

Plan Change 14

Section 32: Appendix 4

Potential Industrial Land Transition Assessment

To give effect to Policy 3(c)(ii) and 3(d) of the NPSUD

Christchurch City Council

Technical Report

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ASSESSMENT OF POLICY 3 DIRECTIONS FOR INDUSTRIALLY ZONED LAND

1. Introduction

Policy 3 of the NPSUD requires intensification¹ in certain locations, notably in and around commercial centres. This applies to all residential and business zones, unless one of the ‘qualifying matters’ set out in 3.32 of the NPS applies. The level of intensification (building heights and densities) is prescribed for some centres (e.g. city and metropolitan centres) and for other centres is directed to be at a level “*commensurate with the level of commercial activities and community services in the centre*”.

Whilst subpart 6, 3.32(1)(g) of the NPSUD provides scope to exclude low density business areas like industrial zones from the intensification directions of Policy 3, **this is only to the extent that such areas are required to “meet expected demand” for those (low density) uses**. It follows that where such land is not required to meet expected demand for those uses, intensification should be enabled in accordance with Policy 3 and the broader outcomes sought by the national direction. Assessment of industrial land development demands and capacity (in the manner prescribed by the NPSUD²), is crucial to understanding whether the qualifying matter should be applied.

This report undertakes the necessary assessment to determine whether industrially zoned land located close to commercial centres should be considered for further residential intensification. It should be read alongside the following other technical reports:

- a. Central City Land Demand Capacity Report – Lincoln University; and
- b. Proposed Industrial General Rezoning Change – Cost-Benefit Analysis – Sense Partners; and
- c. Comprehensive Residential Development Precinct Analysis – Urban Design, Christchurch City Council.

The section 32 report for commercial and industrial provisions provides the evaluation of options for further considering the recommendations and advice contained in these reports.

2. Approach to assessment

The following steps have been undertaken:

1. Identification of all *Industrial General or Industrial Park*³ zoned land within the walkable catchment of the edge of the City Centre zone and adjacent to Town, Local and Neighbourhood Centre zones.
2. Consideration as to whether the intensification directions of Policy 3 should apply to these industrial zones or whether qualifying matters apply. Central to this, is assessment of whether the land is required to meet expected demand for industrial uses.
3. Consideration of the appropriateness of enabling residential intensification in these areas, having regard to matters including:
 - a. Whether the site meets the criteria for a brownfield redevelopment ‘site’ (Policy 16.2.2.1), notably whether the land is ‘under-utilised’. This is relevant for determining (at a high level) the value and efficiency of use of the land for industrial purposes and the likelihood or readiness of the land for redevelopment. It also informs the potential district plan

¹ i.e. increasing heights and densities to enable more capacity for housing and business.

² National Policy Statement on Urban Development (2020, updated 2022), subpart 3.10.

³ Industrial Heavy zoned land was not considered based on its inappropriateness for residential activities and should be taken forward as a qualifying matter under clause 3.32(g) and (h).

mechanisms available to facilitate redevelopment i.e. land must meet the definition of 'brownfield' to avail itself to the enablement provided by a 'brownfield overlay' or the 'brownfield site' policy.

- b. Whether residential zoning and land use would be compatible with surrounding uses.
 - c. Whether the land is readily capable of achieving a satisfactory residential environment for future residents through comprehensive redevelopment.
 - d. Whether there are any significant constraints that render residential intensification unsuitable e.g. natural hazards; and
 - e. Whether the land is otherwise appropriate for residential use having regard to the wider objectives of the NPSUD and Christchurch District Plan.
4. Identification of the appropriate district plan mechanism/s for enabling greater intensification in appropriate areas subject to the evaluation under section 32 of the Resource Management Act⁴.

Any industrial land within the Policy 3 areas that is deemed unsuitable for residential intensification having regard to the above criteria, is recommended to be exempt, pursuant to qualifying matter 3.32(1)(g) of the NPSUD.

The following pages and appendices provide that analysis and make recommendations for changes to the Christchurch District Plan (planning maps and zone provisions).

3. Intensification of industrial zones

Industrial activities are low density business activities that typically only locate at grade, occasionally with ancillary space on an upper floor or mezzanine level. Industrial zones do not typically permit the establishment of offices or residential activities, the activities with the greatest propensity to locate at upper floors and make use of increased height. In the operative Industrial General (IG) zones, retail activity is limited to that which supports the industrial workforce and activities which are either priced out of commercial zones (e.g., second-hand retail outlets) or are inappropriate in centre locations due to their large scale and/or low amenity built form (e.g., trade and yard based suppliers). Standalone offices are not permitted in industrial zones either, to support intensification of commercial centres in accordance with a centres-based framework⁵. Residential activities are generally not permitted in industrial zones because they can give rise to reverse sensitivity issues and/or to protect industrial land for industrial purposes. Whilst industrial zones can be large employment nodes, they are often not well served by public transport and have a workforce that is more likely to drive to work and/or use a vehicle as part of their work (e.g., trades people, service industries etc).

With the current zoning in place, additional height and density of urban form would therefore not add much, if any, further development capacity. Retaining the zoning for less efficient, low density uses, would therefore not make best use of these locations' accessibility to jobs, services and amenities, to the same extent that higher density alternative uses (like residential), would. Whilst industrial zones perform an important function, there is opportunity to better utilise this land by providing more flexibility to transition to more efficient uses in these locations should the market wish to take up the opportunity.

⁴ Duty to prepare an evaluation report examining the appropriateness of the proposed provisions and reasonably practicable alternative options.

⁵ Objective 15.2.2 of the Christchurch District Plan

A more flexible zone or district plan mechanism which enables existing activities to be retained whilst providing for appropriate and comprehensively designed residential uses, would offer many benefits including provision of housing and enabling people to live close to jobs, services and amenities with less dependence on private vehicles. Existing methods in the Christchurch District Plan that offer greater land use flexibility to facilitate intensification of higher density uses, include the mixed use zones and brownfield redevelopment provisions in Chapter 16 (Industrial)⁶.

4. City-wide Industrial Land Supply

At a city-wide level, Christchurch has a significant over-supply of industrially zoned land. A Business Land Capacity Assessment prepared in 2018 to give effect to the directions of the NPSUD⁷ confirmed that 482ha of industrially zoned was required to meet long term (30 year) needs and that the City's zoned industrial land supply of 934ha (of which 708ha was serviced), was more than sufficient to meet forecast demands⁸.

Table 1: Christchurch City Industrial Land Sufficiency – 2018 Assessment (Property Economics)

Christchurch City	Land Requirement (Hectares)		
	Short term (3 Year Growth)	Medium Term (10 Year Growth)	Long Term (30 Year Growth)
Total Demand	89	32	482
Total Supply	934	934	934
Less land that is not serviced ⁹	327.22	225.60	225.60
Less land that is not suitable ¹⁰	0.96	0.96	0.96
Sufficiency	517	675	225

Council has recently updated its citywide business land demand and sufficiency model. A different methodology was adopted for this assessment, and it concluded that the demand for industrial land was likely to be much less than previously forecast. As a result, despite the overall supply of industrial land having reduced since 2018, the new assessment forecasts that the overall sufficiency or surplus, is even greater (at 565ha). Table 2 below summarises the main conclusions.

⁶ Objective 16.2.2 and Policies 16.2.2.1 and 16.2.2.2.

⁷ Clause 3.19 and Part 4 of the National Policy Statement on Urban Development.

⁸ <https://greaterchristchurch.org.nz/assets/Documents/greaterchristchurch/Capacity-Assessment-reports/Report-5-Business-Development-Capacity.pdf> - Section 9.3

⁹ i.e., excludes land that has a servicing constraint over the short, medium or long term

¹⁰ i.e., excludes land that has been assessed by CCC as not feasible

Table 2: Christchurch City Industrial Land Sufficiency – 2022 Assessment (Lincoln University)

Christchurch City	Land Requirement (Hectares)		
	Short term (3 Year Growth)	Medium Term (10 Year Growth)	Long Term (30 Year Growth)
Total Demand	18.4	35.7	119.2
Total Supply	778	778	778
Less land that is not serviced ¹¹	277.22	175.59	175.59
Less land that is not suitable ¹²	0.96	0.96	0.96
Sufficiency	481.42	565.75	482.25

The NPSUD also requires councils to make sure that plan-enabled industrial capacity is suitable for different business sectors in terms of location and site size. The 2018 business capacity assessment¹³ confirmed there to be sufficient variety of sites to provide for forecast needs particularly due to the significant amount of vacant greenfield land still to be subdivided and developed. Smaller sites were more prevalent in the central city industrial zones. In terms of location, the report found there to be ample industrial opportunities in many different parts of the city, with strong demand for locations on the urban fringe around Islington, Hornby and the airport which benefit from good access to strategic transport and freight networks¹⁴.

It is therefore acknowledged that despite the citywide surplus of industrial land, there may be location- or activity-specific land demands at a more localised level, e.g. industrial land around the air and sea ports or adjoining strategic parts of the rail network, which may justify the retention of industrial land for industrial purposes to ensure that sufficient land supply exists in these strategic locations.

It is also noted there have been recent reports¹⁵ of an increasing scarcity of industrial land available to purchase in Greater Christchurch. Anecdotally, this may be attributable to the current market conditions where for instance large areas of industrial land is available under leasehold terms only (e.g. Christchurch International Airport) or held by developers that make it available only as part of a design and build contract), however the availability of land (including the extent of any land banking) and the tenure or commercial arrangements for development of that land, are beyond the ability of Council to control.

Having undertaken a robust capacity assessment pursuant to the requirements of the NPSUD, it is concluded that there remains a significant surplus of plan-enabled industrial land capacity in the City such that there is no need to preserve all existing industrial land for industrial purposes. There is more than sufficient vacant land available to accommodate new and transferring industrial activity to meet

¹¹ i.e., excludes land that has a servicing constraint over the short, medium or long term

¹² i.e., excludes land that has been assessed by CCC as not suitable

¹³ <https://www.greaterchristchurch.org.nz/assets/Documents/greaterchristchurch/Our-Space-consultation/Business-Development-Capacity-Assessment-October-2018.pdf> page 66.

¹⁴ Ibid page 71

¹⁵ <https://www.colliers.co.nz/en-nz/real-estate-research/colliers-essentials-christchurch-industrial-2021>

short, medium and long term needs. There may however be benefits in retaining areas of strategically located land or land with more localised needs and ongoing monitoring of industrial land capacity will inform the need for any future industrial land provision.

5. Identification of areas potentially subject to Policy of the NPSUD

All industrially zoned land located within certain walkable distances of commercial zones has been identified, consistent with the approach adopted for intensification of residentially zoned land generally, as set out in the table below.

Table 3: Plan Change 14 – General Approach to Defining Walkable Catchments

Walkable catchment	Centre Zone	District Plan equivalent
1200m	City Centre	Commercial Central City Business Zone
800m	Town Centre	District Centres of Hornby, Papanui and Riccarton
600m	Town Centres	All other District Centres
400m	Local Centres	Large Neighbourhood Centres of Merivale, Church Corner and Sydenham
200m	Local Centres	All other Neighbourhood Centres

Industrial Heavy (IH) zoned land within these catchments was discounted on account of the anticipated outcomes for these zones being incompatible with residential activity¹⁶.

Industrial General zoned land that immediately abuts IH zoned land was discounted because of its role providing a buffer between residential and heavy industry¹⁷.

There was no Industrial Park zoned land within the identified walkable catchments.

This led to the following potential areas being identified for assessment.

Table 4: Industrial General Zoned Land Located Close to Centres

Suburb	IG zone location
Inner City Industrial General	Large area extending from Addington in the West, through Sydenham, Waltham and Phillipstown*.
Hornby	Smarts Road East* Smarts Road West* Aymes Road* Shands Road*
Papanui	Langdons Road Sawyers Arms Road south* Sawyers Arms Road north Vagues Road* Cranford Street* Cranford Street / Winters Road*
Ferrymead	Area surrounding commercial centre
Woolston	Connal Street / Lane Street Radley Street* Heathcote Street*

¹⁶ District Plan Policy 16.2.1.3 (a)(ii)

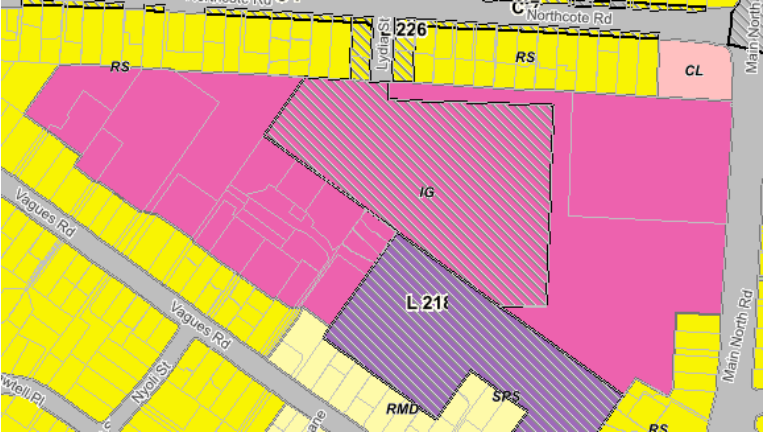
¹⁷ District Plan Policy 16.2.1.3 (a)(i)

Of these, the sites identified with an asterisk above, are recommended to enable further residential activity. However not the full extent of the ‘inner city industrial general’ area is recommended to be enabled for redevelopment at this time, primarily on the basis of some localised need for industrial service activities in this location, its large size and lack of readiness and/or appropriateness of some parts of the zone to accommodate housing in the short to medium term. This is discussed more in the assessment that follows.

Appendix A provides the assessment. **Appendix B** provides maps of the areas assessed as being appropriate for more intensive redevelopment.

Appendix A

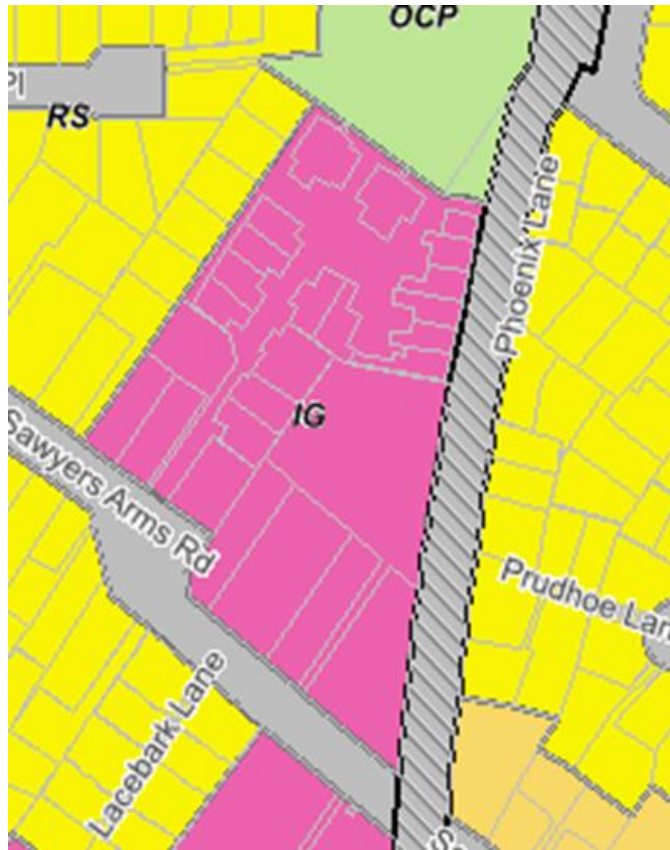
Assessment of Suitability for Residential Intensification

Site ID	Location	Comments
A	<p>171 Main North Road and surrounding land</p> <p>10.9ha (with school and supermarket) 3.8ha remaining after the school and supermarket development.</p> 	<p>The majority of the site is under development for a new supermarket (Pak n Save) and school (Marion College). The supermarket and school sites are likely to be rezoned in the future to local centre and specific purpose school zone to reflect these new uses. This will leave the smaller part of the industrial zone left, surrounded by residential and community uses.</p> <p>Assessment of remaining 3.8ha:</p> <p>Intensity of use: Fairly intensive use but inefficient. A range of different businesses including meat processing. Ad-hoc layout. Some vacancy apparent. Approximately half of land in single freehold ownership. The balance in mixed tenure (including cross lease) which may make site amalgamation more complex.</p> <p>Quality of built form: Mixed but predominantly low quality. Age of buildings also varies (from 1970s to 2010 approx.).</p> <p>Extent of built form: Significant building development but some very dated. Varied (but generally low-medium) land to capital value ratio (LCVR) predominately on account of age / quality of buildings and presence of some vacant landholdings.</p> <p>Appropriateness for industry: Rear sites with lack visibility and relatively poor site access. Proximity to surrounding residential and education uses can give rise to amenity conflicts and cause reverse sensitivity.</p> <p>Appropriateness for residential: Surrounding area predominantly residential and community use. Some properties have attractive landscaped frontages. Contains a few larger sites that would assist with comprehensive development and site assembly. Close proximity to amenities (shops, schools, supermarket, public transport). Land remediation and assembly likely to be required. Piecemeal redevelopment could exacerbate reverse sensitivity / amenity conflicts but no worse than existing situation.</p> <p>Recommendation: Enable housing intensification</p> <p>Whilst land is in active use, the land is currently under-utilised having regard to the range of criteria above, including that its highest and best use is likely to be medium density housing.</p>

B

100-118 Sawyers Arms Road

2.2ha



Intensity of use: Intensively used. 114 Sawyers Arms Road is a relatively modern gated business park containing a range of unit title office / warehouse / workroom spaces with car parking. Fairly fragmented; large number of relatively small land parcels. Occupied by Rainbow Stiches, Andritz Hydro, TTDA, Melrose Kiwi Concept Chairs, Christchurch Steel. Allstor storage units.

Quality of built form: Business park is relatively modern, two storey units. Some other parcels e.g. storage units, lower grade single height buildings.

Extent of built form: High site coverage. Very low LCV ratio (circa 20%).

Appropriateness for industry: Good site visibility and access from Sawyers Arms Road. Significant purpose-built industrial buildings.

Appropriateness for residential: good accessibility by cycleway and PT to nearby amenities (shops, park, schools etc). Most of site unlikely to be redeveloped such that any balance land would result in piecemeal development.

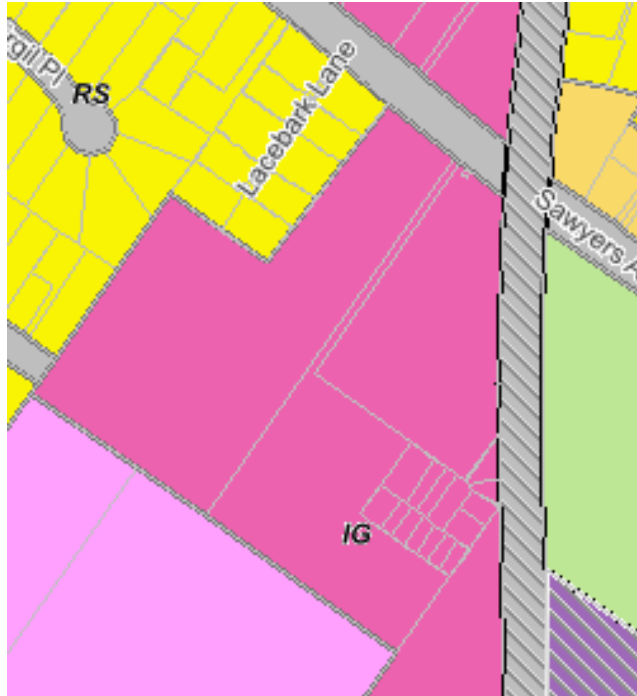
Recommendation: No change.

Site characteristics especially high land capitalisation, fragmented tenure and relatively modern building age mean it unlikely to be feasible to redevelop.

Rely on existing brownfield sites policy framework for consideration of redevelopment potential in future.

C

95, 97 and 99 Sawyers Arms Road
3.2ha



Current intensity of use: In active use – in part intensively. No vacancies observed. North City Church, storage warehousing units, building and home manufacturing and supplies, firing school.

Quality of built form: Mixed. Garage storage units (low), Church (purpose built in early 2000s), office / showroom / warehouse units.

Extent of built form: Three medium sized sites (0.73-1.47ha), church site with parking unlikely to relocate. 30-40% Land to capital value ratio.

Appropriateness for industry: Whilst the land contributes to an industrial hub with industrial land to the north site of Sawyers Arms Road, its arrow frontage and majority of land sited behind the church results in poor street visibility compared to other industrial sites.

Appropriateness for residential: Very close to amenities (open space, school, shops, public transport etc) and adjoining one side by residential and commercial to the south. Large sites capable of managing boundary effects and achieving good residential layout. Some existing landscaping. Proximity to rail (potential for impacts on and to the rail) but capable of being managed through other district plan controls.

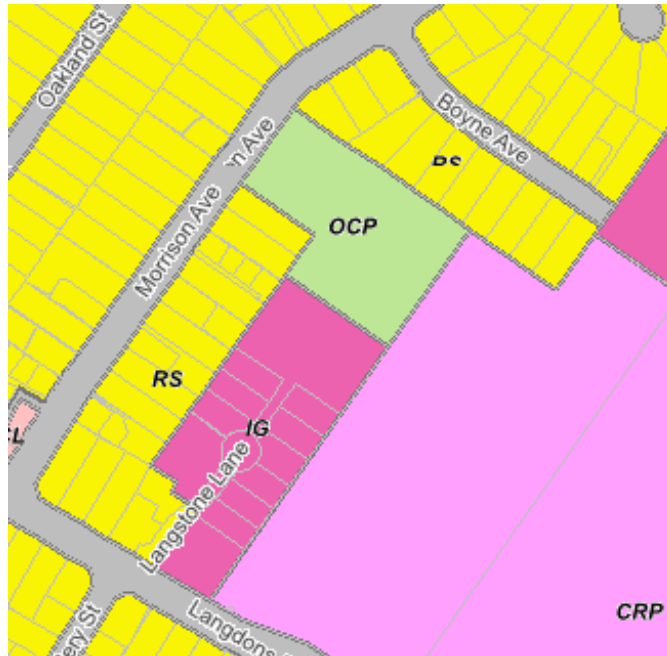
Recommendation: Enable housing intensification

Approximately two thirds of the site has potential for redevelopment. Given large site sizes, surrounding land uses, access and amenities, capable of quality residential redevelopment.

D

154 Langdons Road, 11A-C Langstone Lane, and 3-10 Langstone Lane.

1.1ha



Current intensity of use: Intensively used. Directly adjoins Northlink Retail Park, Morrison Ave Bowls Club and residential housing. Currently occupied by Telfer Electrical, Powerserve Electrical, Justin Neil Engineering, Smartlift Systems, First Windows and Doors, Airflow (the HVAC shop) and Turbo Care NZ. Kennairds Machinery Hire on front site.
Quality of built form: relatively modern and popular business park. Appears to be fully leased.

Extent of built form: Other than the hire business, fairly high site coverage. LCV ratio is generally low other than 154 Langdons Road which is high, reflecting its use as a machinery hire company (yard based retail) but which is nonetheless an economically important land use that benefits from this highly visible location.

Appropriateness for industry: small industrial business park in this location proven popular for these types of industries.

Appropriateness of residential: Well-located in terms of nearby amenities and proximity to Papanui commercial centre and adjoining housing, however site is a narrow purpose built, relatively small, zoned area, in multiple fragmented tenure, making residential redevelopment unlikely to be feasible.

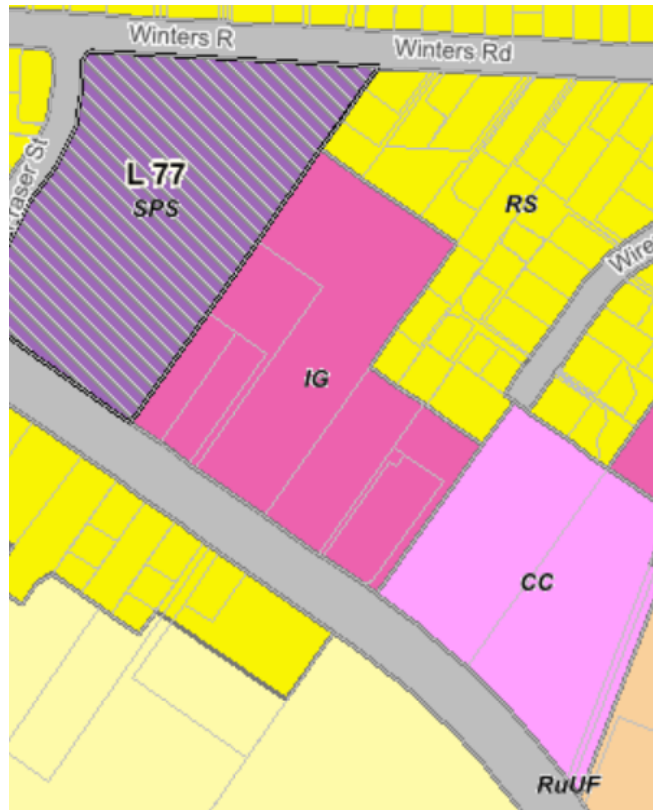
Recommendation: No change.

In light of the low LCV, good quality of existing buildings (generally), fragmented nature of (relatively small) sites, rely on existing brownfield sites policy framework for consideration of any redevelopment potential in future.

E

500-520 Cranford Street

2.4ha



Current intensity of use: Approximately six properties. Size varies between 1,400sqm and 1ha. Fairly low intensity uses for most of the sites.

Car removals cash for cars, Hornby Auto Parts, Roses Auto Electrical, Smart Moves Creative Dance, The Little Hire Company, Caltex Service Station.

Quality of built form: Mostly older, relatively poor-quality buildings. Ranging from 1950s-80s. One site appears to be currently under-development.

Extent of built form: Significant site coverage but some low value use (e.g. car parts and storage). LCV ratio varies between 37-50%.

Appropriateness of industry: Good site visibility for passing trade however bounded to north and west by sensitive activities (housing and school). Historical reverse sensitivity / amenity issues. Well -located for car servicing, repairs and petrol on route to city (might be less so now with opening of the northern arterial).

Appropriateness of residential: Highly sought-after residential area with good access to city and nearby amenities including the commercial centre, recreational cycleways and schools. Land remediation likely to address contamination. Attractive streetscape.

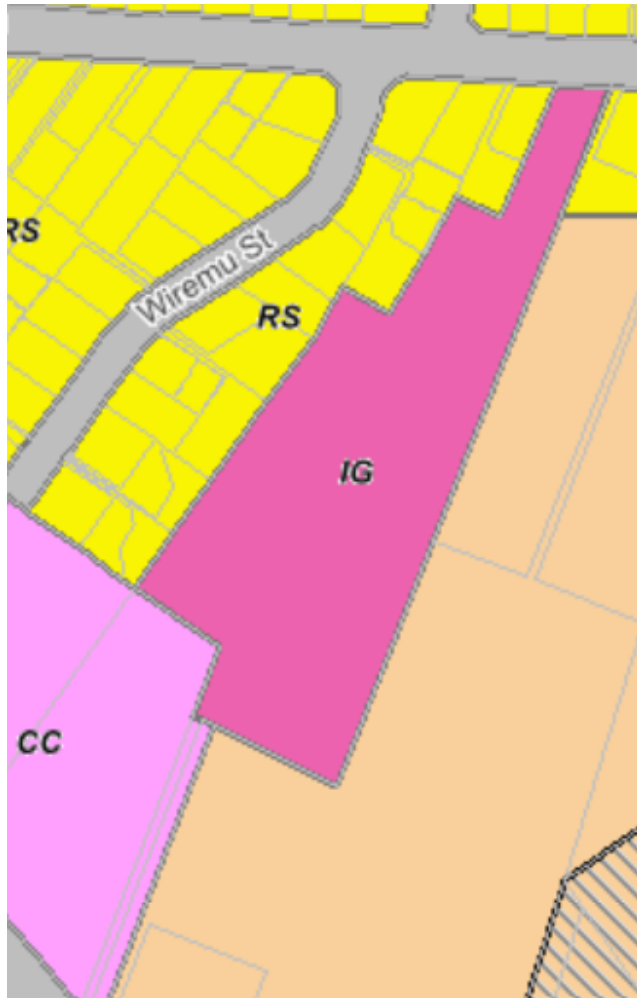
Recommendation: Enable housing intensification

Age / quality of existing buildings and low intensity land uses along with highly demanded area for residential activity lends itself to residential redevelopment.

F

472 Cranford Street

1.95ha



Current intensity of use: large industrial warehouse building c 1970 in use but low intensity use (Savemart clothing recycling and Chipmunks Children's PlayCentre). Some office space advertised to let.

Quality of built form: Older industrial warehouse building c. 1970s.

Extent of built form: Site coverage approx. 1/3 of site. Extensive car parking. Some landscaping. Dual access from Winters Road and Cranford Street. Land to capital value ratio 45%.

Appropriateness for industry: Site doesn't have visibility from Cranford Street but does have easy access to the state highway network. Dated buildings will be unsuited to many uses.

Appropriateness for residential: Good amenities for residential land. Close to shops and school with a rural outlook. Large site in single ownership facilitates good comprehensive development opportunity. Some amenity conflicts with adjoining commercial activity – interface amenity issues to address.

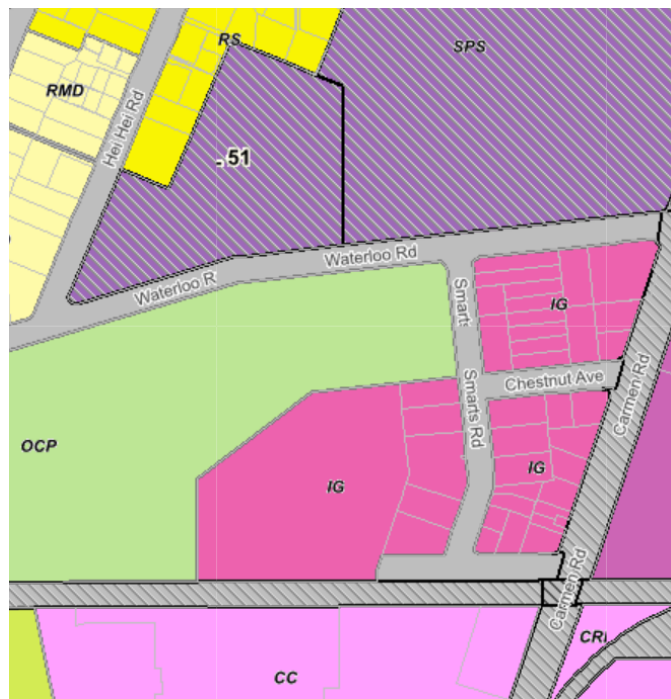
Recommendation: Enable housing intensification

Parcel is an isolated industrial site capable of appropriate redevelopment more suited to its location. Age and quality of existing building suggests a relatively limited lifespan. Highly demanded area for residential activity lends itself to residential redevelopment.

G

Smarts Road and Chestnut Ave

4.9ha incl roads



Current intensity of use: To the west of Smarts Road, occupying the largest site and with good siting next to Kyle Park, is Americold, a large highly capitalised cool store warehouse. The balance of the landholdings are much smaller and in various uses, mostly associated with automotive servicing, repairs and parts sales. Hornby High School on Waterloo Road has recently been redeveloped and a new pool, community centre and library is under construction on the corner of Smarts Road and Waterloo Roads.

Quality of built form: Other than the Americold building, the majority of the buildings are fairly old and poor quality, some dating back to 1940s but most in 1980s and 90s.

Extent of built form: Fairly high site coverage given small sites. Most have parking. Mixture of freehold, cross lease and unit title landholdings. Some sites have very high land to capital value ratios suggesting redevelopment potential if land zoning and assembly was achieved.

Appropriateness for industry: Good access to the state highway network and Carmen Road frontage has very good visibility to passing trade. Such opportunities abound in this location however. Small sites limit the range of industrial activities such that car service industries dominate.

Appropriateness for residential: Given existing and developing amenities in this location, there would be significant benefits for residential redevelopment. Fragmented ownership suggest comprehensive redevelopment opportunities will be limited.

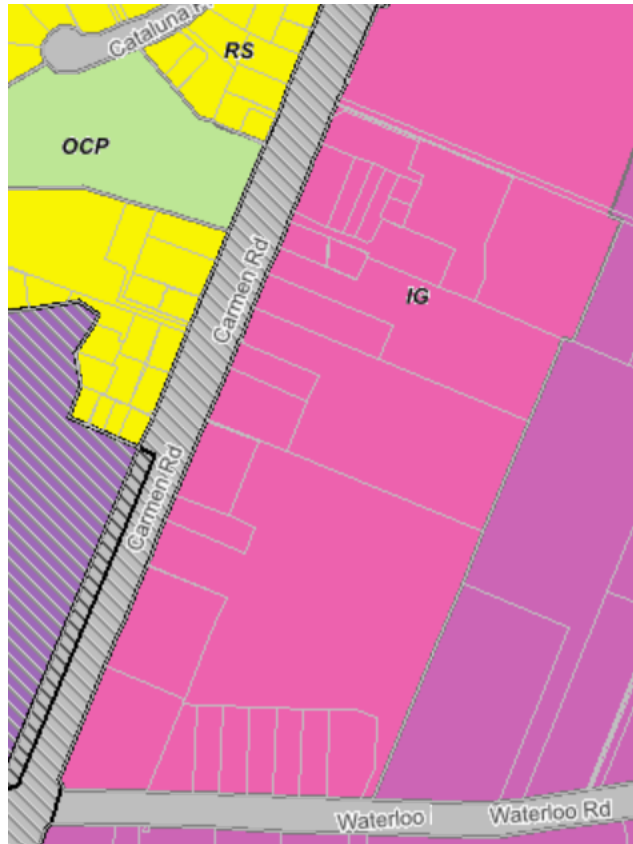
Recommendation: Enable housing intensification

Whilst the land is unlikely to be redeveloped in the short to medium term (particularly the Americold site), the land is well located next to the school, park, pool and community centre (with library) so presents a well-located future opportunity that the overlay may facilitate if sufficient sized land can be amalgamated to achieve suitable comprehensive development sites.

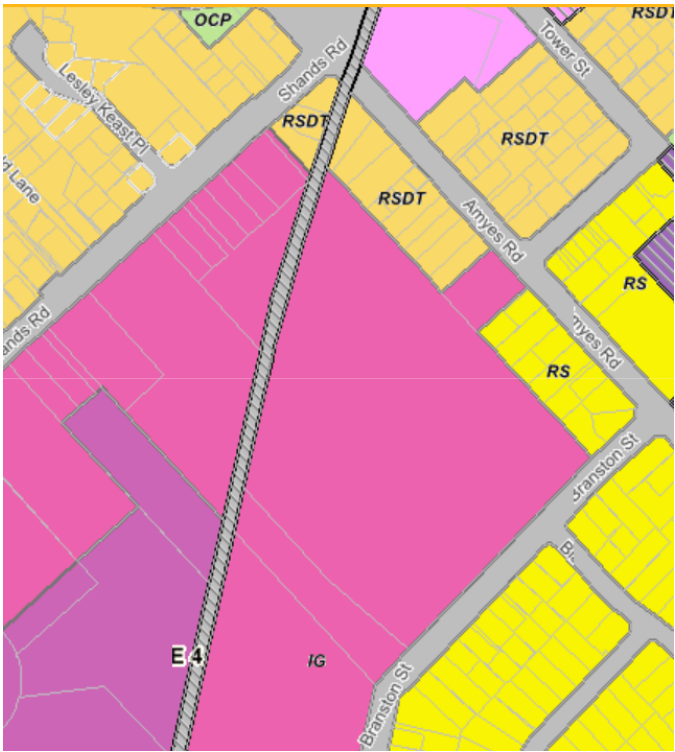
H

Carmen Road

10.8ha



Excluded on basis of it being a necessary buffer to the adjoining Industrial Heavy Zone. Whilst it is located opposite a high school, it is not well suited for residential given its location between a busy arterial (State Highway) and Industrial Heavy Zone. It is also located at the far end of an 800m walkable catchment and the quality of that walking route is poor.

<p>I</p>	<p>Amyes Road /Branston Street (IG land between Branston Street and the Railway Line). 22 and 24 Amyes Road and 16 Branston Street</p> <p>4.87ha</p> 	<p>Current intensity of use: Former Gough Gough and Hamer site adjoining the Amyes Road residential area. Close to South Hornby School. Adjoins the railway line. Land recently sold to 24 Amyes Road Limited – intentions unknown. Highly capitalised but a large site with about 30% site coverage. Appears to be leased – Sime Darby and TWL Trailer Supply.</p> <p>Quality and extent of built form: Significant industrial buildings (circa 2000s) occupy about 1.28ha which appear to be of relatively good quality.</p> <p>Appropriateness for industry: Appropriate for industry. Good location in part of a highly sought-after industrial node, with good access to the city and state highway network. The site’s location, contiguous to the Hornby residential settlement, can pose some amenity conflicts depending on the use. The site also does not benefit from strong visual prominence, with the main accesses on Branston and Amyes Road, not the more highly trafficked Shands Road.</p> <p>Appropriateness for residential: Whilst the site is located in part of a large industrial area, it adjoins existing residential properties on two sides and is very close to many amenities including Hornby commercial centre, schools and churches. Its large size and single ownership provides an opportunity for a well-planned comprehensive redevelopment which integrates well with the surrounding neighbourhood. The site is bounded to the north-west by the railway line, so noise mitigation will be required.</p> <p>Recommendation: Enable housing intensification</p> <p>Significant housing redevelopment opportunity, well located to access shops, services and public transport, capable of high quality comprehensive medium density whilst managing boundaries to minimise effects between residents and nearby industry.</p>
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<p>J</p>	<p>Shands Road (area between Shands Road and the Railway line) [same map as above] 3.5ha</p>	<p>Current intensity of use: This land comprising nos. 21-33 Shands Road currently has a split residential and industrial zoning but has been developed as a retail strip. It is in multiple ownership. Current tenants include Hells Pizza, Ministry of Social Development, Stay Well Pharmacy, Vinnies Charity Shop, Henry’s Bottle Shop and the ToolShed.</p> <p>Quality and extent of built form: Unremarkable retail shops built circa 2000s with frontage parking.</p> <p>Appropriateness for industry: Redevelopment for industrial use is unlikely given that it has been developed for purpose built commercial units, part of the site is zoned residential, and there is ample alternative industrial land supply nearby. Like the rest of this industrial area, the land does benefit from good access to the state highway network and has good site visibility on a prominent, busy arterial.</p> <p>Appropriateness for residential: site is located close to Hornby Mall and a local school and park but is sandwiched between a very busy arterial with abundant heavy vehicles on one side and the railway line on the other side. The site is however immediately adjacent existing residential activity. Current commercial use of the land and low land to capital value ratio suggests redevelopment for housing is unlikely. However, the current land use is at odds with its zoning such that there may be potential for a future mixed-use redevelopment that may be a more appropriate use.</p> <p>Recommendation: Enable housing intensification For the reasons above and that if unsuitable for residential or mixed use, it may support a commercial redevelopment (subject to meeting brownfield policy criteria).</p>
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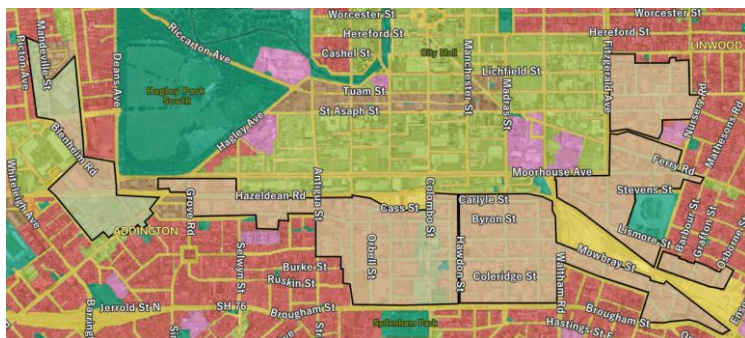
**K, L, M, N,
O, P**

Inner City Industrial Land

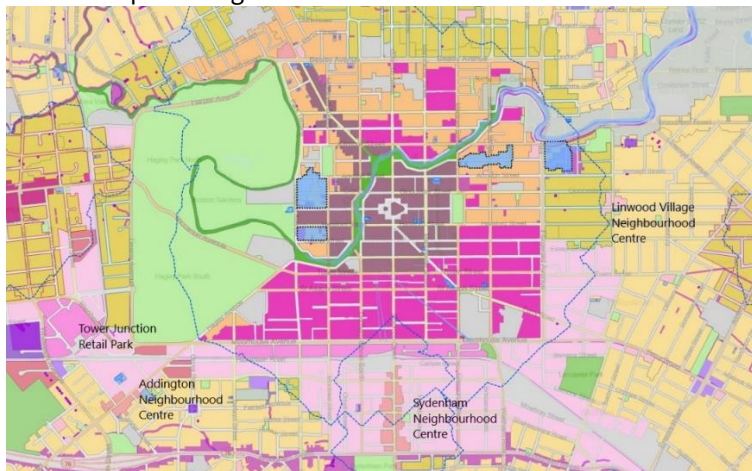
[Phillipstown – Lancaster – Charleston - Waltham – Sydenham – Addington]

Sub-area size:

- 22ha Phillipstown within the walkable catchment of Linwood (K)
- 29.6 ha rest of Phillipstown and Lancaster (L)
- 5.3 ha Charleston Industrial (by rail) (M)
- 56 ha (balance of Waltham area – Ensors to Hawdon Street (N)
- 67.0ha Sydenham (Hawdon to Moorhouse) (O)
- 31.9 ha Addington (P)



Above: map showing subareas assessed.



Above: pre-notification engagement zoning map (pink area proposed for potential rezoning to mixed use) and showing extent

The inner-city industrial zones immediately surrounding the four avenues adjoin not only the central city but the smaller suburban centres of Sydenham, Linwood Village and Addington (see map adjacent). A large area of inner-city industrial land was rezoned during the last district plan review to Commercial Mixed-use zone (e.g. around Addington, Mandeville Street and extending along Blenheim Road). Despite its name, the CMU Zone is essentially an industrial zone that recognises *existing* commercial activity and provides for residential development in all parts except the Blenheim Road / Main South Road area).

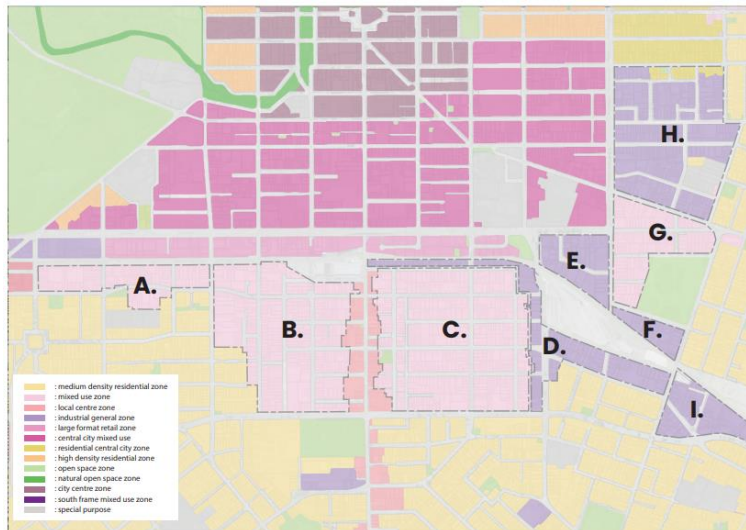
A significant part of the IG zone falls within 400m of Sydenham Local Centre and within 1200m of the City Centre zone (see map) but noting that Policy 3c(ii) does not specify the walkable distance that should be applied. Parts of the IG zone around the inner city that are just beyond these walkable catchment extents have been included and assessed on the basis that their exclusion would otherwise leave pockets of IG zoned land that are equally (or more) suited to residential redevelopment than land wholly within the walkable catchments. This includes the industrial land surrounding Lancaster Park and part of the IG zone in Sydenham that is contiguous with the existing medium density zoned land at Addington.

Current intensity of use: The intensity of use within the inner city Industrial General zoned land varies greatly within it. Some areas are very capital intensive, whilst others contain large vacant or under-utilised sites (second-hand car sales /storage yards etc). Given the extent of the area it is not possible to generalise about industrial land use intensity.

Quality and extent of built form: The age of the existing building stock spans a number of decades, indicating that different sites are more likely to be redeveloped at different points in time. An assessment of this land’s redevelopment potential in 2018 by council’s city planning staff found that there was around 46ha of land with buildings that would be 50+ years old in 2028. 10ha of land was also identified as vacant at this time. This indicates that whilst the whole area is some 200ha in extent, only about one quarter of this would have buildings of an age that would suggest readiness to be redeveloped.

Appropriateness for industry: Whilst the Sydenham industrial area (along the railway) was one of the city’s earliest, typical of other cities internationally, the competition for use of centrally located land over time may see industrial activities displaced to other industrial areas. Large industrial areas exist nearby at Woolston, Middleton and the city fringe. The area continues to be popular for a range of light industrial and service industries in particular, that value the proximity to the central city market and state

of 1200m walking catchment from City Centre zone an 400m catchment from Sydenham commercial centre.



Above: Common Ground assessment of areas deemed appropriate to enable comprehensive housing (in pink) and those recommended to stay in industrial zoning (purple).

highway network. A review of Core Logic data¹⁸ reveals a large number of properties currently for sale or lease reflecting the generous supply of industrial premises in Christchurch, including within the central city area. Despite the current inflexible industrial zoning of land, non-industrial uses such as cafes, galleries, gymnasiums, breweries have been establishing in the area, suggesting that if the zone was further liberalised, a greater range of activities would seek to locate there. An economic assessment by Sense Partners concludes that a more efficient land use in this location is housing, not industrial, and that industrial uses are effectively receiving an implicit subsidy by not facing true rents¹⁹. They say that this subsidy helps provide jobs in the study area but that it is likely that existing jobs and businesses will move to other locations in the city²⁰.


Appropriateness for residential: Redevelopment of appropriate sites for housing in these areas would provide opportunities for people to live close to the considerable amenities of these centres (by walking and cycling) and in turn provide an increased residential catchment to support the economic viability of the centres. The proximity of this area to the central city, Sydenham and Addington means that the whole area can function as a 15-minute neighbourhood i.e. residents could access all of their day to day needs within a 15 minute walk, bus or bike ride. The existing poor street amenity would, however, likely deter market demand until such time as further investment in street and other infrastructure occurs. Demand for residential development in and around the central city suggests that if such investment is made to improve the amenity of this area, there would be strong market interest.

Common Ground Urban Design has undertaken analysis of the Industrial General zone and its suitability to transform over time to a residential-led mixed use zone. Their assessment reviewed land suitability for development using best practice urban design principles as well as land ownership patterns and consideration of potential reverse sensitivity issues. Their conclusions are summarised on the map adjacent but overall considered the area to be appropriate for comprehensive housing development and ideally suited to transition to mixed use residential neighbourhoods over the long term. They recommend that a number of areas be excluded however; most notably land directly adjoining the railway line, the former gas works land (Iverson Terrace) and part of Phillipstown (the areas marked D, E, F, I and H on the adjacent map). The area adjacent to the rail line on Carlyle Street and an area west of Waltham Street was recommended to be excluded to support

¹⁸ Core Logic, RPNZ Database (April 2022)

¹⁹ Sense Partners (2022), Cost-Benefit Analysis of Proposed Industrial Land Rezoning, page 3.

²⁰ Ibid.

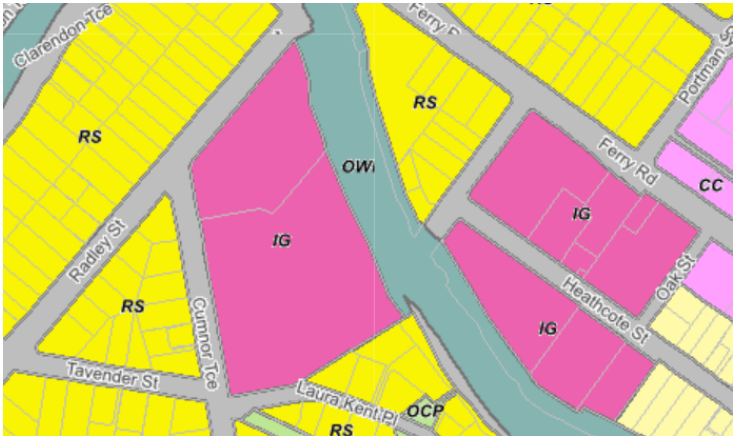
		<p>commercial activity on Waltham Street and manage potential amenity issues on Carlyle Street, however it is noted that existing district plan provisions are capable of achieving these outcomes.</p> <p>Phillipstown was recommended not to be taken forward at this time due primarily due to the benefits of retaining some lower cost industrial land close to the central city and this appears sensible, particularly given the very large area and need for significant investment in street infrastructure which is as yet unfunded. A comprehensive review of land use in this area compared to the Sydenham / Addington areas also notes a slightly different industrial character with the latter having greater diversity of uses (including retail, community and offices) than Phillipstown, and which indicates that a more mixed use character is already naturally evolving in the Sydenham/Addington area that is more ready and likely to support new residential activities.</p> <p>Significantly, both Common Ground and CCC Urban Design experts identify the need to carefully manage new buildings in this area as it slowly transitions, to ensure that the area develops as a future urban zone should (i.e. density done well), to manage potential land use conflicts and improve street and site amenity, particularly with regards to the lack of trees and greenspaces. A separate technical report²¹ considers urban design matters in more detail.</p> <p>Recommendation: Enable Housing Intensification for large part of IG zone broadly aligning with areas A, B C and G on the Common Ground land use plan.</p>
<p>Q</p>	<p>Ferrymead 19ha</p> 	<p>Exclude on the basis of its natural hazards (coastal).</p>

²¹ Technical Report: Comprehensive Housing Precinct Analysis - Urban Design

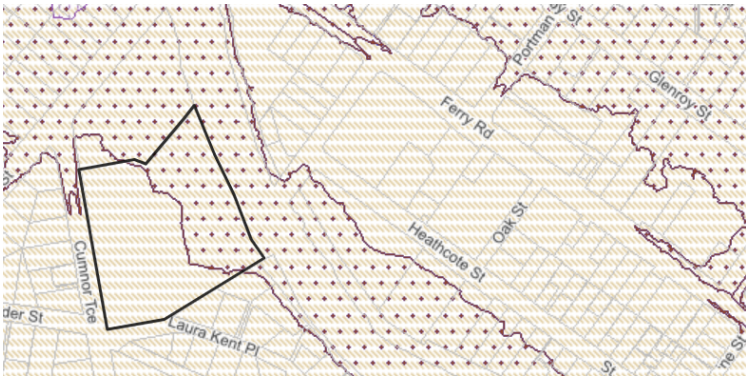
R & S

Woolston

2.4ha (Radley/Cumnor) +
2.4ha Ferry/Heathcote
= 4.8 total



Map (below) showing District Plan Natural Hazard Layer



Current intensity of use: Land use intensity is varied, with recent commercial redevelopment occurring along the Ferry Road block McDonalds restaurant and a service station) but with some longer term vacant land on the Cumnor Terrace block. The large block (9 Radley) has a Floor Area Ratio (FAR) of 0.35, consistent with larger industrial sites.

Land between Heathcote Street and the river is intensively developed but much appears to be in very poor condition. It is however located immediately adjoining the Heathcote River where development potential is likely to be constrained by the ground conditions / flood risk to be managed and with potential land contamination.

Quality and extent of built form: 9 Radley Street contains a large industrial building (SuperHeat) built in the 1970s which will be nearing the end of its economic life (assuming a traditional 50 year build life). The adjoining industrial building at 23 Cumnor Tce appears much newer so may not be available for redevelopment for some time, other than the vacant parcel currently for sale.

Appropriateness for industry: Not particularly well suited for industrial activities given the predominantly residential surrounding uses, proximity to commercial centre, and amenity opportunity of the river and local open space. There are ample industrial opportunities in wider Woolston Area. The large land parcels on Radley and Cumnor provide opportunities for industrial activities, although the long term vacancy of one land parcel suggests that market demand is low.

Appropriateness for residential: Possible challenging land conditions requiring remediation (contamination and Geotech). Otherwise these sites have potential for high residential amenity given proximity of Woolston neighbourhood centre and the river with its walking and cycling tracks.

Recommendation: Enable housing intensification
Whilst housing development potential may be limited on many sites within the overlay, some parcels may be suitable for more intensive redevelopment that is better suited to the area. With some poor quality and aging buildings and good existing amenity, the overlay will provide for more redevelopment opportunities of benefit to the wider area.

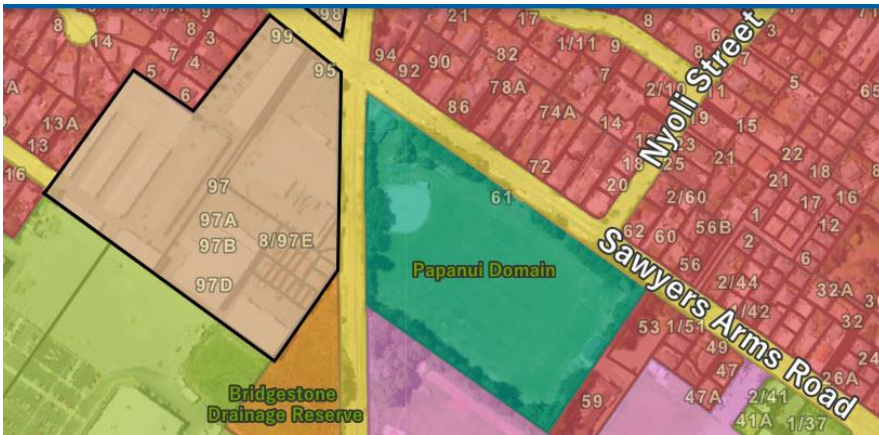
Appendix B

Maps of Areas with Potential for Residential Intensification

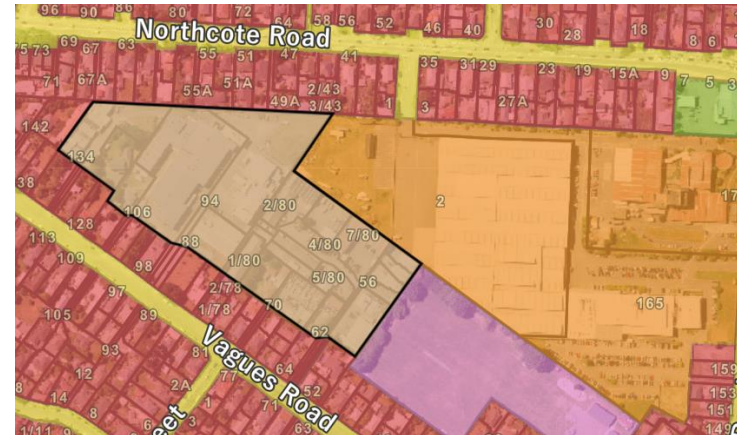
PAPANUI / CRANFORD

Appropriate IG zones to enable residential activity within 800m of Papanui / Northland commercial centre (large town centres) and 200m of Cranford commercial centre

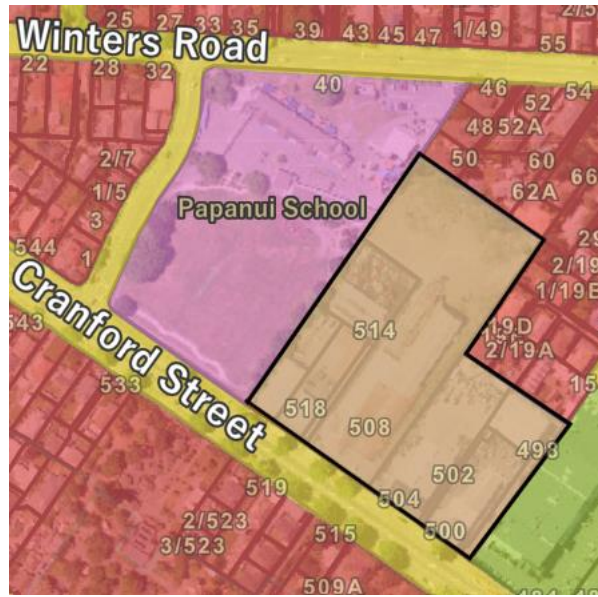
95, 97, 99 Sawyers Arms Road



Vagues Road (varies properties as shown)



500-520 Cranford Street



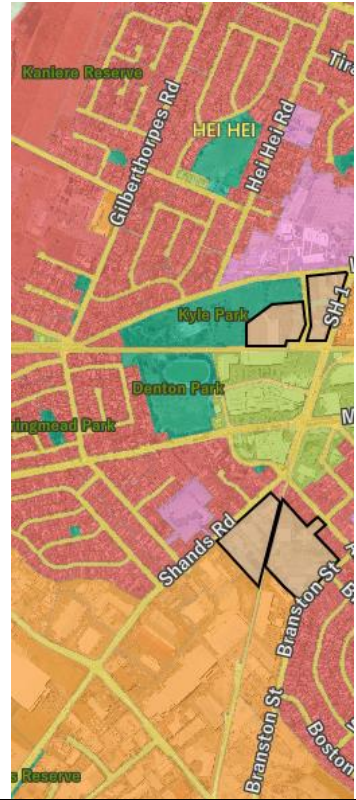
472 Cranford Street (also access from Winters Road)



HORNBY

Appropriate IG zones to enable residential intensification within 800m of Hornby commercial centre (large town centre)

Smarts Road / Aymes Road / Shands Road



Appropriate IG Zones to enable residential activity within 1500m of City Centre Zone (areas A, B, C and G)

(retain areas D, E, F, I and H in industrial zoning)

