



Greater Christchurch Partnership

Te Tira Tū Tahi
One Group, Standing Together

Greater Christchurch Future Development Strategy Hearings Panel EXTRAORDINARY MINUTES ATTACHMENTS

Date: Friday 31 May 2019
Time: 10.15am
Venue: Environment Canterbury, 200 Tuam Street

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OUR SPACE 2018-2048

GREATER CHRISTCHURCH SETTLEMENT PATTERN

Whakahāngai O Te Hōrapa Nohoanga

A strategy prepared under the Local Government Act 2002 to give effect to the requirements of the National Policy Statement on Urban Development Capacity 2016

Addendum to Report and Recommendations of the Hearings Panel

Hearing Panel:

Bill Wasley (Chair)

Gail Gordon

Councillor Sara Templeton

Deputy Mayor Malcolm Lyall

Councillor Peter Skelton

Councillor Neville Atkinson

Jim Harland



Draft

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INTRODUCTION

- [1] At its meeting on 31 May 2019, the Greater Christchurch Partnership (GCP) Committee received our Report and Recommendations of the Hearings Panel on Our Space 2018-2048: Greater Christchurch Settlement Pattern Update (Whakahāngai O Te Hōrapa Nohoanga) ('the Strategy', 'Our Space') dated 3 May 2019.
- [2] Following receipt of the Hearing Panel's recommendations, the GCP Committee requested that the Hearings Panel provide clarification on its recommendations in relation to the following matters:
 - a. The scope and intention of the change to Chapter 6 of the Canterbury Regional Policy Statement scheduled for 2019 referred to in Action 9 of the 'Schedule of future work' in Schedule 6.2 of Our Space and whether it is intended that only land required to meet an identified medium term shortfall in capacity will be rezoned in district plans.
 - b. The timeframe for the commencement of the evaluation of minimum densities referred to in the 'Schedule of future work' in Schedule 6.2 of Our Space and whether it is intended that this work inform the district plan reviews.
 - c. The Hearing Panel's response to the Christchurch City Council (CCC) submission in relation to the robustness of the Capacity Assessment.
 - d. The Hearing Panel's response to the CCC submission in relation to the sequencing of development and the management of downstream effects within the transport network.
- [3] The Hearings Panel met on 31 May 2019 to consider this request. This addendum report provides the Hearing Panel's clarification in respect of these matters. We have not reconsidered the conclusions reached as part of our deliberations. Rather, we have reflected on whether our recommendations, and reasons for those recommendations, are clearly articulated in Our Space and our Recommendations Report and if not, whether further clarification is required.
- [4] We address each of the four requested matters of clarification below. Where we have recommended changes to Our Space for the purposes of clarification, we have set these out in **Appendix 1**.
 1. ***The scope and intention of the change to Chapter 6 of the Canterbury Regional Policy Statement scheduled for 2019 referred to in Action 9 of the 'Schedule of future work' in Schedule 6.2 of Our Space and whether it is intended that only land required to meet an identified medium term shortfall in capacity will be rezoned in district plans.***



- [5] We have reviewed the relevant sections of Our Space that refer to the change to Chapter 6 of the Canterbury Regional Policy Statement (**CRPS**) that is scheduled to be progressed by Environment Canterbury at the earliest opportunity this year.
- [6] Our understanding from the material presented to us during the hearing is that the change will involve amendments to Map A to identify the Future Development Areas shown on Figure 15 in Our Space. These Future Development Areas are intended to meet both medium and long term capacity needs. However, the change to Chapter 6 of the CRPS will also include an associated policy to ensure that only land required to meet an identified medium term shortfall in capacity will be rezoned in district plans.
- [7] The change will enable Selwyn District Council and Waimakariri District Council to rezone land within the Future Development Areas to meet identified medium term capacity needs only. This means that Waimakariri District Council would be able to rezone land within the Future Development Areas in their upcoming district plan review to meet the medium term capacity shortfall identified in Table 3 of Our Space. Land would not be rezoned to meet long term capacity needs. The policy is also intended to enable Selwyn and Waimakariri District Councils to rezone land in response to medium term capacity shortfalls identified in future periodic Capacity Assessments without needing to first seek a change to Map A of the CRPS.
- [8] We consider that this could be clarified further in Our Space, particularly in relation to the policy mechanism that is intended to accompany the identification of Future Development Areas on Map A.
- [9] We recommend making amendments to the following sections of Our Space to provide this clarification:
- a. Section 3.2 Housing, page 24
 - b. Section 5.1 Greater Christchurch's settlement pattern, page 33
 - c. Section 5.3 Selwyn and Waimakariri Towns, page 39
 - d. Section 6.2, Further work and implementation, Schedule of future work, Action 9, p 58
- [10] These recommended amendments are set out in full in **Appendix 1**.



2. The timeframe for the commencement of the evaluation of minimum densities referred to in the 'Schedule of future work' in Schedule 6.2 of Our Space and whether it is intended that this work inform the district plan reviews.

- [11] It is our understanding from the material presented to us throughout the hearing, including the Joint Statement of the Chief Executives, that the evaluation of minimum densities referred to in the 'Schedule of future work' in Schedule 6.2 of Our Space is intended to commence this year. Whilst that work is unlikely to be completed in time for the change to Chapter 6 of the CRPS scheduled for this year, the work will inform the district plan reviews for Selwyn and Waimakariri Districts and the full review of the CRPS.
- [12] We note that Action 3 of the 'Schedule of future work' refers to a timeframe of 2022. We recommended that this be amended to 2019 to 2022 to more accurately reflect our understanding of the timeframe set out in the paragraph above. We also recommended that the linked processes be amended to include the district plan reviews.
- [13] This recommended amendment is set out in full in **Appendix 1**.
- [14] We have also reflected on our recommended amendment to Section 5.3 on page 40 of Our Space where it states:

In the meantime, it is expected that new urban housing in Waimakariri and Selwyn will achieve a minimum net density of 12 households per hectare in Green Field Priority Areas, or where any further development area is subsequently zoned.

- [15] We wish to reiterate that the expectation is that new urban housing in Waimakariri and Selwyn will achieve a minimum net density of 12 households per hectare.

3. The Hearing Panel's response to the CCC submission in relation to the robustness of the Capacity Assessment.

- [16] We addressed the Capacity Assessment throughout our Recommendations Report and in particular, addressed the CCC's concern in relation to a misalignment in Our Space between the figures used for housing development capacity over the medium term and the need for intervention.¹ We referred to the Officers Recommendations and recommended amendments to Table 3 to address these concerns.

¹ Paragraphs [111] to [124]



- [17] We consider that the uncertainties associated with feasible development capacity figures will be further addressed by further and ongoing refinement of the feasibility tools and the use of a common methodology in the next Capacity Assessment which is scheduled to be completed by December 2020. This is provided for by the following actions in Our Space:

4	Investigate the opportunity for a single growth model for Greater Christchurch that evaluates the demand, supply, feasibility and sufficiency of residential and business development capacity. Linked processes: Next Capacity Assessment and Council's Long Term Plans	CCC, SDC, WDC, ECan	2019 - 2020
5	Review and recalibrate the Christchurch Transport Model and Christchurch Assignment and Simulation Traffic Model. Linked processes: Next Capacity Assessment and Council's Long Term Plans	CCC, SDC, WDC, ECan, NZTA	2019 - 2020
6	Prepare a new Housing and Business Development Capacity Assessment that provides up-to-date information on current and future housing and business trends. Linked processes: National Policy Statement on Urban Development Capacity, and Selwyn and Waimakariri District Plan Reviews	CCC, SDC, WDC, ECan, Ngai Tahu	2020

- [18] This was supported by the Greater Christchurch Chief Executives who in their advice to the Hearings Panel recommended that the partners agree to a consistent methodology being used by all Greater Christchurch local authorities when completing required capacity assessments.
- [19] Ongoing improvements to the evidence base provided by the Capacity Assessment and ongoing monitoring are anticipated by the NPS-UDC. On that basis, we are satisfied with the Officer's recommendations and consider that the Capacity Assessment is adequate for the present purpose, noting that if future Capacity Assessments show a shortfall in capacity, the local authorities will be required to respond by providing further development capacity and enabling development. Given the CRPS policy mechanism described above that will ensure that land within Future Development Areas is only rezoned in district plans to meet medium term capacity needs we consider the planning response to the Capacity Assessment to be appropriate.

4. The Hearing Panel's response to the CCC submission in relation to the sequencing of development and the management of downstream effects within the transport network.

- [20] The management of downstream effects within the transport network was raised in the CCC submission in the context of sequencing land. Officers addressed the



provision of greater certainty on sequencing of housing development in Appendix F of their report. They identified three options for consideration by the Panel with regard to sequencing:

- a. Retain the current approach as outlined in Our Space, or
- b. Provide additional direction in the final Our Space without the benefit of detailed structure planning and/or outline development plans of proposed future development urban areas), and/or
- c. Provide additional direction in the proposed 2019 change to the CRPS (with or without the benefit of detailed structure planning and/or outline development plans of proposed future development areas).

[21] We accepted the Officers' preferred option and recommended amendments to Our Space to:

- a. Section 3.2, paragraph 5, p 12 to be clearer that the medium term targets represent the development capacity to be zoned or otherwise enabled by each territorial authority and that unless already enabled, additional development capacity required over the long term only need be identified, in order to provide greater planning certainty and ensure efficient infrastructure planning and delivery across Greater Christchurch.
- b. Section 5.5, p26 and Section 6 Action 9 p 34 to make it clear that detailed structure planning to determine the sequencing of future development areas will need to have regard to existing CRPS policy provisions to ensure a consolidated urban form, proximity to activity centres, efficient infrastructure, and cohesion of new development with existing communities.
- c. Section 5.5, p 26 and Section 6, Action 8 p 34 to outline the intent of draft policy provisions to be considered as part of a proposed change to the CRPS to demonstrate how future development areas are sequenced by territorial authorities in accordance with housing targets incorporated in the CRPS and sufficiency conclusions agreed as part of periodic capacity assessments.

[22] As set out above, we now recommend further changes to further clarify the intent of the policy to be considered as part of the change to Chapter 6 of the CRPS.

[23] We agreed with Officers that Our Space should not determine the sequencing priority between future development areas and existing undeveloped greenfield areas or identify those parts of the future development areas to meet medium term housing targets as this is best considered as part of the detailed structure planning and development infrastructure servicing to be undertaken by relevant territorial authorities.

[24] We further note that the review and recalibration of the Christchurch Transport Model and Christchurch Assignment and Simulation Traffic Model is scheduled for 2019 to 2020 and will inform the next Capacity Assessment and the Council's Long



Term Plans.² We have also recommended a number of amendments to Our Space in relation to the specific transport challenges faced by the Greater Christchurch local authorities.

- [25] We are satisfied that the approach in Our Space is appropriate given the evidence presented to us at the hearing, the actions identified in the 'Schedule of future work' and the requirement for local authorities to address this matter in subsequent resource management and local government act processes.
- [26] As a further point of clarification, we recommend that the definition of 'development infrastructure' be included in Section 3.2 in relation to housing targets on page 24 to make it clear that the development infrastructure required to service additional capacity that will be identified in each council's infrastructure strategy includes land transport.

For the Hearing Panel:

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Bill Wasley
Chair

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Gail Gordon
Panel member

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Cr Sara Templeton
Panel member

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Deputy Mayor Malcom Lyall
Panel member

² Our Space, Action 5.



.....
Cr Peter Skelton

Panel member

.....
Cr Neville Atkinson

Panel member

.....
Jim Harland

Panel member (non-voting)

Jim Harland is a non-voting member of the Hearing panel. His signature acknowledges that he has participated in deliberations as a non-voting member of the Panel and supports the recommendations set out in this Report.

31 May 2019

APPENDICES

- [27] **Appendix 1:** Hearing Panel recommended amendments to Our Space to provide clarification on matters requested by Greater Christchurch Partnership Committee



APPENDIX 1 - Hearing Panel recommended amendments to Our Space to provide
clarification on matters requested by Greater Christchurch Partnership
Committee

Draft



Draft



DRAFT PROPOSED CHANGES TO OUR SPACE - 31 May 2019

Proposed changes to Hearing Panel Recommendations Report version are shown in red underline and strikethrough

1. The scope and intention of the change to Chapter 6 of the Canterbury Regional Policy Statement scheduled for 2019 referred to in Action 9 of the 'Schedule of future work' in Schedule 6.2 of Our Space and whether it is intended that only land required to meet an identified medium term shortfall in capacity will be rezoned in district plans.

Section 3.2 Housing, page 24:

In this context, the targets set out in Table 2 for Christchurch City, Selwyn and Waimakariri represent the development capacity that each council will, over the medium term, zone and otherwise, seek to enable through their relevant planning processes and mechanisms (district plans, structure plans, outline development plans and infrastructure strategies) and over the long term, identify in relevant plans and strategies, to meet the demand for housing in Greater Christchurch over the medium and long term.¹⁴ A change to the Canterbury Regional Policy Statement in 2019 will include a policy that will enable land required to meet an identified medium term capacity need to be rezoned in district plans. Unless already enabled, additional development capacity required over the long term will only be shown on Map A of the Regional Policy Statement as a Future Development Area, identified in relevant plans and strategies, and the development infrastructure required to service it will be identified in each council's infrastructure strategy.

¹⁴ Table 2 will be inserted in the Canterbury Regional Policy Statement in Chapter 6 (Recovery and Rebuilding of Greater Christchurch). Relevant local authority targets will also be inserted into the district plans for Christchurch City, Selwyn and Waimakariri.

Section 5.1 Greater Christchurch's settlement pattern, page 33:

To implement this plan, the Partnership ~~proposes~~ considers that some new greenfield housing areas should be released or otherwise identified in Rolleston, Rangiora and Kaiapoi to help address projected housing capacity shortfalls for Selwyn and Waimakariri over the medium to long term.

Section 5.3 Selwyn and Waimakariri Towns, page 39:

Given the projected shortfalls in housing development capacity in Selwyn and Waimakariri to meet their future needs, a change to the CRPS is proposed to allow Chapter 6 and Map A the flexibility to respond to identified medium term capacity needs. Additional capacity will be directed in the first instance to the key towns of Rolleston, Rangiora and Kaiapoi in support of the public transport enhancement opportunities mentioned elsewhere in this Update. This is likely to identify future development areas in the two districts that are within the Projected Infrastructure Boundary. Such a change would be prepared subsequent to this Update and would likely be notified in 2019.²² These new areas will provide much of the capacity required over both the medium and long term. A 2019 change to the CRPS would ensure that land can be rezoned to meet medium term capacity needs, and the longer term will be further considered as part of a comprehensive review of the CRPS scheduled for 2022. While it is intended Our Space provides direction to inform future Resource Management Act processes, Figure 16 is indicative only.

²² The Partnership is investigating whether to request using the new streamlined planning provision in the Resource Management Act 1991 to make this targeted change to the Regional Policy Statement.



Section 6.2, Further work and implementation, Schedule of future work, Action 9, p 58

- a. ~~Selwyn and Waimakariri District Councils to undertake a structure planning and review of District Plans over the next year for identified Future Development Areas in the 2019 CRPS Change set out in Action 9b below, at a minimum residential density of 12 households per hectare, informed by the evaluation undertaken as Action 3 above.~~
- b.a. Prepare a Proposed Change to Chapter 6 of the CRPS for notification by September 2019 at the earliest opportunity to:
- Modify Map A to identify the Future Urban Development Areas shown in Figure 15, and include a policy in Chapter 6 of the CRPS that enables land within the Future Development Areas to be rezoned in District Plans for urban development if there is a projected shortfall in housing development capacity in Table 3 of Our Space, or if the capacity assessment referred to in Action 6 (or subsequent periodic capacity assessments) identifies a projected shortfall in feasible development capacity.
 - Enable territorial authorities to respond to changes in the sufficiency of development capacity over the medium term on a rolling basis as a result of periodic capacity assessments.
- b. Selwyn and Waimakariri District Councils to undertake a structure planning (including development infrastructure) and review of District Plans over the next year for the identified Future Development Areas in the 2019 CRPS Change set out in Action 9a above, to provide for the projected medium term shortfall shown in Table 3 or the capacity assessment referred to in Action 6 (or subsequent periodic capacity assessments), at a minimum residential density of 12 households per hectare, informed by the evaluation undertaken as Action 3 above.

2. The timeframe for the commencement of the evaluation of minimum densities referred to in the 'Schedule of future work' in Schedule 6.2 of Our Space and whether it is intended that this work inform the district plan reviews.

Section 6.2, Further work and implementation, Schedule of future work, Action 3, p 57

3	Undertake an evaluation of the appropriateness of existing minimum densities specified in the CRPS for each territorial authority including a review of what has been achieved to date, constraints and issues associated with achieving these minimum densities, and whether any changes to minimum densities is likely to be desirable and achievable across future development areas in Selwyn and Waimakariri districts. Linked processes: Canterbury Regional Policy Statement review, Selwyn and Waimakariri District Plan Reviews	SDC, WDC, CCC, ECan.	2019-2022
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Section 5.3, Selwyn and Waimakariri Towns, page 40:

Insert the following footnote:

In the meantime, it is expected that new urban housing in Waimakariri and Selwyn will achieve a minimum net density of 12 households per hectare^[x] in Green Field Priority Areas, or where any future development area is subsequently zoned.

[\[x\] This expectation is that a minimum density of at least 12 households per hectare will be achieved.](#)



3. The Hearing Panel's response to the CCC submission in relation to the robustness of the Capacity Assessment.

- No recommended amendments to Our Space.
- Further clarification provided in addendum to Hearing Panel Recommendations Report.

4. The Hearing Panel's response to the CCC submission in relation to the sequencing of development and the management of downstream effects within the transport network.

Section 3.2 Housing, Targets, page 24:

Insert definition of 'development infrastructure' as a footnote:

Development infrastructure means network infrastructure for water supply, wastewater, stormwater, and land transport as defined in the Land Transport Management Act 2003, to the extent that it is controlled by local authorities.

- Further clarification provided in addendum to Hearing Panel Recommendations Report.



OUR SPACE 2018-2048

GREATER CHRISTCHURCH SETTLEMENT PATTERN

Whakahāngai O Te Hōrapa Nohoanga

A strategy prepared under the Local Government Act 2002 to give effect to the requirements of the National Policy Statement on Urban Development Capacity 2016

Addendum to Report and Recommendations of the Hearings Panel

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INTRODUCTION

- [1] At its meeting on 31 May 2019, the Greater Christchurch Partnership (GCP) Committee received our Report and Recommendations of the Hearings Panel on Our Space 2018-2048: Greater Christchurch Settlement Pattern Update (Whakahāngai O Te Hōrapa Nohoanga) ('the Strategy', 'Our Space') dated 3 May 2019.
- [2] Following receipt of the Hearing Panel's recommendations, the GCP Committee requested that the Hearings Panel provide clarification on its recommendations in relation to the following matters:
 - a. The scope and intention of the change to Chapter 6 of the Canterbury Regional Policy Statement scheduled for 2019 referred to in Action 9 of the 'Schedule of future work' in Schedule 6.2 of Our Space and whether it is intended that only land required to meet an identified medium term shortfall in capacity will be rezoned in district plans.
 - b. The timeframe for the commencement of the evaluation of minimum densities referred to in the 'Schedule of future work' in Schedule 6.2 of Our Space and whether it is intended that this work inform the district plan reviews.
 - c. The Hearing Panel's response to the Christchurch City Council (CCC) submission in relation to the robustness of the Capacity Assessment.
 - d. The Hearing Panel's response to the CCC submission in relation to the sequencing of development and the management of downstream effects within the transport network.
- [3] In relation to the sequencing of development and the management of downstream effects within the transport network, the GCP Committee sought further clarification as to how these matters are intended to be addressed in Action 9 of Our Space.
- [4] The Hearings Panel met on 31 May and 5 June 2019 to consider these requests. This addendum report provides the Hearing Panel's clarification in respect of these matters. We have not reconsidered the conclusions reached as part of our deliberations. Rather, we have reflected on whether our recommendations, and reasons for those recommendations, are clearly articulated in Our Space and our Recommendations Report and if not, whether further clarification is required.
- [5] We address each of the four requested matters of clarification below. Where we have recommended changes to Our Space for the purposes of clarification, we have set these out in **Appendix A**.

1. The scope and intention of the change to Chapter 6 of the Canterbury Regional Policy Statement scheduled for 2019 referred to in Action 9 of the 'Schedule of



future work' in Schedule 6.2 of Our Space and whether it is intended that only land required to meet an identified medium term shortfall in capacity will be rezoned in district plans.

- [6] We have reviewed the relevant sections of Our Space that refer to the change to Chapter 6 of the Canterbury Regional Policy Statement (**CRPS**) that is scheduled to be progressed by Environment Canterbury at the earliest opportunity this year.
- [7] Our understanding from the material presented to us during the hearing is that the change will involve amendments to Map A to identify the Future Development Areas shown on Figure 15 in Our Space. These Future Development Areas are intended to meet both medium and long-term capacity needs. However, the change to Chapter 6 of the CRPS will also include an associated policy to ensure that only land required to meet an identified medium-term shortfall in capacity will be rezoned in district plans.
- [8] The change will enable Selwyn District Council and Waimakariri District Council to rezone land within the Future Development Areas to meet identified medium term capacity needs only. This means that Waimakariri District Council would be able to rezone land within the Future Development Areas in their upcoming district plan review to meet the medium-term capacity shortfall identified in Table 3 of Our Space. Land would not be rezoned to meet long term capacity needs. The policy is also intended to enable Selwyn and Waimakariri District Councils to rezone land in response to medium term capacity shortfalls identified in future periodic Capacity Assessments without needing to first seek a change to Map A of the CRPS.
- [9] We consider that this could be clarified further in Our Space, particularly in relation to the policy mechanism that is intended to accompany the identification of Future Development Areas on Map A.
- [10] We recommend making amendments to the following sections of Our Space to provide this clarification:
 - a. Section 3.2 Housing, page 24
 - b. Section 5.1 Greater Christchurch's settlement pattern, page 33
 - c. Section 5.3 Selwyn and Waimakariri Towns, page 39
 - d. Section 6.2, Further work and implementation, Schedule of future work, Action 9, p 58
- [11] These recommended amendments are set out in full in **Appendix A**.



2. The timeframe for the commencement of the evaluation of minimum densities referred to in the 'Schedule of future work' in Schedule 6.2 of Our Space and whether it is intended that this work inform the district plan reviews.

[12] It is our understanding from the material presented to us throughout the hearing, including the Joint Statement of the Chief Executives, that the evaluation of minimum densities referred to in the 'Schedule of future work' in Schedule 6.2 of Our Space is intended to commence this year. Whilst that work is unlikely to be completed in time for the change to Chapter 6 of the CRPS scheduled for this year, the work will inform the district plan reviews for Selwyn and Waimakariri Districts and the full review of the CRPS.

[13] We note that Action 3 of the 'Schedule of future work' refers to a timeframe of 2022. We recommended that this be amended to 2019 to 2022 to more accurately reflect our understanding of the timeframe set out in the paragraph above. We also recommended that the linked processes be amended to include the district plan reviews.

[14] This recommended amendment is set out in full in **Appendix A**.

[15] We have also reflected on our recommended amendment to Section 5.3 on page 40 of Our Space where it states:

In the meantime, it is expected that new urban housing in Waimakariri and Selwyn will achieve a minimum net density of 12 households per hectare in Green Field Priority Areas, or where any further development area is subsequently zoned.

[16] We wish to reiterate that the expectation is that new urban housing in Waimakariri and Selwyn will achieve a minimum net density of 12 households per hectare. We have also identified an error in the above statement and recommend that it is amended to clarify our intention that the statement applies only to Future Development Areas that are subsequently zoned.

[17] This recommended amendment is set out in full in Appendix A.

3. The Hearing Panel's response to the CCC submission in relation to the robustness of the Capacity Assessment.

[18] We addressed the Capacity Assessment throughout our Recommendations Report and in particular, addressed the CCC's concern in relation to a misalignment in Our Space between the figures used for housing development capacity over the



medium term and the need for intervention.¹ We referred to the Officers Recommendations and recommended amendments to Table 3 to address these concerns.

- [19] We consider that the uncertainties associated with feasible development capacity figures will be further addressed by further and ongoing refinement of the feasibility tools and the use of a common methodology in the next Capacity Assessment which is scheduled to be completed by December 2020. This is provided for by the following actions in Our Space:

4	Investigate the opportunity for a single growth model for Greater Christchurch that evaluates the demand, supply, feasibility and sufficiency of residential and business development capacity. Linked processes: Next Capacity Assessment and Council's Long Term Plans	CCC, SDC, WDC, ECan	2019 - 2020
5	Review and recalibrate the Christchurch Transport Model and Christchurch Assignment and Simulation Traffic Model. Linked processes: Next Capacity Assessment and Council's Long Term Plans	CCC, SDC, WDC, ECan, NZTA	2019 - 2020
6	Prepare a new Housing and Business Development Capacity Assessment that provides up-to-date information on current and future housing and business trends. Linked processes: National Policy Statement on Urban Development Capacity, and Selwyn and Waimakariri District Plan Reviews	CCC, SDC, WDC, ECan, Ngai Tahu	2020

- [20] This was supported by the Greater Christchurch Chief Executives who in their advice to the Hearings Panel recommended that the partners agree to a consistent methodology being used by all Greater Christchurch local authorities when completing required capacity assessments. For clarification an amendment has been made to Action 4 by the deletion of 'investigate the opportunity for' and replacement with 'Develop and agree'. This was an agreed position of the Panel however the change was not made in Our Space.

- [21] Ongoing improvements to the evidence base provided by the Capacity Assessment and ongoing monitoring are anticipated by the NPS-UDC. On that basis, we are satisfied with the Officer's recommendations and consider that the Capacity Assessment is adequate for the present purpose, noting that if future Capacity Assessments show a shortfall in capacity, the local authorities will be required to respond by providing further development capacity and enabling development.

¹ Paragraphs [111] to [124]

Given the CRPS policy mechanism described above that will ensure that land within Future Development Areas is only rezoned in district plans to meet medium term capacity needs we consider the planning response to the Capacity Assessment to be appropriate.

4. The Hearing Panel's response to the CCC submission in relation to the sequencing of development and the management of downstream effects within the transport network.

- [22] The management of downstream effects within the transport network was raised in the CCC submission in the context of sequencing land. Officers addressed the provision of greater certainty on sequencing of housing development in Appendix F of their report. They identified three options for consideration by the Panel with regard to sequencing:
- a. Retain the current approach as outlined in Our Space, or
 - b. Provide additional direction in the final Our Space without the benefit of detailed structure planning and/or outline development plans of proposed future development urban areas), and/or
 - c. Provide additional direction in the proposed 2019 change to the CRPS (with or without the benefit of detailed structure planning and/or outline development plans of proposed future development areas).
- [23] We accepted the Officers' recommended amendments to Our Space to:
- a. Section 3.2, paragraph 5, p 12 to be clearer that the medium term targets represent the development capacity to be zoned or otherwise enabled by each territorial authority and that unless already enabled, additional development capacity required over the long term only need be identified, in order to provide greater planning certainty and ensure efficient infrastructure planning and delivery across Greater Christchurch.
 - b. Section 5.5, p26 and Section 6 Action 9 p 34 to make it clear that detailed structure planning to determine the sequencing of future development areas will need to have regard to existing CRPS policy provisions to ensure a consolidated urban form, proximity to activity centres, efficient infrastructure, and cohesion of new development with existing communities.
 - c. Section 5.5, p 26 and Section 6, Action 8 p 34 to outline the intent of draft policy provisions to be considered as part of a proposed change to the CRPS to demonstrate how future development areas are sequenced by territorial authorities in accordance with housing targets incorporated in the CRPS and sufficiency conclusions agreed as part of periodic capacity assessments.
- [24] As set out above, we recommend further changes to further clarify the intent of the policy to be considered as part of the change to Chapter 6 of the CRPS.
- [25] We agreed with Officers that Our Space should not determine the sequencing priority between future development areas and existing undeveloped greenfield areas or identify those parts of the future development areas to meet medium term

housing targets as this is best considered as part of the detailed structure planning and development infrastructure servicing to be undertaken by relevant territorial authorities.

- [26] We note that there is a suite of CRPS policies that apply to new development in Greater Christchurch regarding any off site effects and requiring the integration of land-use and transport matters. Policy 6.3.3 requires that development proceed in accordance with an outline development plan. In addition, Policy 6.3.4 promotes transport effectiveness, and Policy 6.3.5 relates to the achievement of land-use and transport integration by “ensuring that the nature, timing and sequencing of new development are co-ordinated with development, funding, implementation and operation of transport and other infrastructure...” in order to, among other things, “ensure new development does not occur until provision for appropriate infrastructure is in place.”
- [27] We further note that the review and recalibration of the Christchurch Transport Model and Christchurch Assignment and Simulation Traffic Model is scheduled for 2019 to 2020 and will inform the next Capacity Assessment and the Council’s Long Term Plans.² We have also recommended a number of amendments to Our Space in relation to the specific transport challenges faced by the Greater Christchurch local authorities.
- [28] We are satisfied that the approach in Our Space is appropriate given the evidence presented to us at the hearing, the actions identified in the ‘Schedule of future work’ and the requirement for local authorities to address this matter in subsequent resource management and local government act processes. However, we do consider that further clarification could be made to Action 9 to ensure that readers are clear that the down stream effects on the Greater Christchurch transport network will be considered as part of district council structure planning and that the new policy will sit within the existing objective and policy framework of Chapter 6 of the CRPS which already addresses the sequencing of development and its co-ordination with the development, funding, implementation and operation of transport and other infrastructure.
- [29] As a further point of clarification, we recommend that the definition of ‘development infrastructure’ be included in Section 3.2 in relation to housing targets on page 24 to make it clear that the development infrastructure required to service additional

² Our Space, Action 5.



capacity that will be identified in each council's infrastructure strategy includes land transport.

For the Hearing Panel:

A handwritten signature in black ink, appearing to read 'Bill Wasley'.

Bill Wasley

Chair

A handwritten signature in black ink, appearing to read 'Gail Gordon'.

Gail Gordon

Panel member

A handwritten signature in black ink, appearing to read 'Sara Templeton'.

Cr Sara Templeton

Panel member

A handwritten signature in black ink, appearing to read 'Malcom Lyall'.

Deputy Mayor Malcom Lyall

Panel member

A handwritten signature in black ink, appearing to read 'Peter Skelton'.

Cr Peter Skelton

Panel member

A handwritten signature in black ink, appearing to read 'Neville Atkinson'.

Cr Neville Atkinson

Panel member

A handwritten signature in black ink, appearing to read 'Jim Harland'.

Jim Harland

Panel member (non-voting)

Jim Harland is a non-voting member of the Hearing panel. His signature acknowledges that he has participated in deliberations as a non-voting member of the Panel and supports the recommendations set out in this Report.

5 June 2019



APPENDICES

- [30] **Appendix A:** Hearing Panel recommended amendments to Our Space to provide clarification on matters requested by Greater Christchurch Partnership Committee



PROPOSED CHANGES TO OUR SPACE – 31 May and 5 June 2019

Proposed changes to Hearing Panel Recommendations Report version are shown in red underline and strikethrough

1. The scope and intention of the change to Chapter 6 of the Canterbury Regional Policy Statement scheduled for 2019 referred to in Action 9 of the 'Schedule of future work' in Schedule 6.2 of Our Space and whether it is intended that only land required to meet an identified medium term shortfall in capacity will be rezoned in district plans.

Section 3.2 Housing, page 24:

In this context, the targets set out in Table 2 for Christchurch City, Selwyn and Waimakariri represent the development capacity that each council will, over the medium term, zone and otherwise, seek to enable through their relevant planning processes and mechanisms (district plans, structure plans, outline development plans and infrastructure strategies) and over the long term, identify in relevant plans and strategies, to meet the demand for housing in Greater Christchurch over the medium and long term.¹⁴ A change to the Canterbury Regional Policy Statement in 2019 will include a policy that will enable land required to meet an identified medium term capacity need to be rezoned in district plans. Unless already enabled, additional development capacity required over the long term will only be shown on Map A of the Regional Policy Statement as a Future Development Area, identified in relevant plans and strategies, and the development infrastructure required to service it will be identified in each council's infrastructure strategy.

¹⁴ Table 2 will be inserted in the Canterbury Regional Policy Statement in Chapter 6 (Recovery and Rebuilding of Greater Christchurch). Relevant local authority targets will also be inserted into the district plans for Christchurch City, Selwyn and Waimakariri.

Section 5.1 Greater Christchurch's settlement pattern, page 33:

To implement this plan, the Partnership ~~proposes~~ considers that some new greenfield housing areas should be released or otherwise identified in Rolleston, Rangiora and Kaiapoi to help address projected housing capacity shortfalls for Selwyn and Waimakariri over the medium to long term.

Section 5.3 Selwyn and Waimakariri Towns, page 39:

Given the projected shortfalls in housing development capacity in Selwyn and Waimakariri to meet their future needs, a change to the CRPS is proposed to allow Chapter 6 and Map A the flexibility to respond to identified medium term capacity needs. Additional capacity will be directed in the first instance to the key towns of Rolleston, Rangiora and Kaiapoi in support of the public transport enhancement opportunities mentioned elsewhere in this Update. This is likely to identify future development areas in the two districts that are within the Projected Infrastructure Boundary. Such a change would be prepared subsequent to this Update and would likely be notified in 2019.²³ These new areas will provide much of the capacity required over both the medium and long term. A 2019 change to the CRPS would ensure that land can be rezoned to meet medium term capacity needs, and the longer term will be further considered as part of a comprehensive review of the CRPS scheduled for 2022. While it is intended Our Space provides direction to inform future Resource Management Act processes, Figure 16 is indicative only.

²³ The Partnership is investigating whether to request using the new streamlined planning provision in the Resource Management Act 1991 to make this targeted change to the Regional Policy Statement.



Section 6.2, Further work and implementation, Schedule of future work, Action 9, p 59

- a. Selwyn and Waimakariri District Councils to undertake a structure planning and review of District Plans over the next year for identified Future Development Areas in the 2019 CRPS Change set out in Action 9b below, at a minimum residential density of 12 households per hectare, informed by the evaluation undertaken as Action 3 above.
- b.a. Prepare a Proposed Change to Chapter 6 of the CRPS for notification by September 2019 at the earliest opportunity to:
- Modify Map A to identify the Future Urban Development Areas shown in Figure 15, and include a policy in Chapter 6 of the CRPS that enables land within the Future Development Areas to be rezoned in District Plans for urban development if there is a projected shortfall in housing development capacity in Table 3 of Our Space, or if the capacity assessment referred to in Action 6 (or subsequent periodic capacity assessments) identifies a projected shortfall in feasible development capacity.
 - Enable territorial authorities to respond to changes in the sufficiency of development capacity over the medium term on a rolling basis as a result of periodic capacity assessments.
- b. Selwyn and Waimakariri District Councils to undertake a structure planning (including the consideration of development infrastructure and the downstream effects on the Greater Christchurch transport network) and review of District Plans over the next year for the identified Future Development Areas in the 2019 CRPS Change set out in Action 9a above, to provide for the projected medium term shortfall shown in Table 3 or the capacity assessment referred to in Action 6 (or subsequent periodic capacity assessments), at a minimum residential density of 12 households per hectare, informed by the evaluation undertaken as Action 3 above.

The policy will sit within the existing objective and policy framework of Chapter 6 of the CRPS which applies to all local authorities in the Greater Christchurch Area, and which, in relation to the integration of land use and transport, includes policies 6.3.3, 6.3.4 and 6.3.5.¹

2. The timeframe for the commencement of the evaluation of minimum densities referred to in the 'Schedule of future work' in Schedule 6.2 of Our Space and whether it is intended that this work inform the district plan reviews.

Section 6.2, Further work and implementation, Schedule of future work, Action 3, p 57

3	<p>Undertake an evaluation of the appropriateness of existing minimum densities specified in the CRPS for each territorial authority including a review of what has been achieved to date, constraints and issues associated with achieving these minimum densities, and whether any changes to minimum densities is likely to be desirable and achievable across future development areas in Selwyn and Waimakariri districts.</p> <p>Linked processes: Canterbury Regional Policy Statement review, Selwyn and Waimakariri District Plan Reviews</p>	SDC, WDC, CCC, ECan.	2019-2022
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¹ Policy 6.3.3 requires that development proceed in accordance with an outline development plan. In addition, Policy 6.3.4 promotes transport effectiveness, and Policy 6.3.5 relates to the achievement of land-use and transport integration by "ensuring that the nature, timing and sequencing of new development are co-ordinated with development, funding, implementation and operation of transport and other infrastructure..."



Section 5.3, Selwyn and Waimakariri Towns, page 40:

Amend Section 5.3 as follows:

In the meantime, it is expected that new urban housing in Waimakariri and Selwyn will achieve a minimum net density of 12 households per hectare^[x] in Green Field Priority Areas, or where any future development area is subsequently zoned.

[x] This expectation is that a minimum density of at least 12 households per hectare will be achieved.

3. The Hearing Panel's response to the CCC submission in relation to the robustness of the Capacity Assessment.

Section 6.2, Further work and implementation, Schedule of future work, Action 4, p 58

Amend Action 4 as follows:

4	<p>Investigate the opportunity for <u>Develop and agree</u> a single growth model for Greater Christchurch that evaluates the demand, supply, feasibility and sufficiency of residential and business development capacity.</p> <p>Linked processes: Next Capacity Assessment and Council's Long Term Plans</p>	CCC, SDC, WDC, ECan	2019 - 2020
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- Further clarification also provided in addendum to Hearing Panel Recommendations Report.

4. The Hearing Panel's response to the CCC submission in relation to the sequencing of development and the management of downstream effects within the transport network.

Section 6.2, Further work and implementation, Schedule of future work, Action 4, p 58

Amend Action 9 as set out above in response to recommendation 1.

Section 3.2 Housing, Targets, page 24:

Insert definition of 'development infrastructure' as a footnote:

Development infrastructure means network infrastructure for water supply, wastewater, stormwater, and land transport as defined in the Land Transport Management Act 2003, to the extent that it is controlled by local authorities, and including the New Zealand Transport Agency.

- Further clarification also provided in addendum to Hearing Panel Recommendations Report.