
- a. its functions under section 31;
 - b. its obligations to (in this case) have particular regard to an evaluation report in accordance with Section 32;
 - c. national policy statements and planning standards, and
 - d. the provisions of Part 2.
- 4.1.4 Part 2 sets out the overarching purpose of the RMA (Section 5) and includes matters of national importance (Section 6), other matters that require particular regard in achieving the purpose of the Act (Section 7) and the Treaty of Waitangi (Section 8).
- 4.1.5 The Council's functions under Section 31 (which it must change its district plan in accordance with) include the following. Items (a) and (aa) are especially relevant here:
- (a) the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of the land and associated natural and physical resources of the district:
 - (aa) the establishment, implementation, and review of objectives, policies, and methods to ensure that there is sufficient development capacity in respect of housing and business land to meet the expected demands of the district:
 - (b) the control of any actual or potential effects of the use, development, or protection of land.....
- 4.1.6 Section 75(3) requires the Council to give effect to any national policy statements and national planning standards. There is a relevant National Policy Statement, the NPS on Urban Development (NPS-UD) which came into effect on 20 August 2020, and which was amended in December 2021 by the RMA Amendment Act 2021. The effect of the relevant recent amendments to the RMA and the NPS-UD are further discussed below, e.g. in 5.1.
- 4.1.7 Section 75(3) requires the Plan to give effect to a regional policy statement. The relevance of the Canterbury Regional Policy Statement to this plan change and the submissions received is discussed in section 5.2 below.
- 4.1.8 When preparing or changing a district plan:
- a. section 74(2)(c) requires the Council to have regard to the extent to which the district plan needs to be consistent with the plans or proposed plans of adjacent territorial authorities;

b. section 74(2A)(a) requires the Council to take into account any relevant planning document recognised by an iwi authority and lodged with the territorial authority, to the extent that its content has a bearing on the resource management issues of the district.

4.1.9 In the case of residential development at Halswell Commons/Meadowlands, it is not necessary for District Plan provisions to be consistent with the proposed Selwyn District Plan, although the national MDRS will mean that some consistency will be achieved in due course.

4.1.10 I have not found anything in the Mahaanui Iwi Management Plan (2013), the relevant iwi planning document, which specifically relates to the PPC10 area. There is a general Wai Māori chapter on water management and integration of land and water use. Objective (7) for the Ihutai Catchment - Urban development states that urban development should reflect low impact urban design principles and a strong commitment to sustainability, creativity and innovation with regard to water, waste and energy issues.

4.1.11 Section 76 outlines the purpose of district plan rules, which is to carry out the Council's functions under the RMA and achieve the objectives and policies of the Plan. In making rules, the Council must have regard to the actual or potential effects of activities on the environment, including adverse effects.

4.1.12 Clause 21 of the First Schedule of the RMA permits any person to make a request to change the District Plan and the Council must publicly notify the change unless it falls within the limited grounds set out in Clause 25(4) and is rejected in whole or in part. This plan change was accepted for notification but this does not indicate that the Council supports the plan change request in full or in part.

GREATER CHRISTCHURCH REGENERATION ACT 2016

4.1.13 The Greater Christchurch Regeneration Act 2016 (**GCRA**), which supported the regeneration of Greater Christchurch following the earthquakes sequence, was partially repealed on 30 June 2021. The partial repeal has removed section 60 of the GCRA which previously required that any recommendation or decision on a plan change, including decisions in relation to submissions, must not be inconsistent with Recovery/Regeneration Plans. Section 74(2)(b)(i) of the RMA, however, requires that when preparing or changing a district plan, territorial authorities shall **have regard to** management plans or strategies prepared under other Acts.

4.1.14 The Land Use Recovery Plan (LURP) is relevant to this plan change. As already noted in 3.2.3 and following paragraphs, the LURP introduced and broadly described the concept of Exemplars and signalled that a decision needed to be made within 9 months on part of the Meadowlands area becoming an Exemplar medium density housing project area. Any recommendation or decision on Plan Change 10, including decisions in relation to submissions, must have regard to the LURP.

5 STATUTORY AND OTHER INSTRUMENTS

NATIONAL POLICY STATEMENTS

- 5.1.1 There is a relevant National Policy Statement, the NPS on Urban Development (NPS-UD) which came into effect on 20 August 2020 and provides direction for planning decision makers in respect of urban environments. The Section 32 report at p13 notes that the NPS recognizes at a national level the significance of “well-functioning urban environments”.
- 5.1.2 Policy 1 of the NPS elaborates on what is a “well-functioning urban environment”, including having or enabling:
- a. A variety of homes that meet the need, in terms of type, price and location of different households, and
 - b. Good accessibility for all people between housing, jobs, community services, natural spaces and open spaces, including by way of public or active transport; and
 - c. Supporting, and limiting as much as possible, adverse impacts on the competitive operation of land and development markets.
- 5.1.3 The section 32 report highlights Objective 2: “Planning decisions improve housing affordability by supporting competitive land and development markets”, and Objective 3: “Regional policy statements and district plans enable more people to live in....areas of an urban environment near a centre zone or other area with many employment opportunities,.... well serviced by existing or planned public transport and where there is a high demand for housing.....”. The report states that the Plan change meets these objectives.
- 5.1.4 The NPS-UD was amended in December 2021 via the RMA Amendment Act 2021. Policy 3 was amended by Section 77S of the RM Amendment Act, so that it reads:
- “Policy 3: In relation to tier 1 urban environments, regional policy statements and district plans enable:*
- ...
- (d) within and adjacent to neighbourhood centre zones, local centre zone, and town centre zones (or equivalent) building heights and density of urban form commensurate with the level of commercial activity and community services.”*
- 5.1.5 As well, national level Medium Density Residential Standards (MDRS) were inserted into the RMA via Schedule 3A of the 2021 Amendment Act to direct intensification in residential zones.
- 5.1.6 The extract from Planning Map 45A in paragraph 3.3.1 above, shows that the PPC10 area is adjacent to a Commercial Core zone or District Centre in the District Plan (see Policy 15.2.2.1-Role of Centres) which equivalent to a “town centre” under the NPS-UD, and so Policy 3 applies.

- 5.1.7 Council is undertaking an extensive programme of work in advance of notifying an intensification plan change –Plan Change 14 - Housing and Business Choice - and other related plan changes to be notified at the same time. Plan Change 14 will be notified before 20 August 2022, as required by the NPS-UD. At this stage there do not appear to be any qualifying matters under Part 3.32 of the NPS-UD which would “exempt” the Meadowlands Exemplar area or that part of it within PPC10 from the MDRS provisions.
- 5.1.8 Part of the PPC 10 area is within a 400m catchment of the Commercial Core zone, which distance will be used in PC14 as representing the walkable catchment of district centres/town centres. Draft PC14 proposes that the North Halswell Commercial Core zone be a Town Centre. PC14 therefore includes provisions, in accordance with Policy 3 of the NPS-UD, that enable residential intensification of up to 6 storeys in height in this part of the PPC10 area, since such a building height is commensurate with the level of commercial activity and community services.
- 5.1.9 The remainder of the PPC10 area is likely to be subject to the standard Medium Density Residential Standard intensification provisions, i.e. District Plan provision for up to 3 x 3 storey buildings on each site without a requirement for resource consent.
- 5.1.10 The National Planning Standards indicate that Christchurch’s current 10 residential zones need to be collapsed into two core residential zones, with some localised precincts for local features. It is intended that this will happen as part of the intensification plan change notified before 20 August 2022, when the RNN zone is likely to become part of the new Medium Density Residential zone. Those parts of Plan Change 14 which implement the density provisions of the MDRS will have immediate legal effect on notification.
- 5.1.11 These matters will be further discussed in the evaluation sections of this report.

REGIONAL POLICY STATEMENT

- 5.1.12 The Canterbury Regional Policy Statement provides an overview of the resource management issues in the Canterbury region, and the objectives, policies and methods to achieve integrated management of natural and physical resources. These methods include directions for provisions in district plans.
- 5.1.13 Chapter 6 – Development of Greater Christchurch is the section of the CRPS most relevant to Plan Change 10. Relevant provisions are set out in **Appendix 3** to this report and some of them are also discussed in the section 32 report at pages 13-14.
- 5.1.14 Objective 6.2.1 Recovery Framework states that recovery, rebuilding and development are to be enabled in Greater Christchurch through a land use and infrastructure framework that amongst other things, identifies priority areas for urban development within Greater Christchurch; identifies Key Activity Centres which provide a focus for high quality, and, where appropriate, mixed-use

development; and avoids urban development outside of existing urban areas or greenfield priority areas for development, unless expressly provided for in the CRPS. Map A – Greenfield Priority Areas in Chapter 6, identifies greenfield priority areas for residential and business development, with the former including the whole area south of Halswell Road and the PPC10 land. It also shows Key Activity Centres including the North Halswell KAC near PPC10, and the Projected Infrastructure Boundary, which the PPC10 land is within.

- 5.1.15 Objective 6.2.2 seeks that the urban form and settlement pattern in Greater Christchurch is managed to provide sufficient land for rebuilding and recovery needs and set a foundation for future growth, with an urban form that achieves consolidation and intensification of urban areas, and avoids unplanned expansion of urban areas. Amongst other things, this is to be achieved by providing for the development of greenfield priority areas, on the periphery of Christchurch’s urban area, at a rate and in locations that meet anticipated demand and enables the efficient provision and use of network infrastructure.
- 5.1.16 Policies 6.3.2 Development Form and Design, Policy 6.3.3 Development in accordance with Outline Development Plans, and Policy 6.3.7 Residential Location, Yield and Intensification, flow on from these objectives. I will return to discussing Policy 6.3.2 in relation to the principles of good urban design in 7.2.6 and section 8 below. The North Halswell area has an Outline Development Plan in Appendix 8.10.4 of the District Plan, which sets out key structural elements such as stormwater management areas, and indicative alignments of collector roads and green corridors. Rule 8.6.11 requires that subdivision shall be “in accordance with” the development requirements set out under the ODP. (App 8.10.4D).
- 5.1.17 Policy 6.3.7 states that development in greenfield priority areas shall achieve at least 15 households per ha net residential density averaged over the whole of the ODP area. Additionally, *“Housing affordability is to be addressed by providing sufficient greenfield land to meet housing demand,and providing for a range of lot sizes, densities and appropriate development controls that support more intensive developments such as mixed use developments, apartments, townhouses and terraced housing.”*
- 5.1.18 The section 32 report states that Plan Change 10 meets the terms of Objective 6.2.2, Policy 6.3.2 and 6.3.3 of the RPS, and at p13 states that the Meadowlands Overlay has not been able to “efficiently” provide for and meet the demand for housing in line with Objective 6.2.2.

LAND USE RECOVERY PLAN

- 5.1.19 The Land Use Recovery Plan 2013, prepared in response to the Canterbury earthquakes, includes a discussion on the recovery needs for Greater Christchurch and sets out a series of actions for implementation of land use recovery in Greater Christchurch. The LURP’s purpose is to provide for residential and business land use to support recovery and rebuilding to 2028. Any changes to the

Christchurch District Plan were, prior to 30 June 2021, not to be inconsistent with the Recovery Plan. However as noted in 4.2.1 and 4.2.2. above, as a result of the partial repeal of the Greater Christchurch Regeneration Act 2016 in June 2021, that statutory directive is now to have regard to the (Land Use Recovery) Plan.

- 5.1.20 The Land Use Recovery Plan includes 50 Actions. Action 8, which I have discussed above, including in paragraphs 3.2.3, and 4.2.2. is directly relevant to this Plan change.
- 5.1.21 The other key action required by the LURP which is relevant to Plan Change 10 was the direction to insert the content of the new Chapter 6 into the CRPS. I have discussed the relevant CRPS Chapter 6 provisions above.

6 CHRISTCHURCH DISTRICT PLAN

- 6.1.1 The relevant unchanged district plan provisions also need to be considered in preparing a plan change and considering any submissions on the change. The section 32 report for Plan Change 10 contains, at p14, an assessment of the proposal against the District Plan Strategic Objectives 3.3.1 – Enabling recovery and facilitating the future enhancement of the district, and Objective 3.3.2 – Clarity of language and efficiency. The discussion emphasises Objective 3.3.1’s wording of “an expedited recovery”, and notes in relation to Objective 3.3.2 that the Exemplar Overlay provisions have increased transaction costs and reliance on complex (resource) consent processes. The section 32 does not discuss any other objectives and policies relevant to the proposal.
- 6.1.2 In its response to a second RFI on the proposed plan change, the applicant states (item 7 on p2) that because the proposal does not change the underlying zoning of Residential New Neighbourhood zone, there is no reason to construe this zone is inappropriate and therefore not consistent with the relevant objectives for RNN.
- 6.1.3 Chapter 3 Strategic Directions of the Christchurch District Plan provides the overarching direction for the District Plan and all other chapters of the Plan must be consistent with its objectives (see 3.1.a). It provides a direction/framework for residential zones and for the Residential New Neighbourhood zone and its Exemplar variant. Objective 3.3.1 is “*expedited recovery and future enhancement of Christchurch in a manner that:*
- a. Meets the community’s immediate and longer term needs for housing, economic development, community facilities, infrastructure, transport, and social and cultural wellbeing; and*
 - b. Fosters investment certainty;*
- ...”

6.1.4 In my opinion there are chapter specific objectives and policies that are also relevant to and assist in evaluation of this plan change, but that were not included/discussed in the section 32 report.

Ms Rennie's Appendix 2 includes the relevant Plan excerpts in full.

6.1.5 Objective 8.2.2 - Design and amenity and the Meadowlands Exemplar Overlay, has two parts. If the Exemplar overlay was uplifted from the PPC10 area, part a. would still apply, but part b. referring to a comprehensively planned development, would not:

a. *"An integrated pattern of development and urban form through subdivision and comprehensive development that:*

i. *Provides allotments for the anticipated or existing land uses for the zone;*

ii. *consolidates development for urban activities;*

iii. *improves people's connectivity and accessibility to employment, transport, services and community facilities;*

iv. *improves energy efficiency and provides for renewable energy and use; and*

v. *enables the recovery of the district.*

b. *A comprehensively planned development in the Meadowlands Exemplar Overlay in the Residential New Neighbourhood (North Halswell) Zone that is environmentally and socially sustainable over the long term."*

6.1.6 Policies 8.2.2.1- 8.2.2.10 which fall under Objective 8.8.2 - Design and amenity would all apply to both scenarios i.e. to the Plan change area with or without the Exemplar. These policies are titled as follows:

8.2.2.1 - Recovery activities

8.2.2.2 - Design and amenity

8.2.2.3 - Allotments

8.2.2.4 - Identity

8.2.2.5 - Sustainable design

8.2.2.6 - Integration and connectivity

8.2.2.7 - Open Space

8.2.2.8 - Urban Density

8.2.2.9 - Outline development plans

8.2.2.10 - Comprehensive residential development

6.1.7 However there is a difference between the two scenarios in Policy 8.2.2.12 – Meadowlands Overlay comprehensive development (see **Ms Rennie's Appendix 2** for the complete policy). When the elements of this policy are compared to the previous policies listed above for subdivisions

generally, they are essentially very similar. However there are two elements of this policy that are different. These are, the reference in the base of Policy 8.2.2.12 to “*an overarching vision*” and a.iii: “*fully integrates subdivision with potential land use*”.

- a. “*Ensure that the Meadowlands Exemplar development is comprehensively planned and designed through development of, and giving effect to, an overarching vision that:*
- i. *responds positively to the local context of each area;*
 - ii. *produces short and long-term positive environmental, social, and mana whenua outcomes;*
 - iii. *fully integrates subdivision layout with potential land use;.....”*

- 6.1.8 Objective 14.2.5 for the Residential New Neighbourhood zone and the policies under it, would apply to both the land with the Meadowlands Exemplar Overlay and the land without it:

“Co-ordinated, sustainable and efficient use and development is enabled in the Residential New Neighbourhood Zone.”

- 6.1.9 The policies are as follows:

- 14.2.5.1 – Outline Development Plans
- 14.2.5.2 - Comprehensive Residential development
- 14.2.5.3 - Development Density
- 14.2.5.4 – Neighbourhood Quality and Design
- 14.2.5.5 – Infrastructure servicing for developments
- 14.2.5.6 - Integration and Connectivity
- 14.2.5.7 – Taonga of significance to tangata whenua

7 MATTERS RELEVANT TO THE PLAN CHANGE PROPOSAL

OVERVIEW

- 7.1.1 A number of matters relevant to the proposal, including the actual and potential effects of the proposed removal of the Exemplar overlay from the PPC10 area, any constraints, and any proposed mitigation measures will be discussed in sections under the topic headings below.
- a. Urban design issues
 - b. Provision of reserves and street trees
 - c. Transport effects;
 - d. Stormwater management;
 - e. Servicing infrastructure;

- 7.1.2 These issues have been considered by the applicant in the Section 32 report, at a general level. This report only provides a summary of that discussion, and focuses on the review of the section 32 documentation provided to Council by its experts in each topic, and on outstanding matters and issues. The two matters raised in the submission by the Waipuna Halswell Hornby Riccarton Community Board (process and outcome concerns) will be discussed primarily in section 8 below.

URBAN DESIGN ISSUES

- 7.1.3 In discussing RPS Policy 6.3.2 Development Form and Urban Design in the section 32 report (p14, paragraph 7.5.2), that report states: “All these elements of good urban design will be present in stage 2 of the exemplar area without the need for detailed consenting of housing designs. This policy also supports *“opportunities for exemplar approaches to infrastructure and urban form to lift the benchmark for new areas.”* Again this will be achieved by the effective continuation of the urban form patterns in the overlay area but without the requiring consenting for individual houses.”
- 7.1.4 The RFI dated 8 April 2021 sought further information on urban design matters including asking for an explanation of what had been anticipated as the urban design outcomes of the Exemplar compared with the outcomes anticipated under the RNN zoning only. Other questions sought a discussion of what impact the plan change would have on achieving a range of building types and on achieving the density outcomes outlined for the ODP area, including a minimum density of 15 hh/ha. Additional information was sought articulating the current built form and character of the first stage of development in the Exemplar area, and demonstrating that the RNN provisions will achieve the same or similar design outcomes, as stated by the applicant.
- 7.1.5 The response to these questions (p15 of the first response to the RFI) included: “If more detail is required on design outcomes it is suggested that staff who have processed consents under both regimes are consulted”, and “ It is not possible at this stage to know exactly what impact the change will have with regard to the range of building types as the removal of the Exemplar Overlay will give the applicant and intending purchasers more freedom in the design of their houses. However the applicant intends to make provision for a variety of typologies through future subdivision designs.....In addition they wish to promote and retain an approach in keeping with the vision for the area. It is anticipated however that the variety will not be as great as is envisaged in the Exemplar Statement of Commitment and related documents.”
- 7.1.6 The second response to the RFI dated 10 August 2021 states on p2: “There is no reason to carry out an assessment of the Plan Change Request under RPS Policy 6.3.2 as it contains principles of urban design which are to be applied to a development seeking consent whereas the requested proposal is a plan change. The principles in this RPS Policy can and are able to be applied to any subdivision and development that requires consent regardless of whether they are zoned RNN or fall within the Exemplar Overlay”.

- 7.1.7 I note the section 32 requirement for a plan change where it is not proposed to change objectives, is to examine whether the provisions put forward are the most appropriate way of achieving the objectives of the District Plan and higher order documents such as the RPS. i.e. to compare them with the status quo. In my view this requires a reasonably detailed examination.
- 7.1.8 The reasons and explanation for RPS Policy 6.3.2 note that urban design input can take place through the development of outline development plans, creation of development controls for zones, or at a finer grained level through the resource consent process. This plan change is about what development controls are appropriate for this part of the RNN zone, and in particular whether or not the development controls associated with the Exemplar Overlay are appropriate for the PPC10 area. It is not uncommon for there to be different development controls in different parts of the same zone, as is the case here.
- 7.1.9 I do not agree with the view advanced, that RPS Policy 6.3.2 can only be applied to a development seeking consent. Rather, I am of the view that development form and urban design is a central issue for this plan change.
- 7.1.10 Ms Jane Rennie has provided Council with an urban design assessment (**my Appendix 4**) examining the RNN provisions (policies and rules) which would apply if PPC10 was approved, and comparing them with the Exemplar Overlay provisions which currently apply, as well as with the conditions which were placed on the 2019 global land use consent in the first part of the Halswell Commons subdivision which I have discussed above in paragraphs 3.2.10-3.2.12. This latter set of conditions, as already noted, is effectively a hybrid of the Exemplar and standard RNN provisions.
- 7.1.11 Ms Rennie indicates that a standard RNN zone is likely to result in slightly lower density and potentially larger lot sizes than the existing Halswell Commons area, with a reduced diversity of housing types. While there may be some cohesion of cladding and roofing material, colours, fencing and landscaping as a result of the Design Guide (which purchasers are required to sign up to via developer covenants), she considers that this would not result in sufficient coherence of design in the PPC10 area to achieve a high quality outcome, in terms of the successful delivery of medium density housing.
- 7.1.12 Ms Rennie notes that the Design Guide does not consider the relationship of individual sites to the street and to open space, and there is no consideration of rear lane access and careful garage placement to reduce the visual dominance of cars. There is a risk that there will be larger street blocks and more focus on cars, and a decrease in overall connectivity and permeability.
- 7.1.13 She concludes that PPC10, with its absence of an integrated design-led approach, merits the introduction of additional rules on an area-specific basis that would enable better alignment of the standard RNN zone here with the RNN objective and policies. This would ensure the existing sense of place and identity of the first part of the Halswell Commons development is carried through into

the PPC10 area, providing a greater degree of distinctiveness beyond a standard RNN development and ensuring a variety and intensity of housing.

- 7.1.14 I will further discuss these conclusions and Ms Rennie’s proposed additional rules in my section 8 analysis of submissions and section 9 evaluation summary.

PROVISION OF RESERVES AND STREET TREES

- 7.1.15 The section 32 report by the applicant does not include any specific comments on these matters. However the first response to the RFI states in Item 1 (in response to a question in the RFI about Exemplar rules which might still be required, to achieve a central area for open space, and to facilitate buildings that address the street and central open space) that “Typically, open space areas are only provided when specified in an Outline Development Plan, when waterbodies are required to be enhanced or naturalised or where stormwater infrastructure is required (i.e. stormwater retention basins).” The applicant’s position appears to be that the subdivision provisions of the Plan will achieve adequate open space areas.
- 7.1.16 Both the first and second responses to the RFI include statements about matters such as edge lanes through the central reserve space and landscaping of the public realm not being supported by Council’s operational units, at the time of subdivision and development of the first portion of the Exemplar area. There is a general statement on p12 of the first response to the RFI that the applicant’s reliance on the ODP was misguided; and at p7 of the second response to the RFI that some aspects of the Exemplar were dispensed with during the consent process.
- 7.1.17 I have already pointed out modifications to the Exemplar provisions in the consents for the first half of the Exemplar development, in 3.2.10 to 3.2.12 above, via conditions which were a hybrid between the Exemplar and RNN zone provisions.
- 7.1.18 I did however think it useful to ask CCC’s Parks Unit (and all other internal Council experts) to provide comments on the following questions, since the answers will influence the overall urban design outcomes which can be achieved under either the Exemplar provisions or straight Residential New Neighbourhood zone:
- a. Any issues associated with the development of this land that decision-makers on this plan change might need to know about; and
 - b. Any comments on the differences in potential outcomes between development under the Exemplar rules and development with straight RNN zoning.
- 7.1.19 Mr Russel Wedge, CCC Parks Unit Policy and Advisory Team Leader, has provided the advice in **Appendix 5** to this report. His advice (paragraphs 7 & 10) is essentially that the existing reserves and open space provided in the previous stages of the Meadowlands Exemplar development, and

in the nearby subdivisions being developed and proposed in the ODP area, meet the Parks Units Levels of Service (LOS) for the provision of parks/reserves in the Long Term Plan 2021-2031 (LTP) for the immediate area, including for the new residential area proposed in Plan Change 10. This would mean that further reserves and open space would not be required in the Plan Change 10 area.

- 7.1.20 Mr Wedge states that the Parks Unit supports not extending the “indicative” (and now actual) green corridor which runs through the centre of the first part of the Halswell Commons area into and through the PPC10 area, as currently shown on the ODP in Appendix 8.10.4, and not providing the indicative neighbourhood reserve at the northwest of the proposed Plan Change 10 area, also shown on the ODP. I note that these are nevertheless “development requirements” in the Appendix 8.10.4D text under the ODP.
- 7.1.21 The question of a green corridor through the new residential area itself will be determined at subdivision consent stage, not through this plan change, which only proposes to remove the Exemplar Overlay. However I note that if there were no green corridor, the second stage of development could look rather different from the first stage, rather than having a very similar look and feel as described at paragraph 6.2.2 of the section 32 report. The overall look and feel will of course also depend on other factors such as densities and building design.
- 7.1.22 Mr Wedge notes that the Parks Unit supports the provision of street trees in legal road within the proposed Plan Change 10 area, but does not support street lane planting at above Levels of Service (LOS) as has been previously undertaken in the Meadowlands Exemplar. In regard to structures on reserves and street trees, the issue is that Council does not have the budget to maintain plantings on legal road or additional structures on reserves which are above the agreed LOS.

TRANSPORT EFFECTS

- 7.1.23 The applicant’s section 32 report includes only one paragraph on transport effects at paragraph 6.3.1 of that report. That paragraph states that with removal of the Exemplar Overlay, there will be no change to movement by vehicles, cycling and walking, as the proposed framework streets and connections to Hendersons Road will be the same as the Neighbourhood Plan framework, with both active and passive transport modes being provided for.
- 7.1.24 Item 2 in the first response to the RFI notes that the Exemplar included principles such as reduced vehicle dominance, but that edge lanes through the central reserve and other design initiatives related to the reduction in permeable surfaces, and pavement types were not supported by the Council in the first stage of the development.
- 7.1.25 In an email to the applicant’s agent dated 8 February 2022 (**my Appendix 2**) I queried, on behalf of those experts providing advice to me on aspects of the Plan change, whether there was anything

Council could assume about the layout of the PPC10 area, other than that it would be in accordance with the ODP. The response was that the intention was for the development of the residual 'Exemplar' land (that forms PPC 10) to remain consistent with the ODP. "Interim designs and layouts will be informed by the ODP as has been the case to date". The response to my further question: "What is meant by the "framework streets? Presumably this includes the collector road that is also shown on the ODP, but does it also include the Local A and Local B streets shown on the Neighbourhood Plan? I am assuming it would not mean a commitment to rear vehicular access to sites or to "living streets?" was as follows:

"The use of the term Framework Streets was intended to reflect a commitment to retain the existing road network that has been established to date and to maintain key connections – such as those to Hendersons Road....The purpose of the reference to Framework Streets was to alleviate any concerns that advancing PPC 10 would result in inconsistencies and a lack of (on-road and off-road) connectivity."

- 7.1.26 Mr Andy Milne, CCC Senior Transport Planner has provided advice on PPC10's transport and traffic effects (refer **my Appendix 6**). Mr Milne states that from a traffic impact perspective the proposed changes (removal of the Exemplar Overlay) are unlikely to have a noticeable effect in regard to the scale of traffic generation. This is based on advice I provided to him that densities of 17-20 households per ha were anticipated in the first stage of the Exemplar development. I subsequently found a figure of 17.3 households per ha in the original application documents (2018) for the "global" land use and subdivision consents cited at 3.1.5 and discussed at 3.2.10 – 3.2.12 above. The private plan change application documents are not clear about what densities might be expected under a standard RNN zoning for the second part of the development southeast of Manarola Road. There is one statement in the first response to the RFI at p12 that says there could be a similar or potentially greater yield of sections than in the first stage, but on the same page of that document there is a statement that "it is possible that there may be less intensive development in the eastern area due to market demand". Based on this latter statement I suggested that Mr Milne should use a net density of 15 households per ha to consider traffic effects for the RNN zone in the PPC10 area, as this is the minimum density required under Policy 14.2.5.3 of the District Plan in greenfield areas, reflecting the similar RPS Policy 6.3.7.
- 7.1.27 Mr Milne says that if this is the case, the lower density scenario under an RNN zoning is likely to result in a lower scale of travel demands in this area than would be the case if the Exemplar Overlay was retained here.
- 7.1.28 Mr Milne's advice endorses the applicant's commitment to retain the road network that has been established to date and to maintain key connections such as those to Hendersons Road. He notes

that the collector road is a key structural transport element of the ODP² and once fully established will form the key traffic route between the site and areas to the south and southeast of the ODP area, providing relief to the existing local link roads to Hendersons Road. He emphasises the importance of connecting to on-going neighbouring RNN development in the existing Halswell Commons area and to the Meadowlands development on Sparks Road.

STORMWATER MANAGEMENT

- 7.1.29 Stormwater management is mentioned in the section 32 report in relation to the requirements of the Outline Development Plan (see Development Requirements 8.10.4.D). Paragraph 3.1.3 of the section 32 report notes the high groundwater levels and that stormwater management in the wider area is complex and has required a comprehensive solution, involving detention and first flush treatment in ponds adjoining the corner of Sparks Road and Hendersons Road.
- 7.1.30 Mr Brian Norton, Senior Stormwater Planning Engineer for the Council notes that there is no proposal in the PPC10 documentation to change any components of the stormwater management arrangements in the area. (refer **my Appendix 7**). He advises that the ‘first flush’ and detention storage mentioned by the applicant combined with stormwater wetlands already constructed by the Council on the other side of Sparks Road in Hendersons Basin will be sufficient to ensure flooding within the Hendersons Basin, Cashmere Stream and Heathcote River is not exacerbated by the additional impervious surface coverage associated with development.
- 7.1.31 Mr Norton notes that the runoff quantities generated from a development with the anticipated density of the earlier Exemplar scenario (approximately 17.3 units per hectare), are largely the same as those from a standard Residential New Neighbourhood development (minimum 15 unit per hectare). If anything, the slight reduction in density likely with the standard RNN zoning would result in some reduction in impervious surface coverage, meaning that the stormwater facility might not need to be quite as large. Flooding issues in the area have been extensively canvassed over time and Mr Norton advises that modelling on behalf of the applicant has demonstrated that any displacement of ponded flood waters will be more than offset by the large volume of stormwater storage which is to be constructed by the developer at the corner of Sparks and Hendersons Road.

WATER AND WASTEWATER PROVISION

- 7.1.32 It does not appear that there are any comments in the section 32 report and responses to the RFI, about servicing for water and wastewater. The current application is not a request for rezoning nor

² Christchurch District Plan, 8.10.4D – Access and Transport 4b

a subdivision application, but nevertheless the removal of the Exemplar overlay could result in changes in density and therefore in the number of households living in the area.

- 7.1.33 Advice on servicing from Ms Muruges, CCC Senior Planning Engineer Water and Wastewater, is attached at **my Appendix 8**. Ms Muruges says that development is currently subject to the Meadowlands Exemplar Rule 8.6.8(e) which requires a temporary wastewater outfall to the Pump Station 42 catchment until the South East Halswell pressure sewer network is available.
- 7.1.34 If the Exemplar was uplifted this would no longer apply, but she states that the development requirements under the District Plan North Halswell ODP section 8.10.4.D parts 6.(a) and (b) would result in an identical long-term outcome, i.e. a local pressure sewer system with outfall to the South East Halswell local pressure sewer network. She also says that small changes in density e.g. a slight decrease would be in line with the Water & Wastewater Asset Planning Team’s North Halswell WW Pressure Sewer Sizing document. Her conclusion is that PPC10 would have a minor (if any) impact on the wastewater servicing network.
- 7.1.35 Ms Muruges’s conclusion on water supply servicing requirements for the Meadowland Exemplar overlay area is that whether or not the Exemplar provisions remain on the PPC10 area, there would be no difference for water supply servicing requirements, compared to the rest of the North Halswell ODP area.

8 ANALYSIS AND EVALUATION OF SUBMISSIONS

OVERVIEW OF SUBMISSIONS AND FURTHER SUBMISSIONS

- 8.1.1 The plan change was notified on 3 November 2021, with submissions and further submissions closing on 1 December 2021 and 26 January 2022 respectively. The Council received only one submission (numbered **S1**) from the Waipuna Halswell Hornby Riccarton Community Board, which opposes the plan change. No further submissions were received. A copy of the submission is attached at **Appendix 9**. The submission can also be viewed on the Council website at <https://ccc.govt.nz/assets/Documents/The-Council/Plans-Strategies-Policies-Bylaws/Plans/district-plan/Proposed-changes/2021/PC10-Meadowlands/PC10-Submissions-S1-Halswell-Hornby-Community-Board.pdf>
- 8.1.2 The points made in the submission are as set out in the table below, and they will be considered in that order in the analysis following.

Table 1 – Issues raised in submission

ISSUE	CONCERN / REQUEST
1. Process concerns	<p>The Board considers that the Exemplar is a complex set of rules and that departure from the exemplar is likely to mean simpler/fewer rules. While the Board understands the developer’s desire for more flexibility, it is conscious that there is already an alternative consenting process under the RMA with proposals being separately assessed, to authorise modification of rules.</p> <p>Submission:</p> <p>S1 - Waipuna Halswell - Hornby - Riccarton Community Board</p>
2. Outcome concerns	<p>The Exemplar rules are likely to produce a more certain outcome and a higher standard of neighbourhood design. Departure from the exemplar is likely to result in a less certain outcome and probably a lower standard of neighbourhood design.</p> <p>Submission:</p> <p>S1 - Waipuna Halswell - Hornby - Riccarton Community Board</p>

ANALYSIS OF SUBMISSIONS

- 8.1.3 The following analysis addresses both the effects on the environment of the plan change and the appropriateness of the plan change request in terms of the relevant national, regional and district plan objectives, policies and standards. All of the provisions proposed in the plan change have already been considered in terms of section 32 of the Act (**s32**).
- 8.1.4 Submission points are considered under the two particular issues, as outlined in paragraph 8.1.3. Recommendations on the submission points within or at the end of the discussion, are typed in bold. My recommendation on each submission point and a summary of reasons are also shown in a table format in **Appendix 10** – Table of Submission with Recommendations and Reasons, attached to this report.

ISSUE 1 – PROCESS CONCERNS

Sub. No.	Submitter name	Summary of relief sought	Further submissions	Recommendation
S1	Waipuna Halswell - Hornby - Riccarton Community Board	While the Board understands the developer's desire for more flexibility, it is conscious that there is already an alternative consenting process under the RMA with proposals being separately assessed, to authorise modification of rules.	N/A	Reject

- 8.1.5 In their submission S1, the Waipuna Halswell - Hornby - Riccarton Community Board states that there is an existing resource consenting option available to authorise departure from the Plan rules.
- 8.1.6 While this is correct, the situation in the Exemplar Overlay is that any subdivision and land use activities that are not undertaken via a comprehensive land use and subdivision consent, are non-complying activities. Since the abandonment of attempts to develop under comprehensive consents, each development (including global subdivision consents and global land use consents for whole areas) has to be authorised via a non-complying activity consent. I do not believe this is a sustainable planning approach, particularly if applied to individual developments, as it is time consuming and expensive i.e. inefficient.
- 8.1.7 I understand that comprehensive development which combines subdivision and land use consents and seeks to achieve better design outcomes than site by site development, has often been resisted by developers in New Zealand. Traditionally developers have not themselves been builders, so there is a need to attract group builders (providing housing designed, built and sold by a single entity), which can be difficult for small scale comprehensive developments. One notable exception is Hobsonville Point in Auckland, being a master planned community on 167 ha on the Upper Waitemata Harbour. Each superblock is/was controlled by a different developer, and with comprehensive design and development across each block.
- 8.1.8 In Christchurch, I am aware that there was debate about whether comprehensive development regimes were practical, even during the "life" of the former City Plan, which was notified in 1995 and operative from 2005 to 2017. The City Plan had a Living G or Greenfields (residential) development zone. Over time a number of variants were introduced into the Plan for different geographic areas, with the provisions becoming increasingly complex. A similar debate occurred when this zone essentially became the Residential New Neighbourhood zone during the District Plan Review. The notified provisions were designed to deal with land use, subdivision and development on a comprehensive basis. Decision 29 of the IHP records that the notified version of the zone "attracted significant criticism in submissions for its complexity and uncertainty". It was

eventually significantly rewritten so as to encourage comprehensive development but not to require it.

- 8.1.9 I understand that Council urban designers have advised Ms Rennie that “superlots” with comprehensive development have worked well at Wigram with developments by Horncastle Homes and Mike Greer.
- 8.1.10 In regard to other process considerations, I accept the developer’s concern that it is difficult to attract group builders. Different group builders are likely to have their own parameters for the typology and designs of housing they want to offer. The section 32 documents argue that this difficulty in attracting group builders is because of a complex process, with large lots tied by the approved Neighbourhood Plan and Architectural Design principles, which there is no discretion to vary (see paragraph 3.2.15 above). I note that there are two different points being made here, one about complexity and one about no discretion to vary agreed elements or features of development, leading to a constant need for resource consents or variations to conditions of previous consents.
- 8.1.11 With regard to complexity, in general I agree that rules should be as simple as possible, so long as they, in giving effect to the policies, are able to achieve the environmental outcomes sought in the objectives.
- 8.1.12 I do not think there is any doubt that the Exemplar process and even the process of global consents (at least when used in this situation), which set rules for development via subdivision consent notices and land use consent conditions, are overly complex and less than ideal processes. In my view if development rules for a whole area have to be negotiated and set by non-complying activity consents, then there is something wrong with the District Plan rules for the area. To my knowledge similar issues with the City Plan occurred with the Westpark Drive area in Burnside, a residential subdivision development in a B4 (light industrial) zoned area; and some of the early development in the suburb of Northwood. In the latter, the developer did not wish to follow the zoning pattern set out as Living 3 (medium density)/Living 1 (low density)/ B1 (local business zoning), but did want to develop before a plan change could be drafted and proposed to amend the zoning pattern. In both cases what were effectively zone rules for other zones were written in to land use consents. I acknowledge that these examples relate to zoning rather than rule provisions as is the case here, but in both these instances development conditions for quite large areas were set by resource consent conditions rather than by the Plan at the time.
- 8.1.13 As a general principle of transparency, I believe that planning rules should be set out in the District Plan so that they can be readily viewed by the public, to establish which rules apply to particular areas or zones, rather than be contained in documentation for resource consents which is not easily accessible to the general public.

- 8.1.14 I also accept the applicant’s concerns about pre-design of all buildings being inflexible and not allowing for autonomy for individual purchasers to build to their own preferences. Statements in the first response to the RFI dated 27 May 2021, indicate that the developer considers that there is a strong market preference for single storey typologies, with generally larger sites than under the Exemplar model. However the documentation also recognises that change is occurring in the market with people seeking alternatives to single storey detached housing. In my view this change in preferences is likely to be associated also with affordability issues. I understand that there have been unprecedented levels of multi-unit development in Christchurch recently³.
- 8.1.15 While uptake and development of the first half of the Halswell Commons area was noticeably slower to the casual observer than some other greenfields subdivisions in the Southwest of Christchurch, nearly all of this area is now developed. This may indicate that the global consent mechanism did improve the speed of development, compared to the Exemplar provisions of the District Plan used at the very beginning of the development near Halswell Road. Alternatively or in addition, it likely indicates increased demand in the housing market at present (again see link in the footnote below, Agenda item 12 re recent trends in building consents).
- 8.1.16 The plan change documents and the responses to RFIs raise the issue of consents involving Council discretion and interpretation about urban design matters. This is not uncommon in the Plan eg in the current Residential Medium Density (RMD) zone where developments of three or more residential units are subject to urban design assessment as a restricted discretionary activity. In my view increased residential density does require better design to achieve good outcomes, not only in terms of on-site amenity but also in terms of site to site relationships and relationships to the street or other public spaces.
- 8.1.17 Flexibility vs certainty in regard to rules is an eternal battle in planning. An appropriate balance between the two varies between different planning systems (i.e. NZ vs other countries) , and in the current context, with regard to the extent of detail shown on ODPs, and the rules sitting behind them , e.g. these rules might state that development shall be “in accordance with” or “in general accordance with”.
- 8.1.18 “In general accordance with” has in my view often been interpreted relatively liberally, both by developers and by Council. This has led to the current District Plan setting out under the Outline Development Plans themselves in Chapter 8.10 Appendices (and following sections on Context, Guidance and Development Form and Design), Development Requirements which development

³ E.g. See CCC 31 March 2022 Urban Development and Transport Committee Agenda item 11 and Attachment B to that report.

https://christchurch.infocouncil.biz/Open/2022/03/UDATC_20220331_AGN_7556_AT.PDF

shall be “in accordance with” (Rules 8.6.11 (a) and 14.12.2.16 for subdivision and land use activities respectively). These rule wordings also apply for other RNN areas either under development or yet to be developed. I note however that the ODPs themselves have legends indicating that some elements shown are in indicative locations eg in the case of North Halswell Outline Development Plan, the collector road alignment, but in the case of some other elements, that they are in fixed locations eg the two northern road access points onto Hendersons Road.

- 8.1.19 The current ODP for the North Halwell area, made operative at the end of 2017, does not add many development requirements for the PPC10 area in terms of layout. The collector road and green corridor alignments are both shown as indicative, and the neighbourhood reserve location and stormwater management areas are also shown as indicative and to be determined at the time of subdivision. However the Development Requirements at item 3 indicate that there at least has to be a green corridor, albeit that the green corridor is not along a waterway in terms of the wording of item 3.
- 8.1.20 In summary, I accept that it would be beneficial for more certainty to be provided in the District Plan rules for what is now the remainder of the Exemplar area. I do not accept that the use of resource consents is the best method to achieve this and going forward, as suggested by the Community Board submission. In my view the use of resource consents is a stop-gap solution in any similar circumstance, prompted by the time and cost of changing the District Plan, either by Council plan change or private plan change.
- 8.1.21 I consider that the preferable method is to fix the problem in the Plan rules themselves. The following section discusses how a good design outcome with more certainty could be achieved with some area specific rule changes. PPC10 does not currently propose any rule changes other than the removal of the Exemplar Overlay (and thereby of the Exemplar provisions) for the Halswell Commons area yet to be developed.
- 8.1.22 I therefore recommend that the Waipuna Halswell-Hornby-Riccarton Community Board’s **submission 1** in relation to using resource consents to authorise departure from the current Exemplar rules **be rejected**.

ISSUE 2 – OUTCOME CONCERNS

Sub. No.	Submitter name	Summary of relief sought	Further submissions	Recommendation
S1	Waipuna Halswell - Hornby - Riccarton Community Board	The Board considers that the Exemplar is a complex set of rules that are likely to produce a more certain outcome and a higher standard of neighbourhood design. Departure from the exemplar is likely to mean simpler/fewer rules with a less certain outcome and probably a lower standard of neighbourhood design.	N/A	Accept in part

- 8.1.23 A fundamental question is, even if the Exemplar is uplifted, whether specific elements of the Exemplar provisions are still appropriate for the PPC 10 area or are more appropriate than standard RNN provisions. Ms Jane Rennie in her evidence has concluded that the removal of the Exemplar will likely result in a suboptimal urban design outcome within the PPC10 area, including a lower density of development, limited housing mix and a reduction in the visual interest, amenity and overall cohesiveness and legibility of the built form. I agree with this conclusion.
- 8.1.24 She also states that foregoing the comprehensive development mechanism under the Exemplar [and replacing it] with individual lot development, does not have to mean that future development of the site is of a lesser scale or quality. She is of the view that the reasons for selecting the site for an Exemplar Overlay development are unchanged, including its location within walking distance of the soon to be created Halswell Town Centre, community facilities associated with that centre, and what is already a key public transport corridor. It is her view that the location of the PPC10 site and its adjoining urban context result in a unique set of parameters that mean that it is appropriate to introduce specific rules for this site, to achieve a higher standard of development than would likely be achieved under a standard RNN zone.
- 8.1.25 I agree with Ms Rennie that the PPC10 area is in a relatively unique location. It immediately adjoins the Halswell Commons area which has already been developed to a high standard of urban design, has a higher density than the standard RNN zone requires, and includes a mix of housing typologies, notwithstanding the process complexities and other difficulties of achieving those outcomes. I consider that it would be desirable for the layout of the PPC10 area to be integrated with the layout of the subdivision to the northwest in terms of the framework of streets and open spaces, and for there to be some similarity of building design.
- 8.1.26 But the PPC10 area is also near and will eventually be linked to, the “Sparks Road portion” of the Meadowlands development to the south, which has been developed under standard RNN zoning (see the R7 Infrastructure sheet of the Neighbourhood Plan set at Ms Rennie’s Appendix 6, for an illustration of this). In fact the layout of the Sparks Road subdivision is now significantly different to what was shown in the Neighbourhood Plan, as demonstrated by the actual layout in Figure 5 on Ms Rennie’s evidence, which shows the actual consented layout. The site sizes of this

subdivision appear almost uniform, there is little variety of typology and in my view there is much less overall cohesion of built form than in the first stage of the Halswell Commons subdivision. At the time of writing I had not had time to establish the likely built form of the housing on the Woolworths block, also near the PPC10 area and to the southeast of the future supermarket and commercial centre. The Star newspaper of 14 April 2022 reported on plans for the sale of the block and stated that there were plans for 10 large lots for more than 250 homes on this block as well as an apartment building with 32 units.

8.1.27 My point is that there is standard RNN development in the area, as well as the adjoining development with a higher standard of design in the first stage of the Halswell Commons area to the northwest. I do not seek to use this as a reason to downgrade the design outcomes which should be expected from the PPC10 area, since I agree with the point made by the Council’s urban designer in her advice on the Sparks Road subdivision consent, (discussed at 3.2 of Ms Rennie’s report) that the lack of variety in lot sizes across that subdivision was concerning. The planner’s comment for that consent was that in the wider North Halswell ODP area there are a wide variety of lot sizes, including the proposed retirement village to the south and the exemplar to the north, which would provide adequate variety.

8.1.28 I understand that the consents team consider the densities achieved across a greenfield priority area to date, when considering an application in the same greenfield ODP area. There are mechanisms under Policy 14.2.5.3.b. and c. which seek to back up the achievement of minimum densities e.g.:

“b. Except as provided for in (a)(i) and (ii) above [eg areas subject to development constraints], any use and development which results in a net density lower than the required net density shall demonstrate, through the use of legal mechanisms as appropriate, that the net density required across residential development areas of the outline development plan can still be achieved.

c. Except as provided for in (a) and (b) above, a proposal for use and development which results in a net density lower than the required net density will result in other owners of greenfield (undeveloped) land within the outline development plan area being identified as affected parties (where they have not given written approval).”

8.1.29 With regard to density in the PPC10 area, as noted in 7.2.9 above, there are some statements in the PPC10 documents to the effect that there will be an effective continuation of the urban form patterns of the developed overlay area. However there are varying statements about potential densities to be expected in the PPC10 area (see paragraph 7.4.4 of this report). Ms Rennie considers that a standard RNN zone is likely to result in a slightly lower density and potentially larger lot sizes than the existing Halswell Commons area, and I agree. This is because the Exemplar aimed at 15-18 households per ha and may have achieved around 17.3 households per ha in the first stage of the development, compared to the minimum of 15 per ha which the RNN aims at.

- 8.1.30 The RNN zone provisions eg Policy 14.2.5.3 – Development Density, encourage higher density housing than 15 households per ha, but the RNN rules do not require it. Removal of the Exemplar provisions could result in a decrease in densities.
- 8.1.31 This is contrary to the general intent of the Medium Density Residential Standards which were introduced into the Resource Management Act in December 2021. According to the Ministry of Housing and Urban Development website⁴, increasing urban density is critical to addressing the housing shortage in New Zealand because it enables more houses to be built in areas that have access to jobs, public transport, amenities and other community facilities. District Plans must include the density standards set out in Schedule 3A of the MDRS, albeit that these are not density standards as defined in the RPS or the District Plan, but instead are a de facto way of influencing density through the cumulative effect of very liberal built form standards for the scale, form and location of buildings, which must be provided for as of right on individual sites.
- 8.1.32 District Plans must include the density standards set out, or standards that enable greater development, from August 2022. Paragraphs 5.1.5 to 5.1.10 above, describe the provisions that are likely to apply to this area to implement the MDRS and Policy 3 of the NPS-UD, i.e enablement of residential development of up to 6 storeys within that part of the PPC10 area within 400m of the KAC and enablement of residential development of up to 3 storeys in the remainder of the PPC10 area. The MDRS provisions in Schedule 3A Clause 8 the RMA Amendment Act state that there can be no minimum subdivision size or other size related subdivision requirements for vacant lot subdivision, although Councils do not appear to be precluded from specifying maximum lot sizes for such subdivision. The draft PC14 currently includes a proposal to specify a maximum site size of 400m² in the new Medium Density Residential zone. Once the Intensification Planning Instrument (PC14) is notified, the MDRS density provisions have immediate legal effect, and require a weighting exercise with the operative District Plan unless there is a relevant qualifying matter or it is a new residential zone, neither of which apply here.
- 8.1.33 Council staff and Council legal advisors are still working through the precise implications of some of these MDRS provisions in terms of particular scenarios. However it seems reasonably clear that it will not be possible to have density provisions which are inconsistent with the MDRS after PC14 is notified. Because of this, if the 15-18 households per ha density provision suggested by Ms Rennie for the PPC10 area were adopted, it would almost certainly not be appropriate nor be in accordance with MDRS provisions as prescribed by the Amendment Act. Even the standard RNN zone minimum net density of 15 households per ha is likely to be inconsistent with the MRDS

⁴ <https://www.hud.govt.nz/urban-development/enabling-housing-density/>

density standards. Nor would it be possible to have a rule requiring a range of lot sizes, for example with proportions of lots which must be in certain size ranges.

- 8.1.34 If a recommendation was made by the Commissioner to include such provisions for the PPC10 area in June this year, that recommendation would need to be included in an agenda to be endorsed by the Council, then publicly notified as the decision, and be subject to an appeal period before it could have effect. This could mean such a decision would only have effect from a date in July at the very earliest, before it was superseded by the new MDRS standards on or before 20 August.
- 8.1.35 As a matter of practicality, I cannot in good conscience recommend additional rules for density for the PPC10 area that would have such a short life.
- 8.1.36 I agree with Ms Rennie’s conclusion that there will likely be a limited housing mix in the PPC10 area under a standard RNN zoning. This is signaled in the documentation for PPC10, with several statements such as “there is a strong market preference for single storey design” (first response to RFI, item 2, p2) and “it is possible that there may be less intensive development in the eastern area due to market demand” (item 14 of the same document). At a policy level the RNN zone does encourage a variety of allotment sizes to cater for different housing types and affordability (Policy 8.2.2.3) but as Ms Rennie notes, at a rule level there is no requirement for a range of typologies, or for a proportion of particular typologies as there is in the Exemplar Overlay provisions.
- 8.1.37 Ideally I would like to see a requirement for a range of typologies for the PPC10 area. Such a rule would require a development lot or super lot approach to development rather than a purely site by site approach. Ms Rennie states that this approach is well used in Christchurch, and can still enable duplex and terrace typologies within a single lot to ensure some level of diversity. The PPC10 application documents suggest however that it was difficult to implement such an approach in the first stage of the Halswell Commons development.
- 8.1.38 Under the previous City Plan, most of the Living G zoned areas with ODPs had specific densities set out for particular parts of the ODP area, which acted as a proxy for achieving a variety of housing types. Set density requirements for particular areas inevitably proved problematic, with areas allocated for higher density being developed last, and developers complaining of lack of demand for these sites. The ODPs in the current District Plan have more flexibility in regard to density, only needing to achieve a minimum net density when averaged across the whole of the residential development areas within the ODP (Policy 14.2.5.3). Where there are multiple owners, the achievement of this minimum can still be compromised by “density pass the parcel” and “first in first served” for lower density sites which may be seen to be more marketable.
- 8.1.39 In my view the housing affordability problems which we are experiencing now, and the ongoing trend towards smaller household sizes in New Zealand, will combine to change this situation including in Christchurch. I consider that in the coming years there will be an increasing demand

for smaller houses on smaller sites, including a greater proportion of two storey houses. The median floor area of new standalone houses consented in 2019 in New Zealand was 180m², a decrease from just over 200m² in 2010.⁵ The median floor area for multi-unit homes is around 100m².

- 8.1.40 Council staff working on the intensification plan change PC14, are currently seeking legal advice on some aspects of implementation of the MDRS. I have asked them to include the question of whether or not a rule requiring a range or set proportions of different housing typologies e.g. single house, duplex, terrace would be inconsistent with the MDRS. This advice had not been received at the time of writing this report, but may be available before the hearing. My view at present is that such a rule would probably be seen as indirectly influencing densities, and therefore would also potentially be considered inconsistent with the MDRS.
- 8.1.41 If that is the case I would reluctantly conclude that I cannot recommend a change to the provisions for the PPC10 area to include a rule requiring a range or set proportions of housing typologies.
- 8.1.42 This also applies to the suggested rule that would provide for a minimum proportion of 2 storey houses. Notwithstanding the fact that its intention is broadly in line with that of the MDRS, it is likely more restrictive than the maximum 3 storey, 3 residential units per site scenario enabled by the MDRS in the new Medium Density Residential zone.
- 8.1.43 Ms Rennie's report recommends an increase in height permitted in the PPC10 area from 8m without comprehensive development, to 11m. This would support the achievement of a range of housing typologies, as it is easier to provide for two storey development with roofs of a reasonable pitch.
- 8.1.44 I agree that facilitating increased building height is desirable, but note that the MRDS standard in Clause 11 of the MDRS is 12m in height where the roof slope is 15° or more. Therefore a height of 11m is inconsistent with the MDRS and will be superseded by that standard at the latest by 20 August 2022. This also applies to Ms Rennie's recommended coverage standard of 45% for standalone houses (and 50% for duplexes and terraces) since the MDRS standard is 50% maximum building coverage for any site. In the case of building height and coverage Ms Rennie's recommended standards are actually in accordance with the intent of the MDRS, but just not quite so permissive.

5

[https://www.stats.govt.nz/news/new-homes-around-20-percent-smaller#:~:text=The%20median%20floor%20area%20of,portion%20of%20any%20shared%20spaces\).](https://www.stats.govt.nz/news/new-homes-around-20-percent-smaller#:~:text=The%20median%20floor%20area%20of,portion%20of%20any%20shared%20spaces).)

- 8.1.45 Ms Rennie suggests several rules relating to subdivision layout, eg a requirement for rear lane access to reduce vehicle dominance and enable lots to directly face the central green corridor required by the ODP, and a requirement for garages to be set back behind the façade of the house. My view is that garages extending across a large proportion of the front façade of a house are visually unfortunate and combined with internal access, act to decrease interaction of households with their neighbours. The RNN zone attempts to reduce the potential visual impact of garages by setting a limit on garages of 50% of the ground floor elevation viewed from any one road boundary, and a maximum width of 6.5m.
- 8.1.46 Council staff have not yet reached a conclusion about whether layout rules such as those proposed by Ms Rennie will be seen as hindering the achievement of what the MDRS aims at providing for, which is greater density via very permissive building envelopes. If rear lane access to houses results in more land overall or as a proportion of sites being used for vehicle access, then that could be seen to be contrary to the MDRS, i.e depending on the details of road layout and access(es), it could be more efficient in terms of land utilisation for car owners to be able to drive into garages directly off the street.
- 8.1.47 This ignores the question of whether it is efficient in terms of overall land use for households to have cars at all. In mid-February 2022 Council removed all minimum carparking standards other than mobility parking standards from the District Plan, in accordance with government direction under the NPS-UD. However until public transport is significantly more convenient than it is now both in terms of routes and frequencies, developers are still likely to voluntarily provide for the ability to garage cars.
- 8.1.48 Ms Rennie has also recommended a minimum roof pitch rule of 28 degrees or more as per the 2019 global consent rule, to align with the Halswell Commons subdivision to the northwest. This rule precludes hip roofs facing a road or reserve boundary. I agree that such a rule is very desirable to provide some visual consistency for the RNN zoned PPC10 area with the adjoining Halswell Commons subdivision. The MDRS recession plane rule which Council must adopt provides the opportunity to build to a maximum 60° angle starting from an origin point 4m above the boundary with neighbouring sites, but of course does not require that building form to occur. This is significantly more generous than the current recession plane rules in the Christchurch District Plan (a separate design issue). It is unclear whether or not 28 degrees as a minimum roof angle is a rule which could be sustained past the 20 August notification date of PC14. It might be considered to be consistent with the MDRS recession plane rule, since that is effectively a maximum roof angle rule, at least on the boundary.
- 8.1.49 Both the Meadowlands Design Guide intended for the PPC10 area and the Halswell Commons Architectural Design Guide used in the first stage of the subdivision touch on design and appearance of buildings, and tie purchasers to implement them via covenants. Ms Rennie notes however that the Meadowlands Design Guide includes illustrations of houses which are more

suburban in character than those in the Architectural Design Guide, rather than showing medium density typologies. The Meadowlands Design Guide also includes skillion as well as gable roofs and the possibility of hip roofs in combination with gables. Ms Rennie suggests that the Halswell Commons Architectural Guide and the accompanying Landscaping Guidelines should be adopted via the covenants for the PPC10 area. Since these are non-statutory guidelines there is no MDRS issue with their use.

- 8.1.50 The RNN zone does have landscaping rules including a minimum 2m depth of road frontage landscaping, but this is likely to be superseded by, and considered to be in conflict with the MDRS landscaping rule inserted just before enactment in response to submissions concerned about tree loss. This requires a landscaped area anywhere on the site of a minimum of 20% of a developed site, which can include grass, plants or trees.
- 8.1.51 In conclusion and as stated at the beginning of this section, I agree with and rely on Ms Rennie's conclusion that the removal of the Exemplar will likely result in a sub-optimal urban design outcome within the PPC10 area, including a lower density of development, limited housing mix and a reduction in the visual interest, amenity and overall cohesiveness of the built form. However I cannot recommend any site specific rules which could improve that urban design outcome, because central government's Medium Density Residential Standards will apply by August this year through PC14, once it is notified, superseding any rules which are more restrictive than the density rules in Schedule 3A, or which manage the same effect.
- 8.1.52 Some of the site specific rules suggested by Ms Rennie might on legal advice, not be considered to be inconsistent with the MDRS, in which case they could survive at least until the decision on PC14, which has to be made by 20 August 2023. This applies in particular to rules requiring a range of housing typologies, on layout within the subdivision such as a requirement for rear lane access or garage placement behind the façade of houses, and to a rule on roof pitch. If such rules appear legally defensible and the Commissioner is minded to adopt them for the PPC10 area, I would be happy to assist in drafting such rules, noting that Ms Rennie has already gone some distance towards potential wordings in suggesting previous rule formats which could be acceptable.

Recommendation

- 8.1.53 On the basis of the discussion above I recommend that the support in Submission 1 of the Waipuna Halswell- Hornby -Riccarton Community Board for a higher standard of neighbourhood design in the PPC10 area be **accepted in part**, pending legal advice on the viability in relation to the MDRS of site specific rules requiring a range of housing typologies, layout requirements for rear lane access and garage placement behind the façade of houses, and minimum roof pitch, before the Commissioner's recommendation to Council is made.

- 8.1.54 In my view the submission by the Board would provide scope for a decision which removes the Exemplar Overlay because of unnecessary process complexity, but adds some site specific rules, since this is between the two “options” of simply accepting or rejecting the Plan change.
- 8.1.55 Overall, and taking into account both process and outcome considerations, I recommend that the Board’s opposition to the removal of the Exemplar Overlay in the PPC10 area is **rejected**, and PPC10 is **approved**, if it is found that the rules recommended by Ms Rennie are more restrictive than the MDRS and inappropriate for the subject area.
- 8.1.56 Refer to **Appendix 10** for a table of the parts of the submission with recommendations.

9 SECTION 32 EVALUATION

EVALUATION SUMMARY

- 9.1.1 Section 32 of the Act requires the applicant to carry out an evaluation of the plan change to examine the extent to which relevant objectives are the most appropriate way to achieve the purpose of the Act, and whether, having regard to their efficiency and effectiveness, the related policies, rules, or other methods are the most appropriate for achieving the objectives.
- 9.1.2 In the case of PPC10, the Plan Change does not propose to add or alter any objectives or policies. I refer to the evaluation provided in the Section 32 report accompanying the notified Plan Change 10, which concludes that removing the Exemplar Overlay, as notified, is the most appropriate way to achieve the relevant existing objectives of the District Plan, and of the higher order documents, being the Regional Policy Statement, and the National Policy Statement on Urban Development 2020.
- 9.1.3 This is an unusual situation in that the higher order documents have changed since the section 32 report was written. The section 32 report was written in March 2021, before the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021, containing the Medium Density Residential Standards, was enacted in December 2021.
- 9.1.4 Changes to the Resource Management Act give greater priority to the NPS-UD’s intensification policies and are intended to accelerate the supply of housing where demand for housing is high, via a streamlined planning process. In this context the removal of the Exemplar Overlay in the PPC10 area will assist in accelerating the supply of housing in the North Halswell area and will achieve the current objectives of the District Plan in relation to housing supply e.g. Objective 14.2.1.
- 9.1.5 Schedule 3A to the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021, containing the Medium Density Residential Standards, also contains

Objectives and Policies which the Council must include in its District Plan via the intensification Planning Instrument, PC14 and which will have effect on notification before 20 August 2022. Objectives 1 and 2 are as follows:

“ 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”;

and

“a relevant housing zone provides for a variety of housing types and sizes that respond to housing needs and demand, and the neighbourhood’s planned urban built character, including three storey buildings.”

- 9.1.6 Approval of PPC10 and removal of the Exemplar Overlay is likely to be the most appropriate way to achieve these future objectives of the Plan, on the basis that it enables people to provide for their well-being by increasing housing choices.

PART 2 OF THE ACT

- 9.1.7 The purpose of the RMA, as outlined in Section 5 of Part 2, is to promote the sustainable management of natural and physical resources. Sustainable management means managing the use, development and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety, while, among other considerations, avoiding, remedying or mitigating any adverse effects of activities on the environment.
- 9.1.8 Section 5 essentially involves an overall broad judgement as to whether the proposal will promote the sustainable management of natural and physical resources. In the case of this Plan change, there have been changes in higher order direction thorough the recent amendments to the RMA, which influence how section 5 should be applied to achieve a well-functioning urban environment, as discussed above. Policy 1 of the NPS-UD provides guidance on what a well-functioning urban environment is in stating that “as a minimum...(urban environments) (a) have or enable a variety of homes ...”. Proposed Plan Change 10 will enable the delivery of housing and is in my opinion consistent with a well-functioning urban environment while supporting people’s well-being by increasing housing choices. It contributes to the efficient and effective use of land and resources to support housing and on this basis, is consistent with section 5.
- 9.1.9 Section 6 of the Act lists matters of national importance which need to be recognised and provided for in achieving the purpose of the Act. There are no matters of national importance relevant to this proposed Plan Change.

- 9.1.10 In considering the possible methods of achieving the purpose of the Act, particular regard needs to be had to 'other matters' listed in section 7. Subsections 7(b), and (c), and (f) related to the efficient use and development of resources, the maintenance of amenity values, and the maintenance and enhancement of the quality of the environment are relevant to this proposal.
- 9.1.11 In my view, the PPC10 provides for more efficient use and development of the land resource. I have debated the effect on amenity values of the environment in terms of urban design outcomes. I have concluded that some improvements in those outcomes would be possible by including site specific rules, however some of those rules would clearly be inconsistent with the forthcoming IPI (PC14) incorporating MDRS objectives, policies and rules and there is uncertainty around others as to whether or not they would be considered inconsistent. Therefore I have not recommended any site specific rules in the RNN zone provisions for this area at this stage.
- 9.1.12 Section 8 of RMA Part 2 seeks that in considering the possible methods of achieving the purpose of the Act, the principles of the Treaty of Waitangi are taken into account. I do not consider that this section is relevant to this plan change.
- 9.1.13 Overall, I am of the opinion that Private Plan Change 10 provides an efficient and effective, as well as the most appropriate way of achieving the relevant planning objectives of the District Plan, higher order direction and the purpose of the Act.

10 CONCLUSIONS AND RECOMMENDATIONS

- 10.1.1 Having considered the submission and reviewed all relevant instruments and statutory matters, I am satisfied that Private Change 10 will:
- a. result in an amended rule/method in terms of the removal of the Exemplar Overlay and its associated provisions over the area, that better implements the operative and potential future policies for the area;
 - b. give effect to relevant higher order documents, in particular the NPS-UD and the Resource Management (Enabling Housing Supply and Other Matters Amendment Act 2021) and the Medium Density Housing Standards contained therein;
 - c. more appropriately achieve the District Plan objectives and better meet the purpose of the Act than the current Plan provisions.
- 10.1.2 I recommend therefore that:
- a. Private Plan Change 10 be approved, subject to the consideration of rules for the PPC10 area on urban design which are viable in relation to the MDRS, and that the Commissioner is minded to adopt, once legal advice is received and before a recommendation to Council is made. This recommendation relates to potential rules requiring a range of housing typologies, layout

requirements for rear lane access and garage placement behind the façade of houses, and a rule on minimum roof pitch; and


- b. The parts of the submission on the Plan Change be accepted or rejected as set out in **Appendix 10** to this report.

APPENDIX 1 – PRIVATE PLAN CHANGE 10 AS NOTIFIED AND SECTION 32 EVALUATION

PLAN CHANGE 10 FOLLOWS.

FOR THE SECTION 32 EVALUATION, SEE THE COUNCIL WEBSITE:

<https://ccc.govt.nz/assets/Documents/The-Council/Plans-Strategies-Policies-Bylaws/Plans/district-plan/Proposed-changes/2021/PC10-Meadowlands/PC10-Meadowlands-Exemplar-Section-32.pdf>

	<p>Resource Management Act 1991</p> <p>Christchurch District Plan</p> <p>Proposed Private Plan Change</p>	<h1>10</h1>
<p>NOTE: The provisions proposed in this privately requested Plan Change have no legal effect until the Plan Change is made operative.</p> <p>PARTIAL REMOVAL OF MEADOWLANDS EXEMPLAR OVERLAY, NORTH HALSWELL</p> <p>Explanation</p> <p>The purpose of Private Plan Change 10 is to remove the south-eastern section of the Meadowlands Exemplar Overlay, south of Manarola Road Halswell and located within Lot 116 DP 548934 and Lot 120 DP 514570) from Planning Map 45A and the North Halswell Outline Development Plan in the Christchurch District Plan.</p> <p>The Exemplar Overlay requires a comprehensive design approach including the approval of a Neighbourhood Plan setting out detailed residential building design parameters at the same time as the subdivision consent. This has resulted in complexity in consenting, numerous subsequent variations to consents being required, and a very slow uptake of development opportunities.</p> <p>Spreydon Lodge Limited is seeking to remove the south-eastern section of the Meadowlands Exemplar Overlay area, to facilitate development of the balance of the land that is subject to the Overlay. The land will continue to be subject to the underlying Residential New Neighbourhood (RNN) provisions of the District Plan.</p> <p>The removal of the Exemplar provision will give prospective purchasers greater autonomy to design houses that are more in line with their personal circumstances and preferences.</p> <p>The Plan Change proposes the following amendments:</p> <ol style="list-style-type: none"> Amend the North Halswell Outline Development Plan in Appendix 8.10.4 to Chapter 8 by deleting the south eastern section of the Meadowlands Exemplar Overlay. Amend Planning Map 45A by deleting the south eastern section of the Meadowlands Overlay. Any other consequential amendments. 		
<p>Date Publicly Notified: 3 November 2021</p> <p>Council Decision Notified: DD Month YYYY</p> <p>Plan Details: Chapter 8, Planning Map 45A</p>		<p>Date Operative: DD Month YYYY</p> <p>File No: PL/DP/10</p> <p>TRIM No: FOLDER21/279</p>

DISTRICT PLAN AMENDMENTS

Amend the District Plan as follows:

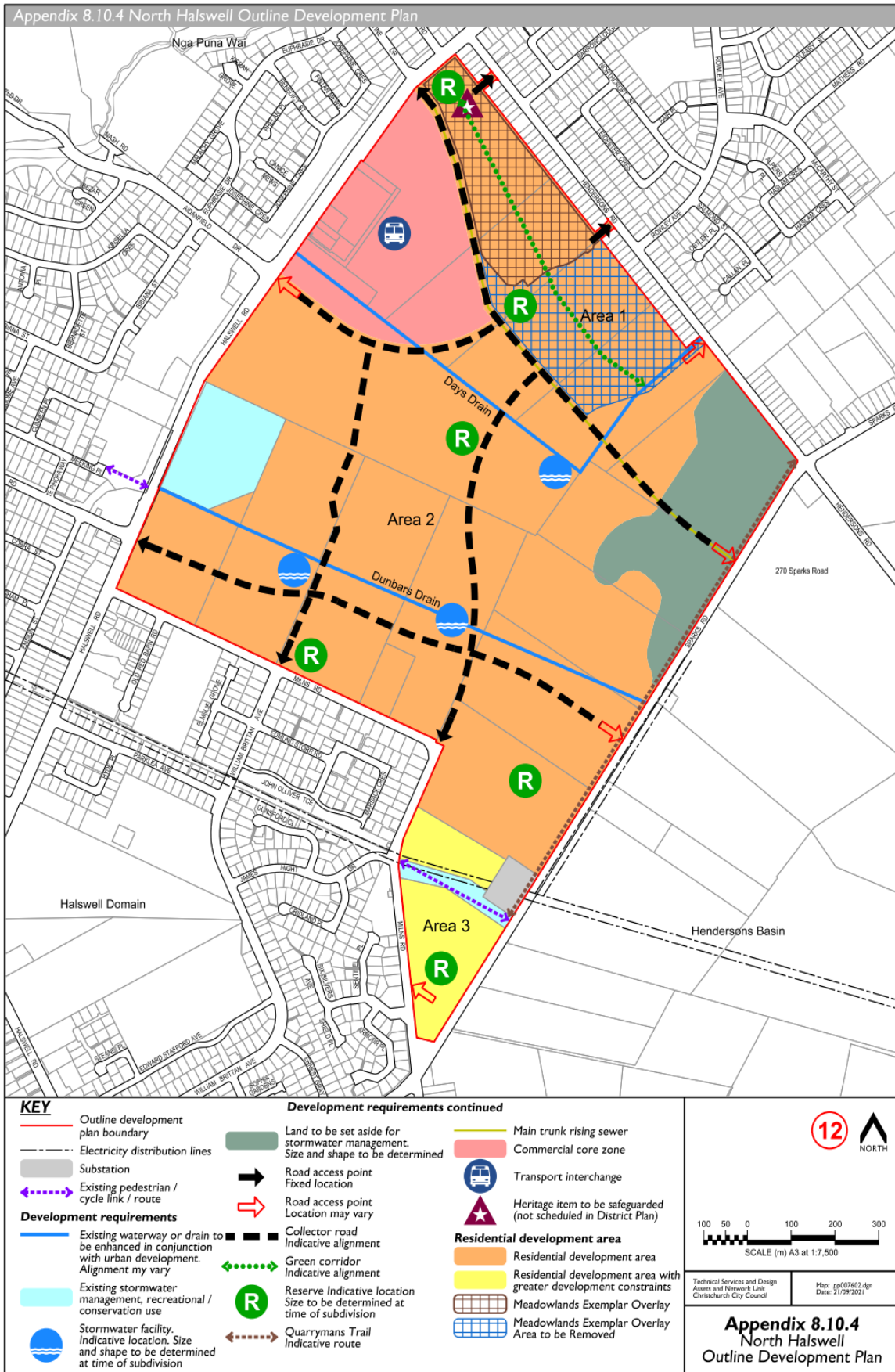
Appendix 8.10.4 – North Halswell Outline Development Plan

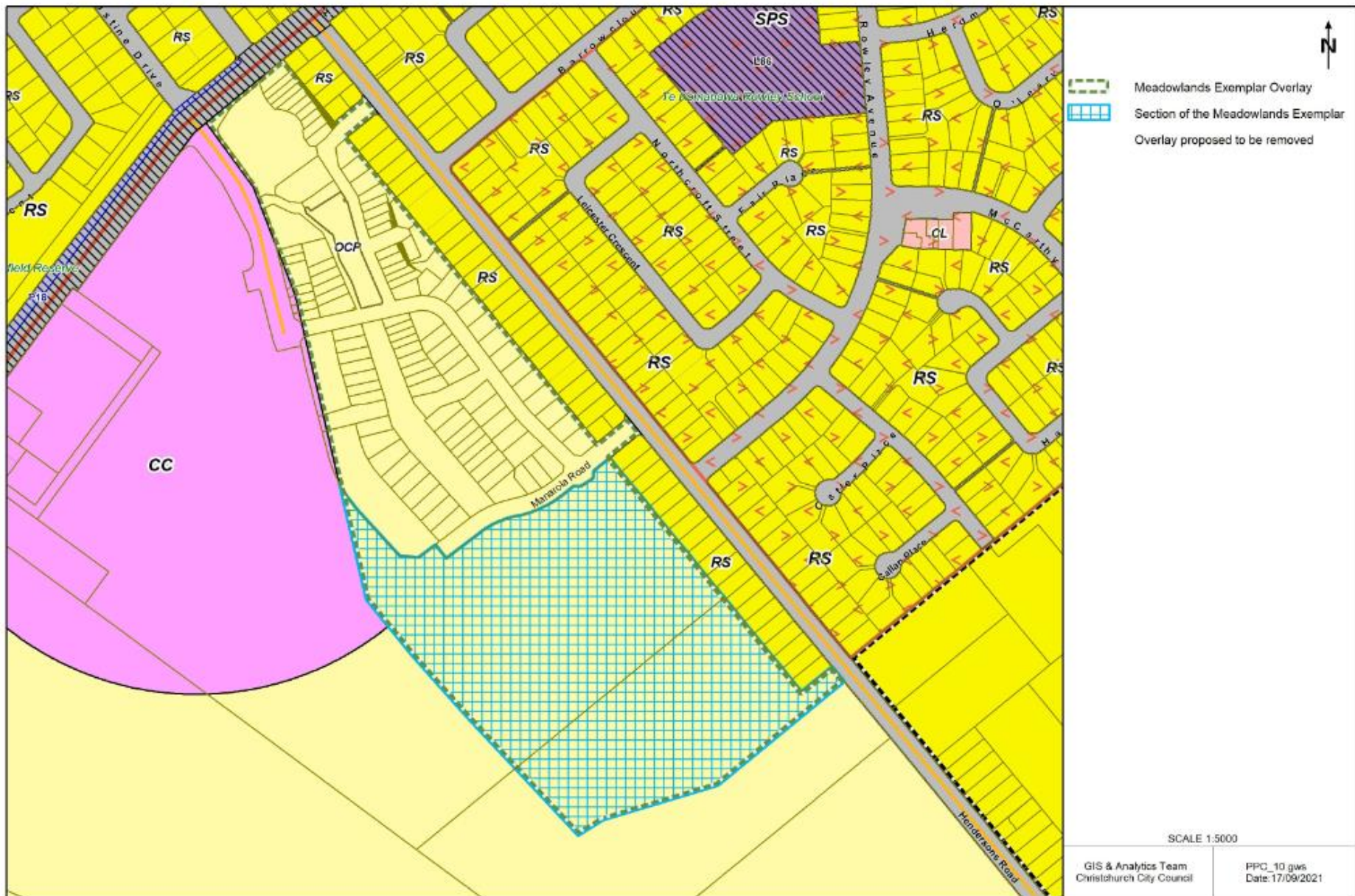
Amend the Outline Development Plan as shown, by deleting the blue hatched area from the Meadowlands Exemplar Overlay shown on the ODP.

Planning Maps

Planning Map 45A.

Amend Planning Map 45A by deleting the section of the Meadowlands Exemplar Overlay, as shown on the attached map enlargement.






Proposed Private Plan Change 10 - Change to Planning Map 45A - Removal of section of the Meadowlands Exemplar Overlay

APPENDIX 2 – EMAIL TO APPLICANT’S AGENT 8 FEBRUARY 2022


File Message Content Manager PDF-XChange Tell me what you want to do...

Thu 10/02/2022 5:13 PM

 Patricia Harte <Patricia.Harte@dls.co.nz>
RE: PPC 10 - Questions from our internal advisers

To  Dixon, Glenda

Cc Mark Brown; Ian Thompson - Danne Mora Residential (ian@dmr.co.nz)

 You forwarded this message on 10/02/2022 8:37 PM.

 Meadowlands Design Guide - M0721v3.pdf
.pdf File

 11545609_9_CurrInstImage.pdf
.pdf File

From: Patricia Harte <Patricia.Harte@dls.co.nz>
Sent: Thursday, 10 February 2022 5:13 PM
To: Dixon, Glenda
Cc: Mark Brown; Ian Thompson - Danne Mora Residential (ian@dmr.co.nz)
Subject: RE: PPC 10 - Questions from our internal advisers
Attachments: Meadowlands Design Guide - M0721v3.pdf; 11545609_9_CurrInstImage.pdf

Hi Glenda

I have spoken to Mark Brown and Ian Thompson regarding your questions. The responses are set out in blue in your email below.

I have also attached the Meadowlands Design Guide document referred to in covenants, and a title with a covenant document attached.

I trust this is sufficient.

Kind regards
Patricia Harte
Consultant Planner



Davie Lovell-Smith Ltd
[Planning](#) [Surveying](#) [Engineering](#)
PO Box 679 | Christchurch | Phone (03) 963 0701 | Mobile 021 807 905 | www.dls.co.nz

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From: Dixon, Glenda <Glenda.Dixon@ccc.govt.nz>
Sent: Tuesday, 8 February 2022 12:26 PM
To: Patricia Harte <Patricia.Harte@dls.co.nz>
Subject: PPC 10 - Questions from our internal advisers

Hi there

As noted to you, we didn't get any further submissions on this.

I have asked our expert advisers to provide advice for the section 42A report and have begun the planning report itself.

I acknowledge we are past the RFI stage, but I have a couple of questions from them that I hope you can answer. These would make their responses a bit easier, and clarify some aspects of the “before and after” comparison for the Hearings Commissioner

1. Is there anything we can assume about the layout of the PPC10 area other than :
 - a. It will be in accord with the ODP for North Halswell.

Response:

It is the intention for the development of the residual ‘Exemplar’ land (that forms PPC 10) to remain consistent with the ODP. Interim designs and layouts will be informed by the ODP as has been the case to date. The developer will however look to liaise with Council early in the design process as several instances have arisen to date where Council has requested a deviation from the ODP. This has previously resulted in inefficiencies and delays that the developer would be seeking to avoid moving forward.

- b. In 6.3.1. of the section 32 on p11, there is the statement: With regard to vehicles, cycling and walking there will be no change with removal of the Exemplar Overlay as the framework streets and connections to Hendersons Road will be the same as the Neighbourhood Plan framework. What is meant by the “framework streets”? Presumably this includes the collector road that is also shown on the ODP, but does it also include the Local A and Local B streets shown on the Neighbourhood Plan? I am assuming it would not mean a commitment to rear vehicular access to sites or to “living streets”?

Response

The use of the term Framework Streets was intended to reflect a commitment to retain the existing road network that has been established to date and to maintain key connections – such as those to Hendersons Road. Continuity will be important to the on-going development within Halswell Commons and Meadowlands (existing RNN development along Sparks Rd). The purpose of the reference to Framework Streets was to alleviate any concerns that advancing PPC 10 would result in inconsistencies and a lack of (on-road and off-road) connectivity.

2. On p10 of the section 32, in 6.2.1, there is the statement. “The Developer has strict set of covenants in place which will continue to maintain a high level of amenity within this area.” What covenants would there be and what would they control? I think I asked this of you previously and you said you didn’t know, but can you please find out?

Response

A set of Covenants are attached entitled “Meadowlands Design Guide”. These relate to the existing Meadowlands (RNN development) subdivision. These Covenants along with the design approvals process illustrate the elevated importance the developer places on maintaining a high level of built design and amenity.

We have also attached a title showing with the covenants requiring compliance with the Design Guide.

Thanks for any additional information you can provide.

Glenda Dixon

Senior Policy Planner
City Planning (E)

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APPENDIX 3 – RELEVANT PROVISIONS OF THE REGIONAL POLICY STATEMENT

RELEVANT PROVISIONS OF THE CANTERBURY REGIONAL POLICY STATEMENT 2013

OBJECTIVE 6.2.1 – RECOVERY FRAMEWORK

6.2.1 Recovery framework

Recovery, rebuilding and development are enabled within Greater Christchurch through a land use and infrastructure framework that:

1. identifies priority areas for urban development within Greater Christchurch;
2. identifies Key Activity Centres which provide a focus for high quality, and, where appropriate, mixed-use development that incorporates the principles of good urban design;
3. avoids urban development outside of existing urban areas or greenfield priority areas for development, unless expressly provided for in the CRPS;
4. protects outstanding natural features and landscapes including those within the Port Hills from inappropriate subdivision, use and development;
5. protects and enhances indigenous biodiversity and public space;
6. maintains or improves the quantity and quality of water in groundwater aquifers and surface waterbodies, and quality of ambient air;
7. maintains the character and amenity of rural areas and settlements;
8. protects people from unacceptable risk from natural hazards and the effects of sea-level rise;
9. integrates strategic and other infrastructure and services with land use development;
10. achieves development that does not adversely affect the efficient operation, use, development, appropriate upgrade, and future planning of strategic infrastructure and freight hubs;
11. optimises use of existing infrastructure; and
12. provides for development opportunities on Māori Reserves in Greater Christchurch.

The following policies implement this objective:

Policies 6.3.1, 6.3.2, 6.3.3, 6.3.4, 6.3.5, 6.3.6, 6.3.7, 6.3.8, 6.3.9, 6.3.10, 6.3.11, 6.3.12

Principal reasons and explanation

The purpose of this objective is to provide for an outcome where appropriate urban development is enabled within specified spatial areas around Greater Christchurch, so that resources can be focused on rebuilding, and delivering growth and recovery to those priority areas. This provides certainty to all resource users as to locations for development, enabling long-term planning and funding for strategic, network and social infrastructure (such as schooling and healthcare), and protection of Greater Christchurch's natural and physical resources.

The recognition of existing constraints in terms of natural and physical resources is a critical part of successful growth management. This objective identifies the key elements of natural and physical resources in Greater Christchurch that must be protected in order to ensure that harm to the natural environment is minimised.

OBJECTIVE 6.2.2. – URBAN FORM AND SETTLEMENT PATTERN

6.2.2 Urban form and settlement pattern

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

1. aiming to achieve the following targets for intensification as a proportion of overall growth through the period of recovery:
 - a. 35% averaged over the period between 2013 and 2016
 - b. 45% averaged over the period between 2016 to 2021
 - c. 55% averaged over the period between 2022 and 2028;
2. providing higher density living environments including mixed use developments and a greater range of housing types, particularly in and around the Central City, in and around Key Activity Centres, and larger neighbourhood centres, and in greenfield priority areas, Future Development Areas and brownfield sites;

3. reinforcing the role of the Christchurch central business district within the Greater Christchurch area as identified in the Christchurch Central Recovery Plan;
4. providing for the development of greenfield priority areas, and of land within Future Development Areas where the circumstances set out in Policy 6.3.12 are met, on the periphery of Christchurch's urban area, and surrounding towns at a rate and in locations that meet anticipated demand and enables the efficient provision and use of network infrastructure;
5. encouraging sustainable and self-sufficient growth of the towns of Rangiora, Kaiapoi, Woodend, Lincoln, Rolleston and Prebbleton and consolidation of the existing settlement of West Melton;
6. Managing rural residential development outside of existing urban and priority areas; and
7. Providing for development opportunities on Māori Reserves.

The following policies implement this objective:

Policies 6.3.1, 6.3.2, 6.3.3, 6.3.4, 6.3.5, 6.3.6, 6.3.7, 6.3.8, 6.3.9, 6.3.10, 6.3.11, 6.3.12

Principal reasons and explanation

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

Consolidation of existing urban settlements is the form of development most likely to minimise the adverse effects of travel for work, education, business and recreation, minimise the costs of new infrastructure and avoid adverse effects of development on sensitive landscapes, natural features and areas of high amenity. This will enable Greater Christchurch to build back better, and support the recovery of central Christchurch. Greater intensification within Christchurch's urban area through infill (particularly in the Central City, and

around Key Activity Centres, and neighbourhood centres) and brownfield redevelopment will reduce the need for further expansion of peripheral areas, and some intensification of the centres of smaller towns is also expected to meet changing needs. A significant proportion of intensification will take place in the city rather than Selwyn and Waimakariri; however, the contribution of these areas to the overall growth pattern is important. The objective sets targets for the contribution of infill and intensification as a proportion of overall growth, and aligns with the growth management approach in the Greater Christchurch Urban Development Strategy. Where monitoring indicates that these levels are not being achieved, further policy responses may be required to increase intensification within existing urban areas.

Changing demographic patterns, including an ageing population and smaller households, are expected to increase the desirability of higher density housing. The demolition and ageing of housing stock provides an opportunity for redevelopment at higher densities and an increased range of housing types that provides not only choice for those needing to relocate, but also for future generations. Increased intensification is anticipated to occur over time as rebuild opportunities are realised, requiring appropriately located and designed greenfield development that also provides for medium density housing during the time of transition.

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

POLICY 6.3.2 – DEVELOPMENT FORM AND DESIGN

6.3.2 Development form and urban design

Business development, residential development (including rural residential development) and the establishment of public space is to give effect to the principles of good urban design below, and those of the NZ Urban Design Protocol 2005, to the extent appropriate to the context:

1. Tūrangawaewae – the sense of place and belonging – recognition and incorporation of the identity of the place, the context and the core elements that comprise the Through context and site analysis, the following elements should be used to reflect the appropriateness of the development to its location: landmarks and features, historic heritage, the character and quality of the existing built and natural environment, historic and cultural markers and local stories.

2. Integration – recognition of the need for well-integrated places, infrastructure, movement routes and networks, spaces, land uses and the natural and built environment. These elements should be overlaid to provide an appropriate form and pattern of use and development.
 3. Connectivity – the provision of efficient and safe high quality, barrier free, multimodal connections within a development, to surrounding areas, and to local facilities and services, with emphasis at a local level placed on walking, cycling and public transport as more sustainable forms of
 4. Safety – recognition and incorporation of Crime Prevention Through Environmental Design (CPTED) principles in the layout and design of developments, networks and spaces to ensure safe, comfortable and attractive places.
 5. Choice and diversity – ensuring developments provide choice and diversity in their layout, built form, land use housing type and density, to adapt to the changing needs and circumstances of the population.
 6. Environmentally sustainable design – ensuring that the process of design and development minimises water and resource use, restores ecosystems, safeguards mauri and maximises passive solar gain.
3. Consider the principles of good urban design as reflected in the New Zealand Urban Design Protocol (2005) in urban design processes.

Principal reasons and explanation

Good urban design is critical to the rebuilding and recovery of Greater Christchurch. Urban design ranges in scale from the design and layout of the whole city, to the suburb, block, street and section design, or even to the architecture of the building and surrounding landscape. It becomes particularly important in the development of the street and block structure, at the interface between buildings/structures and spaces, and between public and private space. Urban design input can take place through the development of outline development plans, creation of development controls for zones, or at a finer-grained level through a resource consent process.

Good urban design can increase the functionality, amenity and efficiency of urban areas in Greater Christchurch. It will support the economic performance of Greater Christchurch, its attractiveness as a tourist destination, and its ability to attract and retain new or returning residents and increase the quality of life of its existing residents. In particular, addressing the matters listed will:

1. assist with reducing crime;
2. reduce travel times, fuel usage and therefore greenhouse gas emissions, and dependence on private motor vehicles;
3. provide for a high standard of physical amenities;
4. minimise adverse effects on other areas such as flooding, traffic congestion and degraded water;
5. protect important features of the natural environment;
6. provide protection of historic heritage from inappropriate development, and enhance its values;
7. improve the mental and physical wellbeing of its residents; and
8. create efficient development patterns.

It is recognised that urban design is also about a process, where ideally collaboration takes place. Local authorities need to be clear about their expectations for development, to ensure efficient management through resource consent or plan change processes. As such, the development of clear, user friendly guides, developed in consultation with the development industry and professional institutes, for different types of development are a necessary means of achieving good design outcomes that will support the rebuilding and recovery of Greater Christchurch.

POLICY 6.3.3 –DEVELOPMENT IN ACCORDANCE WITH OUTLINE DEVELOPMENT PLANS

6.3.3 Development in accordance with outline development plans

- f. Land required for stormwater treatment, retention and drainage paths;
 - g. Land reserved or otherwise set aside from development for environmental, historic heritage, or landscape protection or enhancement;
 - h. Land reserved or otherwise set aside from development for any other reason, and the reasons for its protection from development;
 - i. Pedestrian walkways, cycleways and public transport routes both within and adjoining the area to be developed;
4. Demonstrate how Policy 6.3.7 will be achieved for residential areas within the area that is the subject of the outline development plan, including any staging;
 5. Identify significant cultural, natural or historic heritage features and values, and show how they are to be protected and/or enhanced;
 6. Document the infrastructure required, when it will be required and how it will be funded;
 7. Set out the staging and co-ordination of subdivision and development between landowners;
 8. Demonstrate how effective provision is made for a range of transport options including public transport options and integration between transport modes, including pedestrian, cycling, public transport, freight, and private motor vehicles;
 9. Show how other potential adverse effects on and/or from nearby existing or designated strategic infrastructure (including requirements for designations, or planned infrastructure) will be avoided, remedied or appropriately mitigated;
 10. Show how other potential adverse effects on the environment, including the protection and enhancement of surface and groundwater quality, are to be avoided, remedied or mitigated;
 11. Show how the adverse effects associated with natural hazards are to be avoided, remedied or mitigated as appropriate and in accordance with Chapter 11 and any relevant guidelines; and
 12. Include any other information that is relevant to an understanding of the development and its proposed zoning.

This policy implements the following objectives:

Objectives 6.2.1, 6.2.1a, 6.2.2, 6.2.3, 6.2.4, 6.2.6

Methods**The Regional Council:***Will*

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

Territorial authorities:*Will*

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

Should

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

Principal reasons and explanation

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

Outline development plans provide a mechanism for integrating urban development with infrastructure, making the best use of existing infrastructure, and identifying and providing for the additional infrastructure required to meet the needs of incoming residents and businesses. They also provide the mechanism for integrating new development with existing urban areas, and of achieving the type and form of development necessary to accommodate urban growth in a sustainable way. Staging may be required to allow for infrastructure upgrades, enabling parts of a development to be delivered earlier.

In addition, these plans help to provide certainty for the community, developers, network utility providers and territorial authorities, and ensure that all constraints associated with the development of an area are investigated, addressed or protected at the time of initial zoning for urban purposes. By identifying opportunities for low impact urban design and development early on in the land development process, recovery will be enabled by building new developments in a better way.

POLICY 6.3.7 – RESIDENTIAL LOCATION, YIELD AND INTENSIFICATION

6.3.7 Residential location, yield and intensification

In relation to residential development opportunities in Greater Christchurch:

1. Subject to Policy 5.3.4, Policy 6.3.5, and Policy 6.3.12, residential greenfield development shall occur in accordance with Map A.
2. Intensification in urban areas of Greater Christchurch is to be focused around the Central City, Key Activity Centres and neighbourhood centres commensurate with their scale and function, core public transport routes, mixed-use areas, and on suitable brownfield land.
3. Intensification developments and development in greenfield priority areas shall achieve at least the following residential net densities averaged over the whole of an ODP area (except where subject to an existing operative ODP with specific density provisions):
 - a. 10 household units per hectare in greenfield areas in Selwyn and Waimakariri District;
 - b. 15 household units per hectare in greenfield areas in Christchurch City;
4. Intensification development within Christchurch City to achieve an average of:
 - a. 50 household units per hectare for intensification development within the Central City;
 - b. 30 household units per hectare for intensification development elsewhere.
5. Provision will be made in district plans for comprehensive development across multiple or amalgamated sites.
6. Housing affordability is to be addressed by providing sufficient intensification and greenfield land to meet housing demand, enabling brownfield development and providing for a range of lot sizes, densities and appropriate development controls that support more intensive developments such as mixed use developments, apartments, townhouses and terraced housing.

This policy implements the following objectives:

Objectives 6.2.1, 6.2.1a, 6.2.2, 6.2.3, 6.2.4, 6.2.5

Methods

Territorial authorities:

Will

1. Include in district plans objectives, policies and rules (if any) to give effect to Policy 6.3.7.
2. Identify areas in district plans that are suitable for urban intensification, including brownfields redevelopment.
3. Include objectives, policies and rules in district plans for comprehensive development across multiple or amalgamated sites in appropriate locations.

Should

4. Consider incentives to encourage intensification and brownfields redevelopment.
5. In relation to Christchurch City, continue to promote medium to high density residential development, particularly within the Central City.
6. Co-ordinate the sequencing, provision and funding of infrastructure in Annual Plans, the Three Year Plan, Long Term Plans, the Regional Land Transport Programme or other infrastructure plans, as appropriate, to enable the orderly and efficient development of priority areas.

Principal reasons and explanation

The earthquakes have resulted in some significant short-term impacts on the housing market, pushing up demand in the short term for temporary accommodation during the recovery and rebuilding period, and relocation of residents from red-zoned areas. This short-term demand is expected to slowly return to normal growth.

Accommodating the increased demand for households can be achieved in two ways, through greenfield expansion into priority areas and Future Development Areas, and through intensification within existing urban areas. To support a sustainable urban form, this intensification is ideally located around the Central City, Key Activity Centres and neighbourhood centres consistent with their scale and function, and core public transport routes, within mixed use areas where residential activities can support business activities, and on brownfield sites. Further work will be required to increase intensification, and work towards accommodating future growth within existing urban areas.

Certain areas in Christchurch City have been identified for more intensive residential use for many years. Other suitable areas may be identified, including the redevelopment of brownfields sites for residential or mixed-use activities. Providing for intensification in and around the Central City and Key Activity Centres will help ensure good access to commercial, community and recreational facilities and to public transport. Councils have the ability to encourage greater uptake of intensification in selected areas through investment such as the provision of land improvements to open space and the streetscape.

In order to efficiently utilise the identified priority areas and Future Development Areas to accommodate recovery and rebuild development, minimum densities are to be achieved. This will help to create a compact urban form that supports existing centres and can be served efficiently by infrastructure, including public transport. It will also help to ensure that housing supply and housing choice, including affordable housing options, meet demand and enable recovery.

APPENDIX 4 –URBAN DESIGN ADVICE BY MS JANE RENNIE

Please refer to separate document.

APPENDIX 5 –PROVISION OF RESERVES AND STREET TREES ADVICE BY MR RUSSEL WEDGE

Private Plan Change 10 – Meadowland Exemplar

Parks Unit Advice

Author:	Russel Wedge	Record File Nr.:	22/281774
Report To (Planner):	Glenda Dixon	Date:	9/03/2022

Version Reference	Changes	Date
0	Draft	4/03/2022
1	Finalised	29/03/2022

BACKGROUND AND PROPOSAL

1. My full name is Russel Grant Wedge. I am employed as Team Leader Parks Policy and Advisory in the Parks Unit at the Christchurch City Council (**Council**). I have held this position since March 2018. Prior to this position I was employed as a Senior Network Parks Planner since September 2010.
2. I hold a Masters of Parks, Recreation and Tourism Management degree from Lincoln University. I have over 30 year's experience working in parks open space planning and management. I am a member of the World Urban Parks since 2005 and the New Zealand Recreation Association since 2000. My work at the Council involves strategic planning for the provision of parks open space across the city and the acquisition and implementation of land for parks.
3. Whilst this is a Council hearing, I confirm that I have read the Code of Conduct for Expert Witnesses contained in the Environment Court Practice Note 2014. I have complied with it in preparing this report and I agree to comply with it in presenting evidence at this hearing. The evidence I give is within my area of expertise except where I state that my evidence is given in reliance on another person's evidence. I have considered all material facts that are known to me that might alter or detract from the opinions that I express in this report.
4. The private plan change seeks to uplift the south-eastern section of the Meadowlands Exemplar Overlay (refer to Figure 1) to the south-east of Manarola Road and Brancion Street, being located within 20 Monsaraz Boulevard (Lot 116 DP 548934) and 225 Hendersons Road (Lot 120 DP

51457). The land is generally to the south-west of Hendersons Road between Halswell Road and Sparks Road. The area is approx. 9.6 ha.

5. The scope of the Plan Change is limited to removing part of the Exemplar Overlay from Planning Map 45A and the North Halswell Outline Development Plan and any other consequential amendments. The land will continue to be subject to the Residential New Neighbourhood zone provisions of the District Plan and the provisions of the North Halswell Outline Development Plan in Appendix 8.10.14 of the District Plan.
6. The proposed plan change does not affect the stages of development already underway in the Meadowlands Exemplar area adjoining this land but nearer to Halswell Road.
7. The Park Asset Planning Team has been asked to provide advice on:
 - c. Any issues associated with the development of this land that decision-makers on this plan change might need to know about; and
 - d. Any comments on the differences in potential outcomes between development under the Exemplar rules and development with straight RNN zoning.
8. My comments below cover the following:
 - a. The provision of reserves in the Plan Change 10 area
 - b. The provision of street trees in the Plan Change 10 area
 - c. Comments on questions raised in the Plan Change 10 documentation (responses to RFIs in particular) about Council's approach to the provision of reserves.

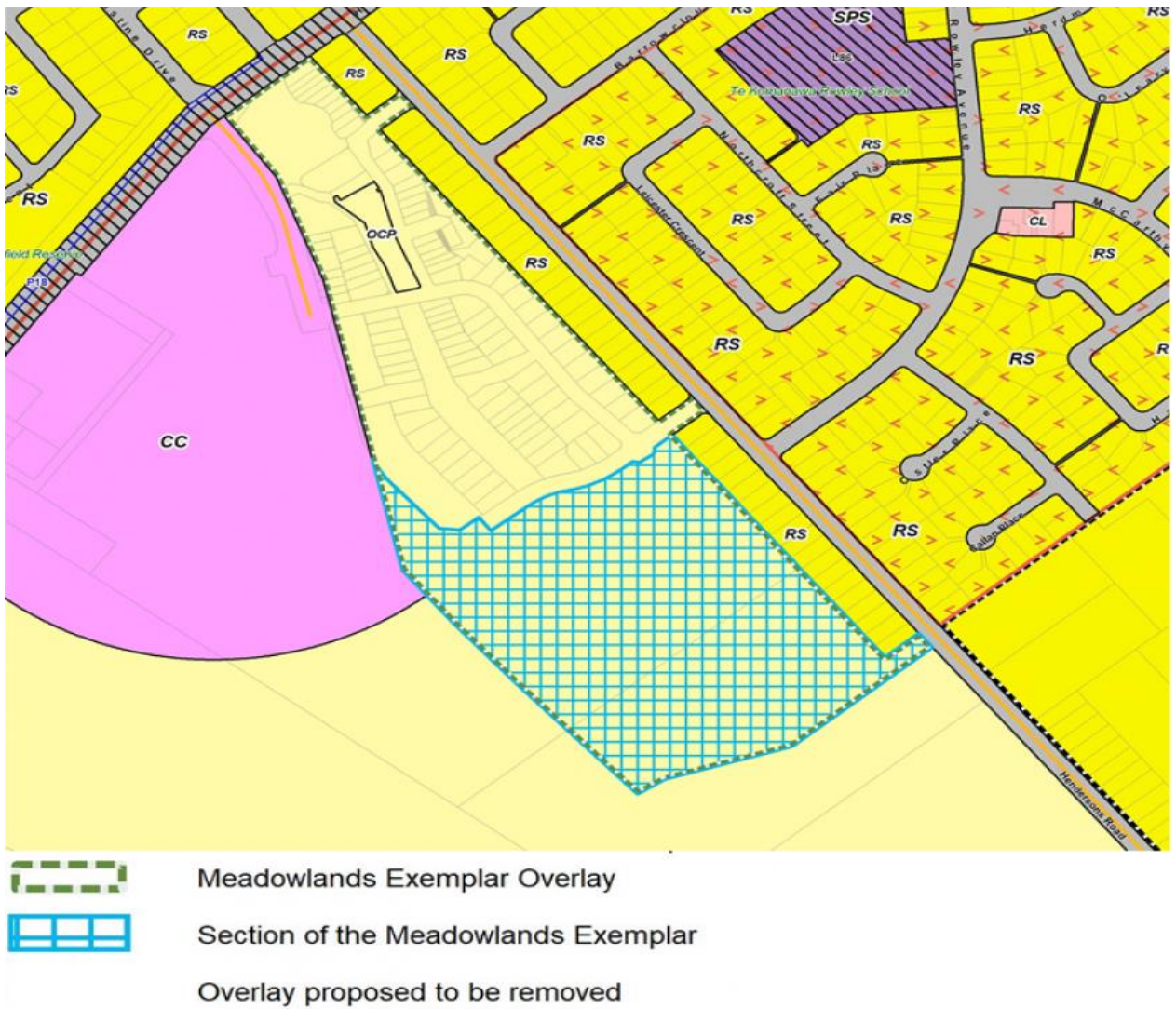


Figure 1: South-eastern section of the Meadowlands Exemplar Overlay

PARKS UNIT - PROVISION OF RESERVES - PLAN CHANGE 10

9. Proposed Plan Change 10 would uplift the Exemplar Overlay from the southeast part of the Overlay area and is not a subdivision consent application. However it does not mention the neighbourhood reserve (shown as an 'R' within a green circle) or the green corridor indicated in the Meadowlands Exemplar developed as shown in the District Plan, North Halswell Outline Development Plan (ODP), Appendix 8.10.14 (refer below). The Parks Unit does not consider that the neighbourhood reserve or the green corridor in the ODP needs to be retained or are necessary in the proposed Plan Change 10 area.
10. The Parks Unit believe the provision of existing reserves and open space in the previous stages of the Meadowlands Exemplar development and the adjoining subdivisions in the ODP area support the Parks Units Levels of Service (LOS) for the provision of parks/reserves in the Long Term Plan 2021-2031 (LTP), including for the residential area proposed in Plan Change 10.
11. The Parks Unit LOS for the provision of parks/reserves states 80% of urban residential properties are less than 500m from a park (any type of park except a utility park) at least 300m² in size (refer LOS below).
12. The green corridor in the Meadowlands Exemplar developed to the north of Evora Place and adjacent to Plan Change 10, is named Evora Park and is 6,261m² (Lot 375 DP 548934), vested with the Council as recreation reserve under the Reserves Act 1977. The park includes seats, play equipment, trees and open space and complies with the Council's LTP 2021-2031, LOS. All of the residents in the Plan Change 10 would be within 500m of Evora Park.
13. There are two additional reserve areas within the adjoining subdivision developments that are within the 500m of the residents of the proposed Plan Change 10 area. The two reserves are within the Progressive Enterprise Limited development (Lot 1 DP 9329, registered to General Distributors Limited). A playground is to be constructed in the approximate location shown on the North Halswell Outline Development Plan (indicated by an 'R' within a green circle) and an additional 1,650m² (approx.) is to be vested as recreation reserve with the Council as a flat open space adjacent to a large detention basin area. (refer ODP plan below).

PROVISION OF STREET TREES - PLAN CHANGE 10

14. The Parks Unit supports the provision of street trees in legal road within the proposed Plan Change 10. The Parks Unit does not support street lane planting at above LOS levels in the Proposed Plan Change 10 area as has been previously undertaken in the Meadowlands Exemplar.

QUESTIONS ABOUT PROVISION OF RESERVES IN APPLICANT'S RESPONSES TO FURTHER INFORMATION REQUESTS

15. The landscape plans proposed for the developed Meadowlands Exemplar included street lanes and a green corridor, and were designed with structures that were considered above the Parks Unit's LOS provision for parks/reserves. The Parks Unit agreed to the additional structures that were above the Parks Unit's LOS provided these were funded and maintained by the developer with no financial contribution from the Council. The developer agreed to these conditions.
16. The street lanes were designed and planted with plants that required a higher LOS than the Council would plant within legal road managed by the Council. The developer agreed to continue with the planting and maintenance of the street lanes without financial contribution from the Council. The Council does not have the financial budgets to maintain plantings on legal road or additional structures on reserves above the agreed LOS.

SUMMARY

17. The Parks Unit supports the exclusion at subdivision consent stage, of the previous green corridor and neighbourhood reserve in the proposed Plan Change 10 area, as they are currently shown on the District Plan North Halswell Outline Development Plan, Appendix 8.10.14 and within the Meadowlands Exemplar area which has been developed to date.
18. The Parks Unit does support the planting of street trees in all streets (legal road) in the proposed Plan Change 10 area.

SUPPORTING DOCUMENTS

THE PARKS UNIT'S LEVELS OF SERVICE

The Parks Unit’s Levels of Service (LOS) include the provision of parks/reserves in the Long Term Plan (LTP) and have a bearing on the proposed Plan Change 10, particularly when taken in the context of the wider District Plan North Halswell Outline Development Plan, Appendix 8.10.14.

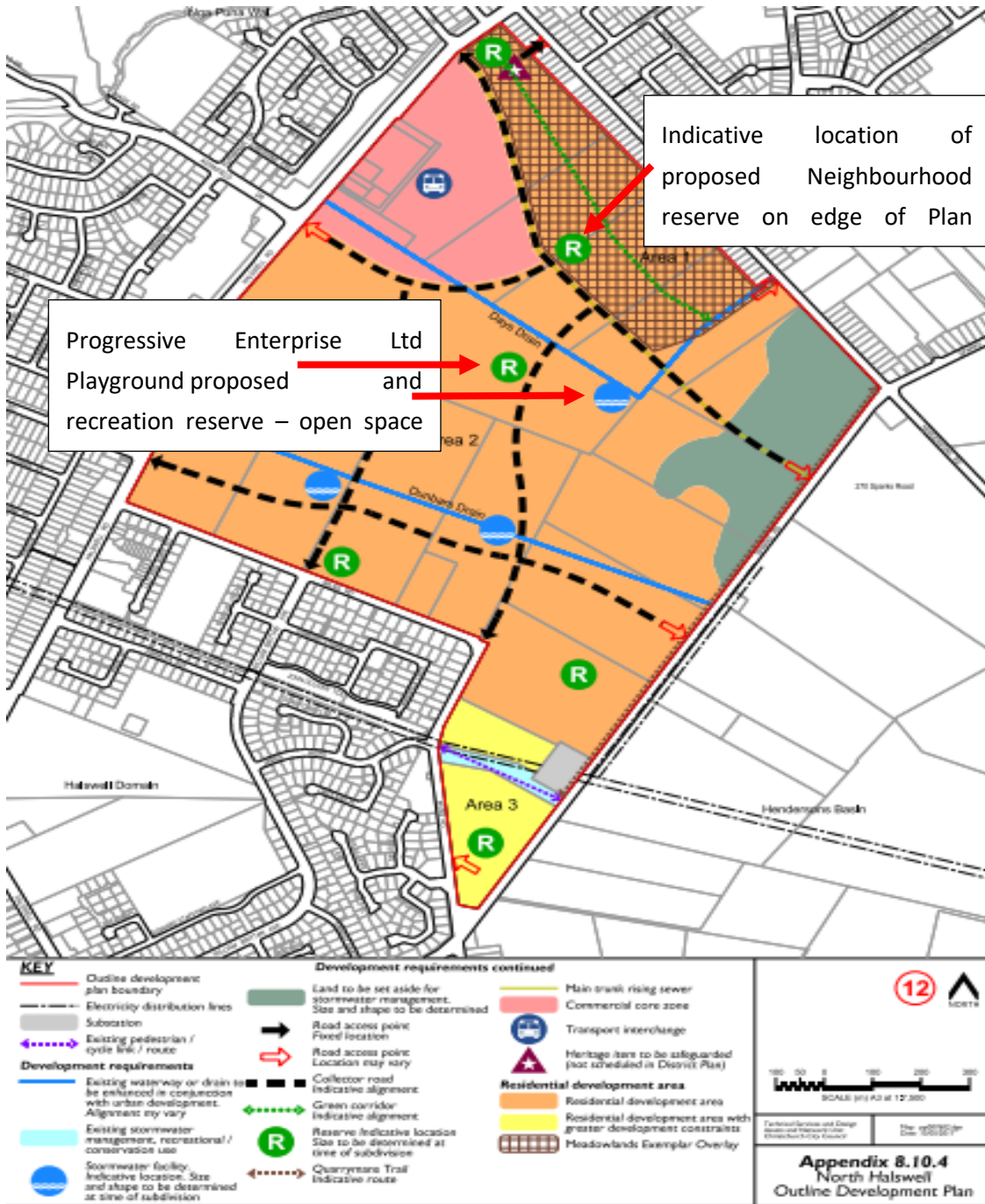
The LTP 2021-2031, Activity Plans, Parks and Foreshore, Levels of Service 6.8.1.3 Performance measures: *Parks are provided (people have access to parks within walking distance of home)* and Future Performance Targets Year 1, 2021/22 – Year 10, 2030/31: *80% of urban residential properties are less than 500m from a park (any type of park except a utility park) at least 300m² in size.*

LOS number	C/M ¹	Performance Measures Levels of Service (LOS)	Historic Performance Trends	Benchmarks	Future Performance Targets				Method of Measurement	Primary Community Outcome
					Year 1 2021/22	Year 2 2022/23	Year 3 2023/24	Year 10 2030/31		
6.8.1.9	M	Value for money Controllable Cost per hectare	New measure	Controllable cost per hectare	Cost of Provision Per Annum does not increase in respect to the total hectares of land managed	Cost of Provision Per Annum does not increase in respect to the total hectares of land managed	Cost of Provision Per Annum does not increase in respect to the total hectares of land managed	Cost of Provision Per Annum does not increase in respect to the total hectares of land managed	Annual result, cost per hectare noting any increase or decrease in land asset.	Modern and robust city infrastructure and community facilities
6.8.1.3	M	Parks are provided (people have access to parks within walking distance of home)	2019/20: 90% 2018/19: 80%	Wellington 70 ha/1000 people Recreation Aotearoa best practice guide <500m	80% of urban residential properties are <500m from a park (any type of park except a utility park) at least 3000m ² in size	80% of urban residential properties are <500m from a park (any type of park except a utility park) at least 3000m ² in size	80% of urban residential properties are <500m from a park (any type of park except a utility park) at least 3000m ² in size	80% of urban residential properties are <500m from a park (any type of park except a utility park) at least 3000m ² in size	Spatial Analysis updated annually with reserve provision in new subdivisions and in deficient areas	Great place for people, business & investment

THE NORTH HALSWELL OUTLINE DEVELOPMENT PLAN, APPENDIX 8.10.14

The North Halswell Outline Development Plan, Appendix 8.10.14. Indicates a Neighbourhood reserve (shown as an ‘R’ within a green circle) on the edge of the proposed Plan Change 10 area.

The ODP also includes a green corridor (shown as the green dashed line) on the plan extending from the ‘R’ Neighbourhood reserve at the northeastern end of the Halswell Commons Exemplar down the center to the base of the Exemplar area.



APPENDIX 6 – TRANSPORT ADVICE BY MR ANDREW MILNE

Asset Planning, Transport

Memo

Date: 11 March 2022
To: Glena Dixon Senior Policy Planner, Christchurch City Council
From: Andy Milne, Senior Transport Planner, Christchurch City Council

Private Plan Change 10 – Partial Removal of Meadowlands Exemplar Overlay, North Halswell

Plan Change 10 removal of Exemplar overlay request – Transport

1. My full name is Andrew Farquharson Milne. I hold the position of Senior Transportation Planner at Christchurch City Council (Council). I have held this position since April 2012.
2. I am a Chartered Professional Engineer (CPEngNZ) registered under the Chartered Professional Engineers New Zealand Act 2002. This qualification means I am reviewed every six year period by the registration authority and deemed competent to practice in my area of expertise.
3. My qualifications also include a Master of Science Degree in Transportation Planning and Management from Westminster University in London, and a Bachelor of Engineering Degree (Honours) in Civil and Transportation Engineering from Napier University in Edinburgh. I am also a Member of the Institution of Professional Engineers New Zealand.
4. As part of my role at the Council, I have been asked to provide evidence on transportation issues in relation to proposed Private Plan Change 10 that seeks to remove the Exemplar provisions from the balance of the land subject to the North Halswell ODP overlay.
5. I confirm that I have read the Code of Conduct for Expert Witnesses contained in the Environment Court Practice Note 2014 and that I agree to comply with it. I confirm that I have considered all the material facts that I am aware of that might alter or detract from the opinions that I express, and that this evidence is within my area of expertise, except where I state that I am relying on the evidence of another person. The Council, as my employer, has agreed to me giving expert evidence on its behalf in accordance with my duties under the Code of Conduct.

Anticipated transport outcomes

6. From a traffic impact perspective the proposed changes are unlikely to have a noticeable effect in regard to the scale of traffic generation. Under the Exemplar Overlay, for the first part of the development adjoining Halswell Road (Halswell Commons) I understand that densities of 17-20 households/hectare were provided for. Under an RNN zoning only for the second part of the development southeast of Manarola Road, a lower density of around 15

households per hectare could be more likely. If this is the case, the lower density scenario reflected in an RNN zoning is likely to result in a lower scale of travel demands in this area than would be the case if the Exemplar Overlay was retained here. I am therefore supportive of the proposed plan change from that perspective.

7. Through the response to Council's request for further information it has been stated that there is a commitment to retain the existing road network that has been established to date and to maintain key connections – such as those to Hendersons Road. The roading pattern is closely aligned with options considered as part of the original Transport Assessment that supported the North Halswell ODP Area⁶ with the key internal collector road taking its alignment from between Halswell Road/ Augustine Drive through the neighbourhood to the Sparks Road/Hendersons Road signalled intersection.
8. The collector road alignment is consistent with a key structural transport element of the ODP⁷ and once fully established will form the key traffic route between the site and areas to the south and southeast of the ODP area, providing relief to the existing local link roads to Hendersons Road.
9. There is also a recognition of the importance of connecting to on-going neighbouring RNN development such as the existing Halswell Commons area and to the Meadowlands development on Sparks Road. I support this aspect of the proposed plan change.
10. Overall I consider that proposed PPC10 does not adversely affect the transport network and that it provides for the opportunity for a quality residential development that can support increased uptake of active and public transport; and provides opportunities for modal choice, including walking and cycling.

⁶ Plan Change 68 Integrated Transport Assessment - Prepared for Christchurch City Council

May 2013

⁷ Christchurch District Plan, 8.10.4D – Access and Transport 4b

APPENDIX 7 – STORMWATER ADVICE BY MR BRIAN NORTON

Christchurch City Council Three Waters

Memo

Date: 28 February 2022

From: Brian Norton, Senior Stormwater Planning Engineer

To: Glenda Dixon, Senior Policy Planner

Meadowlands Exemplar Private Plan Change 10

1. My full name is Robert Brian Norton. I have been requested by the Christchurch City Council (CCC) to give evidence in relation to the application for a plan change for part of the North Halswell Outline Development Plan Area.
2. I hold a Bachelor of Science degree in Civil Engineering from the University of Washington in Seattle, USA.
3. I am employed as a Senior Stormwater Planning Engineer with CCC. I have worked in the role for 12 years.
4. My duties include implementation of the CCC's operative Stormwater Management Plans (SMPs) through its capital programme, administration of operative network discharge consents, engineering review of subdivision, building and land use consent applications, providing advice on District Plan matters, advice and technical support for the control of plan changes and development within Christchurch.
5. I confirm that I have read and agreed to comply with the Code of Conduct for expert witnesses contained in the Environment Court Practice Note (dated December 2014). I confirm that the issues addressed in the statement of evidence are within my area of expertise. I have not knowingly omitted to consider facts or information that might alter or detract from the opinions expressed.

Stormwater Servicing

6. The application seeks to remove part of the Exemplar overlay in the Christchurch District Plan for part of the North Halswell Outline Development Plan Area south of Hendersons Road between Halswell and Sparks Roads. The proposal will not change the overall area of land (approximately 9.6ha) to be developed but may have the effect of reducing housing density.

7. The application does not propose to change any substantial components of the stormwater servicing arrangement. Stormwater generated from the development area will be conveyed via pipes and roads to stormwater treatment and detention basins located near the corner of Sparks and Hendersons Road, within land to be vested to Council as Local Purpose Utility Reserve. These stormwater facilities are to be constructed by the developer, in conjunction with stormwater wetlands already built by Council downstream of the application site at 270 Sparks Road. Combined, the facilities will provide stormwater treatment for the 'first flush' and detention storage sufficient to ensure flooding within the Hendersons Basin, Cashmere Stream and Heathcote River is not exacerbated by the increased impervious surface coverage.
8. The sizing of stormwater facilities (in terms of volume and, subsequently, spatial area) is determined through the use of 'runoff coefficients' that correspond to the empirical understanding of stormwater flows and volumes generated from different types of land use. The runoff generated from a development with the ~17.3 units per hectare density of the earlier Exemplar scenario are largely the same as those from a minimum 15 unit per hectare standard Residential New Neighbourhood development. If anything, the probable slight reduction in density with RNN zoning only will lead to reduced impervious surface coverage meaning that stormwater facility sizing will be slightly conservative.
9. Although the applicant has not indicated any proposal to do so, they could alter the design of the stormwater systems based on the change in density under the subsequent subdivision application, assuming the Plan Change was successful. Any such changes could be reviewed and accepted (or rejected) under that application. I therefore consider the proposal, as requested, will not have any adverse stormwater quality or quantity effects on the environment.

Flooding Effects

10. The effects of undertaking some earthworks and development within the Flood Management Area (FMA) and Flood Ponding Management Area (FPMA) have been previously assessed under the original Plan Change application, through the District Plan revisions in 2016 and through the subdivision applications already received for other parts of the site. Modelling performed on behalf of the applicant has demonstrated that any displacement of ponded flood waters has been offset by the large volume of stormwater storage provided by the development, resulting in overall positive effects on the local floodplain. As this application does not propose to enlarge the area of development within the FMA or FPMA, I consider that the proposal will not have any adverse effects on flooding in the area.

District Plan Appendix 8.10.4

11. I do not consider the application to lift the Exemplar Overlay as proposed will affect the ability of future subdivision applications to meet the development requirements set for the North Halswell ODP Area under section 8.10.4 or the Development Requirements of 8.10.4.D of the District Plan.

APPENDIX 8 - WATER AND WASTEWATER ADVICE BY MS DANIELA MURUGESH

Private Plan Change 10 – Meadowland Exemplar

Water and Wastewater Advice

Author:	Daniela Murugesh	Record File Nr.:	22/185531
Report To (Planner):	Glenda Dixon	Date:	14/02/2022

Version Reference	Changes	Date
0	Draft	14/02/2022
1	Final, with statement of name, qualifications and Code of Conduct added.	12/4/2022

BACKGROUND AND PROPOSAL

1. My full name is Daniela Nathalie Murugesh. I am employed as Senior Planning Engineer – Water and Wastewater in the Three Waters Unit at Christchurch City Council (Council). I have been appointed to the position in May 2021, after joining the Council in October 2001.
2. I hold a Bachelor of Engineering Honors degree in Environmental Engineering from the University of Applied Sciences Weihenstephan in Germany. I have over 19 years' experience in water and wastewater engineering. I am a Chartered Professional Engineer and a Chartered Member of Engineering New Zealand. My work at Council is centred on water and wastewater infrastructure planning and includes capacity confirmation, growth determination and water and wastewater infrastructure and servicing decisions.
3. I confirm that I have read the Code of Conduct for Expert Witnesses contained in the Environment Court Practice Note 2014 and I agree to comply with it in presenting evidence at this hearing. The evidence I give is within my area of expertise except where I state that my evidence is given in reliance on another person's evidence. I have considered all material facts that are known to me that might alter or detract from the opinions that I express in this report.
4. The private plan change seeks to uplift the south-eastern section of the Meadowlands Exemplar Overlay (refer to Figure 1) to the south-east of Manarola Road and Brancion Street, being located within 20 Monsaraz Boulevard (Lot 116 DP 548934) and 225 Hendersons Road (Lot 120 DP 51457). The land is generally to the south-west of Hendersons Road between Halswell Road and Sparks Road. The area is approx. 11ha.
5. The scope of the Plan Change is limited to removing part of the Exemplar Overlay from Planning Map 45A and the North Halswell Outline Development Plan and any other consequential amendments. The land will continue to be subject to the Residential New Neighbourhood zone provisions of the District Plan and the water supply and wastewater provisions of the North Halswell Outline Development Plan.

6. The proposed plan change does not affect the stages of development already underway in the Meadowlands Exemplar area adjoining this land but nearer to Halswell Road.
7. The Water & Wastewater Asset Planning Team has been asked to provide advice on:
 - 7.1. Any issues associated with the development of this land that decision-makers on a plan change need to know about.
 - 7.2. The differences in outcome between development under the Exemplar rules, and development with straight RNN zoning.
 - 7.3. Any comments/opinion on the matters raised in the submission

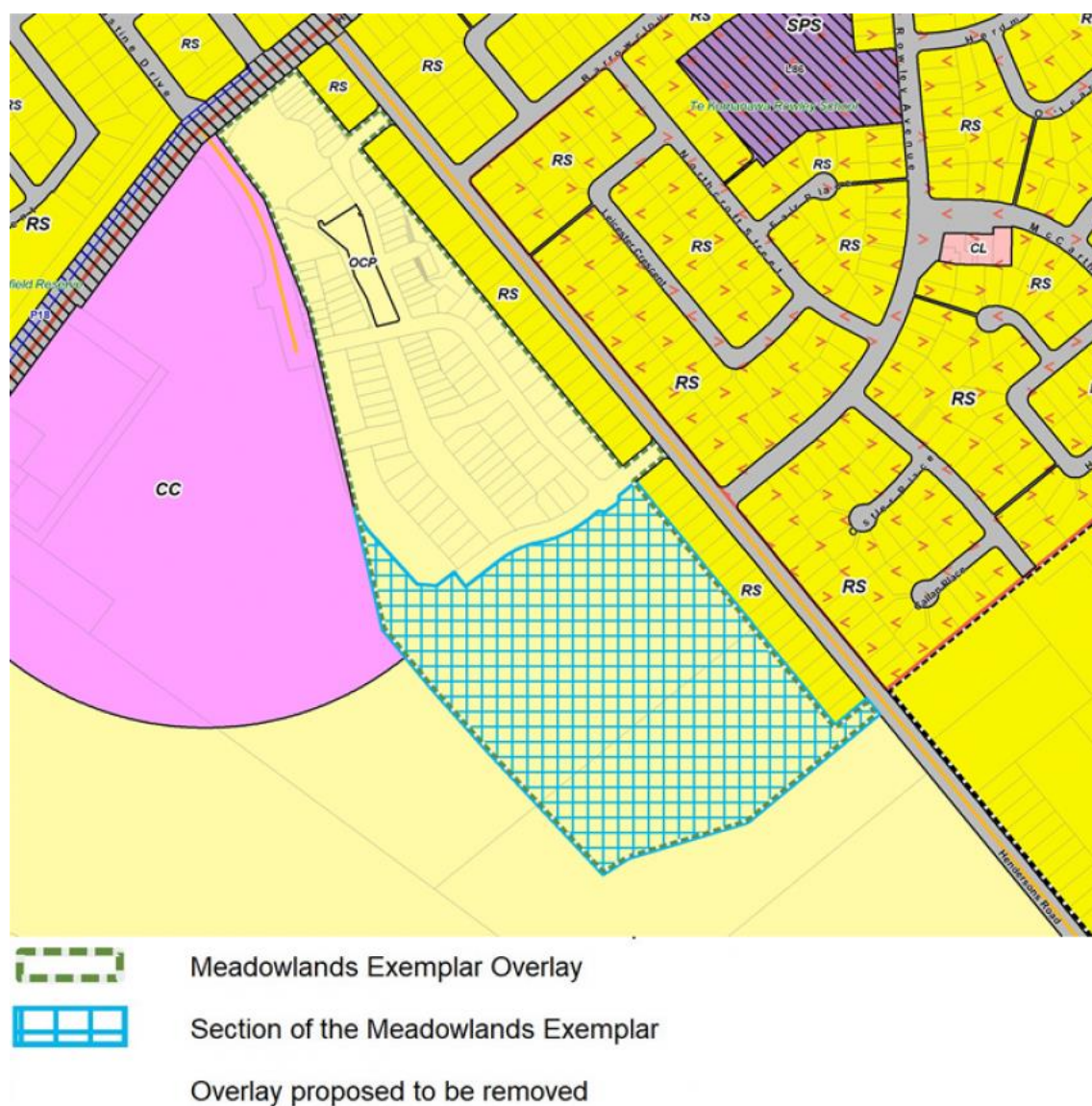


Figure 2: South-eastern section of the Meadowlands Exemplar Overlay

WASTEWATER DISPOSAL

8. Wastewater Servicing Requirements

- 8.1. Development is currently subject to Meadowlands Exemplar rule 8.6.8 (e) which requires a temporary wastewater outfall to the Pump Station 42 catchment until the South East Halswell pressure sewer network is available.
- 8.2. If the Exemplar was uplifted this would no longer apply, but development requirements under the North Halswell ODP section 8.10.4.6 (a) and part (b) result in an identical long-term outcome, i.e. a local pressure sewer system with outfall to the South East Halswell local pressure sewer network.

9. Impact of Development Density on Wastewater Network

- 9.1. The Meadowland Exemplar, as per the 2014 Statement of Commitment, intended to achieve an average density of approx. 15-18 households per hectare (from Glenda Dixon's comparison document TRIM 22/148409). In terms of actual development to date, land use consent application under RMA/2019/1069 for the largest area of the first stage achieves around 17.3 hh/ha.
 - 9.2. If the Exemplar was uplifted then standard RNN rules would apply which require at least 15 households per hectare. This is in line with the Water & Wastewater Asset Planning Team's North Halswell WW Pressure Sewer Sizing document (TRIM 19/48905).
10. Conclusion: Based on the above observations Private Plan Change 10 will only have a minor (if any) impact on the wastewater infrastructure and the proposal can therefore be supported.

WATER SUPPLY

11. Water Supply Servicing Requirements: There is no difference between the water supply servicing requirements for the Meadowland Exemplar overlay and the rest of the North Halswell ODP area.
12. Conclusion: Based on the above observation Private Plan Change 10 will have no impact on the water supply infrastructure and the proposal can therefore be supported.

APPENDIX 9 – COPY OF SUBMISSION

Proposed private plan change 10 – Meadowlands Exemplar

Could you gain an advantage in trade competition through this submission?	No
If yes, are you directly affected by an effect of the proposed plan change/part that adversely affects the environment, and does not relate to the trade competition or the effects of trade competition?	Not applicable
The specific provisions of the plan change that my submission relates to are as follows.	The Waipuna Halswell Hornby Riccarton Community Board opposes Proposed private plan change 10 – Meadowlands Exemplar see attached submission.
My submission is that	The Waipuna Halswell Hornby Riccarton Community Board opposes Proposed private plan change 10 – Meadowlands Exemplar see attached submission.
I seek the following decision from the Council	The Waipuna Halswell Hornby Riccarton Community Board opposes Proposed private plan change 10 – Meadowlands Exemplar see attached submission.
Do you wish to speak at the hearing in support or opposition of your submission	I wish to speak
If others make a similar submission would you consider presenting a joint case at the hearing	No
First name	Faye
Last name	Collins
Name of organisation, if you are submitting on behalf of the organisation	Waipuna Halswell Hornby Riccarton Community Board
Address for service	Rārākau: Riccarton Centre, 199 Clarence Street, Christchurch
Email	faye.collins@ccc.govt.nz
Phone	9415108
Office Use	
Submitted Date	30/11/2021 12:13:03

Submission Type	Online
Attachments	Yes
Notes	No
Submission ID	43773

SUBMISSION TO: Christchurch City Council

ON: **Proposed private plan change 10 – Meadowlands Exemplar**

BY: Waipuna Halswell-Hornby-Riccarton Community Board

CONTACT: Faye Collins
Community Board Adviser
faye.collins@ccc.govt.nz

1. INTRODUCTION

The Waipuna Halswell-Hornby-Riccarton Community Board (“the Board”) appreciates the opportunity to make a submission on the Proposed private plan change 10 – Meadowlands Exemplar (“the proposed change”).

This submission was compiled by the Board’s Submission Committee under the delegated authority granted by the Board.

The Board wishes to be heard in support of its submission.

2. GENERAL

- 2.1 The Board recognises that the aim of the Exemplar overlay is to ensure high quality residential development offering a variety of housing typology including affordable homes.
- 2.2 The Board acknowledges that the Exemplar provides a set of very detailed rules to be complied with.
- 2.3 The Board understands that there has already been resource consents granted to allow development in the vicinity under a set of modified rules and that the consenting process is an option to achieve modification where this is appropriate.

3. SUBMISSION

- 3.1 The Board considers that the Exemplar is a complex set of rules that are likely to produce a more certain outcome and a higher standard of neighbourhood design. Departure from the exemplar is likely to mean simpler/fewer rules with a less certain outcome and probably a lower standard of neighbourhood design.
- 3.2 While the Board understands developers’ desire for more flexibility in developments to accommodate the preferences of purchasers it is conscious that there is already an alternative process available under the Resource Management Act 1991 to authorise a modification of the rules where a proposal is separately assessed.
- 3.3 The Board therefore **opposes** the proposed change.

4. CONCLUSION

The Board requests that the council considers the matters set out above in relation to the Proposed private plan change 10 – Meadowlands Exemplar.



Debbie Mora

Chairperson Waipuna Halswell-Hornby-Riccarton Community Board
Submissions Committee



Mike Mora

Chairperson Waipuna Halswell-Hornby-Riccarton Community Board

Dated 29 November 2021

APPENDIX 10 - TABLE OF SUBMISSION WITH RECOMMENDATIONS AND REASONS

Submitter	Submission No.	Decision No.	Request	Decision Sought	Recommendation and Reasons
Waipuna Halswell - Hornby - Riccarton Community Board	S1	S1.1	Oppose	While the Board understands the developer's desire for more flexibility, it is conscious that there is already an alternative consenting process under the RMA with proposals being separately assessed, to authorise modification of rules.	Reject on the basis that the use of resource consents is a stop-gap solution and not the best method to achieve certainty in the District Plan rules for the PPC10 area. The preferable method is to fix the problem in the Plan rules themselves.
		S1.2	Oppose	The Board considers that the Exemplar is a complex set of rules that are likely to produce a more certain outcome and a higher standard of neighbourhood design. Departure from the exemplar is likely to mean simpler/fewer rules with a less certain outcome and probably a lower standard of neighbourhood design.	Accept in part pending legal advice on the viability in relation to the MDRS of site specific rules requiring a range of housing typologies, layout requirements for rear lane access and garage placement behind the façade of houses, and minimum roof pitch.

