

# Plan Change 14

## *Section 32: Commercial Appendix 2*

### *Approach to Alignment with National Planning Standards*

*Christchurch City Council*

*Technical Report*

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# 1. Commercial Chapter: National Planning Standards Alignment

## 1.1. Summary of Findings

- 1.1.1. The implementation of Policy 3 of the National Policy Statement on Urban Development requires an intensification response for a range of commercial centres. The types of centres where intensification should be enabled are specified in Policy 3, by reference to the named zones in the National Planning Standards zones.
- 1.1.2. The current commercial chapter of the District Plan does not reflect the zone terminology used in the National Planning Standards and therefore, in order to meet the direction of Policy 3, it is necessary to align the current commercial framework with National Planning Standards. Section 1.4 of the NPS UD notes that local authorities, in aligning zones, should refer to the ‘nearest equivalent zone’<sup>1</sup>. This requires analysis of the current centre descriptions, roles and zoning framework in order to determine an appropriate alignment response.
- 1.1.3. In summary this report notes that the current District Plan centres hierarchy enables alignment to the National Planning Standards zoning framework. The following table summarises in broad terms, the proposed alignment approach (noting that there are some additional nuances in terms of alignment/‘equivalence’ which are outlined in this report’s conclusions.)

**Table 1: Proposed Alignment Approach**

Current Centre (as per District Plan)	Zoning	National Planning Standard Equivalent	Zoning
Central City	Central City Commercial Business	City Centre	City Centre zone
N/A	N/A	Metropolitan Centre	Metropolitan Centre
District Centre	Commercial Core and in some cases Retail Park	Town Centre	Town Centre
Neighbourhood Centre	Commercial Core or Commercial Local	Local Centre	Local Centre
Local Centre	Commercial Local or Commercial Banks Peninsula (Lyttelton only)	Neighbourhood Centre	Neighbourhood Centre or Commercial Banks Peninsula (Lyttelton only)
Retail Park	Commercial Retail Park	Large Format Retail Centre	Large Format Retail Centre

- 1.1.4. Policy 3d also requires an assessment in terms of ‘the level of commercial activities and community services’ within town, local and neighbourhood centres. This is in order to determine a ‘commensurate’ response in terms of the building heights and density of urban form enabled in and around these zones.
- 1.1.5. This work has drawn upon the existing hierarchy of centres in the District Plan and an understanding of the scale and range of activities within this hierarchy, in order to provide a commensurate response to enabling additional intensification within and around the centres.

<sup>1</sup> Section 1.4, (4)(b) of the NPS UD 4(b)  
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1.1.6. The table below recognises the Council’s broad approach. Again, this report’s conclusions recognise some further nuance in terms of category tiers (pertaining to scale and range of activities) which are reflected in the Council’s proposed intensification response (see residential Section 32).

**Table 2: Proposed ‘Level of Commercial Activities and Community Services’ across centres hierarchy**

<b>Centre</b>	<b>Role of centre</b>	<b>Range of commercial activities &amp; community services</b>	<b>Catchment</b>	<b>Commensurate response to building heights and density</b>	
<b>Central City</b>	Main centre for district or region	Broad range plus recreational & residential activities	District/Regional		Apply widest catchment and highest heights.
<b>Metropolitan</b>	Focal point for sub-regional urban catchment	Broad range plus recreational & residential activities	Sub-regional		Apply wide catchment and minimum 6 storeys.
<b>Town</b>	Meet the needs of the immediate & neighbouring suburbs	Range plus recreational & residential activities	Immediate & surrounding suburbs		Apply catchment and height depending on scale of centre
<b>Local</b>	Meet the needs of the residential catchment	Range plus recreational & residential activities	Residential		Apply catchment and height depending on scale of centre
<b>Neighbourhood</b>	Meet the needs of the immediate residential neighbourhood	Small scale commercial and community	Immediate residential		MDRS commensurate with scale of centres

## 2. Purpose

- 2.1.1. This report outlines the process and analysis undertaken in regards to aligning the current District Plan centres framework with that identified in National Planning Standards. This is a piece of work that has been required as a result of the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021, which amended elements of the National Policy Statement on Urban Development (NPS UD) 2020 relevantly, Policy 3.
- 2.1.2. The NPS UD and new legislation refer to the National Planning Standards. The Christchurch District Plan does not currently refer to the National Planning Standards zone framework. Christchurch City Council was given seven years from the date that the planning standards came into effect (in November 2019) to comply with the mandatory zone framework standard.<sup>2</sup>
- 2.1.3. Whilst this deadline is therefore not immediate from a National Planning Standards perspective, the fact that the NPS UD (which needs to be implemented in 2022) refers to the National Planning Standards means that there is a need for Council to adopt those relevant to the NPS UD alignment work stream.
- 2.1.4. This report will identify the method by which Council has determined Christchurch's equivalent zone<sup>3</sup> in relation to those National Planning Standard zones identified in Policy 3 of the NPS UD (see 3.1.7 – 3.1.9 for text re: 'equivalence'). Those zones highlighted in bold are of relevance to this work.
- Policy 3:** *In relation to tier 1 urban environments, regional policy statements and district plans enable:*
- a) in **city centre zones**, building heights and density of urban form to realise as much development capacity as possible, to maximise benefits of intensification; and
  - b) in **metropolitan centre zones**, building heights and density of urban form to reflect demand for housing and business use in those locations, and in all cases building heights of at least 6 storeys; and
  - c) **building heights of at least 6 storeys within at least a walkable catchment of the following:**
    - (i) existing and planned rapid transit stops
    - (i) the edge of city centre zones
    - (ii) the edge of metropolitan centre zones; and
  - d) within and adjacent to **neighbourhood centre zones, local centre zones, and town centre zones** (or equivalent), building heights and densities of urban form commensurate with the level of commercial activities and community services.
- 2.1.5. In relation to Policy 3d, Tier 1 Councils must assess the level of commercial activities and community services within centres in order to determine a 'commensurate' intensification response. This assessment has drawn on the extensive data that Council collates in relation to the centre zones in order to provide a reasoned basis for the Council's intensification response within and adjacent to centres.
- 2.1.6. In summary therefore, this report will outline the Council's response to these key matters:
- What is meant by City Centre, Metropolitan, Town, Local and Neighbourhood zones?
  - What is considered to be a response that is 'commensurate with the level of commercial activity and community facilities'?

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<sup>2</sup> <https://environment.govt.nz/assets/Publications/Files/national-planning-standards-november-2019.pdf>

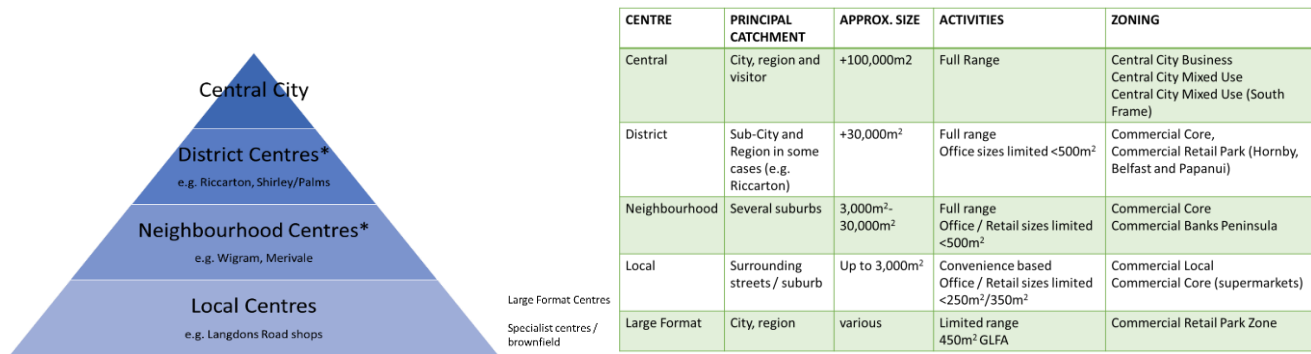
<sup>3</sup> NPS UD 1.4 (4) Implementation

### 3. Background

3.1.1. The operative District Plan approach to managing commercial activity is recognised as the ‘centres based framework’. Essentially this approach directs new commercial activity into a network of commercial centres and manages it elsewhere. The key outcomes sought by this approach are to:

- Support a compact and sustainable urban form that provides for the integration of commercial activity with community activity, residential activity and recreation activity in locations accessible by a range of modes of transport.
- Enable the efficient use and continued viability of the physical resources of commercial centres, promoting their success and vitality, reflecting their critical importance to the local economy.

3.1.2. Each centre is identified within a centres hierarchy based on the intended role of each centre and the catchment area the centre serves.



3.1.3. Primacy is given to the central city and key activity centres (namely all district centres and the neighbourhood centres of New Brighton and Barrington). This primacy is given effect to by controls around:

- Overall size of the commercial zone (e.g. higher order centres have larger commercial zones),
- The range and type of activities permitted in the centre (e.g. higher order centres permit a wider range of activities); and
- The scale of activity permitted (e.g. higher order centres permit taller buildings and office and retail tenancy limits are in place outside the Commercial Central City Business Zone) (see Appendix 1).

3.1.4. The benefits of this approach are that it:

- Enables an economically efficient distribution of centres with less overlapping catchments;
- Facilitates agglomeration or spill over benefits;
- Provides certainty for private investment;
- Enables efficient public investment (e.g. public transport, streetscape works etc.)
- Is good for consumers (accessible / enables comparison shopping and linked trips)
- Supports medium density housing; and
- Protects industrial land.

- 3.1.5. Significantly, the centres based approach promotes intensification of centres (i.e. development within existing commercial zone boundaries) rather than consolidation (which would support growth both within and increasingly outwards of the zone boundaries) or dispersal.
- 3.1.6. The current centres based framework comprises a commercial hierarchy of centres with policy objectives that generally align with those of the NPS UD. As noted previously, the issue is therefore largely one of 'equivalence'<sup>4</sup> in terms of the alignment between Christchurch District Plan commercial centres and National Planning Standard commercial centres.

### **Equivalence**

- 3.1.7. Where a Council has not yet implemented the zone framework into their plan as per Standard 8 of the Planning Standards, it is necessary (for those Councils) to apply an approach that seeks to identify the 'nearest equivalent zone' in order to provide the direction required by the NPS UD.
- 3.1.8. In determining the 'nearest equivalent zone' Council has sought to assess both the range of activities at each category of centre (both actual and plan enabled) and the catchment, in line with the 'limbs' as outlined within each definition of centre as per the National Planning Standards framework (Limb 1 identified the range of activities and Limb 2, a description of the catchment).
- 3.1.9. It is considered that the NPS UD directs the identification of one zone as it refers to the nearest equivalent zone, singular, rather than plural and as such, means that, for example, multiple zones could not collectively be identified as the City Centre zone.

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<sup>4</sup> NPS UD 1.4 (4) Implementation  
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## 4. Issues and Approach to Assessment

### 4.1. National Planning Standards Alignment

*How do we determine whether we have zones equivalent to City Centre, Metropolitan, Town, Local and Neighbourhood zones?*

- 4.1.1. The commercial zone framework within the Christchurch District Plan identifies a hierarchy of centres - District Centres, Neighbourhood Centres and Local Centres. Some of the larger centres are also identified as Key Activity Centres (as identified in the Canterbury Regional Policy Statement). The District Plan zoning of these centres is Central City Business Zone, Commercial Core, Commercial Local or Commercial Banks Peninsula and there are also some areas of Commercial Retail Park zoning that are included within several of our centres.
- 4.1.2. The District Plan identifies that Christchurch's network of centres gives primacy to the Central City followed by District Centres and Neighbourhood Centres identified as Key Activity Centres. Local centres are the smallest commercial centre and are not afforded protection within the Plan. These are often spot zones of a single service station or a dairy.
- 4.1.3. National Planning Standards offer a range of Commercial zones and it is for the individual Council to determine which are most appropriate for their locality. The Planning Standards zone descriptions make it clear that a number of the zones align to a centres hierarchy (marked with an \*). As such, the following range of zones is available for Council to select:
- City Centre zone\*
  - Metropolitan Centre zone\*
  - Town Centre zone\*
  - Local Centre zone\*
  - Neighbourhood Centre zone\*
  - Large format retail zone
  - Commercial zone
  - Mixed Use zone
- 4.1.4. An early approach to alignment identified the following preferred option for Christchurch's centres and this has been used as the basis for further assessment:

<b>Current Centre (as per District Plan)</b>	<b>National Planning Standards Equivalent</b>
Central City	City Centre
District Centre	Metropolitan Centre or Town Centre
Neighbourhood Centre	Town centre or Local Centre
Local Centre	Neighbourhood Centre

- 4.1.5. The alignment considerations for each of these centre categories is discussed in more detail in the following sections.

## 4.2. City Centre

- 4.2.1. The NPSUD requires that building heights and density be enabled in city centre zones “to realise as much development capacity as possible, to maximise the benefits of intensification” (unless a qualifying matter applies, Policy 3).
- 4.2.2. In Christchurch, because we have not yet implemented the National Planning Standard’s zone framework standard, we do not have a ‘City Centre zone’. The City Centre zone is described in National Planning Standards as:
- “Areas used predominately for a broad range of commercial, community, recreational and residential activities. The zone is the main centre for the district or region.”
- 4.2.3. There are three main options for defining the City Centre zone:
- 1) All of the land within the four avenues (as per the broad definition of central city in the Christchurch District Plan).
  - 2) All of the commercial/business zones within the four avenues, that is, the Commercial Central City Business zone (CCCBZ) and the Commercial Central City Mixed Use Zones (CCCMU), including the South Frame.
  - 3) The Commercial Central City Business Zone (CCCBZ).
- 4.2.4. The Planning Standard zones are clearly commercial centre zones and in the case of the City Centre zone, it is a zone that is used predominantly for a broad range of commercial, community, recreational and residential activities. On that basis, we do not consider it appropriate to define the City Centre as all zoned land within the four avenues as this in particular includes the Residential Central City zones that do not permit anything other than very small-scale non-residential activities.
- 4.2.5. The second option has some merit in that it recognises the mixed-use zones adjoining the CCCBZ. However, whilst the CCCMU zone provides for a variety of uses, the scale and range of retail and office activities is limited to support the primacy, recovery and regeneration of the principal commercial area of the CCCB Zone.
- 4.2.6. In addition, and contrary to Options 1 and 2 above, is that the NPSUD appears to direct the identification of only one zone, because it states the ‘nearest equivalent zone’- singular, rather than plural. This is reinforced by the language of Limb 2 that also refers to a singular zone. Any interpretation that involves more than one zone would therefore, in our view, be more difficult to support.
- 4.2.7. That leaves Option 3 – the CCCBZ. Council has recently decided to adopt Plan Change 5B to the Christchurch District Plan, which, amongst other changes, clarifies that the city’s principal commercial centre is the CCCBZ. The need for this plan change was identified prior to the NPSUD coming into force, to assist with implementation with the plan’s centre’s based framework (i.e. by clarifying what the central city commercial centre is). The approach in Plan Change 5B is supported by Objective 15.2.6 that states that the CCCBZ is to “redevelop as the principal commercial centre for Christchurch District ...”.
- 4.2.8. It is therefore reasonable to use this as the equivalent City Centre zone for the purposes of implementing the NPSUD. The CCCB is a large zone where the broadest range and scale of activities is enabled and where many of the existing activities that serve the sub-region and region, are located. This includes the Canterbury Museum, the Convention Centre, the Art Gallery, the Town Hall and Performing Arts Precinct.



It is also the primary commercial employment node for the City, where many of the country's most high profile legal, financial and other firms are located. Thus, both of the limbs<sup>5</sup> to the definition are met.

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<sup>5</sup> Limb 1 relates to the range of activities and Limb 2 relates to the catchment of the centre. In the case of the Central City, there is a broad range of activities and the catchment is the district or region.  
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### 4.3. Metropolitan Centres

4.3.1. National Planning Standards describe a Metropolitan Zone as “an area used predominately for a broad range of commercial, community, recreational and residential activities. The zone is the focal point for the sub-regional urban catchment”. This explanation is also repeated in the Spatial Layers Guidance for the National Planning Standards Zone Framework<sup>6</sup> with additional comment noting that:

*“The main centre in a district or region is likely to have the ‘city centre zone’ applied to it. Depending on the local circumstances of the district or region, metropolitan or town centre zones should be applied to secondary commercial and mixed-use areas. This could be in a neighbouring city. District plans should recognise and manage the real-world functions and hierarchy of metropolitan areas, and not just the administrative boundaries of a district or city”.*

4.3.2. The NPS requires that within a Metropolitan Zone, building heights and density of urban form should reflect demand for housing and business use in those locations and in all cases, of at least 6 storeys.

4.3.3. There has been considerable assessment undertaken in Christchurch to determine whether any District Centres meet the threshold for being a Metropolitan Centre. This was based on exploring the two limbs of the definition of a Metropolitan Centre in the National Planning Standards. Both are relevant when determining whether any zones in the District Plan meet the Planning Standards Zone description. Specifically, the two limbs are:

- Limb 1 - Areas used predominantly for a broad range of commercial, community, recreational and residential activities; and
- Limb 2 - The zone is a focal point for a sub-regional urban catchment.

4.3.4. Both limbs have interpretation issues as discussed in the assessment below. Appendices 1-3 provide analysis relating to interpretation of Limb 1 and 2.

4.3.5. In terms of Limb 1, an issue arising is whether the zone needs to enable the stated range of activities or whether these activities must actually be present ‘on the ground’. Another issue is the meaning of “a broad range of (...) activities”, particularly in contrast to Town centre zones which only refer to a range of activities (not a broad range). Finally, ‘sub-regional urban catchment’ is not a defined term, so there is an issue as to its meaning.

4.3.6. Guidance issued by MfE<sup>7</sup>, although not legally binding, says that local authorities should rely on the zone descriptions and intent in the standards and compare and align this with their current zoning to work out what the nearest equivalent zone is.

4.3.7. The Council has considered these issues in two ways. Firstly, we have reviewed our existing zone descriptions to determine whether there are any nearest equivalent zone. Secondly, we have assessed the centres afresh, to consider whether they provide for the specified range of activities and role / catchment.

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<sup>6</sup> <https://www.mfe.govt.nz/sites/default/files/media/RMA/guidance-for-zone-framework-and-district-spatial-layers-standards.pdf>, page 9

<sup>7</sup> Guidance for District Spatial Layers Standard and Zone Framework Standard.  
Commercial Centres – Alignment National Planning Standards Alignment

## **Christchurch District Plan - Commercial Centre Zones**

- 4.3.8. Outside the Central City, the District Plan only has two commercial zones – the Commercial Core and Commercial Local zone. The District Plan’s description of the Commercial Local zone<sup>8</sup> clearly does not meet the definition of a Metropolitan centre zone; given that the purpose of that zone is to provide primarily for small-scale convenience activities to serve a catchment accessible by walking and cycling. In some cases, the extent of this zone is limited to a single service station.
- 4.3.9. This leaves the Commercial Core zone that applies to over 30 suburban centres classified as either neighbourhood or district centres in the District Plan. These centres vary widely in size and function, from small-scale ribbon retail development (e.g. Colombo/Beaumont) to larger centres featuring significant shopping malls and main street retail precincts (e.g. Riccarton). The range, depth and quality of the offer in these centres (and therefore their catchment reach) also varies markedly.
- 4.3.10. Having regard to the Metropolitan centre zone definition, and in particular to the second limb of that definition which expresses its role and catchment, it is clear that only the larger centres could perform that higher order role. The seven district centres are larger and therefore have a greater depth to the range of activities enabled and established in the centre when compared with (most) neighbourhood centres.
- 4.3.11. Further enquiry is however required to determine whether these centres perform, or are likely to perform, the role of a ‘Town centre’ or ‘Metropolitan centre’ as defined in the National Planning Standard. This enquiry has necessitated an assessment of the centres against the two limbs of the definition.

### **Assessment of Limb 1 – Broad range of activities**

- 4.3.12. Metropolitan centre zones, like City centre zones, are intended to be those areas used predominantly for a broad range of activities. This contrasts with just a range of activities that are anticipated in Town centres, the next centre down in the centres hierarchy. It is unclear how to make a distinction between a broad range compared with just a range of commercial, community, recreational and residential activities in order to enable an assessment of whether our existing centres meet Limb 1 of the definition. The NPSUD guidance material<sup>9</sup> states that a range of services should be thought of as “...a variety of commercial and community services that serve the needs of the catchment...”. No guidance is given on how the term “a broad range” should be interpreted.
- 4.3.13. One important guide to interpretation is that Metropolitan and City centres are deemed to enable (and therefore intended to provide), a similar (broad) range of activities i.e. what one might expect to see in a City centre zone, we would be expected to occur in Metropolitan centres. This view is supported by the commentary provided by Auckland Council and MfE in the context of the drafting of the National Planning Standards, where it is clearly anticipated that Metropolitan centres go beyond just providing for retail and small-scale offices and services to include other activities of more-than-local significance. Cited examples include tertiary education, head offices, high quality public spaces and high quality public transport. The higher order function of Metropolitan centres makes sense in a sub-regional context where it is reasonable to expect that the centres in remote or distinctly separate catchment areas would

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<sup>8</sup> Policy 15.2.2.1 – Role of centre

<sup>9</sup> <https://www.mfe.govt.nz/sites/default/files/media/Towns%20and%20cities/Understanding-and-implementing-intensification-provisions-for-NPS-UD.pdf>, page 35

look to provide for a wide spectrum of activities, to support their community's social, economic and cultural needs.

- 4.3.14. Even though Auckland Council and MfE have provided useful additional information about the differences between a Town centre and a Metropolitan centre zone, assessment of the type, quality and scale of activities to which they refer, is not possible under Limb 1 of the definition. This is because we can only assess the zone provisions in terms of the broad categories that are included/enabled in the district plan e.g. education, offices, community facilities and open space. That is, the plan does not specify tertiary education or the type of offices (head offices) or the scale and type of community facilities and open space. More detailed consideration of the sub-type of activities (and their quality and scale) is a matter that falls to Limb 2 to consider. That is, Limb 2 can consider whether these broader facilities and activities exist or are planned for these centres, such that they do, or will, act as a focal point for a much wider or distinct sub-regional urban catchment.
- 4.3.15. To conclude on this Limb, the analysis in Appendix 2 shows that the plan-enabled range of activities is broadly the same for all the district and neighbourhood suburban centres zones i.e. the plan-enabled range of activities is not a distinguishing feature between centres and therefore Limb 1 is not conclusive in analysing whether we have any equivalent zones.

### **Limb 2 – Role and Catchment**

- 4.3.16. The second limb (i.e. the intended catchment) arguably provides more of a point of difference but is also unclear. It is evident that there is a hierarchy between the centres, with the City centre zone serving the largest catchment (which could include visitors from the region and beyond), the Metropolitan centres serving a 'sub-regional urban catchment', town centres primarily serving immediate and neighbouring suburbs, and local and neighbourhood centres serving more localised needs. It is, however, uncertain what a 'sub-regional urban catchment' means, which is a defining feature of a Metropolitan centre zone.
- 4.3.17. What is clear is that it appears to mean different things to different people and organisations. Some local authorities have traditionally used the term to refer to commercial centres that serve a more-than-local resident retail spending population. Recent advice from a retail consultant<sup>10</sup> indicated that it could be viewed as a proxy for the size of a centre i.e. "the larger the centre, the higher the retail sales, the broader the employment base and the wider the centre would draw shoppers and employees"<sup>11</sup>. Auckland City though, has Metropolitan centres<sup>12</sup> identified in its Unitary Plan that range in size from 30,000sqm to over 100,000sqm, i.e. size is not the defining feature. The Property Council classifies sub-regional shopping centres as medium-sized shopping centres ranging between 10,000 and 30,000 sqm<sup>13</sup> For comparison, Christchurch's district centres range in size from 30,000sqm to over 100,000sqm as shown on the table below with Papanui, Riccarton and Hornby being significantly larger than other district centres.

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<sup>10</sup> Property Economics, October 2020

<sup>11</sup> That same consultant advised that size on its own would not be a defining characteristics for a metropolitan centre, but that its broader employment base was similarly important, particularly office based employment

<sup>12</sup> Defined prior to the NPSUD coming into effect

<sup>13</sup> Property Council (2013) Directory of Shopping

<b>District Centre</b>	<b>Centre Size (sqm)</b>	<b>Retail Floor space (sqm)</b>
Riccarton	97,300	73,900
Papanui/Northlands	116,500 (excl Northlink)	70,400
Hornby	87,800	70,800
Linwood/Eastgate	35,900	33,705
Belfast/Northwood	31,900	28,100
Shirley/The Palms	39,100	37,000
North Halswell	NIL	NIL

#### **Christchurch District Centre Size**

- 4.3.18. While the relevant term is not defined, the Council has taken the view that “is the focal point for sub-regional urban catchments” means that the centre in question is a main “drawcard” for people living in urban areas located in more than Christchurch (being local). This could include Akaroa, but is something less than “regional” (being all of Canterbury). The draw needs to be in relation to all the activities listed in Limb 1, not just commercial/retail activities. This limb requires a wider assessment than the zone provisions and can include consideration of how the centre operates in the market.
- 4.3.19. These parameters have been useful reference points for the Council in assessing each of our current commercial centre zones against the Metropolitan Centre zone definition.
- 4.3.20. The approach taken considers that Metropolitan centres are more than just focal points for shopping and local employment. This also aligns with the views expressed by Auckland Council and MfE that distinguish between Metropolitan and Town centres based on other, less typical, activities such as tertiary education, civic and community facilities, head (compared to local) offices and high quality PT and open spaces. The importance of this wider range of activities contributes to the role of the centre as a focal point for a wider catchment than anticipated for town centres. In our opinion, it is this broad range of higher order activities that catalyses the centre as a regular focal point, a centre of activity, interest or attention. People look to these centres to meet their wide ranging needs for commercial, employment and social needs.
- 4.3.21. The Auckland metropolitan centres can be seen to have evolved from being sub-regional nodes of some significance for their respective administrative areas. They are also distributed spatially to account for the spatial landforms that make quite logical and less overlapping spending catchments.
- 4.3.22. In contrast, within Christchurch, none of our centres are more than 8km driving distance from the central city and four of the main centres (Riccarton, Papanui, Shirley and Merivale) are within 3km of the central city. The close proximity of centres in a flat, accessible city like Christchurch, results in catchments that overlap considerably. Arguably, the entire population has good accessibility to the central city and its broad range of activities and facilities such that these need not be replicated in suburban locations.
- 4.3.23. A direct comparison of the zone descriptions in the National Planning Standard and our district plan centres relating to role/catchment is provided in the diagram below. This comparison shows that none of our centre classifications includes reference to a sub-regional urban catchment. Arguably, the way that the catchment extent is expressed for our district centres<sup>14</sup> more closely (but not wholly) aligns with the ‘Town Centre Zone’ in the national planning standard. This is because the District centres all at least serve the needs of immediate and neighbouring suburbs (notwithstanding in some cases the catchment area is wider).

<sup>14</sup> As proposed to be amended through Plan Change 5B. The current district plan doesn’t describe the catchment in any way. Commercial Centres – Alignment National Planning Standards Alignment

Christchurch District Plan	<b>CBD</b>	<b>District</b>	<b>Neighbourhood</b>	<b>Local Centre</b>	
	Principal employment and business centre for the City and wider region	Serves the needs of a wide primary catchment extending over several suburbs	Primarily serves the immediately surrounding suburbs	Accessibly by walking, cycling from the area served.	
National Planning Standards	<b>City Centre</b>	<b>Metropolitan Centre</b>	<b>Town Centre</b>	<b>Local Centre</b>	<b>Neighbourhood Centre</b>
	Main centre for the district or region	Zone is the focal point for sub-regional urban catchments	Services the needs of immediate and neighbouring suburbs	Services the needs of the residential catchment	Services the needs of the immediate residential neighbourhood

## Summary – Metropolitan Centres

4.3.24. Based on the above discussion, the table below summarises the extent to which each of the District Centres meets the two limbs of the definition of Metropolitan Centre, depending on which interpretation is taken.

Definition	Limb 1				Limb 2				Meets Limbs?	Both
Centre	Broad Range of Activities				Focal Point for Sub-Regional Catchment					
	Score*	Broad range of activities enabled	Illustrates similar range of activities to that of the City Centre (as required for a Met Centre - see score in Column 1)	Serviced by MRT	Size (Ability to attract)	Draws significant trade from adjoining districts (around 20%)	More than 50% of retail spend from outside a 5km drive time catchment.	Presence of sub-regional community, civic or educational facilities		
<b>Central City</b>	91	✓	✓	x	✓	✓	✓	✓	N/A	
<b>Riccarton</b>	49	✓	X	x	✓	✓	✓	X	No	
<b>Papanui</b>	53	✓	X	x	✓	X	✓/x	X	No	
<b>Hornby</b>	39	✓	X	x	✓	✓	✓/x	X	No	
<b>Linwood</b>	27	✓	X	x	X	X	X	X	No	
<b>Shirley</b>	25	✓	X	x	X	X	✓/x	X	No	
<b>Belfast</b>	20	X	X	x	X	✓	X	X	No	
<b>Halswell</b>	0	✓	X	X	X	X	X	X	No	

\*As per Council's Annual land-use activity survey (see Appendix 1 for further detail)

## Conclusions on Metropolitan Centres

- It is clear from a review of the background to the National Planning Standards, that the introduction of Metropolitan centre zones was in response to an Auckland submission seeking the addition of a centre zone that accommodated their Unitary Plan classified metropolitan zones. Prior to amalgamation in 2010, most of these centres were the city and regional nodes of the former city and regional authorities and consequently they had the role and function of city centres (e.g. including a broad range of civic, cultural, commercial, community, education activities etc.).
- The National Planning Standards clearly anticipates that larger urban centres can have Town centre zones that, whilst still providing a range of commercial and community activities, are not commercial, community and employment nodes of such significance that they draw significant patronage from beyond the surrounding suburbs.
- It appears from the definition of City Centre and Metropolitan Centre zones that both zones are intended to reflect areas used for the same or a similarly broad range of activities. The distinction between the City centre and Metropolitan centre zones appears therefore to be about their relative catchments, which in turn is a reflection of centre size, employment base and attractiveness for other reasons (e.g. metropolitan sports facilities).
- The actual range of activities undertaken in the Central City is much broader than in suburban centres (and obviously a greater number of activities within each range). Suburban centres do not typically have civic, recreational, or education facilities of any more than local significance, are not tourism hubs, and have a much weaker commercial office component. The larger ones are large due to their significant retail floor space rather than as a result of providing for a wider range of activities compared with other suburban and neighbourhood centres.
- The plan-enabled range of activities is similar for all commercial centres, although arguably more enabling in suburban centres in terms of range but less enabling in terms of tenancy sizes/scale.
- The anticipated role of district centres (Policy 15.2.2.1) is to provide a range of commercial, community, recreational and residential activities and there is no mention of the centre being a focus for activities such as civic and cultural venues/ facilities (including museums, art galleries).
- The lack of clarity in the National Planning Standard makes it difficult to assess with certainty whether or not we have commercial centres that meet the definition of Metropolitan centre, difficult.

4.3.25. As such, the Council has determined that the most appropriate approach is that no District Centres are categorised as Metropolitan Centres. This is based on the actual current range of activities (commercial, community, residential and recreational) within the centre zones. Longer term and as matters such as Mass Rapid Transit and the regional Spatial Plan are worked through, it may be appropriate to reassess the context for some centres (likely Papanui, Hornby and Riccarton) and potentially make the case for these centres being defined as Metropolitan centres.

4.3.26. Other options considered were whether the three larger centres (Riccarton, Papanui/Northlands and Hornby) should be identified as metropolitan centres. This would largely be on the basis of their already large retail floor space and wider employment base than other district and neighbourhood centres. None of these centres satisfactorily meet the sub-regional catchment in relation to community or recreational facilities however so fall short on several elements of Limb 2 assessment.



- 4.3.27. The other option would be that Riccarton only was identified as a Metropolitan Centre on the basis that it performs the strongest of all district centres against all commercial metrics, notably that its offer is sufficiently attractive to draw trade from more than a local catchment (immediate and neighbouring suburbs). Notwithstanding Riccarton's strength commercially, the lack of a sub-regional role in relation to community and recreational facilities remains. As such, the preferred option is that, at this point in time, no District Centres are considered to be Metropolitan.
- 4.3.28. As such and in conclusion, the preferred option is that, at this point in time, no District Centres should be categorised as Metropolitan Centres.

#### 4.4. District Centre / Town Centre Alignment

- 4.4.1. In common with the ‘tier position’ of District Centres, Town Centres are noted as the ‘second tier’ under the Central City by the National Planning Standards commercial centres framework, in locations where Metropolitan Centres are not applicable.
- 4.4.2. In addition, the descriptions of District Centres (as outlined in the Christchurch District Plan) and Town Centres (as per National Planning Standards) are very similar. The Christchurch District Plan identifies (via Policy 15.2.2.1, Table 15.1) that District Centres are the major retail destination for comparison and convenience shopping and a focal point for employment (including offices), community activities and community facilities (including libraries, meeting places), entertainment activities, food and beverage and guest accommodation. Medium density housing is contemplated above ground floor level and around the centre and the centre is anchored by large retailers including department store(s) and supermarket(s). The centres serve the needs of a wide primary catchment extending over several suburb and are accessible by a range of modes of transport including multiple bus routes. Public transport facilities including an interchange, may be incorporated. The size of these centres is greater than 30,000sqm.
- 4.4.3. The current extent of the centre is the commercial core zone and, in the case of Belfast, Papanui and Hornby, an additional Retail Park zone<sup>15</sup>. The Commercial core zone provides for a range of commercial, community, residential and recreational activities.
- 4.4.4. The National Planning Standards identify that a town centre (and zone) comprises the following in larger urban areas - a range of commercial, community, recreational and residential activities that service the needs of the immediate and neighbouring suburbs.
- 4.4.5. In general there is therefore a high level of alignment between the description of a town centre (and zone as per NPS) and the commercial core zone of a District Centre (as per the District Plan). The range of activities permitted is identical and the targeted catchment is similar. District Centres (District Plan) are noted as a major retail destination whereas Town Centres (National Planning Standards) are identified as centres that should serve both immediate and neighbouring suburbs. In summary, there is therefore a general alignment between the relative ‘positioning’ of Town Centres and District Centres Commercial Core Zone such that they can be considered the “nearest equivalent zone”..

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<sup>15</sup> See Section 4.7 for approach to Commercial Retail Park zones which are currently contained within District Centres.  
Commercial Centres – Alignment National Planning Standards Alignment

## 4.5. Neighbourhood Centre/Local Centre Alignment

- 4.5.1. District Plan objectives and policies note that commercial activity is focussed within a network of centres to meet the wider community's and businesses' needs in a way that (amongst other matters) gives primacy to the Central City followed by District Centres and Neighbourhood Centres identified as Key Activity Centres (Objective 15.2.2(4)). As such, Neighbourhood Centres are the 'third tier' centre under a Central City in the District Plan.
- 4.5.2. In common with the 'tier position' of Neighbourhood Centres in the District Plan, Local Centres are noted as the 'third tier' under the Central City by the National Planning Standards commercial centres framework in locations where Metropolitan Centres are not applicable.
- 4.5.3. The descriptions of Neighbourhood Centres (as outlined in the Christchurch District Plan) and Local Centres (as per National Planning Standards) are also very similar:

The Christchurch District Plan identifies (via Policy 15.2.2.1 Role of Centres, Table 15.1 – Centre's Role) that Neighbourhood Centres are,

'A destination for weekly and daily retailing needs as well as for community facilities. In some cases, Neighbourhood Centres offer a broader range of activities comprising guest accommodation, residential activities (above ground floor level) along with small-scale comparison shopping, food and beverage outlets and offices. They are anchored principally by a supermarket(s) and in some cases, have a second or different anchor store. They primarily serve the immediately surrounding suburbs and are accessible by a range of modes of transport including one or more bus services. It is recognised that a wider range of activities is anticipated in Neighbourhood Centres that are Key Activity Centres or those located in Banks Peninsula, reflecting their distinctive roles and/or remote catchments.' The size of neighbourhood centres varies between 3,000 to 30,000sqm GFA. Neighbourhood centres are primarily zoned as commercial core zone which provides for a range of commercial, community, residential and recreational activities.

National Planning Standards identify that a local centre (and thereon zone) are,

'Areas used predominately for a range of commercial and community activities that service the needs of the residential catchment.'

- 4.5.4. Overall, there is therefore a high level of alignment between the description of a local centre (and zone as per NPS) and a neighbourhood centre (as per the DP). The range of activities permitted is identical (albeit the District Plan goes into more detail) and the targeted catchment is similar - 'immediately surrounding suburbs and in some cases, residents and visitors from a wider area' for neighbourhood centres whereas local centres are said to 'service the needs of the residential catchment'. The relative 'positioning' of Neighbourhood Centres (as per the District Plan) and Local Centres (as per National Planning Standards) in terms of a hierarchy of centres is also closely aligned, such that they can be considered the 'nearest equivalent'.

## 4.6. Local Centres/Neighbourhood Centres Alignment

- 4.6.1. Policy 15.2.2.1 of the District Plan (Role of Centres, Table 15.1) notes that Local Centres are a small group of primarily convenience shops and, in some instances, community facilities. They are the smallest tier of centre identified in the District Plan. They are accessible by walking and cycling from the area they service and are on a bus route in some instances. They also incorporate a standalone supermarket serving the surrounding residential community. Overall size of the centres varies up to 3,000sqm.
- 4.6.2. The majority of Local centres are zoned Commercial Local rather than Commercial Core as for District and Neighbourhood Centres (current District Plan centres). The Commercial Local zone enables commercial, community and residential activities but differs from the Commercial Core zone in that tenancy size limits are in place.
- 4.6.3. The National Planning Standards smallest tier of centres is Neighbourhood Centres. These are described as areas that are used 'predominately for small-scale commercial and community activities that serve the needs of the immediate residential neighbourhood'.
- 4.6.4. Aligning a Local Centre zone to a Neighbourhood Centre Zone would continue the enablement of a similar range and scale of activities and would also allow for the continued inclusion of standalone supermarkets (as per Local Centres zoning) given that standalone stores do not function as higher order centres. The use of the phrase 'small scale' in the National Planning Standards Neighbourhood Centre mirrors the intention of the District Plan's Local Centre in terms of the application of tenancy size limits.
- 4.6.5. There is therefore a good level of alignment between Local Centres in the District Plan and Neighbourhood Centres in the National Planning Standards. They both provide for the smallest commercial centres within the commercial centres framework and seek to meet the needs of the immediate surrounding residential population.

## 4.7. Commercial Retail Park Zones – Alignment Approach

4.7.1. The direction provided by Policy 3(d) indicates a zone-based response to intensification around centres. The types of zones (where intensification should be enabled) are identified using the National Planning Standards commercial framework. Earlier sections discussed our approach to aligning our current centres framework with categories from the National Planning Standards framework.

4.7.2. Where centres currently have Commercial Core or Commercial Local zoning only, the alignment is relatively straightforward. The extent of three District Centres is however more complex. Papanui, Hornby and Belfast are currently outlined in the District Plan as including both Commercial Core **and** Commercial Retail Park zoned land. These centres are all Key Activity Centres. Going forward a decision needs to be taken in relation to the future extent of the town centre zoning for these centres. The options available are broadly:

- Amend both Commercial Core and Commercial Retail Park zoning to Town Centre zone.
- Amend only Commercial Core to Town Centre and rezone the Commercial Retail Park zone as Large Format Retail Zone.
- Amend both the Commercial Core and Commercial Retail Park to Town Centre zone but apply a precinct over the current Commercial Retail Park area. The precinct would be subject to different provisions than the rest of the town centre zone.

4.7.3. The key determinant of the most suitable option is the ‘nearest equivalent zone’<sup>16</sup> and in this respect the option to amend the Commercial Core to Town Centre zone and the Retail Park to Large Format zone is clear. The alignment between the Commercial Core and Town Centre zone is outlined earlier in the report and the alignment between the District Plan’s Retail Park Zone and the National Planning Standard’s Large Format Zone is outlined below:

<b>Current Centre (as per District Plan)</b>	<b>Zoning</b>	<b>National Planning Standard Equivalent</b>	<b>Zoning</b>
Large Format Centre	Commercial Retail Park	Large Format Retail Centre	Large Format Retail Zone
A standalone retail centre comprising stores with large footprints, yard based suppliers, trade suppliers including building improvement centres and other vehicle orientated activities. Provision of commercial activities and residential and community uses is limited. This includes limiting offices to an ancillary function, and, at Tower Junction, providing for a limited amount of commercial services. The centre serves large geographical areas of the city and is not necessarily connected to a residential catchment. The area is primarily accessed by car with limited public transport services.		An area used predominately for commercial activities which require large floor or yard areas	

4.7.4. In summary therefore, the most suitable option for those centres which currently comprise a Commercial Core Zone and Retail Park zone within the extent of the centres (Belfast, Papanui and Hornby), is for the Commercial Core zone to become Town Centre zone and the Commercial Retail Park zone to become Large Format Retail zone.

<sup>16</sup> NPS UD Section 1.4 4(b)

- 4.7.5. This approach supports the policy intent of the Commercial Retail Park zone<sup>17</sup> (and Large Format Retail zone in terms of National Planning Standards) which is different to that of a Town Centre zone, offering no housing, community activities, finer grain retail or office activity. Large Format Retail zones are also not typically supported by public or active transport infrastructure, are not necessarily connected to a residential catchment and generally have limited design controls and a different urban form structure to that anticipated in a Town Centre zone.
- 4.7.6. Transport advice<sup>18</sup> in relation to the matter of zone decoupling in Papanui, Hornby and Belfast also concluded that areas zoned as Commercial Retail Parks should be retained as Large Format Retail Centres. The transport advice highlighted that Commercial Retail Park zones in these locations all operate as Large Format Retail Centres with activities that are vehicle orientated and with limited public transport services. The sites are also constrained by poor intersection performance or have multi-lane arterial road frontage with limited/poor pedestrian accessibility. Significant physical constraints exist between the Commercial Retail Park and Commercial Core zones so there is limited ability to develop these as single, cohesive, walkable town centres.

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<sup>17</sup> Policy 15.2.2.1 Role of Centres, Table 15.1, Christchurch District Plan

<sup>18</sup> CCC Transport advice re: Potential Rezoning Options for Papanui, Hornby and Belfast centres – see Appendix 6. Commercial Centres – Alignment National Planning Standards Alignment

## 4.8. Banks Peninsula Commercial Centres response

- 4.8.1. All Banks Peninsula centres except for Lyttelton (including Akaroa and smaller centres like Governors Bay and Diamond Harbour), lie outside the 'urban environment' as defined by the NPS UD<sup>19</sup> and therefore are outside the scope of this plan change.
- 4.8.2. As such, a bespoke response needs to be adopted for the commercial centres in Banks Peninsula that are currently zoned Commercial Banks Peninsula Zone (CBPZ). Only Lyttelton commercial centre (currently defined as a Neighbourhood Centre in the operative district plan) could be zoned or treated as the equivalent 'Local Centre' (as per the National Planning Standards alignment approach outlined earlier). All other Banks Peninsula Commercial Centres would be retained as Commercial Banks Peninsula zone given the issue of scope (they are outside the urban area as defined by the NPS UD). Lyttelton will also retain bespoke planning provisions.
- 4.8.3. Taking this approach for Lyttelton, the following options are available:
- a) Apply the Policy 3 direction to Lyttelton only on the basis of it being equivalent to a Local Centre (i.e. apply the Policy 3 directions but do not rezone it).
  - b) Rezone only Lyttelton to Local Centre Zone, carrying over all its bespoke CBP rules.
- 4.8.4. The preferred option is to apply the NPS UD policy direction to Lyttelton on the basis of it being a Local Centre but the zoning will be retained as Commercial Banks Peninsula zone (Option a). A future plan change will have the capacity to address the complexities in terms of aligning the Commercial Banks Peninsula zone with a relevant equivalent zone and will enable greater flexibility in terms of amending the provisions.

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<sup>19</sup> As defined by Section 77F of the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021,  
Commercial Centres – Alignment National Planning Standards Alignment

## 4.9. Conclusions re: Centre Alignment

4.9.1. The table below summarises the points identified within the report and identifies the preferred alignment option:

District Plan Centre	Centre Activities	Catchment	National Planning Standard Centre	Centre Activities	Catchment
<b>Central City</b>	Widest range and greatest scale of activities available in centres	Principal employment and business centre for the City and wider region	<b>City Centre</b>	Broad range of commercial, community, recreational and residential	Main centre for district or region
N/A	N/A	N/A	<b>Metropolitan</b>	Broad range of commercial, community, recreational and residential	Sub-regional
<b>District Centre</b>	Commercial, community, residential & recreational	Major retail destination	<b>Town Centre</b>	Range of commercial, community, recreational and residential	Immediate & neighbouring suburbs
<b>Neighbourhood Centre</b>	Commercial, community, residential & recreational	Destination for weekly & daily shopping	<b>Local Centre</b>	Range of commercial and community	Residential
<b>Local Centre</b>	Commercial, community & recreational (tenancy size limits) and residential	Primarily convenience shopping & standalone supermarkets	<b>Neighbourhood Centre</b>	Small scale commercial and community	Immediate residential

4.9.2. The proposed commercial hierarchy recognises the role of the centres and also sets a framework for the urban form of the city. It is useful to acknowledge the range of attributes (built form, movement and activities) anticipated across the centres and ensure that these are commensurate with the level of commercial activity and community facilities. The diagram in Appendix 4 provides a graphic summary of the scale and form of the aligned centre zones for Christchurch.

4.9.3. It is however important to acknowledge that within each of the individual National Planning Standards centre categories, it is possible to accommodate a range of centres in terms of both the size and range of commercial and community activities. This is no different to the current categorisation under the District Plan framework for instance, District Centres vary in scale and range of activities provided from somewhere like Riccarton (wider range and larger scale) to Shirley (smaller range and scale).

4.9.4. As part of the NPS UD implementation and particularly in recognition of the Policy 3(d)'s requirement for an intensification response that is commensurate to the level of commercial activity and community services at a particular centre, an additional level of detail has been added to the categorisation approach. This nuancing approach enables the categories to be split into tiers of centre (in terms of the scale and range of offer) and is based on general information we have on our existing centres (see Appendix 5 for more detail). This nuancing is summarised below:

Commercial Centres – Alignment National Planning Standards Alignment



Current District Centres		Current Neighbourhood Centres	
Larger centres	Hornby Riccarton Papanui	Larger centres	Bush Inn Ferrymead Merivale Sydenham North
Remaining centres	Belfast Shirley Linwood N Halswell	Medium centres	New Brighton Bishopdale Prestons Barrington
		Smaller centres	Addington, Avonhead, Colombo/Beaumont, Edgware, Halswell, Ilam/Clyde, North West Belfast, Parklands, Redcliffs, Richmond, Stanmore/Worcester, St Martins, Sumner, Sydenham South, Wairakei/Greens Road, Woolston and Yaldhurst

4.9.5. Taking this nuancing approach forward and taking into account the preferred alignment approaches already outlined in this report, the recommended categorisation of commercial centres in order to align with the National Planning Standards is outlined below:

National Planning Standard Category & Zone	Proposed Alignment Category	Centre	Comment
<b>Central City</b>	City Centre	City Centre (CCCB Zone)	Single zone selected to represent the extent of City Centre.
<b>Metropolitan Centre</b>	N/A	N/A	N/A
<b>Town Centre</b>	Large Town Centre	Papanui Hornby Riccarton	Town centres.
	Town Centre	Shirley/Palms Linwood/Eastgate Belfast/Northwood North Halswell	Existing District Centres and Key Activity Centres.
<b>Local Centre</b>	Large Local Centre	Bush Inn Ferrymead Merivale Sydenham N	The largest tier of Local Centre and ones that should provide a greater role in terms of intensification enablement because of their greater commercial and community services offer.
	Medium Local Centre	New Brighton Bishopdale Prestons Barrington	A lesser scale of commercial and community services offer in comparison to the Large Local Centres but still greater than the 'small local centres'.
	Small Local Centre	All other current Neighbourhood Centres	Limited commercial and community services offer.
<b>Neighbourhood Centre</b>	Neighbourhood Centre	All current Local Centres	Very limited commercial and community services offer. In some locations, standalone supermarkets can provide this small-scale commercial activity.

## APPENDIX 1: ANALYSIS OF CHRISTCHURCH CENTRES

### Assessment of Actual Range of Activities

Council undertakes yearly surveys of all activities (ground floor and above) undertaken in commercial centres. This provides us with a full picture of the current composition of centres and enables a direct comparison between them. As an example, with the high level category of ‘commercial services’ includes a number of sub-activities including banks, hairdressers, travel agents. Within the office category are a number of sub-categories including architect, financial services, legal services, web designers, insurance brokers etc.

**Table below: Diversity of activities within each broad activity set<sup>20</sup>**

	Central City	Riccarton	Hornby	Papanui	Shirley	Linwood	Belfast	Halswell
<b>Commercial Services</b>	9	11	7	7	5	4	3	0
<b>Community Facility</b>	5	2	0	2	1	1	0	0
<b>Education Facility</b>	4	0	0	3	0	1	0	0
<b>Entertainment Facility</b>	6	2	2	3	1	0	0	0
<b>Industrial / trade supplier</b>	8	4 and close by	3 and close by	3	1	3	0	0
<b>Guest Accommodation</b>	3	0 but close by	1	0 but close by	0	0	2	0
<b>Healthcare facility</b>	6	2	0	4	3	0	1	0
<b>Hospitality</b>	1	1	1	1	1	1	1	0
<b>Office</b>	26	12	3	8	1	6	1	0
<b>Recreation activity</b>	2	1	1	1	1	0	1	0
<b>Residential</b>	1	1	1	1	1	1	1	1
<b>Retail</b>	20	13	20	20	10	10	10	0
<b>Total</b>	91	49	39	53	25	27	20	0

This analysis shows that using the Central City as a benchmark, the suburban centres typically do not provide the same range of activities. There is a range but clearly not as broad as the central city. 91 different types of activities were in the central city (in December 2019). This compares with 50 in Riccarton, 53 in Papanui and 39 in Hornby.

<sup>20</sup> Green means the range of sub-activities is equal to or greater than the range in the central city. Red denotes a lesser range.

APPENDIX 2: Assessment of Plan-enabled range of Activities (rather than actual)

NATIONAL PLANNING STANDARD ZONES			DISTRICT PLAN COMMERCIAL CENTRE ZONES	
City Centre Zone	Metropolitan Centre Zone	Town Centre Zone	Central City Business Zone	Commercial Core Zone - District Centre
A broad range of commercial, community, recreational and residential activities.	A broad range of commercial, community, recreational and residential activities.	A range of commercial, community, recreational and residential activities.	<p><b>District Plan Policy 15.2.2.1 Role of Centre</b></p> <p>Principal employment and business centre for the City and wider region providing for the widest range and greatest scale of activities available in centres, including comparison shopping, dining and night life, entertainment activities, guest accommodation, events, cultural activities and tourism activities.</p> <p>Provides for high density residential activity, recreation activities and community activities and community facilities (including health and social services) as well as civic and cultural venues/ facilities (including museums, art galleries).</p> <p>The focus for the district, sub-regional and wider transport services with a central public transport interchange.</p>	<p><b>District Plan Policy 15.2.2.1 Role of Centre</b></p> <p>Major retail destination for comparison and convenience shopping and a focal point for employment (including offices), community activities and community facilities (including libraries, meeting places), entertainment activities, food and beverage and guest accommodation.</p> <p>Medium density housing is contemplated above ground floor level and around the centre.</p> <p>Anchored by large retailers including department store(s) and supermarket(s).</p> <p>[Unlike the description of the central city, the role of the centre description does not mention civic, cultural, events, tourism, high density residential and recreation]</p>
ACTIVITIES				CONTINUED OVERPAGE...

				<p><b>Activities enabled<sup>21</sup> in zone:</b></p> <ul style="list-style-type: none"> <li>• Retail</li> <li>• Office</li> <li>• Entertainment activity</li> <li>• Recreation activity</li> <li>• Gymnasium</li> <li>• Community facility</li> <li>• Health care facility</li> <li>• Education (incl. preschools) activity</li> <li>• Care facility</li> <li>• Spiritual activity</li> <li>• Art</li> <li>• PT facility (by way of designation)</li> <li>• Residential activity (upper floors)</li> <li>• Emergency service facilities (by way of designation)</li> <li>• Parking lots/parking building</li> <li>• Retirement Village</li> </ul>	<p><b>Activities enabled<sup>22</sup> in zone:</b></p> <ul style="list-style-type: none"> <li>• Retail</li> <li>• Offices (limited to up to 500sqm)</li> <li>• Entertainment activity</li> <li>• Recreation activity</li> <li>• Gymnasium</li> <li>• Community facility</li> <li>• Health care facility</li> <li>• Education (incl. preschools) activity</li> <li>• Care facility</li> <li>• Spiritual activity</li> <li>• Art</li> <li>• PT facility</li> <li>• Residential activity (upper floors)</li> <li>• Emergency service facilities</li> <li>• Parking lots</li> <li>• High tech industrial activity</li> <li>• Trade supplier</li> <li>• Yard-based supplier</li> <li>• Service Station</li> <li>• Drive-through services</li> </ul> <p>[Wider range of activities actually enabled despite the description of central city being to provide the widest range and scale of activities]</p>	
<b>CATCHMENT</b>	“Main centre for the district or region”	“Sub-regional catchment”	urban	“Immediate and neighbouring suburbs”	“City and region-wide catchment and visitors”	“Wide primary catchment extending over several suburbs”

### Overall assessment of First Limb: Broad range of activities

Looking at the actual range of activities in our district centres (preferred option), it could be interpreted that none of them have a *broad range* (Met Centre), rather they just have a range (Town Centre). If we interpreted the definition to mean that we should be considering the range of activities *enabled*, all centres except for Belfast (currently only realistically a Large Format Retail centre), would meet the definition.

<sup>21</sup> Permitted, controlled or restricted discretionary (and designated)

<sup>22</sup> Permitted, controlled or restricted discretionary (and designated)

### Appendix 3: Analysis of Limb 2: Serves a sub-regional urban catchment

Adopting different interpretations of what sub-regional urban catchment means yields different results.

#### (a) Sub-regional urban catchment = large size (total Gross Floor Area)

**Result** – Riccarton, Papanui/Northlands and Hornby

District Centre	Centre Size (sqm)	Retail Floorspace (sqm)
Riccarton	97,300	73,900
Papanui/Northlands	116,500 (excl Northlink)	70,400
Hornby	87,800	70,800
Linwood/Eastgate	35,900	33,705
Belfast/Northwood	31,900	28,100
Shirely/The Palms	39,100	37,000
North Halswell	NIL	NIL

#### (b) Sub-regional urban catchment = draws significant trade (around 20%) from adjoining districts in the Greater Christchurch sub-region

**Result** – Hornby and Belfast

TA	Riccarton	Hornby	Papanui	Shirley	Linwood	Belfast	North Halswell	Four Aves
Christchurch	66.9	59.8	77.1	81.5	88.8	69.2	NIL	66.6
SDC	7.8	22.6	2.0	1.4	1.3	1.0	NIL	3.9
WDC	2.9	2.1	6.6	6.5	1.5	18.2	NIL	3.0
SDC+WDC	10.7	24.7	8.6	7.9	2.8	19.2	NIL	6.9
Rest of Cnty	5.6	2.5	3.0	2.2	1.0	4.6	NIL	3.1
Rest of NZ	13.7	9.8	9.3	7.1	6.5	6.2	NIL	15.3
International	3.1	1.2	1.3	0.8	0.5	0.7	NIL	1.1

It is unclear however, how much of the spending that originates in SDC and WDC is from urban rather rural areas. This percentage is also likely to change as the district has become more self-sufficient and North Halswell Key Activity Centre becomes established. It is not recommended that this option be used.

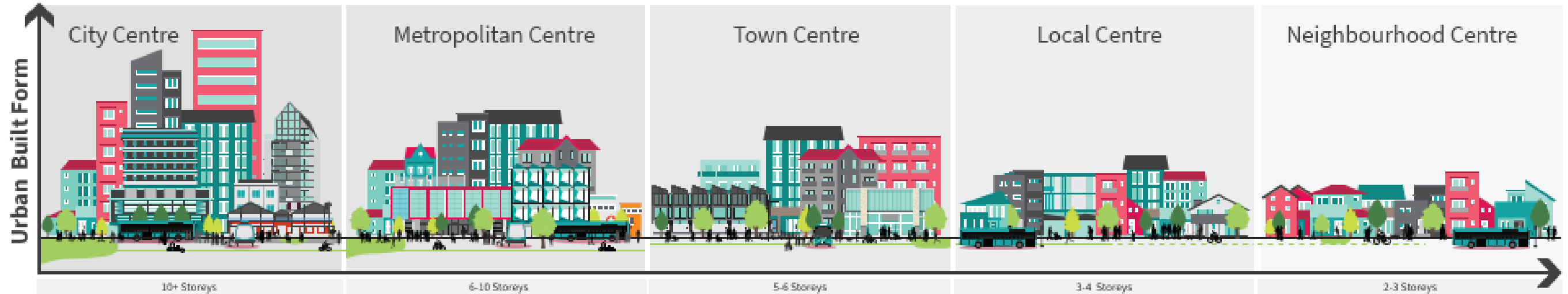
#### (c) Sub-regional urban catchment = primary catchment is less than region / city but more than immediate and neighbouring suburbs (i.e. more than 50% of spend from outside a 5km drive-time catchment)

**Result** – Riccarton, Hornby and Shirley (this is based on 2018 data prior to significant gains at Papanui and losses at the Palms). It is likely that Papanui would have increased its spending catchment and Shirley / Palms has decreased its catchment based on retail distribution activity that has occurred since 2019.

	Riccarton	Hornby	Papanui / Northlands	Belfast / Northwood	Shirley/ The Palms	Linwood
Within 5km Drive	35%	30%	52%	37%	48%	57%
Within 10km Drive	59%	53%	72%	65%	76%	80%
Outside 30km Radius	25%	24%	16%	15%	12%	9%
International	3%	1%	1%	1%	1%	1%

**Overall assessment of second limb:** based on use of the favoured metric (spending within a 5km drive-time distance) only Riccarton would definitely meet this limb. There remains uncertainty around Papanui, Hornby and Shirley.

CONFIDENTIAL DISCUSSION DRAFT



Scale of Centres

Activity

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

Rapid Transit, Station, MCR*, W1*	Rapid Transit, Station, MCR*, W1*	Rapid or frequent transit, Bus Priority, Transport Interchange, MCR*, W1*	Frequent, Local Stop, Secondary Cycleway, W2*	Secondary Cycleway, W2*
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Appendix 5 : Recognising Category Nuance

Key Metrics: District Centres (To be aligned as Town Centres)

Centre	Size (ha)	Total Commercial Floor space (sqm)	% retail	% commercial office	% hospitality	% Vacancy	Rental Values Retail Average \$ per sqm	Office Average per \$sqm	Land Value (median/sqm)	Spend at centre (2019-2020) \$	Proportion of spend by customer origin %			Employee Count	No travelling to workplace**	From no. of different areas**	Community Facilities (within commercial core)	Community Facilities (outside commercial core)
											Local Chch*	Rest of Chch	Outside Chch					
Papanui	32.6	125,504	50	11.5	8	12	600	250										
Papanui*	21.60	125,279	43.6	9	6.3	9.7	Langdons Rd 250	Langdons Rd 275	950	338,252,251	45	34	21	Not available	2517	139	Library	Gordon Condon opposite mall
Riccarton	15.5	203,341	47.4	9.1	15.75	8.6	1000	250	1476	407,568,644	23	45	32	2820	4254	170	Service centre, community rooms	Wharenui pool about 400m away
Hornby	20.5	79,434	60.4	0.7	7.1	0.5	Hornby East 225	Hornby East 185	624	362,056,815	39	31	29	2229	5919	190		New pool, library & community centre in Kyle Park
Hornby*	13.02	72,414	50.2	1.6	7.4	0.6	575	200	414				1759				None	
Belfast	18	47,840	66	0.7	2.2	6.9	300	200										
Belfast*	10.37	3,104	100				Supa Centre 275	Supa Centre 200	255	135,305,390	51	25	24	564	897	78		
Linwood	9.2	60,308	67.2	3.3	9	10	500	175	602	82,341,788	60	31	9	972	303	29	Library, centre	service
Shirley	9.6	47,448	62	0.4	8.6	15.6	700	225	472	125,694,119	51	32	17	672	615	53	Library, centre	service

\*Commercial core only.

Sources for both tables:

Rental Values – CBRE, 2022 update

\*\*No. travelling to workplace – Waka Kotahi commuter data

Spend at centre – Origin of spend data 2019-2020, Marketview

Remainder – The Property Group, Dec 2021

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**Key Metrics: Neighbourhood Centres** (To be aligned as Local Centres)

Centre	Size (ha)	Total Commercial Floorspace (sqm)	% retail	% commercial office	% hospitality	% Vacancy	Rental Values Retail Average \$ per sqm	Office Average per \$sqm	Land Value (median/sqm)	Spend at centre (2018-2021) \$ bn	Proportion of			Employee Count	No travelling to workplace*	From no. of different areas*	Community Facilities (within commercial core)	Community Facilities (outside commercial core)
											Local Chch	Rest of Chch	Outside Chch					
Bush Inn	8.5	41,340	37.7	4.4	25	17.3	525	225	1103	115,305,108	39	38	23	951	1833	105		Upper Riccarton library
Ferrymead	9.2	29,689	18.2	0.5	15	10.5	300	250	1479	101,976,996	66	25	9	1229	1227	87		
Merivale	6.1	27,421	31	14.2	20.8	8.3	675	350	2238	98,407,837	45	29	26	1389	3426	154		
Sydenham North	6.5	31,467	23.7	26.9	9.8	24	450	235	1674	54,277,977	25	51	25	901	Chch Central S 16941	215		
Bishopdale New	6.3	11,943	50.2	10.2	18	20	250	250	1443	49,633,679	69	19	12	519	753	38	Library & Community centre	
Brighton	5	23,900	39.5	5.2	17.5	27.3	170	150	393	26,939,147	73	17	10	332	429	24		Opposite -Library, service centre & community rooms
Prestons	10.7	6,986	60	0	7	12			312	58,166,015	59	24	16	181	396	18		
Barrington	4.3	13,894	57	5	19	6.9	525	200	624	79,706,278	59	23	18	564	933	54	Library,	

Availability of metrics for Small Neighbourhood Centres is limited but, where available, they illustrate that these centres are of a smaller scale/range of activities than the large and medium local centres.

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## Appendix 6: Transport Preferred Options: Town Centre/Retail Park Zoning – Papanui, Hornby & Belfast

### Papanui – Transport Preferred Option:

Preferred Option (Town Centre and Large Format Centre)	
Preferred Option	Zoning
Northlands & Main Street	Town Centre Zone
Northlink	Large Format Zone

### Transport Characteristics

- The site is 70% completed as a LFR centre ( albeit with some smaller tenancies provided for under 2020 consent) newly built site with internal parking – little opportunity to re-develop to an alternative town centre
- Nearest PT stop 500m from site, No direct PT services to the site hence is not well connected to transport corridors
- Site is constrained by poor intersection performance at Langdons /Greers – not programmed in LTP for improvements hence not infrastructure ready
- Located over 600m from Northlands Mall with limited route via Langdons Road only
- Nearest bus service interchange on Main North Road approx. 1Km from the site beyond acceptable walk distance
- Separated from Northland Mall by Papanui High School and its grounds and a Railway Line
- The site operates as a LFR centre with activities that are vehicle oriented with limited PT services
- Given the physical constrains between the site and the Northlands Mall it cannot be made to operate as a single cohesive, walkable town centre

### Hornby - Transport Preferred Option A:

Status Quo: District Centre & KAC		Preferred Option: Separate Centres (Town Centre and Large Format Centre)	
Existing / Status Quo	Zoning	Preferred Option	Zoning
The Hub, Dress Smart & Main South Road shops	Commercial Core Zone	The Hub, Dress Smart & Main South Road shops	Town Centre Zone
Chappie Place	Commercial Retail Park Zone	Chappie Place	Large Format Centre Zone

### Transport Characteristics

- The site appears to be fully developed as an LFR centre newly built site with internal parking – little opportunity to re-develop to an alternative town centre without major site demolition and reconfiguration
- Multi Lane Arterial road frontage with limited pedestrian crossing opportunities
- With the need to cross highly trafficked Major arterials to the south and west of the site there are high delays imposed in crossing these roads
- Built as a former State Highway there is discontinuous footway provision along the site frontage

- Detour of some 600m walk to existing Hornby town centre
- Route requires crossing Major Arterial, two local roads and two arms of State Highway
- Located over 670m from Hornby PT exchange
- Separated from surrounding land uses by Railway line to the north, State highway and railway line to the west and Major Arterial (Main South Road) to the south and Industrial land uses to the east
- The site operates as a LFR centre with activities that are vehicle oriented with limited PT services
- Given the physical constrains between the site and the Hornby town centre it cannot be made to operate as a single cohesive, walkable town centre

### Belfast Approach Transport Preferred Option

Status Quo: District Centre & emerging KAC		Preferred Option : Local Centre	
Existing / Status Quo	Zoning	Preferred Option	Zoning
New World & land with consent <sup>[1]</sup> for retirement village	Commercial Core Zone	New World	Local Centre Zone
Supa Centre	Commercial Retail Park Zone	Retirement Village	Medium Density Residential Zone
		Supa Centre	Large Format Retail Zone

### Transport Characteristics

- The site appears to be fully developed as an LFR centre. While established for many years there is little opportunity to re-develop to an alternative town centre without major site demolition and reconfiguration
- Multi Lane State highway to the west separates the site from the existing commercial zone ( New World supermarket)
- With the need to cross highly trafficked SH there are high delays imposed in crossing
- Limited access from the east given the existing railway line that borders the site
- Discontinuous footway provision along the site frontage – no LTP program for funding this
- Located over 2km from nearest PT exchange at Northlands
- The site operates as a LFR centre with activities that are vehicle oriented with limited PT services
- Given the physical constrains between the site and the existing commercial core it cannot be made to operate as a single cohesive, walkable town centre

<sup>[1]</sup> Currently under construction