

Draft Greater Christchurch Spatial Plan

**Reporting Officers' Response to Hearing
Panel Questions and Submitter Hearing
Presentations**

14 November 2023

Introduction

This post hearing report provides Reporting Officer responses (the Officers) to questions received by the Hearing Panel (The Panel).

The questions provided to the Officers were in order of the day of the hearing they were asked. However, the Officers' response has aligned the questions to the themes in the original Reporting Officers Hearing Report on Submissions and the responses are provided in order of the theming in that report. This will allow easier alignment to the original Officer Hearing Report and the considerations and responses in that. The question numbering has been retained to enable a cross references to the table of questions provided to the Officers.

In responding to the questions, the Officers have, in some places, made further recommended changes. These are outlined in the response to the questions, only where the Officers have considered a need to recommend a change. The Officers recommendations are collectively provided **Appendix C**.

Provided at **Appendix B** to this report is an amended 'Mark up' version of the Draft Spatial Plan from that one originally provided at Appendix 4 of the original Reporting Officers Hearing Report on Submissions. This incorporates the Officers further recommendations. These additional recommendations or changes to recommendations are highlighted yellow to identify them from the Officers previous recommendations. All recommended changes to the Maps have been included except the following, which will be provided to the Hearing Panel as soon as possible:

- The recommendation under 4.7.2 – Question 34 – to amend Map 15 to extend the arrows of the Core Public Transport Routes
- The recommendations under 4.3 - Question 17
 - o Amend Map 5 to ensure it includes all the layers on Maps 7, 9 and 10
 - o Amend Maps 9 and 15 to include the airport symbol in the legend

Reporting Officers Response to Questions

2.1 Development of the Greater Christchurch Spatial Plan

Question 24 - Can the Officers advise what role Kiwi Rail has played in the development of the SP in relation to the potential integration of the existing heavy rail network into the MRT corridor?

While KiwiRail are not a partner of the Greater Christchurch Partnership, they have a close relationship with the Partners. KiwiRail were an identified stakeholder for the development of the Spatial Plan and meetings have been held with KiwiRail during the development of the Spatial Plan.

KiwiRail are aware of the MRT work and were interested to discuss how this could overlap the regional rail discussion. KiwiRail informed us that they have seen recent trends in increased freight and scenic passengers. These trends continue to grow and upcoming KiwiRail projects are to support this growth.

2.2 Relationship with other processes

Question 2 - Are Reporting Officers satisfied that, given the change of government and possible changes to the definition of highly productive land, the GCSP will be sufficiently flexible to absorb any such changes and not "lock-in" definitions?

Yes. It is our opinion that the approach to protecting highly productive land (HPL) in the GCSP and as set out under Direction 3.4, is sufficiently flexible.

We are aware that the Ministry for the Environment and the Ministry for Primary Industries sought feedback (until 31 October 2023) on potential amendments to the National Policy Statement for Highly Productive Land (NPS-HPL).¹ These relate to a lack of a clear consent pathway for the construction of new specified infrastructure on HPL (such as solar farms and infrastructure) and the development and relocation of intensive indoor primary production and greenhouses on HPL. In its 'Getting back to farming' policy document, the National Party also signalled a change to the NPS-UD 'to allow a broader range of productive rural activities such as on-farm storage ponds and sheds and off-farm dairy factories and vegetable processing'.²

In addition, in 2022 the National Party signalled in its 'Going for Growth' Housing Plan that it would 're-focus the NPS-HPL by maintaining protection of the most productive soils (LUC 1 and 2), while excluding LUC 3 category land'.³

We note that the narrative under Direction 3.4 in the draft Spatial Plan already refers to the NPS-HPL requiring the protection of HPL "with some exceptions". We consider this wording is sufficiently flexible in the event additional exceptions (such as those referred to above) are introduced by the new government.

We further note that, while councils must have regard to the GCSP, they are required to give effect to national direction in National Policy Statements. If changes to the definition of HPL in the NPS are taken forward by the new government, this will need to be reflected and given effect to through the mapping undertaken by the Canterbury Regional Council and subsequent implementation by district councils.

Within Section 4.4.4 of the Officers' Report (4 October 2023) we recommended that the text under Direction 3.4 (page 65) be amended to make clear Map 12 is not determinative of the identification of HPL in the Canterbury Regional Policy Statement as required by the NPS-HPL. We also recommended an amendment to the title of Map 12 to reflect that LUC Class 1-3 soils have been mapped (not HPL as per the definition in the NPS). We consider that these amendments, together with the additional reference to the work underway by the Regional Council that was also recommended, appropriately clarify the process for identifying HPL for the purposes of implementing the current NPS-HPL.

Notwithstanding, as the GCSP refers to the definition of HPL as set out in the current NPS, the date of gazettal (September 2022) could be added to the third paragraph under Direction 3.4 for clarity.

¹ [Potential amendments to the National Policy Statement for Highly Productive Land | Ministry for the Environment](#)

² [Getting back to Farming.pdf \(nationbuilder.com\)](#)

³ [Going for Housing Growth.pdf \(nationbuilder.com\)](#)

Recommendation

- a) Amend the third paragraph, page 65, under Direction 3.4 as follows:

*The interim definition of highly productive land **in the current National Policy Statement (September 2022)**, is land that is Land Use Capability Class 1, 2, or 3 (with some exceptions relating to identified growth areas.*

Question 18 - Do any of the maps themselves “lock in” things that are or may be subject to change through other processes (such as current definition of Highly Productive Land, review of the Air Noise Contours, or more detailed hazard mapping). Can the Officers advise whether there is sufficient flexibility / direction in the proposed wording in their Officers’ Report version to convey that the maps are based on current information, and the maps are therefore indicative of how the direction in the wording would / could apply to future planning decisions.

No, the maps do not ‘lock in’ direction as other processes will have regard to the spatial plan. In implementing the direction of the Spatial Plan, the subsequent RMA processes require a s32 analysis to be undertaken, more technical reporting will be used to inform policy direction, and a schedule 1 consultation process will be undertaken, including submissions and further submissions. It may mean that the outcome of the RM process does not exactly align with the direction of the Spatial Plan. This is appropriate, and well understood as part the implementation process, as more detailed information will be made available and site specific conditions will be considered.

The maps are purposefully at a high-level sub-regional scale and generally not intended to be interpreted to an individual property level. Some elements on the maps are indicative and subject to further consideration, such as the Greenbelt on Maps 2 and 14. This is purposeful to enable flexibility in implementation. However, Officers do not consider it is appropriate to say that the maps are all indicative as many of the layers used in development of the maps are accurate and are currently used in District Planning processes. See Question 17 and the answer above

Officers have already recommended changes to Figure 5 of the draft Spatial Plan (see section 4.1.2 of the Officers Report), to make it clear that it is a document that will ‘inform’ other processes and does not need to be ‘given effect to’.

2.6 Scope of the Greater Christchurch Spatial Plan

Question 7 - What is the spatial extent of the Spatial Plan in relation to the coast and ocean? Is marine protection and blue-green networks in scope?

The geographic extent of Greater Christchurch for the purposes of the Spatial Plan is the area shown on Map 1 of the draft Spatial Plan. The boundary is the landward extent of the Coastal Marine Area (CMA).

The focus of the Spatial Plan is the Greater Christchurch urban environment⁴, which extends to coastal areas, including those at risk from coastal hazards. While the boundary of Greater

⁴ The NPS-UD defines ‘urban environment’ as any area of land (regardless of size, and irrespective of local authority or statistical boundaries) that:

Christchurch is the landward extent of the CMA, references to the blue-green network within the draft Spatial Plan include coastal areas and coastal waters. This recognises the interconnectedness of terrestrial and marine environments.

4.1.1 Hierarchy within Spatial Strategy Opportunities

Question 10 - Does the numbering of opportunities in the Draft GCSP reflect a hierarchy of importance?

Submissions in relation to this matter are considered in Section 4.1.1 *Hierarchy within Spatial Strategy Opportunities* of the Officers report.

The numbering is for identification purposes only.

The intent of the Spatial Plan is that there is no hierarchy between the opportunities as the opportunities, together with the directions and key moves, represent the principal ways we can close the gap between our current state and our desired future state to achieve the overarching directions of the Spatial Plan.

4.3 Opportunity 2 – Reduce and manage risks so that people and communities are resilient to the impact of natural hazards and climate change

Question 17 - Given the example provided by Humphrey Tapper in his presentation, to what extent does the Spatial Plan in Map 5 affect any pre-existing development opportunities that might already exist in the mapped orange areas? Can the Officers advise how Map 5 should apply to areas already permitted for development in existing plans?

Map 5 was produced to provide a collective view of the areas that may have constraints to growth to help inform the preferred growth direction, at a high spatial level, for Greater Christchurch. It is not seeking to indicate areas that will not grow. Officers have made a recommendation to rename Map 5 as a 'Key Constraint Area' rather than 'Areas to Avoid and Protect' to make it clearer that these are areas where there will be constraints to development but not necessarily that development is 'not allowed'.

Map 5 is a combination of the following Spatial Plan Maps:

- Areas vulnerable to natural hazard risks (Map 7)
- Strategic Infrastructure (Map 9)
- Environmental areas and features (Map 10)

These maps, and consequently Map 5, are derived from existing information, including District Plan zones and overlays. For the most part, the areas identified in Map 5 already have some district plan controls over them that would need to be considered for any 'pre-existing development opportunities' within the mapped 'orange areas' of Map 5.

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- (a) is, or is intended to be, predominantly urban in character; and
(b) is, or is intended to be, part of a housing and labour market of at least 10,000 people

As such pre-existing development opportunities remain unchanged at this point in time as the Spatial Plan is not an RMA planning document. Development is managed through the District Plans. The weight to be given to the final Spatial Plan in decision making is 'have regard to'. Future plans, implementing the Spatial Plan, will consider greater or less \ control on development is required in the areas identified in Map 5.

However, with regard to the accuracy of Map 5 Officers have noted that not all elements of Map 10 have come through onto Map 5. For the most part these are relatively minor with respect to their spatial extent and relate mostly to water ways and open space in the Selwyn District, some minor waterways in the Waimakariri District and some Open Space in Christchurch City. These should be identified on Map 5, noting that these are not new layers to the Spatial Plan as these have already been identified on other maps.

Recommendation

- a) Amend Map 5, page 52, to ensure it includes all the layers on Maps 7, 9 and 10
- b) Amend Maps 9 and 15 to include the airport symbol in the legend

Question 26 - Can Officers advise their views whether the zone identifying bird strike risk around the Christchurch International Airport should be identified in the Spatial Plan?

We do not consider that a zone identifying bird strike risk around Christchurch International Airport should be included in the Spatial Plan. Bird strike risk can be managed by the appropriate location and design of land uses and is not an absolute constraint to development. It is our view that bird strike risk can be managed appropriately through district planning processes. We further note that an appropriate set of rules is included in the Christchurch District Plan, which apply to the Christchurch International Airport Bird Strike Management Area (within 3km of the thresholds of the runways).

We note that the submission lodged by Christchurch International Airport Limited (CIAL) did not seek amendments to the draft Spatial Plan mapping in this respect.⁵ CIAL's submission sought recognition of the issue in the draft Spatial Plan text to ensure the management of activities that constitute a bird strike risk is highlighted and applied consistently across Greater Christchurch. Officers consider that the consideration of bird strike risk may be a relevant consideration in developing the Blue-Green Network Strategy, but it does not, in our view, require the inclusion of additional text within the Spatial Plan itself.

Question 31 - Can the Officers clarify the inputs to Map 5. Is it an amalgamation of all the other constraints maps (e.g., Maps 7,8,9 and 10) into one overall Summary Map or has it been derived by some other approach? Is Map 5 intended to constrain all future urban development proposed through future district plan reviews in the mapped areas?

⁵ Submitter 218.

Map 5 is a combination of Spatial Plan Maps 7, 9 and 10. It does not include Spatial Plan Map 8 which contains more 'moderate' natural hazards which are expected to be able to be readily mitigated.

As indicated in the response to Q17, Map 5 was produced to provide a collective view of the areas that may have constraints to growth to help inform the preferred growth direction, at a high spatial level, for Greater Christchurch. It is not seeking to indicate areas that will not grow. Officers have made a recommendation to rename Map 5 as 'Key Constraint Areas' rather than 'Areas to Avoid and Protect' to make it clearer that these are areas where there will be constraints to future urban development that will need to be specifically addressed, but not necessarily that future development is 'not allowed' (as potentially implied by the draft GCSP use of the word 'avoid').

Future district plan reviews will be required to have regard to the mapping information that makes up Map 5, but over time these maps are likely to be superseded by more up to date information and modelling as it becomes available.

Question 32 - How are Outstanding Natural Landscapes shown on Map 10 as currently there appears to be an amalgamation of a number of elements from various Plans under the term "Protected Places, Landscapes and Features"? What is the relationship between the areas shown on Map 5 and Map 10?

Outstanding Natural Landscapes are one of the GIS layers included under the heading 'Protected Places, Landscapes and Features' in the legend, and shown by the blue cross-hatch on Map 10. For simplicity, areas identified as Outstanding Natural Landscapes or similar in the three districts were combined and referred to as 'Natural Landscape' in the legend. As with the other maps, this information was derived from existing District Plan zones and overlays.

As set out in the response to Question 17, Map 5 combines the information shown on Maps 7, 9 and 10 to identify areas subject to key constraints across Greater Christchurch. As noted, it appears that some of the open space areas and waterways shown on Map 10 were omitted from Map 5, and we have recommended that Map 5 be amended accordingly.

4.3.3 - Managed Retreat

Question 1 - What is status of WDC and SDC plans in relation to coastal hazard adaption in areas covered by the GCSP?

Both Selwyn and Waimakariri District Councils are currently in the early phase of their coastal hazard adaptation work. In recent years both Council has updated a range of hazard information and datasets to inform the recent District Plan Review process. The Councils have collaborated with Environment Canterbury, the other territorial authorities in Waitaha Canterbury and papatipu rūnanga to complete the Canterbury Climate Risk Assessment published in early 2022 through the Canterbury Mayoral Forum.

Based on this information Selwyn District Council began reviewing its adaptation responses through the 2021 Long-Term Plan process and is undertaking similar work as part of preparing the 2024 Long-Term Plan. As part of the 2024 Long-Term Plan work Selwyn District commissioned an update to its 2020 local risk assessment of Selwyn District assets (prepared by Aqualinc) to align with the Canterbury Climate Risk Assessment and incorporate the most recent climate-related data for the

Selwyn District. In addition, some initial conversations have been held with vulnerable Sewlyn coastal communities, including liaison with Taumutu Rūnanga, primarily through Council's infrastructure and emergency management teams.

Selwyn and Waimakariri are continuing to contribute to the collaborative regional work under the Canterbury Mayoral Forum and is part of the project team currently preparing a Canterbury Climate Partnership Plan. This plan will identify key actions in relation to mitigation and adaptation that are best tackled together and will inform consideration of any complementary local actions led by Council.

Both Councils awaits clear national direction on roles/responsibilities, adaptation frameworks and funding models - signalled to be forthcoming through the proposed Climate Change Adaptation Act.

4.5.4 Greenfield Opportunity Sites and Areas

Question 25 - Can the Officers provide further information on why an area in Kaiapoi has been identified as a future urban development area in Map 2 given the range of natural hazard constraints outlined in the submission of Carter Group Limited?

Future Development Areas are not zoned for residential development. They are identified by an overlay that indicates potential for future development. The land in question is still required to go through an RMA rezoning plan change. It will be up to the proponent of the plan change to provide information that demonstrates the effects of natural hazards can be avoided or mitigated for the land to be rezoned.

4.6.1 The strengthened network of urban and town centres

Question 8 - There is a submission on Prebbleton recommending it be an area for growth? Have you recommended changes to accommodate this?

There are a number of submissions seeking additional growth areas be shown in the Spatial Plan.⁶ Officers have not recommended that new 'greenfield' areas be identified in the Spatial Plan and the position remains unchanged.

Officers have recommended that the Spatial Plan be amended to recognise Prebbleton as a locally important urban centre and town. The draft Spatial Plan states that defining the role and function of the urban and town centres across Greater Christchurch helps to plan their ongoing development as focal points for their communities, and in some cases, as the focus for significant growth in the future. Locally important urban centres and towns are recorded in the draft Spatial Plan as having the purpose of supporting greater intensification of people, services and employment to provide better co-location of people with amenities and employment, and provide better connections through public and active modes of transport.

Recognising Prebbleton as a locally important urban centre and town acknowledges that greater intensification, change and development in Prebbleton is anticipated over the long-term and beyond.

⁶ Submitters 207, 311, 312 and 327

4.6.2 Recognising the role of Research and Primary Production Activities

Question 11 - To what extent is reverse sensitivity covered in the Spatial Plan in relation to established rural farming? And, to what extent should it be addressed / included? Taking into account the matters raised in the NZ Pork submission, should the SP consider food production more broadly, not just Highly Productive Land?

Section 4.6.2 Recognising the role of Research and Primary Production Activities of the Officers Report addresses this matter. It is acknowledged that primary production activities, are located within Greater Christchurch, and that urban growth can impact these land uses and rural communities. In our view, greater consideration of these impacts is required to ensure we do not compromise primary production or the economy. This includes food production and is broader than just consideration of Highly Productive Land. Therefore, we recommend a number of changes to the Spatial Plan in Section 4.6.2 of the Officers Report, including new Direction 5.4 and explanatory text that addresses this.

4.7.1 Alternative options or approaches for MRT

Question 12 - Can the Reporting Officers provide their feedback on the proposals associated with the MRT routes and planning protections in and around the existing heavy rail corridors put forward in the presentation to the Hearing Panel on Friday 27 October 2023 by Joe Davis and Brendon Harre?

The existing heavy rail corridor will remain an important part of the Christchurch transport system, particularly for freight. However, in the time horizon of the spatial plan, there won't be the growth necessary to justify a second corridor as proposed so there are no plans to protect this corridor for the urban growth that the spatial plan covers. Subject to funding and approvals, Waka Kotahi will seek protection of the preferred MRT corridor, as identified by the Indicative Business Case, within the Detailed Business Case (DBC) phase which is anticipated to start in 2024/25. The DBC will develop the necessary information to enable a Notice of Requirement for the MRT corridor to be lodged.

The spatial plan seeks to be intentional and directive about where growth should occur over the next thirty years. The ability to focus growth in areas where we will achieve the objectives and desired future state directly relates to the key moves, one being a mass rapid transit system. Without the certainty of growth to support another transit corridor, it may undermine the direction of the spatial plan for growth by indicating another possible growth area. The Spatial Plan outlined a preferred pattern of growth and indicates areas for future development for business and residential, including the Priority Development Areas.

Question 13 - Can the reporting Officers provide a view on the proposals outlined by David Ivory regarding the need for stabling areas to be defined and the merits of the location adjacent to the Addington railyards as a suitable location for such a facility?

The IBC was completed alongside the spatial plan to set out the case for investment in rapid transit along the corridor to enable sustainable growth for the city. The IBC also assessed a range of route and mode options, how the project can be delivered and possible timing and staging. It did not confirm detailed design and delivery elements of the system and we expect that the level of detail,

including stabling areas would be a consideration for future investigation in the detailed business case. It would potentially be ineffective to lock in the details of stabling, as well as other complementary infrastructure and facilities for MRT before the details are worked through and confirmed in the detailed business case stage.

Question 15 - Regarding MRT being extended to the East, what options have been considered and why have these locations not been included in the draft Spatial Plan? In particular, the Panel is interested in the reasons why, given the 30+ year horizon of the SP, potential MRT routes to these areas are not identified to service existing and future population growth and recreational use in those areas.

The preferred option for MRT from the IBC is based on a wide foundation analysis of trends and projections of travel, growth and employment and economic activity. The outcomes sought by implementing an MRT system are focussed on the opportunity to reshape our key centres and neighbourhoods along the route to maximise the benefits of high frequency travel and create more attractive, safer, vibrant and accessible centres. Increasing housing and employment density, and the scale and nature of the urban form in our main centres will be key to the success of MRT, along with reducing sprawl and having broader wellbeing and resilience benefits.

Given the constraints and careful management of growth in the eastern parts of Christchurch, any extension of the MRT system is unlikely to achieve the degree of urban form enhancements that supports this infrastructure along the preferred route. However, we acknowledge that the public transport network needs to improve to service existing and future communities in the East and we expect that wider PT futures investment will benefit these areas and enhance the transport options for people, as set out by opportunity 6 of the Spatial Plan.

Question 16 - Regarding MRT being extended and to the airport and University area, what options have been considered and why have these locations not been included in the draft Spatial Plan? In particular, the Panel is interested in the reasons why, given the 30+ year horizon of the SP, potential MRT routes to these areas are not identified to service existing and future commercial, industrial, educational activities and the tourist gateway function of the airport.

An airport link was considered in the IBC and assessed under a range of criteria. This included options that saw a connection to the airport via the University of Canterbury, given the foundational work for MRT identified these two areas as key activity centres. The multi-criteria analysis found that none of these options were considered to provide overwhelming support across the investment objectives (ability to accommodate growth and support high density, improve access to jobs, education and social opportunities, and to reduce emissions), and the airport is considered well serviced by existing and future committed public transport routes. The result of this assessment does not mean that the airport and university will have reduced access, the preferred option does enable multi-modal connections to the airport and university.

Some key factors influence the viability of the airport link including:

- The ability to stimulate intensification and development in the area surrounding the corridor given restrictions associated with airport noise contours;
- The Airport is not anticipated to be classified as a commercial centre under the NPS-UD and as such will not be subject to revised planning provisions supportive of greater intensification in the area surrounding;

- The Airport is well serviced by existing and future committed public transport routes; and
- The University of Canterbury is within walking distance from the proposed south-western MRT corridor (and is well-serviced by other public transport options).

It was concluded that an airport link should not be investigated further. However, this does not preclude it from being considered in the future, in the context of problems, benefits and objectives related to an MRT expansion to the airport.

Question 21 - Can the Officers confirm whether there is any scope or Terms of Reference for the MRT detailed business case?

Waka Kotahi is completing some pre-detailed business case investigations to provide direction on the key questions that need to be answered in the next stage of the process. The scope will be provided to partners once it is ready to be discussed and agreed.

Question 22 - Can the Officers advise any relevant information regarding the utilisation of heavy rail corridors as part of the Greater Christchurch connective transport network being discussed in other forums (eg, Canterbury Regional Transport Committee / Canterbury Mayoral Forum)?

Canterbury Regional Transport Committee

In August 2023 a report was provided to the Canterbury Regional Transport Committee with staff advice on options to progress with investigating the development of passenger rail services in Canterbury.⁷ This followed a decision by the Committee in May 2022 to commence a process to further investigate passenger rail in Canterbury in 2023/24, with the scoping of the work to begin in 2022/23.⁸

Having regard to the outcome of the Indicative Business Case for Mass Rapid Transit in Greater Christchurch (see below), the report to the Regional Transport Committee recommended that future work focusses on the potential role of rail in improving access and supporting planned growth beyond Rolleston and Rangiora, as far as Amberley and Timaru. The report also highlighted several other key developments that influence the work on passenger rail in the region, including the enactment of the Spatial Planning Act, 2023 Census, a national public transport strategy having been signalled in the Emissions Reduction Plan, and the parliamentary inquiry into inter-regional passenger rail (July 2023).

The Regional Transport Committee agreed to request that the Canterbury Regional Council propose the development of an 'intra-regional public transport programme business case' for inclusion as an activity in the 2024-34 Canterbury Regional Land Transport Plan and 2024-34 Canterbury Regional Public Transport Plan. It also requested that the Canterbury Regional Council consider including 'intra-regional public transport programme business case development' as an activity in the later years of its 10-year budget and include funding in year one of the 2024-34 Long Term Plan to

⁷ Canterbury Regional Transport Committee: Thursday, 24 August 2023, Item 8.4. Canterbury Passenger Rail Investigations - Options to Progress (p. 32-43). The relevant agenda papers and Minutes can be accessed here: [Council and committee meetings: Aug 2023 | Environment Canterbury \(ecan.govt.nz\)](#)

⁸ Canterbury Regional Transport Committee: Thursday, 24 August 2023, Item 8.5. Update on Passenger Rail in Canterbury (p.71-89). The relevant agenda papers and Minutes can be accessed here: [Council and committee meetings: May 2022 | Environment Canterbury \(ecan.govt.nz\)](#)

commission and oversee the development of a market and rail utilisation study.

These activities are currently being considered by the Canterbury Regional Council as part of its 2024-34 10-year budget development.

The August 2023 report to the Regional Transport Committee also usefully sets out a summary of the ways in which work on the Indicative Business Case for Mass Rapid Transit in Greater Christchurch has furthered understanding of the potential role and value of heavy passenger rail within Greater Christchurch. The relevant paragraphs from that report (para. 8-15) are set out below, for information:

Mass Rapid Transit findings: Rolleston to Rangiora⁹

8. The Indicative Business Case (IBC) for MRT in Greater Christchurch considered three different mode and route options for MRT between Rolleston and Rangiora and the Christchurch Central City:

- Dedicated urban street-running MRT (either light rail or buses)*
- A more limited-stop bus rapid transit along the current motorway alignment, and*
- A heavy rail passenger service.*

9. Only one option came out of the process with a benefit cost ratio higher than one, meaning the monetised benefits exceeded the expected costs. This was the street-running MRT with enhanced direct bus services to Rolleston, Rangiora and Lincoln.

10. The business case also assessed the option of street-running MRT plus a complementary 'start up' heavy rail service to Rolleston and Rangiora, with users transferring onto high-frequency MRT services at Riccarton for onward travel into the Central City. This option came out second-best for value for money and was the best performing against the investment objectives. But it also came at a significantly higher cost than the preferred option and the overall costs exceeded the expected benefits, meaning it had a benefit cost ratio less than one.

11. Significant infrastructure investments would be required to enable a 'start up' 30-minute service frequency. Namely additional passing loops, an additional 8.5km of double tracking between Hornby and Rolleston, several new or upgraded stations, and signalling upgrades, particularly north of Belfast. Beyond a 30-minute frequency, even more expensive upgrades begin to be triggered, such as grade separation of level crossings.

12. In terms of patronage, the complementary 'start up' heavy rail service option is estimated to add an additional 4,700 daily boardings to the public transport network. By comparison, enhancing direct bus services from Rolleston, Rangiora and Lincoln to the Central City (the MRT preferred option) is estimated to attract more users (an additional 7,300 daily boardings by 2051), avoids the need to transfer at Riccarton for onward travel to the Central City, and can be delivered at a lower cost.

13. In summary, the value of heavy passenger rail is in its capacity to move large numbers of people. The findings from the MRT IBC indicate that heavy passenger rail between Rolleston and Rangiora could have a role in Greater Christchurch's future, but that future is not right now. Delivering direct bus service enhancements to Rangiora and Rolleston is going to be more cost effective in the short to medium term.

⁹ Canterbury Regional Transport Committee: Thursday, 24 August 2023, Item 8.4. Canterbury Passenger Rail Investigations - Options to Progress (p. 32-43). [Council and committee meetings: Aug 2023 | Environment Canterbury \(ecan.govt.nz\)](#)

14. In the long term, patronage on the direct bus services may eventually grow to a point where it begins to be more cost-effective to shift these trips to a higher-capacity mode. The IBC identifies heavy rail as well-placed to be this higher-capacity mode, particularly at peak travel times. It also finds that the investment required in commuter rail between Rolleston and Rangiora is complementary with any broader investment in rail for the rest of the Canterbury region.

15. But given the high cost of commuter rail relative to its near-term expected benefits, enhancing the existing direct bus service offering and continuing to progress street-running MRT should be prioritised ahead of a commuter rail service. The Canterbury Regional Council can monitor growth on these direct bus services to right-time progressing any plans for passenger rail.

Canterbury Mayoral Forum

As part of the Canterbury Economic Development Strategy (CREDS) programme, MBIE funded a Regional growth initiative project to complete a pre-feasibility review of the potential for periodic rail passenger charter services, or a regular service offering on the Main South Line between Christchurch and Invercargill. The report and findings were presented to the Canterbury Mayoral Forum in August 2019.¹⁰

The project was staged in two phases, the first of which included a review of available secondary data. Initial research led to the project brief being refined to focus on catering for tourism services between Christchurch and Dunedin. The second phase of the study tested the proposition of using the Silver Fern rail car for the service. The modelling concluded that the operation of a Silver Fern rail car service between Christchurch and Dunedin (with a stop in Timaru) was not operationally viable. The financial model indicated that the rail car does not have enough capacity (at the required ticket price) to be a viable proposition.

At its meeting of 9 August 2019, the Mayoral Forum agreed to take no further action to investigate the possibility of passenger rail services south of Christchurch at this point.

Officers are not aware of any further or more recent discussions regarding the utilisation of heavy rail corridors as part of the Greater Christchurch connective transport network being discussed in this forum.

4.7.2 Region-wide public transport improvements

Question 3 - What funding has been confirmed and received? Are we on track with delivering PT Futures? Important to understand and confirm this is a separate workstream and is not contingent on MRT.

The overarching PT Futures programme involved the development of two business cases (Public Transport Combined Business Case and the Mass Rapid Transit Indicative Business Case) that together explore an investment programme aimed at increasing public transport mode share. The two are very interrelated. The MRT project has a longer-term focus and while a major transport investment, will have significant city shaping, and urban development outcomes.

The PT Futures Combined Business Case recommended a programme of improvements to the existing public transport network that is staged over two horizons; a short-term horizon (2022-2028) and a medium-term horizon. The short-term horizon (first 6 years of the programme) focuses

¹⁰ The relevant agenda papers and Minutes can be accessed here: [Resources and meeting agendas - Canterbury Mayoral Forum \(canterburymayors.org.nz\)](https://www.canterburymayors.org.nz)

improvements on the inner core of Greater Christchurch. The philosophy for this horizon is to enhance the existing public transport offering in areas that connect the largest potential customer base with the largest number of opportunities. It also aims to enhance access to city centre opportunities through more direct services from the satellite towns in Selwyn and Waimakariri.

The overall delivery of PT Futures appears to be on track. It is early on in the overall timeframe but we expect further funding (in the next cycle of RLTP, NLTP and LTPs) to continue to build on investment. So far, Waka Kotahi has approved approximately \$9.5 million (51% of total spend) for investment in the Greater Christchurch public transport network to achieve improvements as recommended by the PT Futures Programme. Funding for the implementation of the PT Futures programme is to be determined through the LTP processes.

Question 34- Can Officers please advise why the core public transport routes to the East of Christchurch are not detailed on the SP maps and instead utilise indicative arrows?

The representation of core public transport routes using arrows pointing towards general areas to the East of the city is likely a stylistic choice rather than an intentional omission of the connections to the eastern suburbs.

Recommend that the maps with the strategic public transport network label and connect to Sumner, New Brighton and Queenspark.

Recommendation

- c) Amend Map 15, Transport Routes, on page 84 to show the complete connection for the 'Core Public Transport routes' heading to Queenspark, New Brighton and Sumner.

4.7.3 District connections

Question 14 - On the broader topic of suitable land for park-and-ride and station facilities at the ends of the proposed MRT route interchanges, can the Officers confirm if there is sufficient/identified locations, and what are the opportunities at these interchanges for tying into existing PT and existing rail corridors?

The preferred option for MRT from the IBC includes plans to provide park and ride services in the districts and includes some existing and planned sites that have been identified. The locations will be enhanced and optimised to ensure they are correctly scaled, configured, and spatially positioned to work effectively alongside MRT, while also supporting broader public transport improvements (i.e. PT futures). The interchanges would be multimodal to reflect the wider function these sites offer, in connecting transfer facilities to PT and MRT from a variety of modes including cars, bikes and scooters.

The detailed business case, which is the next stage of the MRT planning process will explore in greater detail the design and delivery of MRT, which will support the confirmation of park and ride sites. It would potentially be ineffective to lock in the details of park and ride, as well as other complimentary infrastructure and facilities for MRT before the details are worked through and confirmed in the detailed business case stage.

However, some Park and Ride facilities are currently provided and those proposed in PT Futures are outlined below and shown in the table below:

Location	Current	PT Futures
Rangiora	Rangiora Southern (South Belt); Rangiora Central Park and Ride (White St); and Rangiora (River Road)	New shelters and Real Time Information Displays
Kaiapoi	Kaiapoi South (Wrights Road and Main North Road); and Kaiapoi Central (behind New World)	New shelters and Real Time Information Displays
North Woodend		Currently going through a site selection process for a Park and Ride in Ravenswood.
Rolleston	Foster Park Rolleston Council	Relocate Rolleston Council P&R to a permanent site; and Formalise Foster P&R
Lincoln		Lincoln Events Centre, including new shelter and Real Time Information

The proposed PT Futures park and ride sites offer a good basis from which to connect the district services. In addition to district park and rides, the preferred MRT also assumes a park and ride at the Belfast terminus station and one to be investigated near Hornby. (Noting Hornby is more constrained and hence identification of a suitable park and ride location would need further investigation). Given the extent of park and rides proposed, ratification of these should be considered beyond the IBC to ensure they are still optimal in context of MRT and the GCSP.

4.7.6 - Transporting Freight

Question 4 - Should the airport be identified in the legend, given its role as a freight hub?

This question related to Map 15, Transport Network, and whether the Airport should be identified in the legend (it is shown on the map with a symbol) to clearly indicate it is a key freight hub.

The Reporting Officers recommend that the airport is identified in the legend. Although the airport is identified on Map 15 – Transport Network - with a standard cartographic ‘aeroplane’ symbol, it is not identified in the legend and so is not clear as to whether the Airport is a part of the Transport Network. Officers can confirm that it is a key freight hub and should be identified clearly in the legend of Map 15.

For consistency, in referencing the Airport, Officers recommend that the Map 9 legend also be amended in the same way to reference the airport more clearly, noting that the introduction to Map 9 explicitly states that key strategic infrastructure includes Christchurch Airport.

Further to this, the Lyttleton Port Company¹¹, outlined at the hearing that Port infrastructure should be shown in the same way as the airport across the maps. This has been recommended for Map 5 in the Officers report but not for any other maps. On further consideration and given the ‘Ports’ similar

¹¹ Submitter number 332

function to the airport, at least in relation to freight, the reporting officers recommend that the cartographic symbol used to reflect Lyttelton Port and the inland ports be included on all maps

Recommendation

- a) Amend Maps 2, 6, 7, 8, 10 and 14 to include symbols for Lyttelton Port and the inland ports

4.8.3 Assessing Housing Development Capacity

Question 30 - Can Officers respond to the findings of the Economic Peer Review of the Draft Greater Christchurch Spatial Plan prepared by Fraser Colegrave and provided in support of the submission by Infinity Investment Group Holdings Limited? If considered necessary and appropriate advice to the Panel on this Peer Review may include the views of any expert economist(s) who has assisted the Greater Christchurch Partnership in the preparation of the draft Spatial Plan.

The Spatial Plan was informed by the Greater Christchurch Housing Development Capacity Assessment - March 2023 (HBA). This assessment was prepared by the Greater Christchurch Partnership.

The HBA - March 2023 was an updated revision of the Greater Christchurch Housing Development Capacity Assessment - 30 July 2021 to reflect the new requirements of the NPS-UD 2020.

The Ministry for the Environment (MfE) appointed Principal Economics to review the HBA – 30 July 2021. The focus of the review was on the requirements of the National Policy Statement on Urban Development 2020 (NPS-UD 2020). This peer review was completed in December 2021 and concluded that overall, the HBA provides a comprehensive assessment, meets the requirements of NPS-UD 2020, and was provided within the required timeframe.

As mentioned, the HBA – 30 July 2021 was then updated to reflect the new requirements of the NPS-UD 2020. This became the HBA – March 2023. This HBA was not peer reviewed as there was no substantial changes from the 2021 assessment. The changes made were largely to update capacity based on the Housing Enabling Act.

Officers were satisfied that the HBA – March 2023 met the requirements of the NPS - UD 2020.

In response to Q30 above, officers sought comment from MfE and Formative Limited on the Insight Economics Peer Review (provided by Fraser Cosgrove).

The MfE comments will be provided once completed.

Formative's comments were that the concerns raised in the Insight Economics Peer review were irrelevant and that it is likely that the HCA and draft Spatial Plan residential capacity estimates are conservative. The Formative Memo has been attached as **Appendix A**.

Given the above, Officers are satisfied that the HBA meets the requirements of the NPS-UD 2020 and as such rely on those findings to inform recommendations on the draft Spatial Plan.

4.8.6 Business Development Capacity Assessment

Question 27 - Can Officers respond to the contentions made by this submitter as to the status and accuracy of information used to inform the draft Spatial Plan in relation to commercial land supply figures?

We understand this question relates to ChristchurchNZ's submission and hearing presentation. The figures on supply included in the business capacity assessment that informed the development of the Greater Christchurch Spatial Plan took account of vacant land and partially vacant land in the context of Christchurch City. Further work is in progress in recognition that no account was had to redevelopment potential, nor the additional capacity enabled by Plan Change 14.

Formative Limited have been contracted to undertake an assessment of the redevelopment potential of commercial land in Christchurch City. Formative undertake the same modelling for both Selwyn and Waimakariri districts. This work is underway and we expect that it will be completed early in 2024, including ground truthing of the model outputs.

The Christchurch City Council maintains its own vertical land use survey, which looks at the uses of our existing capacity. Work has also underway on updating this survey, it is expected that the update will be completed by February 2024. The information collected through the survey will inform both the modelling work being undertaken by Formative, as well as forming an important part of the overall supply picture.

Formative Limited have provided further comments in response to Q27 in Appendix 1.

4.9.2 Identification of Eastern Christchurch as a Priority Area

Question 23 - Regarding the identified "Priority Area" in the East, can the Officers provide some further definition around this term and what are the practical differences in spatial planning terms from the other identified "Priority Development Areas"?

The Priority Development Areas (PDAs) have been identified in the draft Spatial Plan as a key component of the Urban Growth Partnership (UGP). These are common across all UGP Spatial plans in Aotearoa New Zealand.

The draft Spatial Plan identifies 8 priority areas as shown in the table below.

Priority Areas arising from Te Tiriti Partnership	Priority Areas arising from technical evaluation	
	Priority Development Areas	Priority Area
Kāinga nohoanga on Māori Reserves and within urban areas	Rangiora Town Centre and surrounds	
	Mass rapid transit phase one corridor	Papanui
		Central City
		Riccarton
	Hornby	
Rolleston Town Centre and surrounds		
		Eastern Christchurch area

As outlined above Kāinga nohoanga on Māori Reserves and within urban areas was identified as Priority Areas reflecting the Te Tiriti Partnership. The other Priority Areas were identified through technical evaluation and include areas that offer significant opportunities for change in Greater Christchurch. Importantly, a PDA needed to be an area that required multiple partner agencies to work together and highlights it as a priority location for the relevant partners. There were a number of areas considered across Greater Christchurch but after the evaluation process and consideration by the GCP leadership, six areas were identified as PDAs, as identified above.

However, it was considered among Greater Christchurch Partners that Eastern Christchurch was important to consider in this context. While acknowledging it was not a focus, in terms of the desired pattern of growth identified in the draft Spatial Plan, it was an area that required some focus and attention. It is noted that Kaiapoi, The Pines Beach and Karaki faced similar challenges to Eastern Christchurch post Quake, however the regeneration in these locations is more advanced and multiagency co-ordination is not necessarily required at this point.

Eastern Christchurch is a developing area with intensification in some parts of eastern Christchurch since the earthquake sequence. It is also an area that is most vulnerable to coastal hazards and where adaptation planning will occur in managing the risks of coastal hazards. Parts of eastern Christchurch also have high deprivation / inequities.

There is the opportunity for landscape and environmental restoration work, including in the Ōtākaro Avon River Corridor to achieve the vision of the Ōtākaro Avon River Corridor Regeneration Plan.

The PDAs as a tool in the UGP are strongly associated with delivering growth and development in an accelerated manner and at scale. That was not considered the appropriate focus for Eastern Christchurch. While there is expected to be growth in some areas, the response may vary across the east in recognition of the risk to hazards and where further intensification is not anticipated beyond what is currently enabled. In this sense, the priority of Eastern Christchurch was not considered to be 'development' focussed in the way that development / growth will occur in other PDAs, hence Eastern Christchurch being identified as a Priority Area, rather than a Priority Development Area.

Its identification as 'Priority Area' was considered important to recognise the need for a partnership approach to support this area and work in partnership with the community to understand the risks and build resilience to climate change and natural hazards. It's important to remember that growth and development can, and will, still happen and be enabled under the District Plan and LTP. The identification as a priority area just elevates consideration of this area.

It is acknowledged that with quite a breadth of issues, the spatial extent of the Eastern Christchurch Priority Area is not yet well defined. However, it is an area that is important to identify for consideration in implementing the Spatial Plan. Defining the priority area will be a key step in implementing the joint work programme.

Officers' recommend that the Eastern Christchurch remain a priority area and are satisfied with the wording of the draft Spatial Plan

4.10.1 - Protection of strategic infrastructure

Question 5 - How would a Hearings Commissioner on a resource consent hearing respond to the term "carefully managed" (recommended by the officers) – is it too vague?

The wording on the first paragraph of page 60 of the draft Spatial Plan is that "urban development should be avoided around strategic infrastructure...". Officers have recommended that this sentence be amended to "urban development should be carefully managed around strategic infrastructure...". This is one instance of the wider spectrum of recommended changes which acknowledges that the draft Spatial Plan as drafted is seemingly prescriptive of avoidance for a broad range of circumstances, despite avoidance not always being the appropriate management response.

The policy intent of the recommendation to change the language from 'avoid' to 'carefully managed' is to capture the broad spectrum of management responses that may be applied in the wide and varied instances where urban development and strategic infrastructure interact. The language of 'carefully managed' is intended to provide a strong degree of latitude to for a wide range of management responses in respect of urban development and strategic infrastructure. Officers did not intend for this recommended change to be 'vague' but instead to be broad, and the recommended change of language was purposeful to that effect.

Officers consider that the recommendation appropriately reconciles the broad management responses that could apply to the relationship between urban development and strategic infrastructure. In certain circumstances it may be appropriate to avoid urban development in and around strategic infrastructure and at the other end of the spectrum, it may be appropriate to co-locate urban development in and around strategic infrastructure (eg MRT). Between the two extremes are a host of management responses (including mitigation) where urban development would be managed in such a way that it would be considered appropriate.

4.10.2 Airport noise contours

Question 6 - If there are significant future changes through the CRPS review (e.g. update to airport noise contours), is there an opportunity to review the GCSP further down the track?

Yes. The draft Spatial Plan as presently drafted commits to a review every five years. The rationale behind a review of the Spatial Plan every five years is that it provides the opportunity to incorporate the latest release of census information from Stats NZ. The intention is that future iterations of the Spatial Plan can respond to changing demographic, social, economic and cultural factors. This would

also ensure that the Future Development Strategy component of the draft Spatial Plan is updated at least every six years as required by clause 3.12(1)(a) of the NPS-UD.

Officers have recommended that additional wording is inserted into the Monitoring section of the GCSP, to clarify that a review of the Future Development Strategy component of the Spatial Plan will be undertaken every three years as per clause 3.13(1) of the NPS-UD. It is considered that significant changes and / or information, including those associated with the review of the regional planning framework, will be a determining factor as to whether an update to the Future Development Strategy component of the Spatial Plan is required.

Question 9 - Should the updated noise contours be included and referred to as proposed?

Officers do not recommend that the 2023 Updated Noise Contours are included in the Spatial Plan and referred to as proposed.

The remodelling undertaken by CIAL in 2021 and 2023 produced two sets of updated noise contours:

- Annual Average Airport Noise Contours (AANC) (overall annual average runway usage)
- Outer Envelope Airport Noise Contours (OENC) (composite of four worst-case contours, with each representing the highest runway usage on each runway over a 3-month period)

Each aircraft noise contour set comprises contours at 50dBA, 55dBA, and 65dBA Ldn.

Map 5: Areas to protect and avoid (Key Constraint Areas), and Map 9: Strategic Infrastructure within the draft Spatial Plan, show the extent of the current operative 50dBA and 55dBA aircraft noise contours for Christchurch International Airport (i.e. the contours in the operative Canterbury Regional Policy Statement and district plans). Submitters sought changes to the noise contours, however views on which contour/s should be used differed, as discussed in Section 4.10.2 of the Officers' Report (4 October 2023).

As set out in the Officers' Report (Section 4.10.2), the noise contours are being reviewed as part of the review of the Canterbury Regional Policy Statement, due for notification in December 2024. It remains our view that the Regional Policy Statement review is the most appropriate process to consider, test, and determine changes to the spatial extent of the operative contours and the associated policy framework. We consider that the updated contours would only become 'proposed' when they are notified within the revised Regional Policy Statement. The updated contours, and any changes to the associated policy framework, can then be reflected in the Spatial Plan / Future Development Strategy through the review cycle (as detailed in response to Question 6 above), as well as district plans.

4.11.1 Partnerships

Question 29 - In terms of implementation of the Spatial Plan, can Officers comment on the expectations around collaboration with the Partner's Economic Development Agencies going forward with respect to Opportunity 5 and the Joint Work Programme?

The joint work program outlines that economic development agencies are supporting the preparation of the Economic Development Plan. We would envisage that this would include

ChristchurchNZ. The partnership is committed to showing visible leadership and using a collaborative approach to address the issues identified for Greater Christchurch. In this regard, collaboration is envisaged with economic development agencies.

4.11.2 Tools and incentives

Question 20 - Could the Officers consider whether guidance in the implementation section of the SP should be developed to provide ideas regarding housing typologies and urban form around priority areas and MRT routes?

The implementation section of the draft Spatial Plan is largely predicated on providing details on the joint work programme which comprises key actions and initiatives, their purpose, agencies involved and timing. This includes 'non-statutory tools' which is not defined by the draft Spatial Plan, however from a plain and ordinary reading of the term within the context of the Spatial Plan, can be understood to capture a broad spectrum of non-statutory tools and instruments for delivering on the outcomes sought by the plan. Officers consider that this would include non-statutory guidance, including urban design guidance which could be general guidance for broad application or place-based (e.g for a Priority Area).

Guidance need not necessarily be developed by the Greater Christchurch Partnership, although guidance could be an action included in the Joint Housing Action Plan. Officers understand that each territorial authority is considering how design guidance could support desired outcomes of the changes made to District Plans by way of the Intensification Planning Instruments required by the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021. The design guidance that each territorial authority has the intention of preparing would be able to incorporate the direction provided by the Spatial Plan, in particular guidance could consider the strengthened network of urban and town centres, and the relationship to the broad typologies and associated densities provided by figure 11 of the draft Spatial Plan, as well as housing choice more broadly.

The draft Spatial Plan acknowledges that the introduction of mass rapid transit would require some changes to the neighbourhoods located along the preferred route to maximise the benefits of mass rapid transit. In the MRT indicative business case, the preferred option sets out a station hierarchy and the characteristics of urban form around each of the different types of stations (city centre stations, town centre stations and centre or interchange stations).¹² More detailed station analysis both in terms of location and first and last mile changes will be considered at the DBC stage.

Waka Kotahi have also produced urban design and public transport guidance for broad application. This includes the 'Aotearoa urban street planning and design guide' and Waka Kotahi are developing the draft People, Places and Movement: Integrated Public Transport and Urban Form Guide, a new, best practice design guide to help plan better places and connections to public transport in urban areas. This will be an important tool for Christchurch to take into the DBC and transform into specific urban design principles and guidance to deliver the Spatial Plan.

¹² MRT Indicative Business Case - Section 13.2.2 Station Location and Hierarchy

4.12.3 National Policy Statement on Urban Development 2020

Question 19 - Can the Officers advise their view as to the extent the Spatial Plan needs to address the strategic location of larger scale developments like retirement villages and supermarkets?

Officers acknowledge that particular forms of development have different and unique land requirements. This includes but is not limited to:

- supermarkets operated by the major grocery retailers¹³ with their preferred operating model in the Greater Christchurch area being larger format supermarkets; and
- aged persons housing in the form of retirement villages¹⁴

The NPS-UD requires an assessment of whether any identified development capacity for business land is suitable for different business sectors. A local authority has discretion on how it determines whether development capacity is suitable, but must, as a minimum, include suitability in terms of location and site size. A local authority has discretion on how it identifies business sectors but must, as a minimum, distinguish between sectors that would use land zoned for commercial, retail, or industrial uses. Improvements to the development capacity assessment for business land would overcome limitations of the assessments.

On the basis of the content of development capacity assessments to date, future assessments would require considerable additional work to provide the level of granularity for assessing the projected demand for supermarkets. Supermarkets are provided by a number of grocery retailers through a range of business models, all of which have varying site requirements (including size), locational preferences and associated catchment areas. Understanding the demand for supermarkets, or more broadly grocery retail, would be a prerequisite for determining whether there is sufficient development capacity at that level of granularity. Over the long term, the retail grocery sector is likely to experience considerable changes which would need to be factored into demand and supply assessments. This could include changes in consumer preferences, retail trends and the spatial distribution of population, which could influence the suitability of business land by size and location in terms of the retail grocery sector into the future. The draft Spatial Plan provides the broad locations for growth which includes residential growth areas and associated services that would service household demand. The draft Spatial Plan also acknowledges the role of local shopping centres in thriving neighbourhoods.

The draft Spatial Plan is at a spatial scale where discretion and flexibility is afforded to the grocery retail sector to pursue opportunities for development within the broad locations spatially identified on maps 2 and 14. This is supported by enabling provisions in district plans of the partner councils for supermarket development. Officers consider that the draft Spatial Plan does not need to identify specific sites for supermarket development and should retain the current approach which provides broad locations in which development capacity for business land will be provided over the long term.

¹³ The Commerce Commission's Market Study into the retail grocery sector final report of March 2022 describes major grocery retailers as grocery retailers that operate a large number of supermarkets, this includes Foodstuffs South Island Limited and Woolworths NZ Limited that operate in the Greater Christchurch area.

¹⁴ The National Planning Standards (2019) states that a **retirement village** means a managed comprehensive residential complex or facilities used to provide residential accommodation for people who are retired and any spouses or partners of such people. It may also include any of the following for residents within the complex: recreation, leisure, supported residential care, welfare and medical facilities (inclusive of hospital care) and other non-residential activities.

In terms of retirement villages, Officers have recommended that the draft Spatial Plan be amended to better reflect the broad spectrum of housing choice which includes specific forms of housing and alternative approaches to housing (which in Officers' opinions would include retirement villages). Officers have recommended that the Joint Housing Action Plan extends to this full spectrum of housing choice. The draft Spatial Plan spatially identifies the broad locations for housing and business development capacity. These broad locations signal to the development sector where development opportunities could potentially be taken up and this would extend to retirement villages.

The NPS-UD 2020 requires that housing market analysis must include an assessment of how well the current and likely future demands for housing by Māori and different groups in the community (such as older people, renters, homeowners, low-income households, visitors, and seasonal workers) are met, including the demand for different types and forms of housing (such as for lower-cost housing, papakāinga, and seasonal worker or student accommodation). There is an interrelationship between the housing demand from older people in terms of type and size, but also different forms of housing which would encompass retirement villages. The housing demand assessment required by NPS-UD 2020 requires that the assessment be undertaken in respect of housing demand by location and type. Discretion is afforded to local authorities to identify locations in any way they choose and to identify the types of dwellings in any way they chose but must, at a minimum, distinguish between standalone dwellings and attached dwellings. The development capacity assessments undertaken to date meet these requirements. It is appropriate that development capacity assessments are conservative and follow the design of the NPS-UD 2020 which requires that capacity be viable to a commercial developer. Prospectively identifying potential sites that could be amalgamated to achieve suitable site sizes for retirement village development and quantifying the development potential of the amalgamated site for densities achieved by retirement villages would skew the development capacity figures and no longer render the development capacity assessments as conservative.

Officers have suggested that the next development capacity assessments need to consider the potential to improve and refine the methodology, working closer with the development sector and infrastructure providers. This could include a closer relationship between the housing market analysis and the demand assessment for different groups, including older persons, to expand the typology and location elements. This level of detail in the development capacity assessment could eventually support local authorities in signalling different land through spatial plans as well as the development sector as the evidential basis for putting forward proposals that could provide significant development capacity, depending on the criteria provided in the Canterbury Regional Policy Statement. At present, the draft Spatial Plan includes parameters of what constitutes successful greenfield developments, which includes meeting a need identified by the latest Housing and Business Development Capacity Assessment. It should be noted that there is limited guidance on how to appropriately assess the demand for different forms of housing by different groups in the community. Officers consider that the draft Spatial Plan does not need to identify specific sites for retirement village developments and should retain the current approach which provides broad locations in which development capacity for housing will be provided over the long term.

Question 28 - Given the legal and expert planners challenges made by several submitters that, as drafted, the Spatial Plan fails to meet the requirements of a the NPS UD, and in particular the requirements for a Future Development Strategy, can Officers: a) comment regarding this; and b) obtain legal advice for the Panel on this issue.

Officers have responded to submissions received that consider that the draft Spatial Plan does not give effect to the objectives and policies of the NPS-UD 2020 and more specifically that the draft Spatial Plan does not satisfy the requirements of Subpart 4 Part 3 of the NPS-UD 2020 on Future Development Strategies.

Officers consider that the draft Spatial Plan gives effect to the objectives and policies of the NPS-UD and meets the requirements of a Future Development Strategy. This is outlined in the following sections of the Officers' Report:

- Section 2 Background, specifically subsections 2.5 and 2.6;
- Section 4 Submission themes and officers' recommendations, specifically subsection 4.12.3

Officers have made recommendations that would clarify that the requirements for a Future Development Strategy have been met by the draft Spatial Plan where there had previously been some ambiguity as identified by submitters. Officers maintain the position outlined in the Officers' Report and through this response, have sought to provide further clarification as to the reasons that this position is upheld.

Officers consider that the draft Spatial Plan has applied clause 3.12(5) of the NPS-UD 2020 which states that a Future Development Strategy may be prepared and published as a stand-alone document, or be treated as part of any other document (such as a spatial plan). Therefore, the draft Spatial Plan includes a Future Development Strategy component alongside other plan content that does not form part of the Future Development Strategy component (e.g. Map 2).

Officers understand that the basis of the submissions received that contend that the draft Spatial Plan does not satisfy the requirements of a Future Development Strategy is in relation to clause 3.13(2)(a) and to a lesser extent clause 3.13(2)(b) of the NPS-UD 2020.

Clause 3.13(2)(a) sets out a requirement for a Future Development Strategy to spatially identify the broad locations in which development capacity will be provided over the long term, in both existing and future urban areas, to meet the requirements of clauses 3.2 and 3.3 of the NPS-UD 2020. Submitters consider that the draft Spatial Plan does not satisfy this requirement, citing that the draft Spatial Plan has not spatially identified the broad locations of future urban areas to provide housing development capacity over the long term. Interpretation of undefined terms of 'broad locations' and 'future urban areas' by submitters are principally the basis for these submission points.

Officers consider that future urban areas are spatially identified in the draft Spatial Plan, albeit at a level of detail that is more cadastral than broad as the areas in question have either progressed through plan change processes or are identified in RMA planning documents and therefore it would be counterintuitive and misleading to represent these areas as less spatially defined than they are able to be. The spatially identified future urban areas includes areas that are identified for future urban development as well as areas that have been recently rezoned or consented that are not yet developed and are in a state of transition from future urban to existing urban. Broad locations for greater intensification in existing urban areas to provide development capacity over the long-term are spatially identified in the draft Spatial Plan by the broad areas for growth around the central city,

centres and corridors shown on map 14 as well as the broad priority areas shown on map 4. Officers consider that although the NPS-UD 2020 requires a response to insufficient development capacity, this does not necessitate the identification of additional future urban areas and the response to the insufficiency can be met through alternate means, including the intensification of existing urban areas and options for overcoming feasibility barriers of what is plan-enabled.

Clause 3.13(2)(b) of the NPS-UD 2020 sets out a requirement for a Future Development Strategy to spatially identify the development infrastructure and additional infrastructure required to support or service long-term development capacity, along with the general location of the corridors and other sites required to provide it. This clause does not require the spatial identification of all development infrastructure and additional infrastructure, but instead the development infrastructure and additional infrastructure required to support or service long-term development capacity. The draft Spatial Plan has made a determination as to what is practical and appropriately considered at the spatial scale of the Spatial Plan for supporting and servicing long-term development capacity, and what is appropriate to defer to subsequent processes. Officers consider that clause 3.13(2)(b) of the NPS-UD 2020 is satisfied by Maps 2, 3, 9, 10, 14 and 15.

The legal opinion will be circulated when it is complete.

Question 33 - Can Officers provide their views on the Ms Aston's suggestion that 'new/expanded residential area' be identified in a similar manner to that used to identify 'new/expanded industrial areas', and why there is a different approach and rationale taken in the draft Spatial Plan to identifying future industrial areas (general preferred growth areas identified) and future residential areas (general preferred growth areas not identified).

Officers do not accept in the first instance that the draft Spatial Plan employs diverging approaches for spatially identifying future growth for industrial land uses and residential land uses. Officers are of the opinion that Maps 2 and 14 spatially identify the broad locations in which housing and business development capacity will be provided over the long-term and beyond in a consistent way.

Officers consider that only difference between the broad locations for 'new/expanded industrial areas' and broad locations for 'growth around the central city, centres and corridors' are the underlying planning zones of these growth areas. The 'new/expanded industrial areas' shown on Maps 2 and 14 span existing urban areas as well as non-urban areas. This reflects the nature of industrial land development and the characteristics of suitable industrial land which is readily found in greenfield areas which provide expansive, flat areas that can accommodate larger sites, separation from other sensitive land uses, co-location and agglomeration benefits as well as proximity to transport connections and markets.

The broad locations for residential growth are spatially identified on Maps 2 and 14 and labelled as 'growth around the central city, centres and corridors'. This broadly signals that this growth may be residential, commercial, mixed-use or other land uses. This approach reflects the assertion made in the draft Spatial Plan that commercial land is often co-located with housing and other activities. Unlike industrial growth, residential growth is more readily able to be incorporated in existing urban areas through brownfield intensification which includes both redevelopment and infill. The desired pattern of growth outlined in the draft Spatial Plan is to focus growth through targeted intensification in urban and town centres and along public transport corridors. The broad locations for residential growth reflects this by showing the broad locations in which housing development capacity will be provided over the long-term and beyond in both the growth areas on Maps 2 and 14, as well as the priority areas shown on Map 4. The rationale for spatially identifying future urban areas

as shown in the draft Spatial Plan rather than 'broad level' in a limited capacity is provided in the answer to question 28 and equally applies to this question.

Question 35 - Can the Reporting Officers review all additional material provided by submitters and update their recommendations accordingly?

Alternative Freight Routes – Officer Report Theme - 4.7.6 Transporting freight

The questions from the Hearing Panel have traversed many, almost all, of the points that the Reporting Officers wanted to raise, with to provide further clarity or to make further recommendations to the draft Spatial Plan.

One issue that was raised by the Lyttleton Port Company¹⁵ (LPC) was that the draft Spatial Plan did not indicate the 'alternative' freight routes as part of the transport network. Reporting officers recommended that Map 15 – Transport Networks was amended to show the freight routes but did not go as far recommending the alternative routes be shown also.

On further consideration, and on receipt of a map showing these areas¹⁶, Officers recommend that the alternative freight routes shown below are added to Map 15 – Transport Network.

Social Infrastructure – Officer Report Theme - 4.5.2 Opportunity 4 and Directions 4.1 to 4.5

Officers have recommended changes to the draft Spatial Plan in respect of the use of 'social infrastructure' and 'community infrastructure'. The Ministry of Education (MoE) have reviewed these recommendations in the Officers Report and expressed that the "reasoning for removal of these terms is unclear".¹⁷

Officers had recommended that 'social infrastructure' be omitted as a key term from the draft Spatial Plan quite simply as the term is not used in the Spatial Plan aside from its inclusion as a key term. On review, Officers have found that 'social infrastructure' is used in the draft Spatial Plan on pages 33 and 68 as part of coordinated list of infrastructure types (with the collective association being infrastructure) through a form of parallelism (also known as a parallel structure) where each term is presented in a similar grammatical structure. The sentence is structured as follow:

"preventing subdivision, housing, social and educational infrastructure, and the development of prosperous economic activities"

Officers consider that the 'social infrastructure' should be retained as a key term as it provides a more expansive understanding of social infrastructure than the open-ended definition provided by the NPS-UD 2020. The parallelism used on pages 33 and 68 of the draft Spatial Plan should be amended to provide improved clarity as 'educational infrastructure' is not a key term, and schools are considered part of 'social infrastructure'.

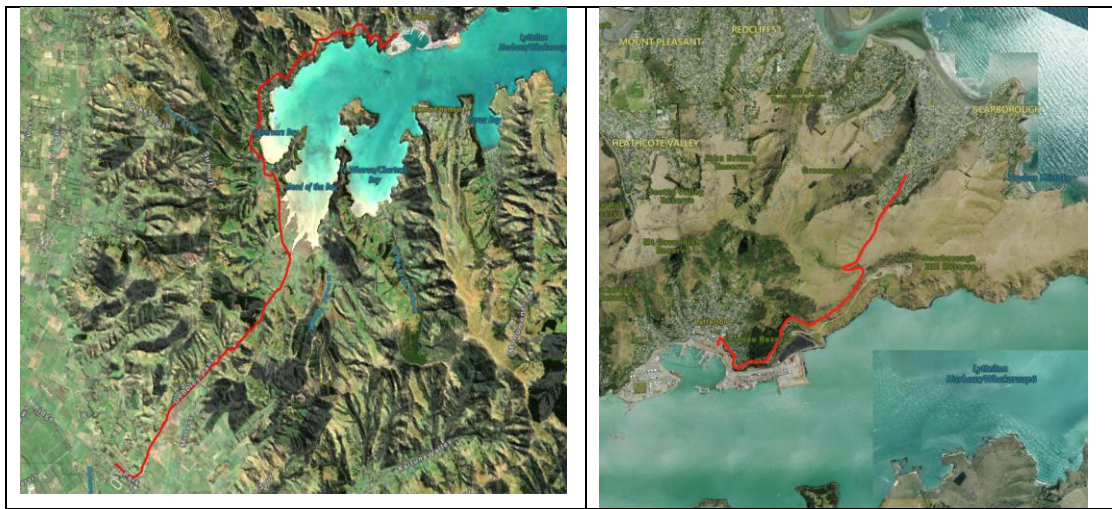
¹⁵ Submitter Number 332

¹⁶ Supplied by LPC after the hearing at the request of the Hearing Panel.

¹⁷ Letter from the Ministry of Education dated 27th October 2023 tabled at the hearings of the Greater Christchurch Spatial Plan.

Recommendations

- a) Amend Map 15, Transport Networks, on page 84 to include the alternative freight routes shown below:



- b) Retain 'Social infrastructure' as a Key Term on page 11 of the draft Spatial Plan.

- d) Amend pages 33 and 68 of the draft Spatial Plan as follows:

"preventing subdivision, housing, social ~~and educational~~ infrastructure, educational facilities, and the development of prosperous economic activities"

APPENDIX A – Memorandum from Formative Limited responding to Questions 27 and 30



13/08/2023

Greater Christchurch Partnership

Ben Rhodes

Planning Manager – Christchurch and Wellington

Harrison Grierson (on behalf of Greater Christchurch Partnership)

Re: GCSP HP Questions

Dear Ben

This memo outlines a high-level response to several of the questions raised by the Hearing Panel in relation to submissions presented last week on the Greater Christchurch Draft Spatial Plan (DSP). I have reviewed the 35 questions from the commissioners and agree that the following questions require economic response.

#	Theme	Question
Q27	Commercial sufficiency Figures (ChChNZ submission)	Can Officers respond to the contentions made by this submitter as to the status and accuracy of information used to inform the draft Spatial Plan in relation to commercial land supply figures?
Q30	Economic Peer Review	Can Officers respond to the findings of the Economic Peer Review of the Draft Greater Christchurch Spatial Plan prepared by Fraser Colegrave and provided in support of the submission by Infinity Investment Group Holdings Limited? If considered necessary and appropriate advice to the Panel on this Peer Review may include the views of any expert economist(s) who has assisted the Greater Christchurch Partnership in the preparation of the draft Spatial Plan.

I have also been provided with the Christchurch NZ speaking notes presented by Ms Radburnd and Mr Colegrave's statement of evidence, both of which I have read and respond to briefly in the following memo.

Q27 Commercial Sufficiency Figures (CNZ)

CNZ is concerned about the accuracy of the shortfall of 110ha of commercial land in Christchurch in the long-term which is shown in Table 4 of the DSP. Ms Radburnd notes that this does not account for the redevelopment potential that is enabled in the commercial zones via PC14 or capacity that can be accommodated in the areas outside of the commercial zones ("as much as 1/3 of all capacity").

I note that Christchurch City Council has commissioned research on redevelopment potential in the commercial zones. Whether or not this capacity will be sufficient to meet the shortfall is yet to be



determined and will be investigated.¹ However, proposed PC14 has increased commercial capacity via increased development potential in existing commercial zones (heights, etc) and I agree with the submitter that there is likely to be significant additional capacity in the commercial zone from redevelopment potential as evidenced in Mr Lightbody's evidence for Council on PC14, noting that his assessment is of plan enabled theoretical capacity.²

In terms of non-commercial zones, based on my previous research conducted in other Teir 1 councils (Auckland, Selwyn, and Waimakariri), I would expect that a sizeable share of the economy will be located in non-commercial zones (approximately a third as suggested by CNZ). The economic projections produced for Christchurch City Council was conducted within the context of the wider economy and does not consider whether this would be located in commercial or non-commercial zones. Therefore, the supply of non-commercial zoned land is unaccounted for and the BDCA is consequently conservative.

Q30 Economic Peer Review

Infinity Holdings has engaged Mr Colegrave to review the DSP. His evidence makes the following points:

- ❖ DSP does not identify any new greenfield land to meet future housing needs in Christchurch City. He considers that in the last 5 years that 80% of new standalone homes in Christchurch were provided in greenfield areas. DSP envisages a “quantum shift” in housing preferences, and that only 5 years of supply of greenfield land remains in Christchurch City.
- ❖ DSP relied upon flawed HCA assessment, imparting a false sense of security about capacity sufficiency. The latest HCA does not test sufficiency across different dwelling types, and between new and existing urban areas, as the NPS-UD requires. Had it done so, then a shortfall of greenfield capacity in Christchurch would have been noted.
- ❖ DSP scenarios are unrealistic and does not achieve the NPS-UD direction.
- ❖ DSP unjustifiably avoids new residential development within the Christchurch International Airport’s (current and proposed) noise contours.

He also provides a report “Economic Peer Review of the Greater Christchurch Draft Spatial Plan” which provides details of his review. I have reviewed the detail and provide a high level response in this

¹ Formative (2023) Business Land Redevelopment Modelling (underway).

² [04-Kirk-Lightbody-Section-42A-Final.PDF \(ihp.govt.nz\)](#)



memo to the first point above, which relate to the residential demand and supply elements of the DSP within section 3 and second point relates to sections 6, 7, and 8 of his report.³

First, section 3 of Mr Colegrave's report presents data from the CCC website that shows that in the last five years 14,475 dwellings were consented in Christchurch and that just over 60% of the new dwellings were multi-units and less than 40% standalone. Mr Colegrave's assessment shows that just over 41% of all new dwellings over the last five years were located in greenfield (5,909 dwellings). Also that much of the new standalone dwellings (80%) are located in Christchurch greenfield.⁴ He compares this to the supply of 6,000 lots left in the greenfield areas of Christchurch, and he suggests that this shows that there is five years worth of supply remaining in Christchurch.

While he provides no analysis, he considers that there would need to be a large shift in demand such that the greenfield capacity in Christchurch will not run out in the long term. Mr Colegrave considers that 35% of new dwellings in Greater Christchurch were attached in the last five years and that a shift to 61%, which is required to achieve the GCP compact development pattern in the DSP, is "highly unlikely".⁵

I have reviewed the latest dwelling consent data (release 30th October 2023), which shows that over the last 12 months in the Greater Christchurch urban environment that 58% of new dwelling consents were attached dwellings. This is an increase from 2021 when 35% of new dwellings were attached and the post-earthquake rate of less than 20%. There has been a consistent change in dwelling demand patterns over the last ten years. In my opinion, it is very likely that this trend will continue and that over the next 30 years the share of dwellings that are attached will exceed 61% and this may well occur in the coming decade.

Therefore, I disagree with Mr Colegrave's concerns, it is reasonable for the GCP to plan for this eventuality. I consider that many of the other issues which Mr Colegrave raises (impacts on competition, affordability, etc) in the remainder of this section (3.4-3.5) of the report stem from his unfounded belief that only a small share (35%) of new dwellings will be attached, and hence he finds that there is a need for more greenfield alternatives. Conversely, it is self-evident that a large and

³ The third point relates to the development and assessment of scenarios used by GCP when forming DSP, I have not reviewed these aspects as they were developed and assessed by GCP officers. The fourth point relates to the justification behind air noise contour policy, which is being considered in PC14 and the review of the Canterbury Regional Policy Statement and I have not reviewed the economic research that supports this qualifying matter or Mr Colegrave's discussion.

⁴ I have not reviewed the accuracy of the numbers, other than to confirm that they broadly reflect the data provided on CCC website.

⁵ Mr Colegrave also incorrectly uses survey data which records what people "want", as proof of demand preferences. I consider that this data cannot be used to establish demand preferences, as households make decisions on dwellings based other factors – including income and price, which means that "want" will not match their actual demand decisions in the market. As an example, many people will "want" a big back yard, standalone house, with a view of the sea, large floor area etc but the reality is that household "wants" will not match their inevitable constrained real-world decision within the market.



growing share of demand will be accommodated in attached housing, and mostly via intensification within the existing urban areas.

In sections 6, 7 and 8 of the report, Mr Colegrave outlines his concerns about the estimation of capacity within Christchurch City, and to a lesser extent Waimakariri. He provides comment on the following metrics of capacity that are defined in the NPS-UD – plan enabled⁶, infrastructure ready⁷, reasonably realisable⁸, and commercially feasible capacity. I note that only feasible capacity is used within the DSP, which means that much of his discussion is irrelevant and in this high-level response I focus on the points raised in relation to commercially feasible capacity.

First, for Christchurch he provides a table of data from The Property Group which is part of the council's evidence provided in PC14⁹, which shows a large share of plan enabled capacity being commercially feasible in central suburbs, and limited capacity in outer suburbs. Also, he notes that commercially feasible capacity is the same in the short, medium and long term, which does not account for likely increases in feasibility. He considers that this outcome is not realistic. It is my understanding that CCC modelling for PC14 shows that under current market conditions that intensification is focused within Christchurch to inner suburbs¹⁰ and Central City.¹¹ Whilst I understand CCC has not commissioned detailed modelling of commercial feasibility in the future, which means that their assessment is likely to be conservative – i.e. I consider that it is likely that more capacity will be commercially feasible in the medium and long term than shown in the DSP. Also, commercial feasibility modelling tends to be more or less binary at a suburb level. This is because the modelling applies the same build costs and land cost¹² will generally be similar within a suburb, which means there will be a tipping point at which feasibility occurs in a location – i.e. when sales prices that are achievable reach a point where development is commercially viable. Therefore, it is not surprising that

⁶ Mr Colegrave questions the plan enabled capacity that is calculated in Christchurch, stating that it is incredibly unlikely. I note that the requirement in the NPS-UD is to measure plan enabled capacity, which is total theoretical capacity that could be developed within the planning framework. I have reviewed other Teir 1 council assessments and have observed similar large increases in plan enabled capacity, which is related to the intensification required under the IPI processes. I agree that there has been a large increase (in all Teir 1 urban environments) and that it is likely that only a small share of this capacity will be needed in the coming 30 years. However, this does not mean that the method is flawed or wrong, and my understanding is that the CCC method is reasonable as it reflects what is theoretically possible.

⁷ Mr Colegrave questions whether all capacity in Christchurch is currently serviceable in the short or medium term, but does not question the long term serviceability. In my opinion his concerns about the short or medium term are not relevant to the DSP, which is required focussed on planning for long term needs.

⁸ Mr Colegrave considers that the CCC modelling should have included the update for reasonably realisable. I consider that the modelling of commercial feasibility will mostly account for this issue, as the commercially feasible options will be broadly similar to what the market will be expected to reasonable realise.

⁹ The Property Group, New Medium Density Residential Standards (MDRS): Assessment of Housing Enabled, January 2022.

¹⁰ [52 John Scallan Statement of evidence final](#)

¹¹ [13 Ruth Allen Statement of evidence final](#)

¹² Including forgone improvement values from redevelopment (i.e. demolish) of existing will be broadly similar within each suburb.



capacity appears to be somewhat binary as this is the reality of the situation. However, this does not mean that all feasible capacity will be developed as there is simply not enough demand for this to occur.

Second, Mr Colegrave considers that the 2021 estimation of commercial feasibility for Waimakariri is out of date and that this old modelling showed no instances of attached dwellings being feasible in the coming 10 years. I note that since that modelling was conducted that the market has changed, both in terms of sales prices and build costs. The most recent assessment which is presented in 2023 HCA shows that more dwelling types have become feasible (including attached), which reflects the observed situation in the District where developers are now constructing a wider range of dwellings and some intensification that was enabled via MDRS (which is in immediate effect) is now being achieved. This shows that the previous modelling was overly conservative, and that commercially feasible development capacity is higher than the level shown in the previous 2021 HCA. The latest assessment of capacity for Waimakariri shows that capacity is becoming more commercially feasible, however it still suggests that most commercially feasible capacity is within the greenfield developments and a small share in existing areas.

In summary, I consider that many of Mr Colegrave's concerns are unfounded and that it is likely that HCA and DSP residential capacity estimates are conservative.

Yours sincerely,

Rodney Yeoman

Director



w www.formative.co.nz

APPENDIX B - Mark Up version of the draft Spatial Plan with recommended changes - Officer Right of Reply

Greater Christchurch Spatial Plan

**Draft plan for consultation – Reporting
Officer Recommendations - Mark Up
Version – Reporting Officer ‘Right of
Reply’**

Have your say

To insert details around Special Consultative Process

DRAFT

Huihui Mai Engagement – what we heard

The Huihui Mai – let’s come together to plan our future engagement was held from 23 February – 26 March 2023 to seek community input and test the work to date to inform the development of the draft Spatial Plan and the Mass Rapid Transit (MRT) Indicative Business Case work.

The engagement included an online survey, public workshops, drop-ins, activations, and a dedicated youth engagement programme which included workshops in schools and a youth summit.

During the engagement over 7,000 people completed the online survey and over 500 people were engaged face-to-face through public and youth workshops, an online webinar, drop-ins across Greater Christchurch, and presentations to groups. Of these, over 1,300 people who completed the online survey and participated in workshops were under the age of 25.

Findings from the engagement include:

- 86% of people agree with the proposed direction of the draft Spatial Plan to focus growth around key urban and town centres and along public transport routes.
- 53% of people agree with the proposed MRT route (24% disagree). Agreement is much higher in suburbs along the MRT route (72%). For those who did not agree, a desire for improved public transport to where they live – Rolleston, Rangiora, Eastern Christchurch (i.e. not on the proposed route) is the main reason for disagreeing with the proposed route.
- 56% of people are open to higher density living, but it needs to be planned and designed to meet their different needs and provide quality of life for people.
- To use their cars less, people want more frequent, more reliable and more direct public transport.

The feedback on what would encourage people to consider higher density living and using their cars less, and what people value and believe is missing in their neighbourhoods provides an important input into the implementation of the Spatial Plan.

Key Themes from the Engagement	How this is considered in the draft Spatial Plan
The vast majority of people agree with the direction to focus growth around urban and town centres and along public transport routes	Consistent with the direction of the draft Spatial Plan
Many people are open to high density living, but it needs to be planned and designed to meet their different needs and provide quality of life for people	As key tools to deliver the Spatial Plan are developed – e.g. Priority Development Areas, Housing Plan, – explicit consideration must be given to how to ensure that the development of high density housing meets the holistic wellbeing and lifestyle needs of people.
People want effort focused on all aspects of the natural environment, with particular importance placed on improving the health of our waterways.	Inform the development and implementation of a Greater Christchurch blue-green network. This is a key move in the draft Spatial Plan.
Over half of people agree with the suggested ‘turn up and go route’. Where they don’t agree, it’s mainly about wanting enhanced public transport / extension of the route to where they live	The draft Spatial Plan identifies the ‘turn up and go route’ or Mass Rapid Transit route as a key move in shaping greater Christchurch. The draft Spatial Plan seeks to focus development along these routes and centres. This is also reflected in the identification of the Priority Development Areas (arising from

	technical evaluation) which are focused into key locations along the 'turn up and go route'.
To use their cars less, people want more frequent, more reliable and more direct public transport.	The draft Spatial Plan identifies a number of opportunities and directions for shaping Greater Christchurch urban form to enable people to use their cars less, if they choose too.
Partnership and communication between urban development partners needs to improve to achieve better outcomes.	The draft Spatial Plan joint work programme has actions/initiatives that will require the need to establish better models for partnering/ communicating with urban development partners. The draft Spatial Plan acknowledges that Coordinated action with infrastructure providers and the development sector will be of particular importance to enabling the type and scale of development needed to achieve the desired pattern of growth
We need to protect Greater Christchurch's role as a national and regional logistics hub.	The draft Spatial Plan as part of the Opportunity statements directions. This will also be an important component of the Greater Christchurch Transport Plan.
There are some barriers and challenges to shift the balance of commercial residential development from greenfield to higher density housing.	The review of statutory / non-statutory tools to shift the feasibility of development is proposed as an action within the draft Spatial Plan joint work programme.

With the Huihui Mai consultation exploring what Greater Christchurch could look like in 2050, there was a large emphasis on capturing the youth voice. 1,300 youth under 25 took part in our survey, and 386 rangatahi from schools, tertiary institutions, youth councils/rōpū and participation groups participated in tailored workshops.

Key themes identified by youth included:

- There needs to be an affordable and accessible range of housing options for different groups of people, including options for intergenerational living and large whānau/aiga, when planning for future growth.
- First home buyers and flatmates would be very open to high density housing – this would need to be affordable and have good design that maintains privacy, space and energy efficiency and promotes access to green spaces.
- The 'Turn up and go service' could be extended to Kaiapoi and Rolleston, and out East – to make the central city and Greater Christchurch areas more accessible. Considerations for transport options are: affordability, accessibility, frequency, consistency, safety for drivers and passengers and Wi-Fi friendly.
- Climate change, a clean and green environment, and the Avon and drinking water quality is a top priority.
- Safety across all aspects of living, working, transport and recreation in Greater Christchurch and on online platforms is important.
- Māoritanga is embraced, visible and valued. Greater Christchurch is diverse, multi-cultural and welcoming and this is reflected in the city and at the decision making tables.

Contents

Have your say.....	2
Huihui Mai Engagement – what we heard	3
Contents.....	5
Key terms	6
Introduction	8
Context.....	13
How Greater Christchurch has grown.....	13
Planning and policy context.....	14
The spatial strategy.....	20
Overarching directions.....	25
Key moves	27
Part 1 – Areas to protect, avoid and enhance	40
Opportunity 1: Protect, restore and enhance historic heritage and sites and areas of significance to Māori, and provide for people’s physical and spiritual connection to these places.....	42
Opportunity 2: Reduce and manage risks so that people and communities are resilient to the impact of natural hazards and climate change.....	46
Opportunity 3: Protect, restore and enhance the natural environment, with particular focus on te ao Māori, the enhancement of biodiversity, the connectivity between natural areas and accessibility for people.....	53
Part 2 – An urban form for people and business.....	60
Opportunity 4: Enable diverse, quality , and affordable housing in locations that support thriving neighbourhoods that provide for people’s day-to-day needs.....	60
Opportunity 5: Provide space for businesses and the economy to prosper in a low carbon future	69
Part 3 – Connecting people and places.....	78
Opportunity 6: Prioritise sustainable and accessible transport choices to move people and goods in a way that significantly reduces greenhouse gas emissions and enables access to social, cultural and economic opportunities.....	78
Implementation	83
Joint work programme.....	83
Tools.....	87
Partnerships	87
Monitoring	87

Key terms

BLUE-GREEN NETWORK

A blue-green network is a series of spaces and corridors that follow and connect water bodies, parks, green areas and the coast. Blue elements include rivers, streams, storm water drains and basins, wetlands, freshwater, and coastal water; while green elements include trees, parks, forests, reserves and greenways.

CENTRE

A centre is a location that is a focal point for economic, social, community and civic activity. This plan refers to four different types of centres – being significant urban centres, major towns, locally important urban centres and towns, and key business areas – reflecting the expected scale and mix of activities and buildings.

DENSITY

Density refers to the number of houses or dwellings within a certain area. The higher the number of dwellings per hectare, the higher the density. This plan refers to low, medium and high density. Low density generally describes an area with predominately detached dwellings on sections greater than 300m². Medium density describes areas where attached dwellings are more prevalent, such as semi-detached or duplex dwellings, terraced housing, or low-rise apartments. In high density areas, multi-story buildings are prevalent.

DEVELOPMENT CAPACITY

Development capacity means the capacity of land to be developed for housing or for business use; based on the zoning, objectives, policies, rules and overlays that apply in the relevant proposed and operative Resource Management Act planning documents, and the provision of adequate development infrastructure to support the development of land for housing or business use.

GREATER CHRISTCHURCH

Greater Christchurch is described in detail in the Greater Christchurch Spatial Plan, however it is generally understood as the area covering the eastern parts of Waimakariri and Selwyn Districts Councils and the metropolitan area of Christchurch City Council, including the Lyttelton Harbour Basin. It includes the towns of Rangiora, Kaiapoi and Woodend/Pegasus to the north and Rolleston, Lincoln and West Melton to the south-west. The extent of Greater Christchurch is shown on Map 2 of the Greater Christchurch Spatial Plan.

GREEN BELT

A green belt is a planning tool used to maintain areas of green space around urban areas, often acting as a buffer between urban and rural areas.

KĀINGA NOHOANGA

Kāinga nohoanga is a form of settlement or land development for members of hapū or whānau providing residential accommodation. It may also include accommodation for visitors and short term residents with associated communal buildings and facilities; as well as social activities and facilities, commercial activities, and cultural facilities and activities.

MASS RAPID TRANSIT

Rapid transit is a step up from conventional public transport, being a quicker, more frequent and reliable, higher-capacity public transport service that operates on a permanent route (road or rail) that is largely separated from other traffic. It was also being mentioned as 'turn-up-and-go' service.

MIXED-USE

Mixed-use refers to the variety of activities permitted by planning regulations to occur either within a location (such as within a town centre) or on a site. Mixed-use planning regulations permit a variety of residential, commercial or community activities to occur, rather than restricting activities to a single use, such as residential only.

MODES OF TRANSPORT AND MODE SHIFT

Transport modes refers to the different ways or types of vehicles people use to get from A to B. In this plan, the different modes of transport referred to include public transport (such as bus services), active transport (such as cycling and walking) and private vehicles (such as cars). Mode shift means growing the share of travel by public transport, cycling and walking.

NGĀ WAI

Ngā Wai encompasses water bodies and their margins, and include ngā awa (rivers), ngā roto (lakes), ngā hāpua (coastal lagoons), ngā repo (wetlands) and ngā puna (springs).

PRIORITY AREAS

Priority Areas are areas that the partnership wishes to focus coordinated effort at a given time. They are a key tool as part of the Urban Growth Agenda framework that provides a mechanism for coordinated and aligned action across multiple agencies; to inform, prioritise and unlock investment, and drive collective accountability.

It is important to note that if an area is not a 'Priority Area' through this process, it does not mean that it may not become one at a later date. The list of Priority Areas can change and be re-prioritised as challenges and opportunities change or evolve. It also does not mean that development, partnership and investment in areas outside of a Priority Area cannot occur.

SOCIAL INFRASTRUCTURE

Social infrastructure includes parks and open spaces, community facilities, schools and health facilities. In this plan, the term infrastructure includes social infrastructure, unless specified otherwise.

TARGETED INTENSIFICATION

Targeted intensification refers to accommodating housing and business growth through greater intensification around key urban and town centres, and along public transport corridors.

URBAN FORM

The urban form is the physical shape and land use patterns of towns and cities. It refers to housing types, street types, how they sit in the environment and their layout. It includes the location, density and design of homes, workplaces, schools, parks and other community facilities, as well as the transport networks that connect them.

WĀHI TAONGA

Wāhi Taonga are treasured places that have high intrinsic value, and are valued for their capacity to shape and sustain the quality of life. Access to these areas is important to Ngāi Tahu identity.

WĀHI TAPU

Wāhi Tapu are sites and places that are culturally and spiritually significant to the history and identity of mana whenua. Wāhi Tapu sites are to be protected according to tikanga and kawa to ensure the sacred nature of those sites is respected.

WELL-FUNCTIONING URBAN ENVIRONMENTS

The National Policy Statement on Urban Development requires planning decisions to contribute to well-functioning urban environments. A definition of well-functioning urban environments is provided in the *Delivering on national direction* section of this plan.

Introduction

Over the past 15 years, **Greater Christchurch and its surrounding towns have has grown rapidly to a population of around half a million**. By 2050, ~~more than~~ **up to** 700,000 people are ~~projected to~~ **could** be living in Greater Christchurch – ~~340%~~ more than there are today, with the population potentially doubling to 1 million people **in the future**. ~~within the next 60 years, if not earlier.~~ It's important to plan for how growth this significant will be accommodated, while also looking after the environment and responding to climate change.

In 2022, the Greater Christchurch Partnership and the Crown established an Urban Growth Partnership for Greater Christchurch – the Whakawhanake Kāinga Komiti. This partnership of central government, local government and mana whenua is focused on shared objectives related to affordable housing, emissions reduction, and creating liveable and resilient urban areas.

The first priority of the partnership is to prepare the Greater Christchurch Spatial Plan.

The Draft Spatial Plan sets out the partners' shared vision for the future of Greater Christchurch. It is a plan for action, for starting now to make the transformational shifts needed to secure the future of Greater Christchurch. This includes a clear pathway for how the city region will create prosperous and well-functioning urban environments, and build greater resilience in the context of the changing environment. It sets out what the priorities are and what needs to happen to achieve them.

Its ~~key~~ **overarching** directions include a focus on targeted intensification in centres and along public transport corridors, along with the prosperous development of kāinga nohoanga on Māori Land and within urban areas.

The direction set out in the plan is supported by commitments across central government, local government and mana whenua to partner and invest in shared priorities for Greater Christchurch, to ensure the city region remains a great place to live for all. The implementation of the plan will form the ongoing work programme of the partnership.

Acknowledging Te Tiriti and Rangatiratanga

The contemporary relationship between Ngāi Tahu whānui and the Crown is defined by three core documents: Te Tiriti o Waitangi, the Ngāi Tahu Deed of Settlement 1997 and the Ngāi Tahu Claims Settlement Act 1998.

Papatipu Rūnanga expect that the partners will honour Te Tiriti o Waitangi and the principles upon which it is founded, including principles of Partnership and recognition of their rangatiratanga status.

In making its apology in 1998, the Crown acknowledged that Ngāi Tahu holds rangatiratanga within the Ngāi Tahu takiwā. Further, the Te Rūnanga o Ngāi Tahu Declaration of Membership Order 2001 establishes individual Papatipu Rūnanga as the entities with responsibility for resources and the protection of tribal interests within their respective takiwā.

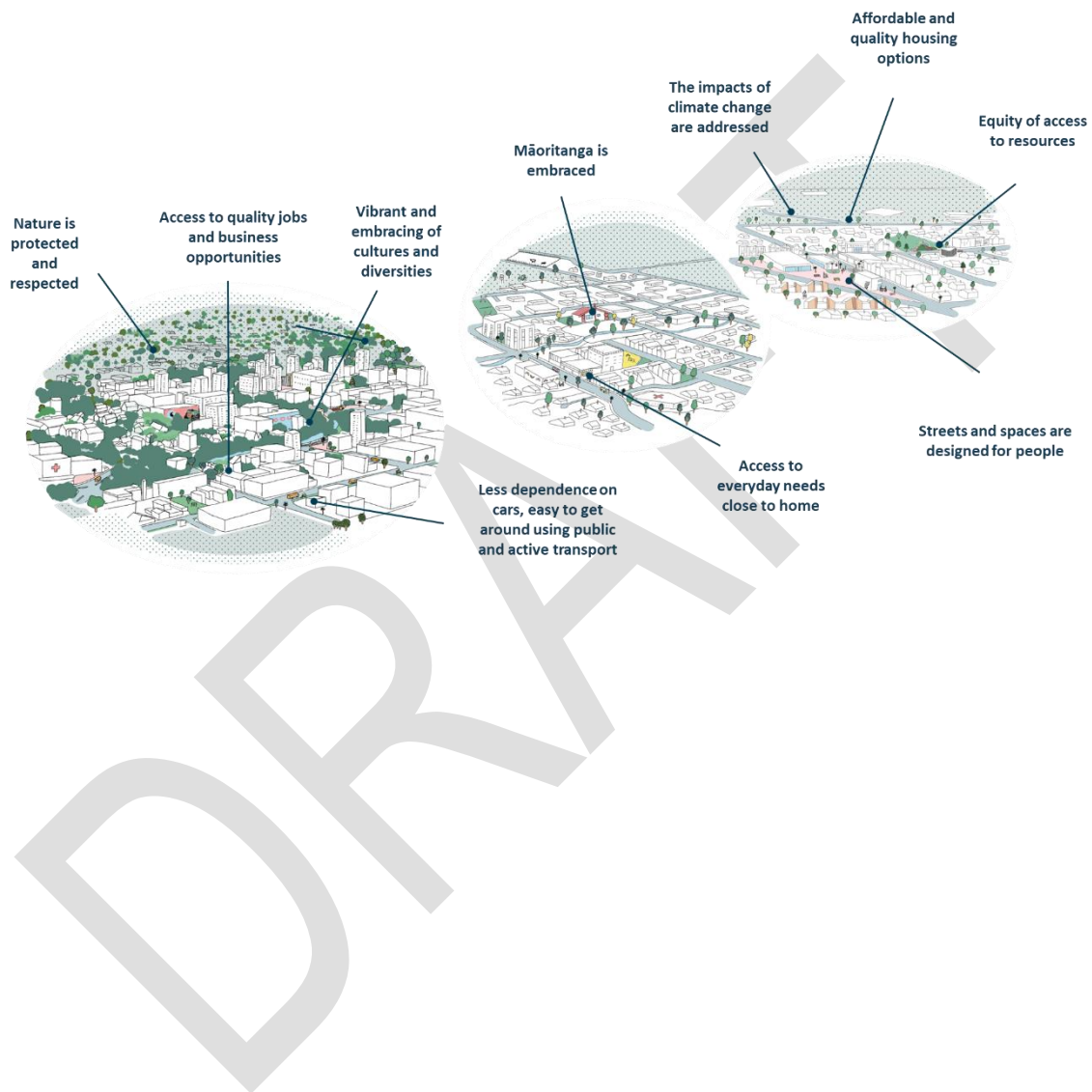
These documents and matters have informed the nature and manner of engagement and collaboration between the Papatipu Rūnanga and the partners involved in the development of this Spatial Plan, and the commitments made to actively support and assist mana whenua fulfil their priorities.

DRAFT

The aspirations for Greater Christchurch – a place to live well

The Spatial Plan seeks to deliver on the community aspirations for Greater Christchurch – as a place that supports the wellbeing of residents both now and for generations still to come. **where the interrelationship between people and nature underpins a focus on intergenerational wellbeing, and positions Greater Christchurch to be a place that supports the wellbeing of generations still to come.**

Figure 1: Community aspirations for Greater Christchurch in 2050



The Greater Christchurch area

Greater Christchurch is found at the meeting point of the Canterbury Plains, the Pacific Ocean, and the volcanic remnants of Whakaraupō / Lyttelton and Te Pātaka a Rākaihautū / Banks Peninsula.

It extends from Rangiora in the north to Lincoln in the south, and from Rolleston in the west to Sumner in the east. It includes the flat lands and Port Hill areas of Ōtautahi Christchurch, and the surrounding towns and rural areas. Its landscape is dominated by rivers, lakes, estuaries, coastal lagoons, wetlands and springs.

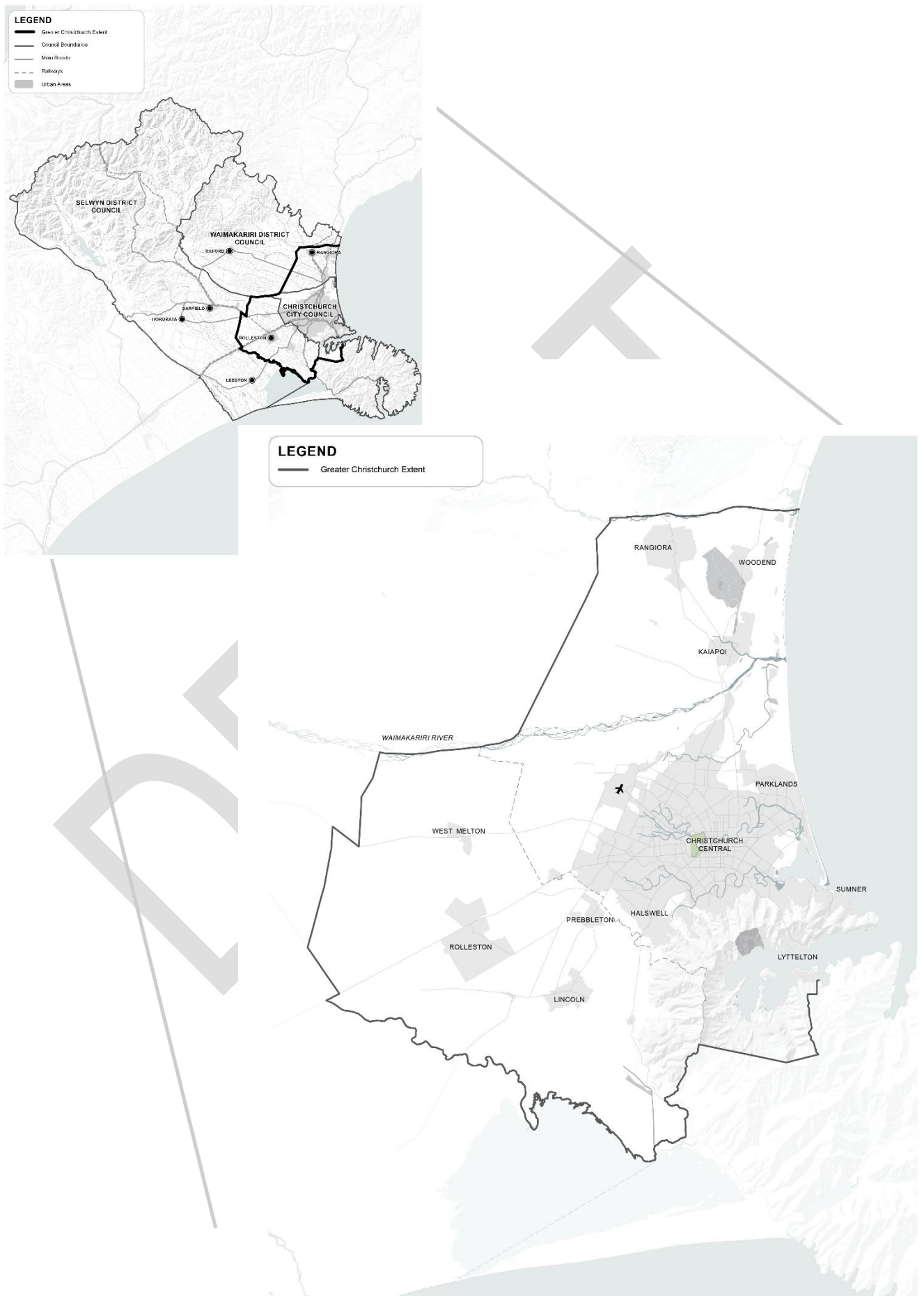
Greater Christchurch includes parts of three territorial authorities: Christchurch City, Selwyn District and Waimakariri District. It is also part of a cultural landscape that holds significant historic and contemporary cultural importance for Ngāi Tahu whānui.

Greater Christchurch traverses the takiwā of three Papatipu Rūnanga: Te Ngāi Tūāhuriri, Taumutu and Te Hapū o Ngāti Wheke (Rāpaki), with the marae of Te Ngāi Tūāhuriri and Te Hapū o Ngāti Wheke being located within the Greater Christchurch area. The marae associated with each of the Papatipu Rūnanga are the beating hearts of tribal identity and centres for cultural, social and economic activities.

Greater Christchurch sits within and has deep connections with the wider Waitaha / Canterbury region.

The geographic extent of Greater Christchurch is shown in *Map 1*.

Map 1: The geographic area of Greater Christchurch



Context

How Greater Christchurch has grown

The Greater Christchurch area has been inhabited by Māori for settlement, resource gathering and exercising of cultural practices for more than 1,200 years. The earliest peoples in the area were the Waitaha, who were succeeded by Ngāti Mamoe. Ngāti Mamoe were followed soon after by hapū who came to be known as Ngāi Tahu.

The coastline of Te tai o Mahaanui acted as an important route for trade and travel, while the water bodies and forests in the area provided a rich source of mahinga kai.

The abundance of resources in the area attracted European settlers from the 1800s. Christchurch became a centre for provincial government, as well as the market, logistics, services and education hub for the surrounding region. Farming was the city's first industry, reflecting the pre-eminence of the Waitaha / Canterbury region as a farming province.

The way that Christchurch and the towns in Selwyn and Waimakariri have grown over time has been enabled by the availability of flat land on the Canterbury Plains that is relatively easy to subdivide and service. The ~~introduction~~ **increased ownership** of the private car during the middle of the 20th century also enabled the urban area to develop beyond the inner city and along tram lines, to the suburbs and surrounding towns. The reliance on the car for travel has since become ingrained in the fabric of Greater Christchurch.

In 2010 and 2011, a series of earthquakes caused widespread damage to Greater Christchurch. It resulted in the permanent displacement of whole neighbourhoods in the eastern areas of Christchurch and in Kaiapoi, and demolition of many buildings in Christchurch's Central City. **This included demolition of a significant number of Heritage Listed buildings.** This led to a substantial shift of households and businesses to the western areas of Christchurch and towns in Selwyn and Waimakariri.

The private and public sectors have made considerable investments since. The Central City in particular has benefitted from modern infrastructure, new civic assets, urban realm improvements, and large residential and commercial developments. The rebuild of the Central City has been the most ambitious urban renewal project in Aotearoa New Zealand's history and is once again a place that is attractive to people and businesses.

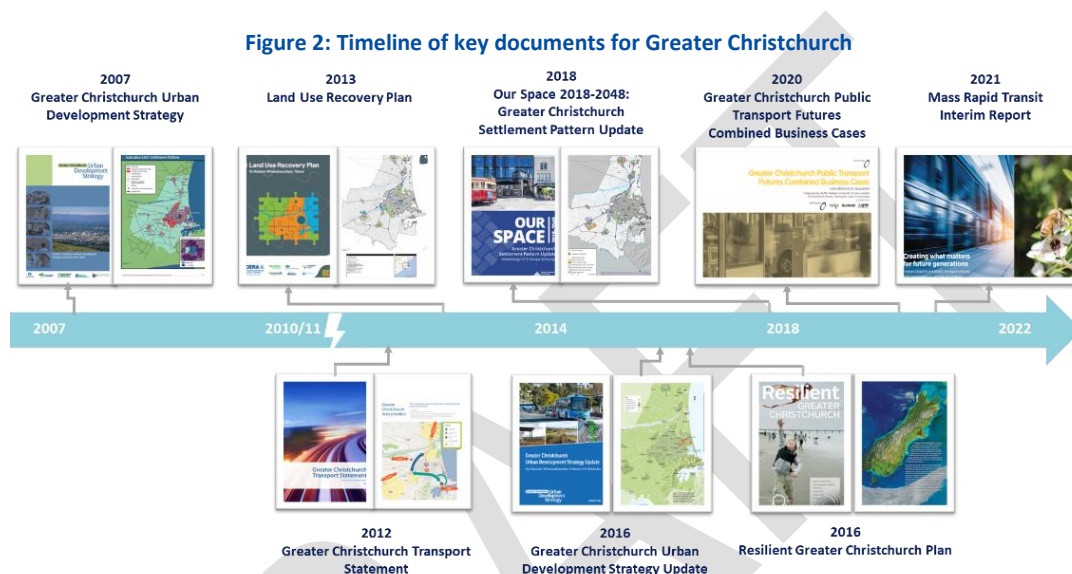
Greater Christchurch's population ~~exceeds~~ **of around** half a million people, ~~which~~ represents more than 80 percent of the Waitaha / Canterbury population and almost half of the Te Waipounamu / South Island population. Strong population growth in Greater Christchurch over recent years reflects its highly valued lifestyle, including the easy access to green spaces and the outdoors, the sense of community, the relative affordability of living, and the growing vibrancy. It's also benefitted from immigration, which has created a rich and diverse population.

Greater Christchurch has developed into the primary economic hub and commercial centre for the Waitaha / Canterbury region and Te Waipounamu / South Island, supporting a number of nationally important economic assets. This includes a large business sector, four tertiary institutions, a number of research institutions, an international airport, a sea port and two inland ports.

Planning and policy context

Building on previous growth strategies

The first strategic growth strategy developed for Greater Christchurch was the Greater Christchurch Urban Development Strategy in 2007 (which was updated in 2016). The collaborative work of the Greater Christchurch Partnership since has been guided by this strategy, including the planning undertaken to accommodate the large number of households and businesses displaced after the earthquakes in 2010 and 2011.

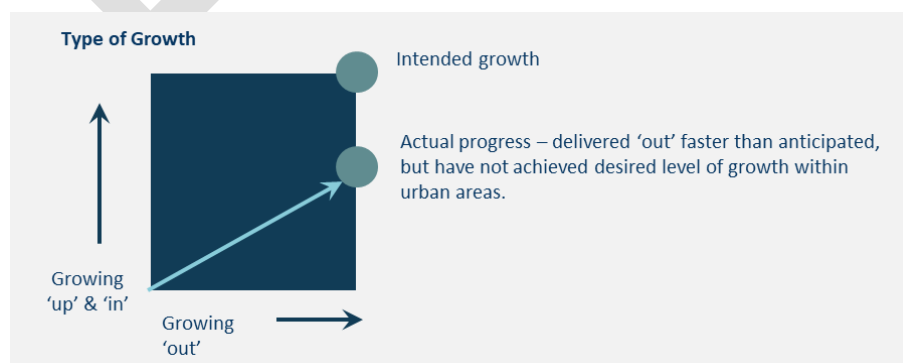


This Spatial Plan builds on and replaces the previous plans and strategies developed for Greater Christchurch, but does not seek a fundamental change from their strategic direction.

It provides an up-to-date look at how Greater Christchurch has evolved over recent years, and the strategic opportunities and challenges for taking the city region forward.

It recognises that Greater Christchurch has seen growth through the expansion of urban areas happen faster than anticipated and growth through intensification of urban areas not achieve anticipated levels. This was a by-product of the earthquakes and an acknowledged divergence from the planned growth direction.

Figure 3: Intended versus actual pattern of growth

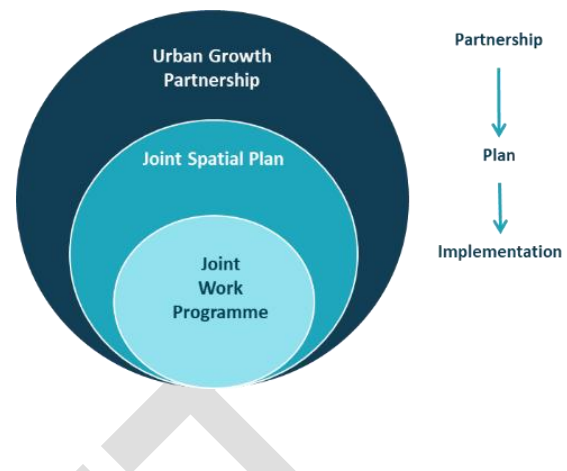


Delivering on national direction

The Spatial Plan has been prepared under the Urban Growth Agenda – a central government programme to improve coordination between central government, local government and mana whenua in high growth urban areas.

The Spatial Plan is the first priority of the Urban Growth Partnership for Greater Christchurch – the Whakawhanake Kāinga Komiti. The Komiti’s priorities strongly align with the objectives of the Urban Growth Agenda and wider national direction, and reflects the issues facing Greater Christchurch.

Figure 4: Components of the Urban Growth Partnerships programme



Whakawhanake Kāinga Komiti’s priorities

Create a well-functioning and sustainable urban environment. Priority will be given to:

- Decarbonising the transport system
- Increasing resilience to natural hazards and the effects of climate change
- Accelerating the provision of quality, affordable housing
- Improving access to employment, education and services.

The Spatial Plan satisfies the requirements of a future development strategy under the National Policy Statement on Urban Development. This includes setting out how well-functioning urban environments will be achieved, and how sufficient housing and business development capacity will be provided to meet expected demand over the next 30 years.

Relevant national **policy** direction **that has informed the Spatial Plan** includes the National Policy Statement on Urban Development, Government Policy Statement on Housing and Urban Development, Government Policy Statement on Land Transport, the Emissions Reduction Plan, and **every** other national policy statements relating to highly productive land and freshwater management **under the Resource Management Act 1991.**

~~The Spatial Plan satisfies the requirements of a future development strategy under the National Policy Statement on Urban Development. This includes setting out how well-functioning urban environments will be achieved, and how sufficient housing and business development capacity will be provided to meet expected demand over the next 30 years.~~

What this national direction requires of the Spatial Plan is summarised below.

Well-functioning urban environments

Contribute to well-functioning urban environments, which at a minimum:

- Have or enable a variety of homes that meet the needs, in terms of type, price and location, of different households; and
- Have or enable a variety of homes that enable Māori to express their cultural traditions and norms; and
- Have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and
- Have good accessibility for all people between housing, jobs, community services, natural spaces and open spaces, including by way of public or active transport; and
- Support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and
- Support reductions in greenhouse gas emissions; and
- Are resilient to the likely current and future effects of climate change.

A low emissions future

Plan for an urban form and transport system that substantially reduces greenhouse gas emissions, including supporting a transformational shift in transport choices.

A healthy natural environment

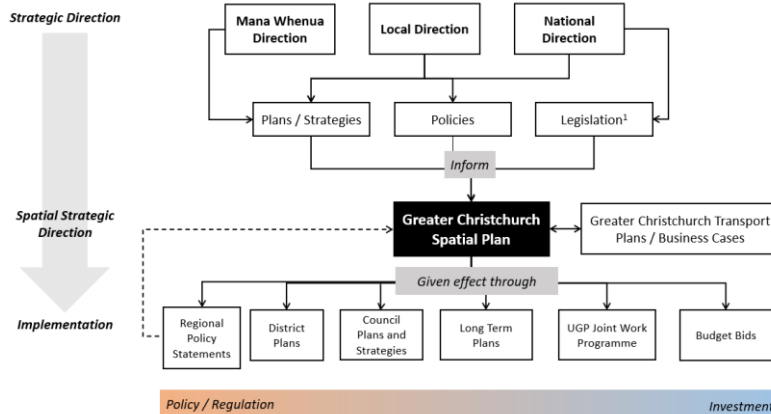
Protect highly productive land for food and fibre production, manage water bodies in a way that gives effect to Te Mana o te Wai, and conserve the natural environment for the benefit of future generations.



Aligning with local and regional planning processes

The Greater Christchurch councils are also progressing their own local and regional planning processes. Many of these have informed the Spatial Plan and some will help implement the direction of the plan.

Figure 5: Planning context for the Spatial Plan



Amend Figure 5 as follows:

- Replace 'Inform' with '**Informed by**' and 'Give effect to' with '**Informs**'
- Amend to include the evidence-base, feedback received through the HuiHui Mai engagement and pre-emptively the feedback received through the consultation as the missing items required by clause 3.18 of the NPS-UD that have informed the draft Spatial Plan.

Related planning processes currently underway:

- Councils are implementing the Medium Density Residential Standards from the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act. Christchurch City Council notified changes to its District Plan in March 2023. Selwyn and Waimakariri District Councils have incorporated changes into their district plan reviews as variations, with decisions expected mid-2023 for Selwyn and the last quarter of 2024 for Waimakariri.
- Selwyn and Waimakariri District Councils are reviewing their district plans. For Selwyn, hearings are underway with decisions expected mid-2023. For Waimakariri, hearings will run from May 2023 to May 2024 with decisions expected late-2024.
- Canterbury Regional Council is reviewing the **regional planning framework for Canterbury. A new Regional Policy Statement is expected to be notified at the end of 2024. This process seeks to align the regional planning framework with national direction such as the National Policy Statement for Freshwater Management 2020, including Te Mana o te Wai. It also ~~Regional Policy Statement, which~~ includes a review of the ~~airport~~ noise contours relating to Christchurch International Airport, mapping of highly productive land, and development of developing significance criteria for new greenfield areas, ~~as well as the Regional Coastal Environment Plan and the Land and Water Regional Plan.~~ This review will also continue to consider, and direct, how to manage urban growth in balance with activities that occur in the rural environment.**
- The Christchurch City Council is undertaking a Coastal Hazards Adaptation Framework with its coastal communities to create adaptive pathways to respond to coastal hazard risks. It is anticipated that this work will inform future changes to the District Plan. It is also anticipated that a new law 'the Climate Adaptation Act' will assist in responding to complex legal and technical issues associated with managed retreat when it is enacted.**

Mahaanui Iwi Management Plan

The Mahaanui Iwi Management Plan is an expression of kaitiakitanga and rangatiratanga from the six Papatipu Rūnanga with mana whenua rights over the lands and waters within the takiwā from the Hurunui River to the Hakatere River, and inland to Kā Tirititi o Te Moana – an area that encompasses Greater Christchurch. It is first and foremost a planning document intended to assist Papatipu Rūnanga participate in all aspects of natural and environmental management. It provides a comprehensive suite of objectives and policies that identify values, priorities and processes that should be followed in the restoration and protection of the natural environment, as well as the planning and development of urban areas. It has been a key background document to inform the development of the Spatial Plan.

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Looking to the future

Greater Christchurch is well placed for much greater population and economic growth.

The latest projections from Stats NZ indicate Greater Christchurch's population ~~will~~ **could** grow from a population of approximately ~~530,000~~ **half a million** to ~~more than~~ **around** 700,000 by 2051. ~~This is around 170,000 more people and 77,000 more households.~~

If Greater Christchurch was to grow at the rate seen over the last 15 years, then it could reach a population of 700,000 within the next ~~25 to 30 years~~ and **in time** one million ~~within the next 60 years~~, doubling the size of today's population.

This growing population will become more ethnically diverse, with people identifying as Māori, Pacifica and Asian forming a larger share of the young people and working-age population. As the population ages and becomes more diverse, it's critical that a range of housing types and models of community living are provided so people can stay in their communities through different stages of their lives, and live with their whānau and friends.

Recent investments in infrastructure, buildings, assets and communities provides the opportunity to attract more people, business and investment to the city region. This is critical to the future of Christchurch's Central City, which remains economically vulnerable. About 40,000 people now work in the Central City, which is below pre-earthquake levels and is particularly low compared with the 115,000 people working in the central business districts of Auckland and Wellington.

Moving to a net zero emissions future, along with building the capacity of communities and ecosystems to adapt to the impacts of climate change, will be major challenges over the coming decades.

Mana whenua priorities and expectations

The Spatial Plan needs to reflect the values of mana whenua and give effect to their priorities and expectations. In summary, these expectations are that the Spatial Plan:

- Supports kāinga nohoanga on Māori Land, supported by infrastructure and improved accessibility
- Supports kāinga nohoanga within urban areas
- Protects Wāhi Tapu, Wāhi Taonga and Ngā Wai.

For mana whenua's priorities regarding the environment, refer to *Opportunity 3: Protect, restore and enhance the natural environment, with particular focus on te ao Māori, the enhancement of biodiversity, the connectivity between natural areas and accessibility for people.*

The spatial strategy

Greater Christchurch has grown and changed throughout its history, and will continue to do so into the future. It is essential that the city region develops in a way that provides the best economic, social, cultural and environmental outcomes for its people and places, both for present generations and those still to come.

Six opportunities have been identified for how the Spatial Plan can help close the gap between the current and desired future states for Greater Christchurch, together with a number of directions that will guide the work of the partnership and individual partners to address these opportunities. Two overarching directions particularly shape the desired pattern of growth.

Five key moves have also been identified that will be fundamental to realising the transformational shifts required to achieve the desired future and support inter-generational wellbeing.

Together, these opportunities, directions and key moves make up the spatial strategy for Greater Christchurch. A visual representation of the strategy is provided in *Map 2*.

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Opportunities

<p>#1</p> <p>Protect, restore and enhance historic heritage and sites and areas of significance to Māori, and provide for people's physical and spiritual connection to these places</p>	<p>#2</p> <p>Reduce and manage risks so that people and communities are resilient to the impact of natural hazards and climate change</p>	<p>#3</p> <p>Protect, restore and enhance the natural environment, with particular focus on te ao Māori, the enhancement of biodiversity, the connectivity between natural areas and accessibility for people</p>	<p>#4</p> <p>Enable diverse, <u>quality</u>, and affordable housing in locations that support thriving neighbourhoods that provide for people's day-to-day needs</p>	<p>#5</p> <p>Provide space for businesses and the economy to prosper in a low carbon future</p>	<p>#6</p> <p>Prioritise sustainable <u>and accessible</u> transport choices to move people and goods in a way that significantly reduces greenhouse gas emissions and enables access to social, cultural and economic opportunities</p>
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Overarching Directions

Focus growth through targeted intensification in urban and town centres and along public transport corridors
Enable the prosperous development of kāinga nohoanga on Māori Land and within urban areas

Directions

<p>1.1 Avoid Protect urban development over Wāhi Tapu from urban development</p> <p>1.2 Protect, restore and enhance Wāhi Taonga and Ngā Wai</p> <p><u>1.3 Protect, recognise, and restore the historic heritage of Greater Christchurch.</u></p>	<p>2.1 Focus and incentivise growth in areas free from significant risks from natural hazards</p> <p>2.2 Strengthen the resilience of communities and ecosystems to climate change and natural hazards</p>	<p>3.1 Avoid development in Protect areas with significant natural values</p> <p>3.2 Prioritise the health and wellbeing of water bodies</p> <p>3.3 Enhance and expand the network of green spaces</p> <p>3.4 Protect highly productive land for food production</p> <p>3.5 Explore the opportunity of a green belt around urban areas</p>	<p>4.1 Enable the prosperous development of kāinga nohoanga on Māori Reserve Land, supported by infrastructure and improved accessibility to transport networks and services; along with the development of kāinga nohoanga within urban areas</p> <p>4.2 Ensure at least sufficient development capacity is provided or planned for to meet demand</p> <p>4.3 Focus, and incentivise, intensification of housing to areas that support the desired pattern of growth</p> <p>4.4 Provide housing choice and affordability</p> <p>4.5 Deliver thriving neighbourhoods with quality developments, quality housing and supporting community infrastructure</p>	<p>5.1 At least sufficient land is provided for commercial and industrial uses well integrated with transport links and the centres network</p> <p>5.2 A well connected centres network that strengthens Greater Christchurch's economic competitiveness and performance, leverages economic assets, and provides people with easy access to employment and services</p> <p>5.3 Provision of strategic infrastructure that is resilient, efficient, integrated and meets the needs of a modern society and economy</p> <p><u>5.4 Urban growth occurs in locations that do not compromise the ability of primary production activities to expand or change, including adapting to a lower emissions economy</u></p> <p><u>5.5 Urban Growth occurs in locations and patterns that protects strategic regionally and nationally important tertiary institutes.</u></p>	<p>6.1 Enable safe, attractive and connected opportunities for walking, cycling and other micro mobility</p> <p>6.2 Significantly improve public transport connections between key centres</p> <p>6.3 Improve accessibility to Māori Reserve Land to support kāinga nohoanga</p> <p>6.4 Develop innovative measures to encourage people to change their travel behaviours</p> <p>6.5 Maintain and protect connected freight network</p>
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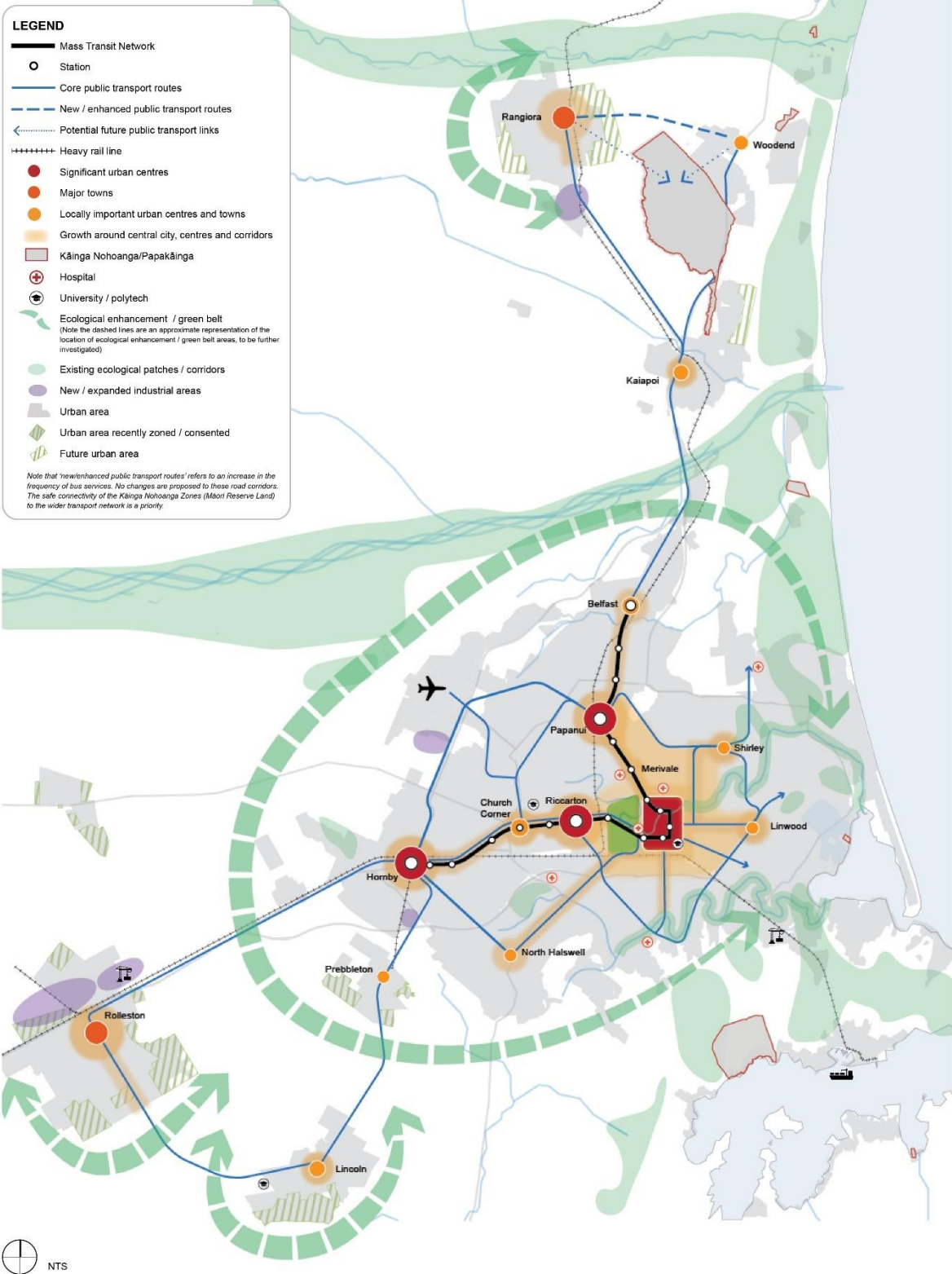
Key moves

The prosperous development of kāinga nohoanga	A strengthened network of urban and town centres	A mass rapid transit system	A collective focus on unlocking the potential of Priority Areas	An enhanced and expanded blue-green network
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Map 2: The Greater Christchurch spatial strategy (1 million people)

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Amend Map 2 as follows:

- a. Add notation - Ecological enhancement / green belt - The dashed lines are an approximate representation of the location of ecological enhancement / green belt areas, to be further investigated.
- b. Amend to align with new / expanded business (industrial and commercial areas) that were rezoned by the partially operative Selwyn District Plan.
- c. Amend to reflect resultant changes and the status of private plan changes, district plan reviews, IPIs and referred projects under the COVID-19 Recovery (Fast-track Consenting) Act 2002
- d. Amend to include any existing LLRZ in Greater Christchurch as part of the existing urban area.
- e. Amend to correctly show the Ōpāwaho Heathcote River.
- f. Amend legend item 'growth around central city, centres and corridors' to correspond to the symbology on the maps
- g. Identify **Prebbleton** as a 'locally important urban centre and town'
- h. Include symbols for Lyttelton Port and the inland ports.

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Overarching directions

Focus growth through targeted intensification in urban and town centres and along public transport corridors

The desired pattern of growth in Greater Christchurch that best delivers on the six opportunities is to focus household and business growth through greater intensification in urban and town centres, and along public transport corridors. Concentrating growth in this way has many benefits:

- Reduces urban expansion over Wāhi Tapu and Wāhi Taonga.
- Provides opportunities to restore and enhance the natural environment.
- Has the least impact on highly productive soils and most likely to deliver positive outcomes for air quality and water use.
- Is more likely to achieve policy directives for integrated planning (land and water).
- Provides a better opportunity to mitigate risks associated with natural hazards.
- Provides the best opportunity to achieve higher density housing consistent with trends showing an increased demand for smaller homes.
- Provides the best accessibility and would support lower vehicle kilometres travelled and greenhouse gas emissions from transport.
- Provides the best opportunities for economic agglomeration and achieves more efficient and effective use of land and resources.
- Provides economies of scale to fund delivery.

Enable the prosperous development of kāinga nohoanga on Māori Land and within urban areas

The prosperous development of kāinga nohoanga is fundamental to the future of Greater Christchurch. The Spatial Plan sets out the commitment of partners to deliver on mana whenua's priorities and expectations in regard to kāinga nohoanga. This includes enabling the development of kāinga nohoanga on Māori Land, supported by infrastructure and improved accessibility to transport networks and services; along with the development of kāinga nohoanga within urban areas to enable mana whenua to provide for their customs and wellbeing. Prosperous kāinga nohoanga is essential to achieving well-functioning urban environments.

Key moves

The prosperous development of kāinga nohoanga

On Māori Reserve Land

In 1848, the Crown acquired some 20 million acres of land from Ngāi Tahu through the Canterbury Deed of Purchase. The terms agreed as part of the land purchase included the setting aside of kāinga nohoanga (translated as places of residence) as self-governing reserves.

With each reserve came the rights to mahinga kai; to develop land (including subdivision) and community facilities; to develop a sustainable and growing economic base to sustain future generations; and an enduring timeframe – meaning that the reserves would belong to the people and their descendants without impediment for all of the future.

Within Greater Christchurch, Māori Reserve Land is located at:

- MR875, Rāpaki (zoned Papakāinga/Kāinga Nohoanga)
- Tuahiwi MR873 (proposed to be zoned Special Purpose Kāinga Nohoanga)
- Kaiapoi Pā (proposed to be zoned Special Purpose Kāinga Nohoanga)
- Pūharakekehenui MR892 (zoned Rural)
- MR959 east side of Te Waihora (zoned Rural)

The Crown's agreement to the development and governance of the reserves has never been fulfilled.

Multiple statutes have removed these rights, including successive planning statutes from the Town and Country Planning Act 1953 to the Resource Management Act 1991. Through this legislation, Māori Reserves have been zoned as Rural – preventing subdivision, housing, social and educational infrastructure, educational facilities and the development of prosperous economic activities. This has impacted the prosperity and wellbeing of mana whenua.

Since 2015, there have been changes made to the Christchurch District Plan and the Proposed Waimakariri and Selwyn District Plans to remove zoning impediments to the development of Māori Reserves. While these changes have gone some way to providing for development of Māori Land, further changes are needed to remove residual impediments.

Further, strategic planning has failed to recognise kāinga nohoanga as it does not fit the western paradigm of residential, commercial, industrial and rural activities. Accordingly, Māori Land has never been identified as a future or priority development area towards which investment should be directed.

The changes that have been made to district plans have not, in all cases, been supported with investment for infrastructure. This largely reflects that councils are geared towards the development of staged residential subdivisions, leaving tikanga and the inter-generational development of Māori Land and kāinga nohoanga to fall outside operational processes, and to later and unknown commitments and delivery.

In particular, infrastructure has become a significant barrier to the development of Māori Land within MR873 at Tuahiwi. It is also noted that MR892 and MR959 should be rezoned for Kāinga Nohoanga purposes.

Partnership and work between mana whenua and councils is needed to remove residual planning barriers to the development of Māori Land in the Papakāinga / Kāinga Nohoanga Zone in the Christchurch District Plan and the proposed Special Purpose (Kāinga Nohoanga) Zone in Waimakariri. Infrastructure is also required to

service Māori Land within the full extents of the original Māori Reserves, with a specific focus on MR873 at Tuahiwi. This investment includes improved accessibility via public and active modes of transport.

Within urban areas

Many Māori live within Greater Christchurch's urban area where housing is typically provided through general residential, medium and high density zoning – none of which contemplate or appropriately provide for kāinga nohoanga as a housing outcome. Consequently, the cultural needs of Māori have been overlooked.

The National Policy Statement on Urban Development requires that a well-functioning urban environment has, or enables, a variety of homes, and that this includes homes that enable Māori to express their cultural traditions and norms. Similarly, the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act allows amendments to district plans to enable papakāinga. This is not limited to specific geographic areas, such as Māori Reserves, or any particular urban zoning. This necessitates dispensing with those policies that previously limited cultural housing initiatives to Māori Reserves.

Partnership and work between mana whenua and councils is also needed to create a planning framework that will enable kāinga nohoanga within the urban areas of Greater Christchurch.

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A strengthened network of urban and town centres

There is a network of urban and town centres across Greater Christchurch. They vary by the populations they serve, the range of activities and services they provide, and their level of accessibility by public transport.

Defining the role and function of these centres helps to plan their ongoing development as focal points for their communities, and in some cases, as the focus for significant growth in the future.

Centre	Purpose	Locations
Significant urban centres	Focusing employment and service functions in a small number of integrated, significant employment centres and major towns to improve the productivity and growth of economic activity, attract additional business investment, support a vibrant and viable Central City, and better leverage and integrate economic assets.	<ul style="list-style-type: none"> • Central City (primary centre) • Riccarton corridor • Hornby • Papanui / Merivale corridor • Papanui
Major towns		<ul style="list-style-type: none"> • Rolleston • Rangiora
Locally important urban centres and towns	Supporting greater intensification of people, services and employment to provide better co-location of people with amenities and employment, and provide better connections through public and active modes of transport.	<ul style="list-style-type: none"> • Shirley • Linwood • North Halswell • Belfast / Northwood • Lincoln • <u>Prebbleton</u> • Kaiapoi • Ravenswood / Pegasus / Woodend • Key towns outside Greater Christchurch (including Darfield, Leeston, Oxford) • Corridors around other high-frequency public transport routes
Key business areas	Providing space for industrial activity and employment primarily; with freight accessibility, as well as accessibility for workers via public and active modes of transport, being important.	<ul style="list-style-type: none"> • Christchurch Airport / Russley • South of the Central City • Southern industrial spine (including iZone) • Port of Lyttelton • Other business areas

The significant urban centres in Christchurch, and the major towns in Selwyn and Waimakariri, will have an important role to play in accommodating higher levels of growth in the future.

<p>Central City</p>	<p>The Central City will remain the primary centre for Greater Christchurch.</p> <p>The Central City is currently underperforming economically, which undermines its vibrancy and long term viability; limits economic concentration; and reduces the attractiveness of Greater Christchurch to business, tourism and talent. The opportunity is to strengthen the form and function of the Central City by:</p> <ul style="list-style-type: none"> • Maintaining and supporting its primacy as the main leisure, tourism, economic and transport hub of Greater Christchurch • Incentivising, enabling and supporting it as a focal point for: <ul style="list-style-type: none"> ○ Business attraction, with significant increases in employment density, high-rise commercial developments, flagship retail, head offices and knowledge intensive services ○ Redevelopment for the highest residential densities (ranging from 100 to 200 households per hectare), including multi-storey townhouses, apartments and mixed-use developments • Transitioning the south and south-east general business and industrial areas to comprehensive higher density residential and mixed-use developments.
<p>Riccarton corridor</p> <p>Hagley Park to Upper Riccarton</p>	<p>The opportunity is to develop the currently retail orientated areas of the Riccarton corridor for commercial development and business investment. There is the opportunity to extend knowledge-intensive services, high value jobs and innovative activity from the Central City, linking with the University of Canterbury, along the corridor; supported by high frequency public transport, and over time, mass rapid transit.</p> <p>There is also the opportunity to incentivise and provide for multi-storey townhouses and apartments, achieving average density yields ranging between 70 and 150 households per hectare.</p>
<p>Papanui / Merivale corridor</p> <p>Central City to Papanui</p>	<p>The opportunity is to build on the existing strong retail, hospital / health sector and tourism accommodation provision to provide an intensified corridor connecting through Merivale to the Central City; noting that the Papanui / Merivale corridor is primarily focused on residential (50 to 100 households per hectare), with limited commercial. There is the opportunity to leverage this potential mass rapid transit route.</p>
<p>Papanui</p>	<p>The opportunity is to build on this existing retail and service centre for north Christchurch to provide higher density residential (70 to 100 households per hectare), and address poor quality urban form through regeneration and significant brownfield redevelopment opportunities. The opportunity is to provide a stronger, higher quality northern service centre in Papanui, with high density housing linked by high frequency public transport.</p>
<p>Hornby</p>	<p>The opportunity is to transition the current poor quality urban form of Hornby, which has a wide mix of business and industrial activities, low density and poor quality residential, and low tree cover, into the second sub-regional service centre after the Central City.</p>

	<p>Hornby is strategically positioned in relation to Christchurch Airport and the western areas of Greater Christchurch. There is the opportunity for regeneration and significant brownfield redevelopment to enhance its urban form, support community integration, and provide a stronger and more integrated centre core with the transition of surrounding areas from industrial to high density residential (50 to 100 households per hectare).</p>
Rangiora	<p>Rangiora is a key service and employment centre for surrounding areas; providing a mature and comprehensive offering of employment, retail and community facilities. Its residential stock is lower density.</p> <p>The opportunity is to intensify (residential and commercial) around Rangiora’s town centre, while retaining its character.</p>
Rolleston	<p>Rolleston is a strong residential growth node with high quality community infrastructure and a developing town centre providing retail and hospitality. The township is located beside iZone (an inland port and logistics hub). However, employment (commercial and industrial) is still low relative to the size of the population, with most people commuting to Christchurch for employment.</p> <p>In the short term, the opportunity is to build Rolleston’s commercial centre, with higher density residential commensurate with its population.</p>

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A mass rapid transit system

A strengthened urban and town centres network in Greater Christchurch will need to have strong connections between centres. This will require more realistic and viable alternatives to private car use.

Mass rapid transit will not only be a transport enhancement to Greater Christchurch's infrastructure, but also a 'city shaping' initiative that is fundamental to the shift in urban form required to help achieve a net zero emissions future.

What is mass rapid transit?

Mass rapid transit is a high frequency and capacity public transport service that runs on a dedicated transport corridor, using modern high quality vehicles. These corridors prioritise public transport, as well as people on foot and bike. Mass rapid transit would be a core component of the public transport network, supported by bus services. It would be a step up from current public transport services in Greater Christchurch.

Key to the success of mass rapid transit in Greater Christchurch:

- **Reliability:** Mass rapid transit vehicles are separated from cars and given priority at intersections, which allows for public transport to be consistently on-time.
- **Speed:** Mass rapid transit travel times are similar if not faster than travelling by car.
- **Frequency:** By operating more regularly, mass rapid transit reduces wait times – 5 minutes or less on average.
- **Capacity:** Mass rapid transit vehicles are high capacity and able to move lots of people.

It is also being mentioned as 'turn-up-and-go' public transport services.

The preferred route

The preferred route for mass rapid transit connects Christchurch's Central City with the key centres of Riccarton, Papanui, Hornby and Belfast (*see Map 3*). The route runs along Papanui Road and Main North Road to the north; Riccarton Road and Main South Road to the west; and along Tuam Street, Manchester Street and Victoria Street in the Central City.

The route provides several benefits:

- A significant proportion of Greater Christchurch's growth over the next 30 years will be focused along these corridors, so development is happening in the right locations.
- It encourages investment in higher density developments and mixed-use areas.
- It provides improved accessibility to key employment areas.

Connections between the districts and the Central City will be provided using direct bus services, including:

- Better intra-district public transport connections
- Direct bus services from the districts to the Central City, principally using the motorway corridors
- Direct connections to the mass rapid transit system
- 'Enhanced' park-and-rides.

Phasing

The preferred route would likely be constructed in two phases to align with population growth and demand.

Phase one would focus on Christchurch’s inner core between Church Corner and Papanui to support intensification around highly accessible centres.

Phase two would extend the route to interchanges in Belfast and Hornby.

Map 3: Preferred mass rapid transit route – Phase 1 and 2



Modes

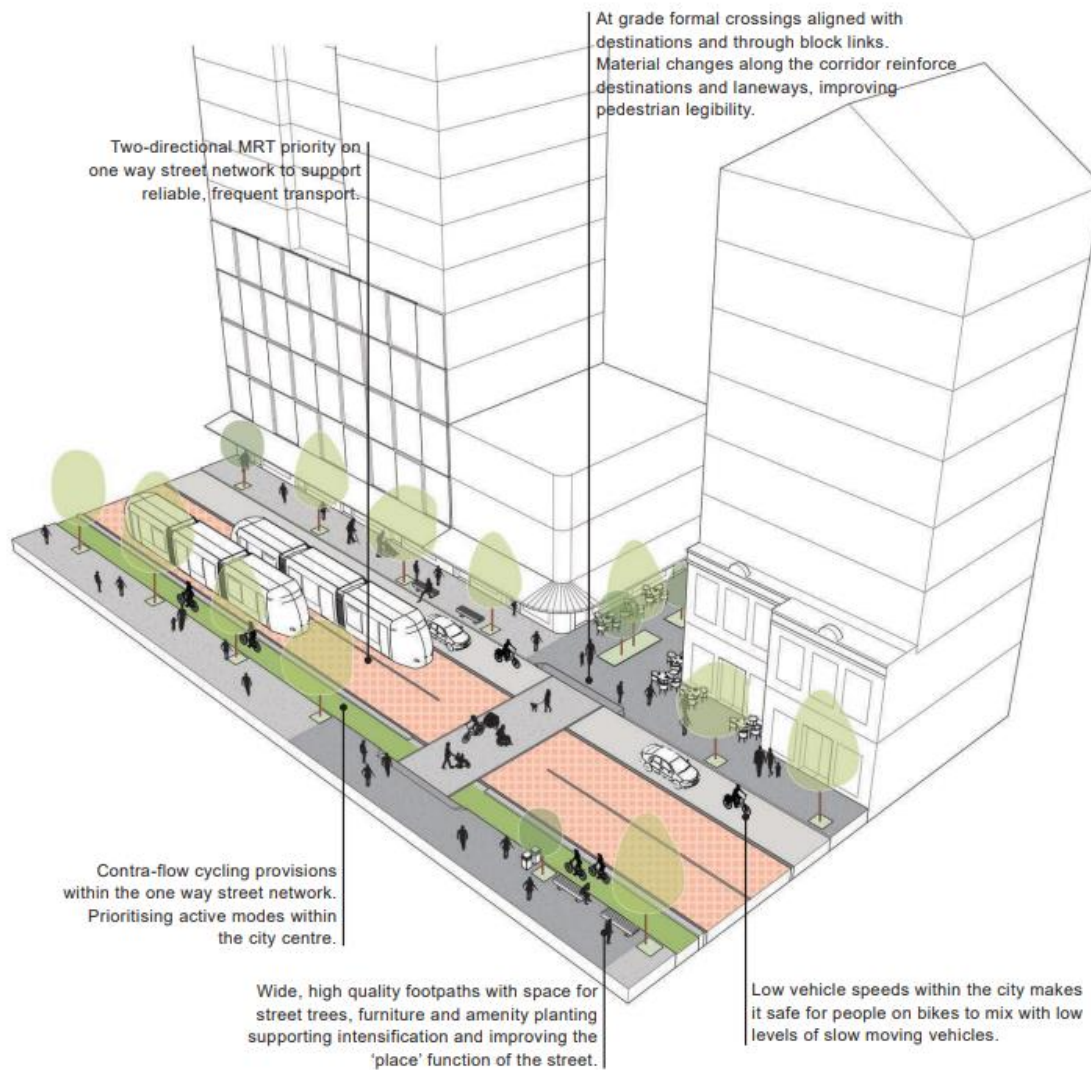
The preferred mass rapid transit route considers either a Light Rail service or a Metro bus service, as both modes have their own package of benefits and constraints. Further investigations will be undertaken in due course with respect to its adaptation to future growth, on its construction, operations and maintenance.

Urban Design of the route and centres

The introduction of mass rapid transit would require some changes to the neighbourhoods located along the preferred route to maximise the benefits of mass rapid transit. These changes would activate streets around stations and better connect people to where they want to go. This includes prioritising walking and other modes of active transport, and improving their look and feel so they are attractive and safe.

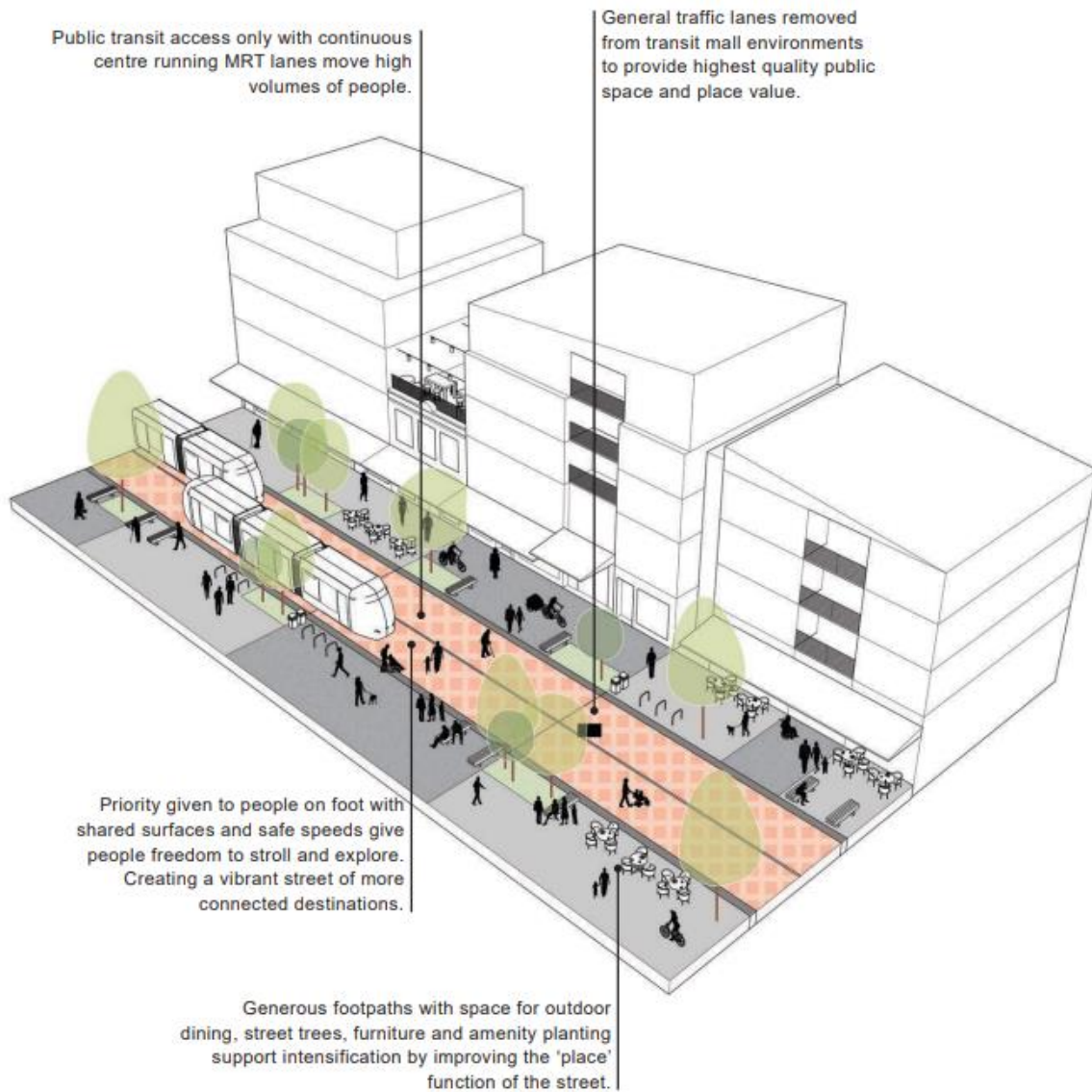
Wider streets along parts of the route would provide opportunities for green spaces, dedicated lanes for active travel and more generous footpaths.

Figure 6: Mass rapid transit neighbourhood urban realm concept



In other cases, the narrower road corridor makes it challenging to provide dedicated space for all users. Mass rapid transit would take up a large share of the road width, limiting the remaining space for other modes of transport. De-prioritising through-traffic within the corridor may be required in some instances, along with the introduction of transit malls, purchasing of land, compromising on the dedicated priority of mass rapid transit and grade separation of mass rapid transit from other vehicles.

Figure 7: Mass rapid transit mall urban realm concept



The success of a mass rapid transit system relies on a substantial shift in the urban form and in the way people travel, to be supported by a wide range of transport interventions as described in *Opportunity 6: Prioritise sustainable **and accessible** transport choices to move people and goods in a way that significantly reduces greenhouse gas emissions and enables access to social, cultural and economic opportunities.*

A collective focus on unlocking the potential of Priority Areas

What are Priority Areas?

Priority Areas are a key tool from the Urban Growth Agenda. They provide a mechanism for coordinated and focused action across multiple agencies to inform, prioritise and unlock public and private sector investment.

Typically, a Priority Area:

- Offers the opportunity for accelerated and/or significant development
- Is complex, in that achieving successful development at the required pace and scale requires a partnership approach
- Are in key locations where successful development gives effect to a spatial plan.

Priority Areas arising from Te Tiriti Partnership

The Priority Areas for Greater Christchurch include areas arising from Te Tiriti Partnership. This recognises that supporting the prosperous development of kāinga nohoanga on Māori Reserves and within urban areas is a priority to be progressed on the basis of Te Tiriti o Waitangi relationships, and as part of partners giving effect to mana whenua's priorities and expectations.

Mana whenua have provided clear expectations for kāinga nohoanga within the original extents of Māori Reserves and within the urban areas of Greater Christchurch. Further work is required in partnership with mana whenua to identify how this priority can be advanced. The advice received to date is that:

- Development of Māori Land for housing, employment and community facilities is to be determined by mana whenua, and enabled and supported by investments in infrastructure by partners in agreement with mana whenua
- The Kāinga Nohoanga Strategy will provide the guidance for implementation of kāinga nohoanga on Māori Land
- Development of housing, employment and community facilities through kāinga nohoanga within urban areas is also a priority for mana whenua
- The Kāinga Nohoanga Strategy will provide direction to partners on how to support and enable kāinga nohoanga within urban areas.

The benefit of including kāinga nohoanga on Māori Reserves and within urban areas alongside other Priority Areas for Greater Christchurch is that they will be recognised as a joint Crown, local government and mana whenua Priority Area within the context of the Urban Growth Partnership framework.

Priority Areas arising from technical evaluation

The Priority Areas identified through technical evaluation include areas that offer significant opportunities for change in Greater Christchurch. This includes accelerated urban development at the right scale; environmental change to enhance resilience; or exemplar projects that will reduce harm, encourage behaviour change or be a catalyst for private investment.

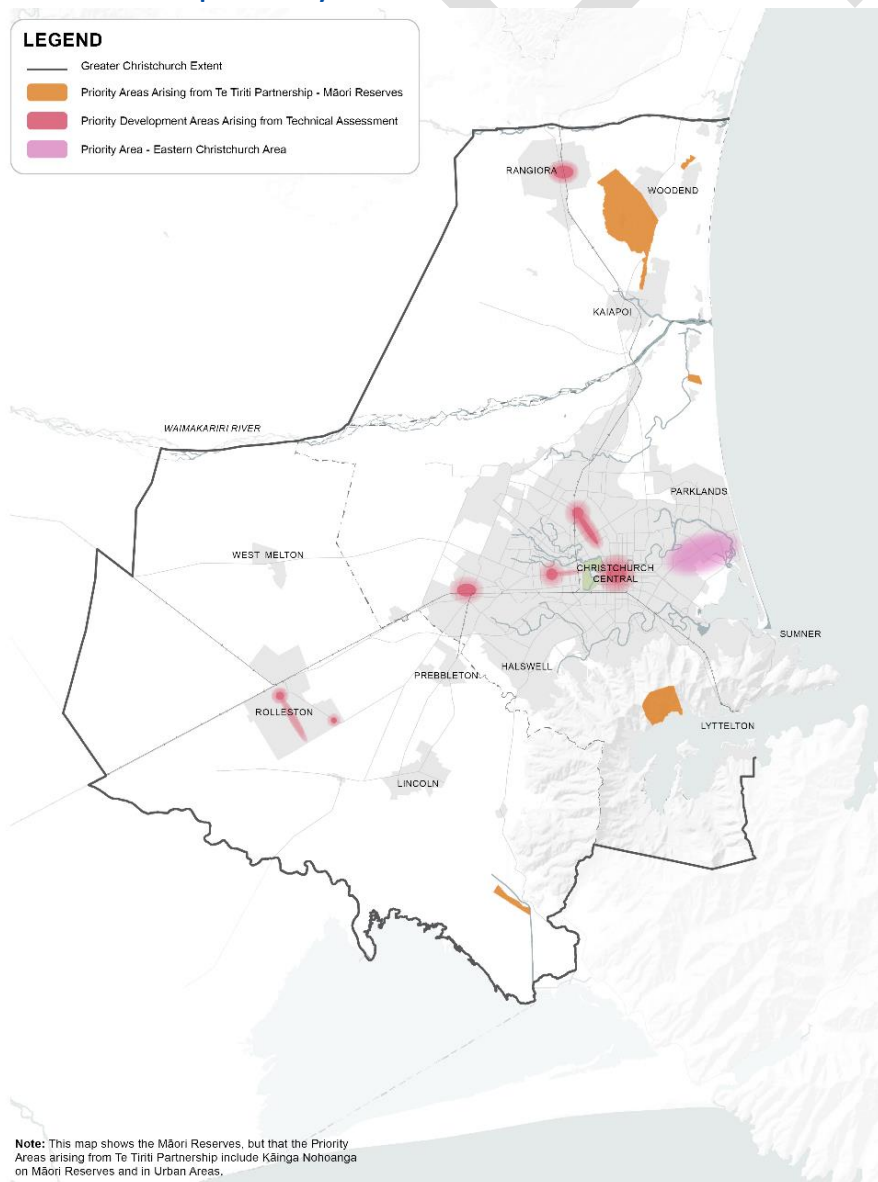
Priority Development Areas provide the opportunity to accelerate development in locations that will support the desired pattern of growth. Eastern Christchurch has also been identified as a Priority Area, rather than a Priority Development Area, to recognise the need for a partnership approach to support this area to adapt to the impacts of climate change and to strengthen resilience.

The broad locations of Greater Christchurch’s Priority Areas is shown in *Map 4*. Further work is required to define the extent and description of some of these areas.

Table 1: Priority Areas for Greater Christchurch

Priority Areas arising from Te Tiriti Partnership	Priority Areas arising from technical evaluation	
	Priority Development Areas	Priority Area
Kāinga nohoanga on Māori Reserves and within urban areas	Rangiora Town Centre and surrounds	
	Mass rapid transit phase one corridor	Papanui
		Central City
		Riccarton
	Hornby	
Rolleston Town Centre and surrounds		

Map 4: Priority Areas for Greater Christchurch



An enhanced and expanded blue-green network

What is a blue-green network?

A blue-green network provides an integrated, whole-of-system approach to the natural environment, the built environment and the interactions of people with these environments. It is a series of spaces and corridors that follow and connect water bodies, parks, green areas and the coast.

The blue elements of the network include rivers, streams, storm water drains and basins, wetlands, freshwater, and coastal water; while the green elements include trees, parks, forests, reserves and greenways.

Principles

The vision to create an enhanced and expanded blue-green network in Greater Christchurch will be guided by five principles:

- **Healthy waterbodies: Valuing, respecting, and prioritising the health and wellbeing of waterbodies, recognising the vital importance of water.**
- **Integration:** Combining green infrastructure with urban development and transport networks.
- **Connectivity:** Using a combination of green infrastructure, ecological restoration and urban design to connect people and communities with nature, and create linkages for flora and fauna.
- **Multi-functionality:** Delivering multiple ecosystem services simultaneously – restoring and enriching habitats for indigenous biodiversity, strengthening resilience to climate change, improving air quality, and increasing community access to recreational opportunities.
- **Regenerative:** Applying a holistic, whole-of-system approach that utilises development as an opportunity to replenish and restore natural processes, respond to climate change, and build community health and resilience.
- **Identity:** Recognising the unique identity of different areas and enhancing local features to create a sense of place.

Integration of principles

The blue-green network principles provide a framework to guide the further work required to achieve the objectives of regenerating the natural environment and strengthening climate resilience.

These principles will be embedded into the work of the partnership and individual partners through:

- The planning and design of the Priority Areas in Greater Christchurch
- The review of councils' planning documents and strategies
- Identifying the best mix of legislative, regulatory, financial and market-based incentives to complement the application of planning provisions
- Supporting the development of local area plans, urban greening strategies and forest plans, new guidelines and regulations that support urban greening and increased tree canopy cover, and exemplar or demonstration projects.

Greater Christchurch blue-green network strategy

The partnership will develop an integrated blue-green network strategy that will:

- Provide a coordinated approach to delivering an enhanced and expanded blue-green network, reflecting the blue-green network principles and the directions outlined under *Opportunity 3: Protect, restore and enhance the natural environment, with particular focus on te ao Māori, the enhancement of biodiversity, the connectivity between natural areas and accessibility for people*
- Spatially identify where priority improvements are required
- Include a blue-green network programme to deliver the strategy's outcomes, including project prioritisation and phasing, and funding mechanisms
- Identify associated planning protection mechanisms to facilitate implementation.

As part of developing the strategy, partners will further investigate a sub-regional green belt concept. Subject to the outcome of this work, a green belt plan could form part of the strategy or be a standalone document.

Figure 8: Green belt concept

Greenbelt Concept

The concept of a greenbelt is to provide areas of land set aside for a range of different activities that have multiple benefits. It is an area where there is a dominance of open space for nature, rural production, and recreation. A greenbelt can be used to provide a large, connected area of natural environment spaces and to limit urban expansion. The range of different land types and land uses is shown below and could be highly natural land such as an existing river or forest, through to a playground, outdoor education or campground.



Part 1 – Areas to protect, avoid and enhance

Identifying and mapping the areas to protect and avoid in the context of land development is important. This includes identifying areas to protect given their intrinsic values and importance, such as sites and areas of significance to Māori, and areas with significant natural features or landscapes; and areas to avoid given they are subject to natural hazards, **noting in some circumstances mitigation may also be appropriate.**

Areas to protect	Areas to avoid <u>or mitigate</u>
<ul style="list-style-type: none">• Sites and areas of significance to Māori• Environmental areas and features• Groundwater protection zone• Highly productive land• Strategic infrastructure	<ul style="list-style-type: none">• Areas vulnerable to a high risk of flooding• Areas vulnerable to a medium or high risk of coastal inundation, coastal erosion and tsunami inundation• Areas at risk from rockfall, cliff collapse, mass movement and fault lines

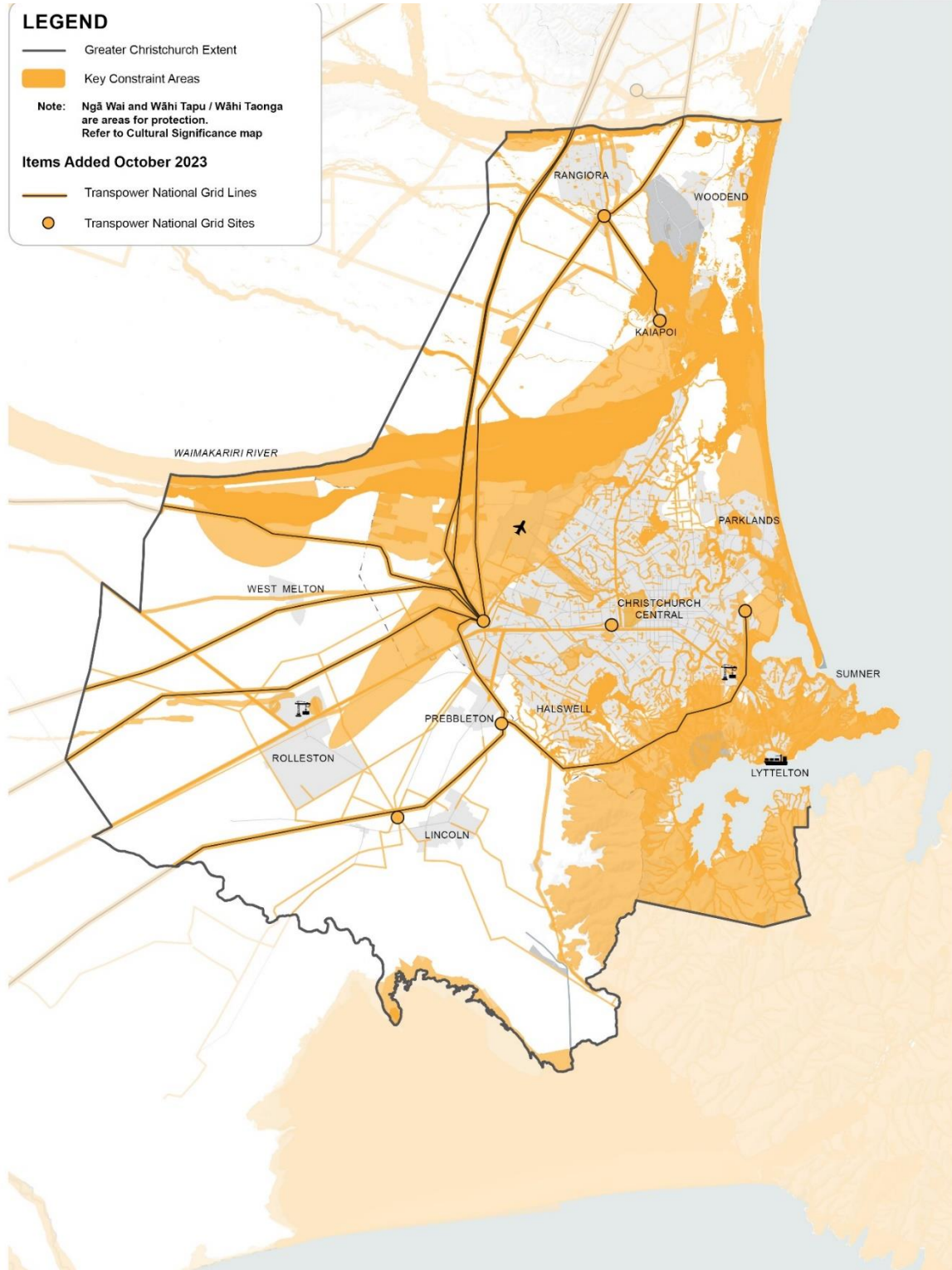
The methodology and reasoning for identifying the areas to protect and avoid, **or potentially mitigate,** is set out in the *Areas to Protect and Avoid Background Report*. The sites and areas of significance to Māori have been identified by mana whenua for district plan processes. The sensitivity of these sites and areas to urban development is a matter for engagement with mana whenua – not as part of a technical assessment.

Layering all the areas to protect and avoid **or mitigate** on top of each other highlights the most constrained areas of Greater Christchurch for development (*see Map 5*). These areas include the eastern areas along the coastline, the Port Hills and Te Pātaka a Rākaihautū / Banks Peninsula, the areas to the north-west of Christchurch, and the areas surrounding Kaiapoi. These parts of the city region are affected by a variety of natural and man-made factors. The presence of Wāhi Tapu, Wāhi Taonga and Ngā Wai are also matters of further significance, where any urban encroachment will require engagement with and consideration by mana whenua.

It's important to note that the mapping in this section is based on the best available information from each council. It is acknowledged that for flood hazard areas, this map shows differing return periods as the basis for areas to avoid, **or mitigate,** based on the best available mapping information from each territorial authority. Where this map is used for the basis of assessment of specific locations of growth, the specific risk and mitigation framework applicable to the local authority area should be used.

Map 5: Areas to protect and avoid Key constraint areas

AMENDED OCTOBER 2023



This map is based on the existing information and Geographic Information System (GIS) data from the four partner Councils. For some constraints, mapping data is unavailable, incomplete, or reliant on emerging policy with legal effect. Refer to the Technical Report for limitations and further information.

Amend Map 5 above as follows:

- a. Include symbols for Lyttelton Port and the inland ports.
- b. Identify National Grid assets.
- c. Change legend to 'Key constraint areas'
- d. **Ensure it includes all the layers on Maps 7, 9 and 10**

Note: Changes to other maps will result in consequential changes to Map 5 as this is a 'heat' map combining other maps in the draft Spatial Plan.

Opportunity 1: Protect, restore and enhance historic heritage and sites and areas of significance to Māori, and provide for people's physical and spiritual connection to these places

*The area that encompasses Greater Christchurch is part of a wider landscape that holds significant historic and contemporary cultural associations and importance for Ngāi Tahu whānui, reflecting their occupation of the area for more than 1,200 years. The Spatial Plan recognises the importance of protecting the sites and areas of significance to Māori for generations to come, and that Papatipu Rūnanga are the entities responsible for the protection of tribal interests within their respective takiwā. **The Greater Christchurch area also has sites and buildings that are of importance in reflecting the historic heritage of the area. The Spatial Plan recognises the importance of protecting these sites and areas and integrating them into the urban environment for continued retention and viability.***

Context

- There are many sites and areas of significance to Māori in the Greater Christchurch area, reflecting the historic occupation and movement of Māori across the landscape for over a thousand years.
- Recognition of a cultural landscape is important to Ngāi Tahu identity, as it affirms connections to place and in some instances the opportunity for continuing cultural practices.
- Identifying cultural landscapes provides for the protection of Wāhi Tapu and Wāhi Taonga.
- There is the opportunity to integrate te ao Māori into planning and designing the built form of Greater Christchurch, and re-establishing a cultural presence.
- Both Māori and European cultural and historic heritage contribute to the identity of the Greater Christchurch area. It is important these values are recognised and protected through the Spatial Plan for the benefit of current and future generations.

Direction

1.1 ~~Avoid~~ **Protect** urban development over Wāhi Tapu **from urban development**

1.2 Protect, restore and enhance Wāhi Taonga and Ngā Wai

1.3 Protect, recognise, and restore the historic heritage of Greater Christchurch.

Direction

~~1.1 Avoid urban development over~~ **Protect Wāhi Tapu from urban development**

1.2 Protect, restore and enhance Wāhi Taonga and Ngā Wai

1.3 Protect, recognise, and restore the historic heritage of Greater Christchurch

The Greater Christchurch area encompasses a number of sites and areas of significance to Māori (see Map 6). This includes those recognised as Wāhi Tapu, Wāhi Taonga, Ngā Tūranga Tūpuna and Ngā Wai.

The protection of sites and areas of significance to Māori for the benefit of current and future generations is essential to the cultural identity of Greater Christchurch, acknowledging that their protection is a matter for engagement with mana whenua. It is important that the relationship mana whenua has with these sites and areas is able to be maintained and enhanced, which means urban development must be in locations that do not impact on them.

Wāhi Tapu

Wāhi Tapu are sites and places that are culturally and spiritually significant to the history and identity of mana whenua. They include sites such as urupā, pā, maunga tapu, kāinga, tūranga waka and places where taonga have been found. The term is generally applied to places of particular significance due to an element of sacredness or some type of restriction as a result of a specific event or action. Wāhi Tapu sites are to be protected according to tikanga and kawa to ensure the sacred nature of those sites is respected.

Wāhi Taonga

Wāhi Taonga are treasured places that have high intrinsic value and are valued for their capacity to shape and sustain the quality of life, and provide for the needs of present and future generations. Access to these areas is important to Ngāi Tahu identity.

Ngā Tūranga Tūpuna

Ngā Tūranga Tūpuna are broader landscapes within which there are concentrations of a range of culturally significant sites. The maintenance of the integrity of these environments is an important outcome.

Ngā Wai

Ngā Wai encompasses water bodies and their margins, and include ngā awa (rivers), ngā roto (lakes), ngā hāpua (coastal lagoons), ngā repo (wetlands) and ngā puna (springs).

The entire coastline of Te Tai o Mahaanui is recognised as Ngā Wai. Te Ihutai / Avon-Heathcote Estuary, and the Ōtākaro / Avon, Ōpawaho / Heathcote and Pūharakekenui / Styx rivers, and a number of their tributary streams, in Christchurch City are identified as Ngā Wai. Throughout the Selwyn and Waimakariri districts, a variety of rivers are also identified as Ngā Wai, including the Waimakariri and some of its tributaries, the Waikirikiri / Selwyn and Hurutini / Halswell, along with Te Waihora / Lake Ellesmere.

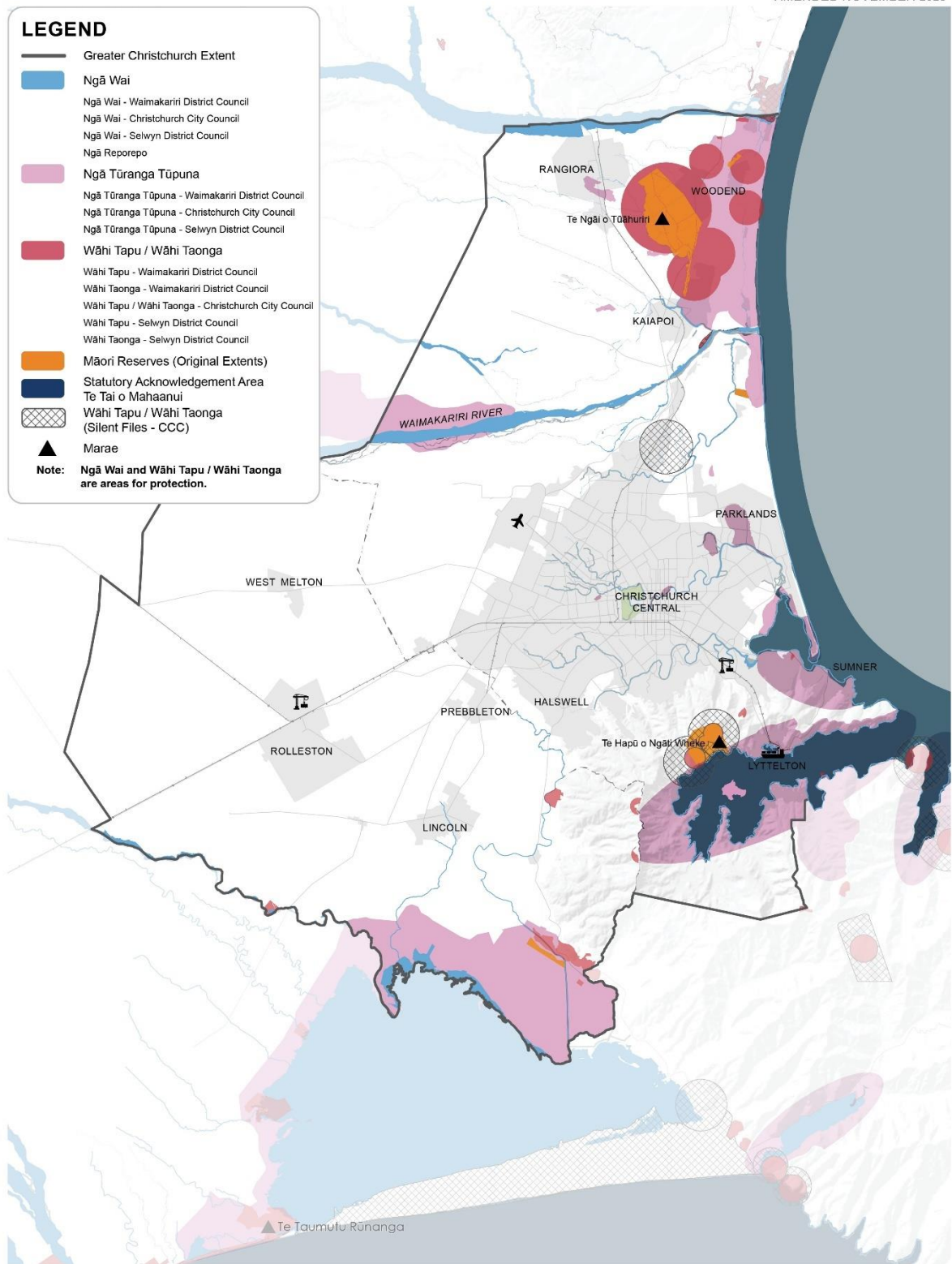
1.3 Protect, recognise, and restore the historic heritage of Greater Christchurch.

Greater Christchurch has many significant heritage sites, areas, and associated values, which should be recognised in urban development and protected from inappropriate activities. In providing this protection there will be tension with the direction for greater intensification and the pressures this may bring on historic heritage sites and areas. The challenge to this will be balancing the protection of historic heritage with providing for greater intensification and a changing urban environment. However, as a matter of national importance under the Resource Management Act 1991, historic heritage values are given greater consideration over intensification.

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Map 6: Sites and areas of significance to Māori

AMENDED NOVEMBER 2023



This map is based on the existing information and Geographic Information System (GIS) data from the four partner Councils. For some constraints, mapping data is unavailable, incomplete, or reliant on emerging policy with legal effect. Refer to the Technical Report for limitations and further information.

Amend Map 6 above as follows:

- a. Include symbols for Lyttelton Port and the inland ports.

Opportunity 2: Reduce and manage risks so that people and communities are resilient to the impact of natural hazards and climate change

There are some areas of Greater Christchurch that are subject to significant risks from natural hazards and the effects of climate change. The Spatial Plan ensures that future development is directed away from these areas, investment in infrastructure reduces exposure and the resilience of communities in these areas is increased by taking action.

Context

- Climate change is increasing the likelihood of more frequent and severe natural hazards, including storms, flooding, coastal inundation and erosion, land instability, heat waves, droughts, high winds, and fires; as well as slower onset effects such as sea level rise.
- Low-lying coastal areas are particularly exposed to natural hazards, such as flooding and tsunamis.
- Climate change is already impacting local ecosystems and communities, and is disproportionately affecting mana whenua and vulnerable communities.
- Essential infrastructure is at risk, with the potential for disruption to power, transport and water supply during an extreme natural hazard event. These impacts could have serious consequences for human health, livelihoods, assets and the liveability of places.
- The decisions made now on how urban areas will grow and change will influence the patterns of exposure and vulnerability to natural hazards in the future.
- Focusing growth away from hazardous locations, investing in infrastructure that reduces exposure and adapting urban areas by incorporating functional elements into the blue-green network can all help to reduce some of the risks.
- In a global context, greenhouse gas emissions on a per capita basis are extremely high in Greater Christchurch. An emissions inventory for Christchurch City for the 2018/19 financial year showed that more than half of its total emissions came from the transport sector. **It is acknowledged that achieving a low carbon future for greater Christchurch will require the provision of reliable renewable energy.**

Direction

- 2.1 Focus and incentivise growth in areas free from significant risks from natural hazards
- 2.2 Strengthen the resilience of communities and ecosystems to climate change and natural hazards

Direction

2.1 Focus and incentivise growth in areas free from significant risks from natural hazards

A number of areas in Greater Christchurch are vulnerable to flooding, particularly in the low-lying eastern areas of Christchurch and areas surrounding Kaiapoi; while coastal areas are vulnerable to sea level rise, coastal inundation and erosion, and tsunamis (see Map 7).

Earthquakes are also a significant risk factor. The related risks of cliff collapse, rockfall and mass movement are constraints on development that particularly affect the hill suburbs of Christchurch.

It is essential that urban development is directed away from areas that are at significant risk from natural hazards **where that risk cannot be reduced to acceptable levels**, to ensure the safety and wellbeing of people, and the protection of buildings, infrastructure and assets. This will also reduce levels of exposure to the effects of climate change.

There are also some areas subject to natural hazards, but where these risks can be **more easily** mitigated by building differently, such as increasing the floor levels of a building or ensuring building foundations meet a higher standard. These areas, **which include parts of the Port Hills and large areas of the floodplains**, are categorised as having negotiable **moderate** constraints (see Map 8).

2.2 Strengthen the resilience of communities and ecosystems to climate change and natural hazards

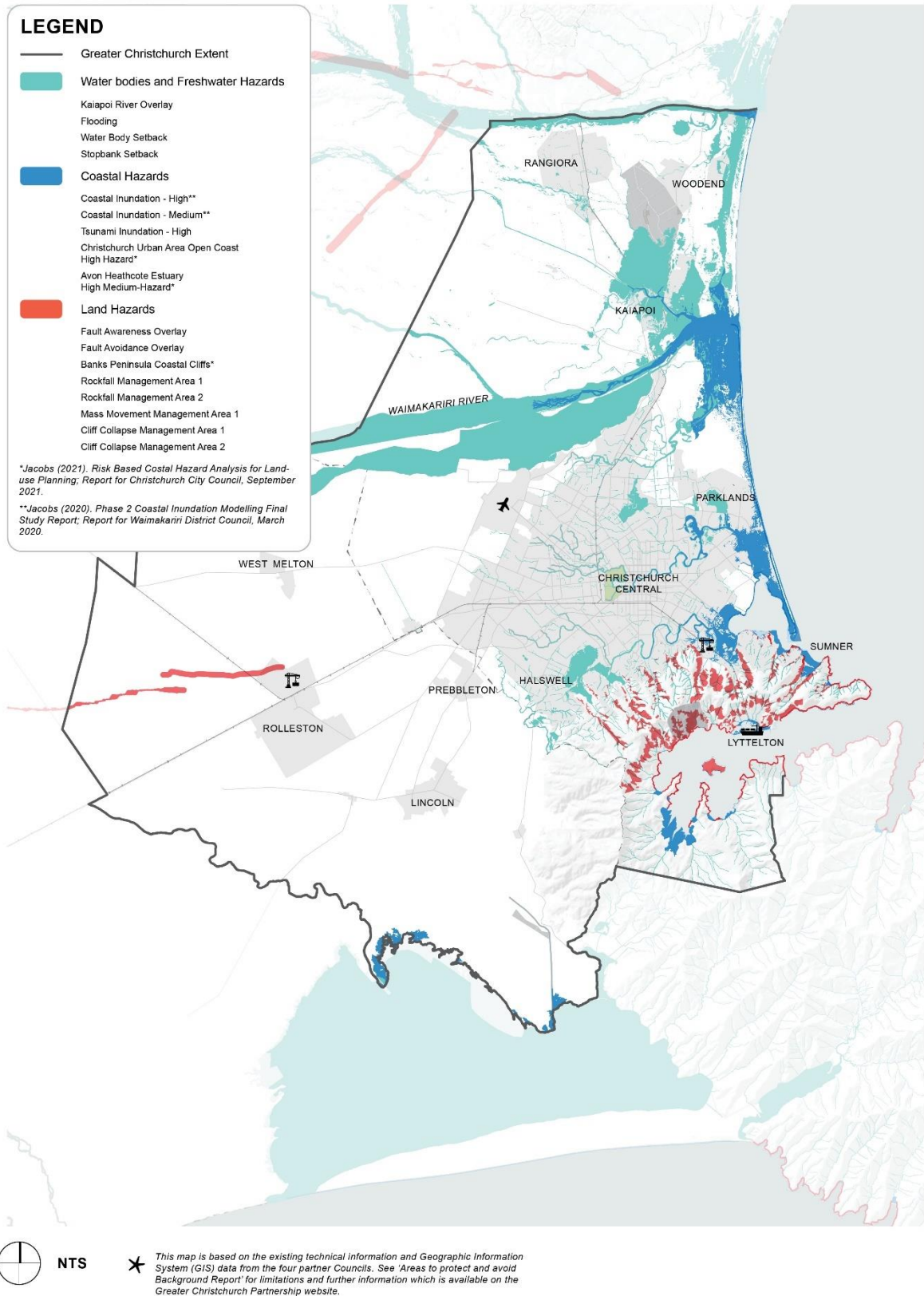
Climate resilience means reducing greenhouse gas emissions, responding to known risks from climate change, and enhancing the capacity of communities and ecosystems to recover and adapt to a changing environment.

Key ways to build resilience to climate change and natural hazards in Greater Christchurch include:

- Reducing transport emissions by supporting more people to live, work, shop, recreate and socialise within close proximity, and to use public transport when they do need to travel, by focusing growth through targeted intensification around centres and along public transport corridors.
- **Recognising interdependencies in the infrastructure sector, especially between telecommunications and electricity, and acknowledging the role they play in responding to, and recovering from, natural hazard events.**
- Focusing growth away from areas likely to be more exposed to natural hazards that will be exacerbated by climate change, such as flooding and coastal erosion, **while acknowledging that strategic infrastructure sometimes needs to operate in areas affected by natural hazards.**
- Protecting and restoring the natural environment to support communities and ecosystems be more resilient to climate change and natural hazards. Opportunities for Greater Christchurch include promoting enhanced coastal and wetland reserves to reduce flood risk, establishing new green spaces to help absorb and treat rainwater, planting trees to shade and cool urban areas, and creating new or enhanced forested areas.

Map 7: Areas subject to natural hazard risks

AMENDED NOVEMBER 2023



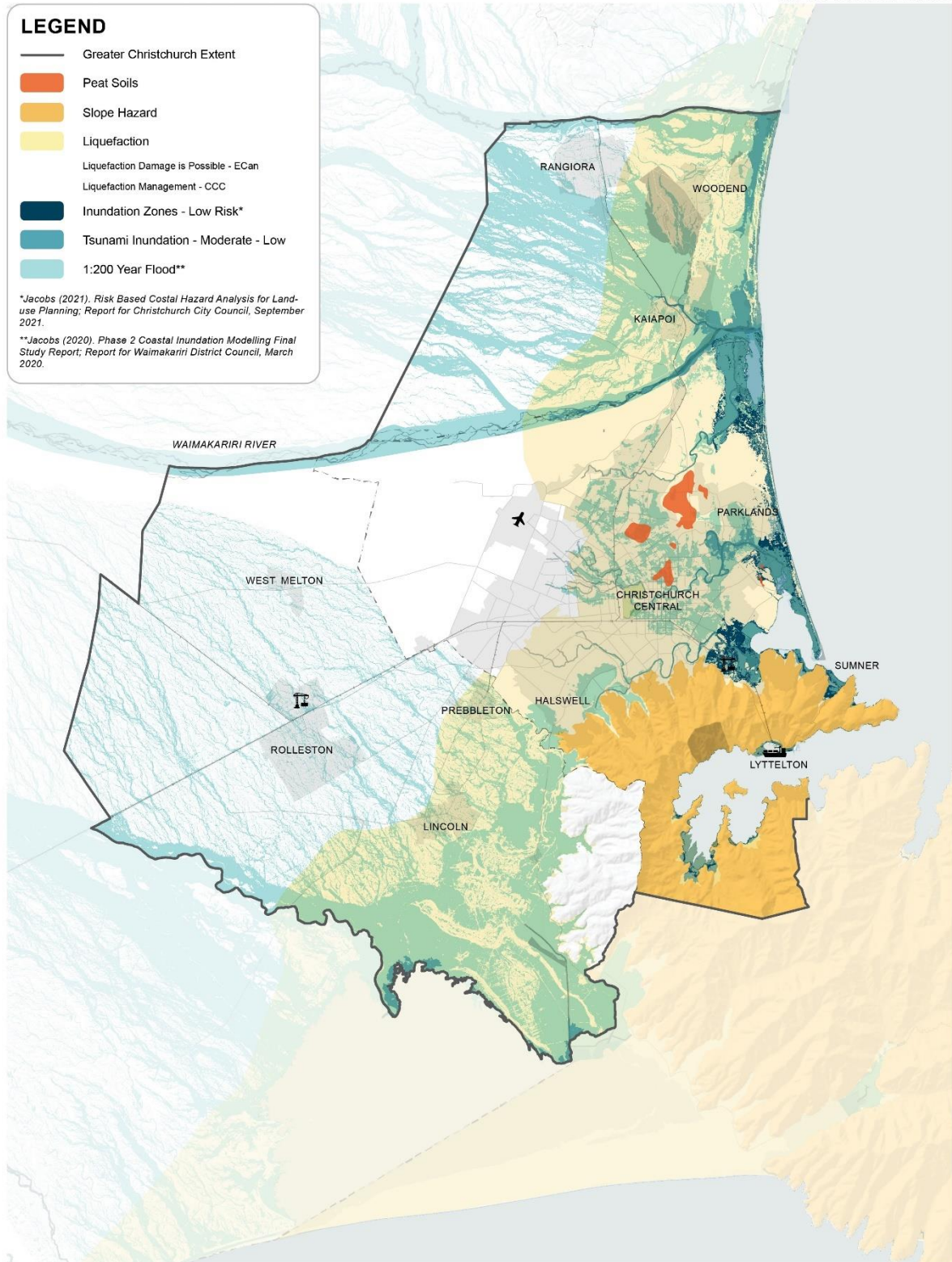
Amend Map 7 above as follows:

- a. PC12 references to be deleted and replaced with reference to Jacobs Report, and reference to be added for Waimakariri Flood technical report.
- b. Tsunami evacuation red layer to be replaced with 3m inundation wave from GNS 2019/2020 Report and the legend amended to remove reference to Tsunami Inundation – Red, and replaced with Tsunami Inundation – High.
- c. Amend the foot note to : This map is based on the existing **technical** information and Geographic Information Systems (GIS) data from the four partner Councils. ~~For some constraints, mapping data is unavailable, incomplete or reliant on emerging policy with legal effect.~~ **See** 'Areas to protect and avoid **Background** Report' for limitations and further information **which is** available on the Greater Christchurch Partnership website.
- d. Include symbols for Lyttelton Port and the inland ports

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Map 8: Areas subject to negotiable moderate natural hazard risks

AMENDED NOVEMBER 2023



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This map is based on the existing technical information and Geographic Information System (GIS) data from the four partner Councils. See 'Areas to protect and avoid Background Report' for limitations and further information which is available on the Greater Christchurch Partnership website.

Amend Map 8 above as follows:

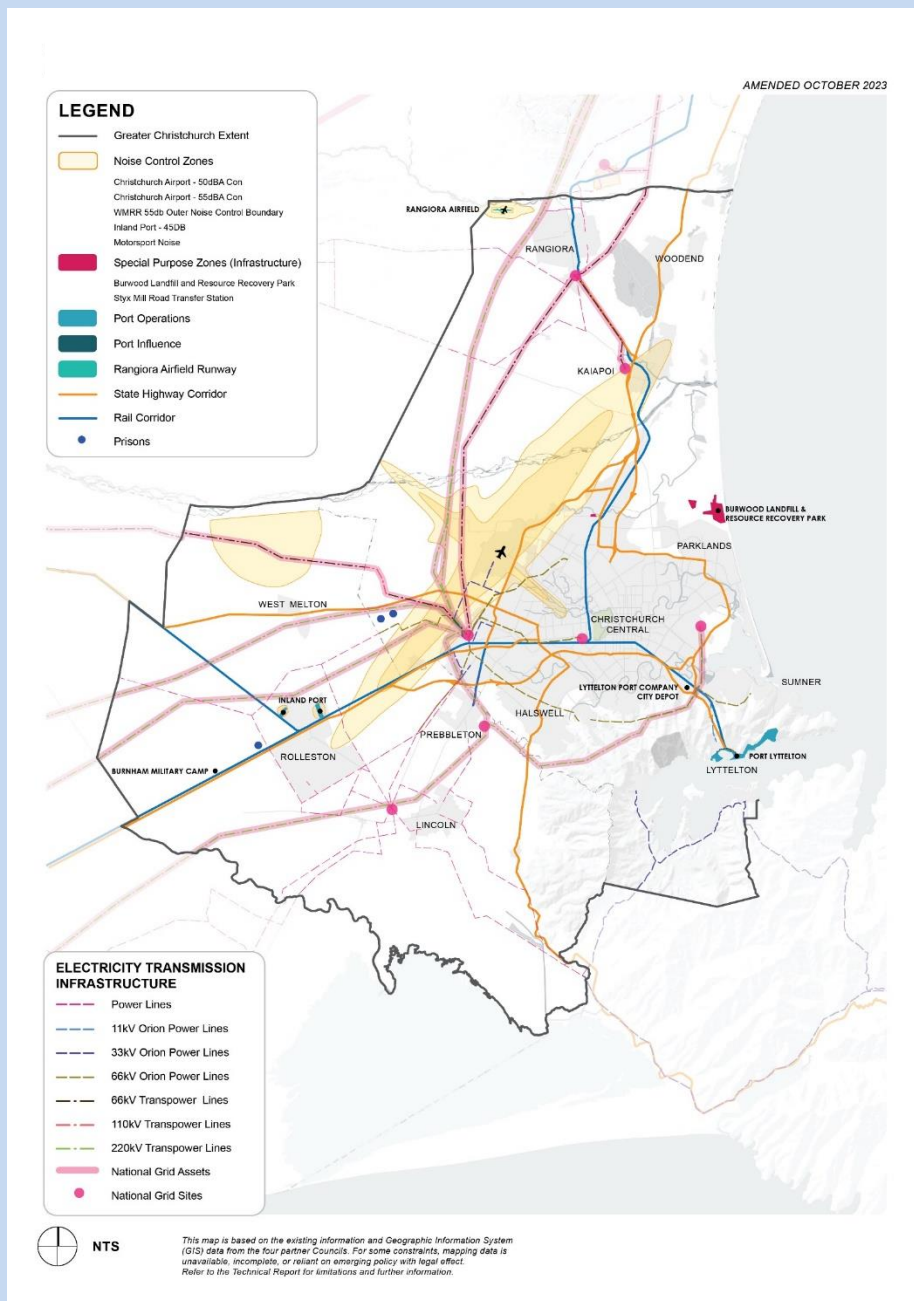
- a. PC12 references to be deleted and replaced with reference to Jacobs Report, and reference to be added for Waimakariri Flood technical report.
- b. Tsunami evacuation orange layer to be replaced with 5m wave inundation wave from GNS 2019/2020 Report; and the legend amended to remove reference to Tsunami Evacuation Zone (orange) and replaced with Tsunami Inundation – Moderate-Low.
- c. Amend the foot note to : This map is based on the existing **technical** information and Geographic Information Systems (GIS) data from the four partner Councils. ~~For some constraints, mapping data is unavailable, incomplete or reliant on emerging policy with legal effect.~~ **See** 'Areas to protect and avoid **Background** Report' for limitations and further information **which is** available on the Greater Christchurch Partnership website.
- d. Include symbols for Lyttelton Port and the inland ports

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Protecting strategic infrastructure

Urban development should be **avoided carefully managed** around strategic infrastructure to ensure the safety and wellbeing of residents, and to safeguard the effective operation, maintenance and potential for upgrades of this infrastructure. Key strategic infrastructure in Greater Christchurch includes Christchurch Airport, the Port of Lyttelton, the inland ports at Rolleston and Woolston, state highway and rail corridors, **and the National Grid** and the electricity transmission **and distribution** network (see Map 9).

Map 9: Key sStrategic infrastructure



The noise contours relating to Christchurch International Airport as shown on Map 9 represent the contours operative in the Canterbury Regional Policy Statement 2013. As part of the review of the Canterbury Regional Policy Statement, an update of the airport noise contours was completed by Christchurch International Airport Limited and independently peer reviewed by a panel of experts appointed by the Regional Council. In June 2023 a final set of remodelled air noise contours was made publicly available in a report published by Christchurch International Airport Limited. The updated noise contours will be a key input to the review of the Regional Policy Statement, and this is the process by which changes to the spatial extent of the operative contours and the associated policy framework will be considered.

Amend the 'Protecting strategic infrastructure' blue box and Map 9 to sit after Map 5

Amend Map 9 as follows:

- a. correctly show the National Grid; and amendments to the legend annotation and symbols to differentiate between the National Grid assets and electricity distribution network assets
- b. Show locations of prisons
- c. Show the location of the LPC City Depot inland port
- d. Show location of military bases
- e. Remove Woodford Glen Speedway and Ruapuna Raceway
- f. **Include the airport symbol in the legend**

Opportunity 3: Protect, restore and enhance the natural environment, with particular focus on te ao Māori, the enhancement of biodiversity, the connectivity between natural areas and accessibility for people

A healthy natural environment is intrinsically linked with the wellbeing of people and places. The Spatial Plan recognises the importance of the natural environment as the foundation for the future of Greater Christchurch, particularly in the context of climate change and the urgent need to strengthen climate resilience. It commits to working with nature, not taking it over, when looking to the future.

Context

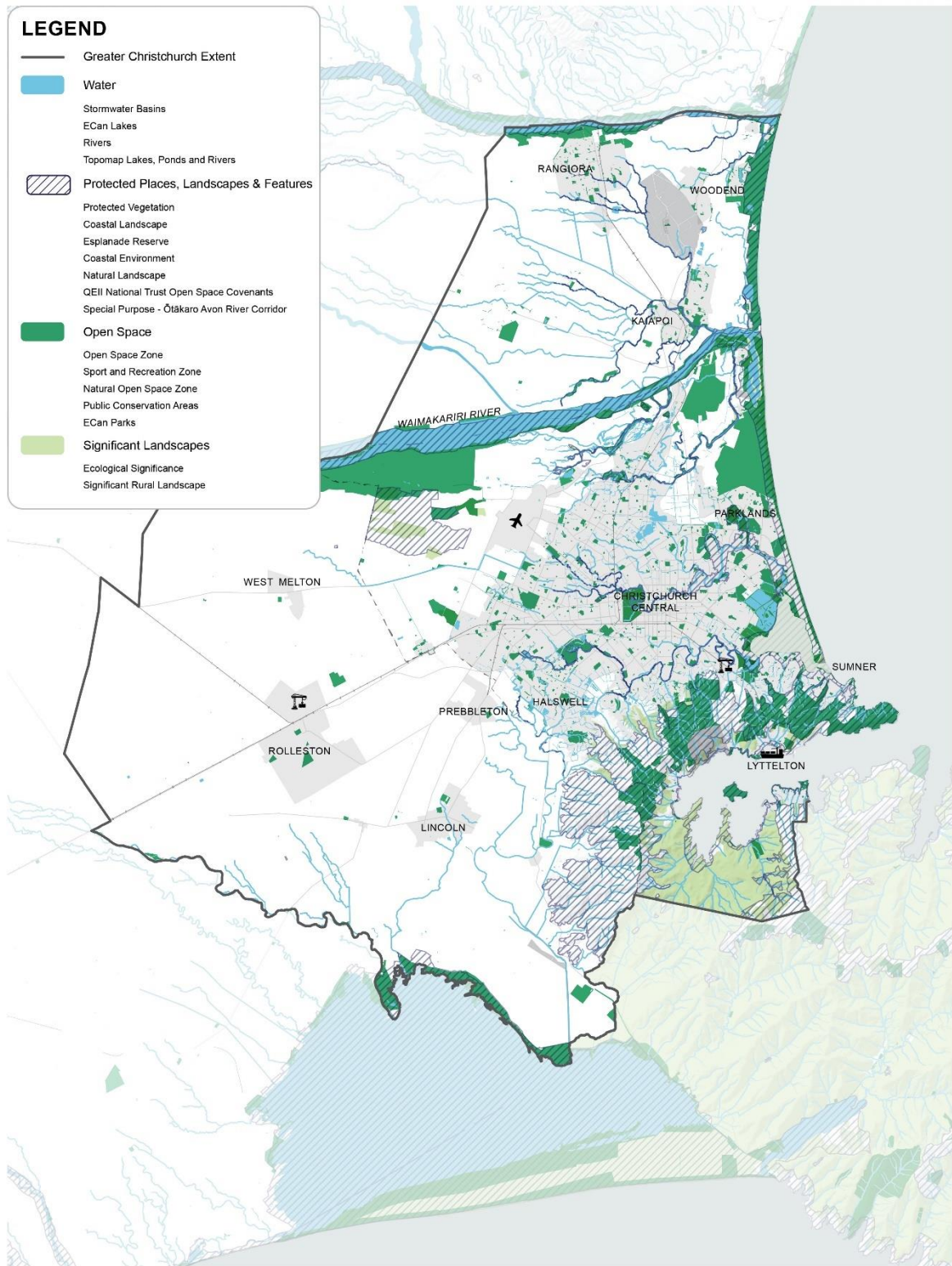
- The state of water bodies continues to degrade, with most having water quality issues and being in a poor state of cultural health. Groundwater that supplies Greater Christchurch's drinking water is at risk from changes to land use, increasing demands for water and the effects of climate change.
- There is currently good access to green spaces, although further planning and investment into parks and open spaces will be needed as the population grows.
- The tree canopy has declined over time, which has reduced habitats for wildlife, the amenity of urban environments, community wellbeing and climate resilience.
- Reductions in the extent and quality of the environment have had a detrimental effect on mana whenua and their relationship with water and natural resources.
- Highly productive soils have been lost to urban development and land fragmentation.
- Air quality has improved overall over the last decade, albeit some areas and communities still experience poor air quality.
- Te ao Māori provides a holistic and integrated approach to using, managing and protecting natural resources by acknowledging the inter-connectedness of all elements of the natural and physical world.

Direction

- 3.1 ~~Avoid development in~~ **Protect** areas with significant natural values
- 3.2 Prioritise the health and wellbeing of water bodies
- 3.3 Enhance and expand the network of green spaces
- 3.4 Protect highly productive land for food production
- 3.5 Explore the opportunity of a green belt around urban areas

Map 10: Environmental areas and features

AMENDED NOVEMBER 2023



LEGEND

- Greater Christchurch Extent
- Water
 - Stormwater Basins
 - ECan Lakes
 - Rivers
 - Topomap Lakes, Ponds and Rivers
- Protected Places, Landscapes & Features
 - Protected Vegetation
 - Coastal Landscape
 - Esplanade Reserve
 - Coastal Environment
 - Natural Landscape
 - QEII National Trust Open Space Covenants
 - Special Purpose - Ōlākaro Avon River Corridor
- Open Space
 - Open Space Zone
 - Sport and Recreation Zone
 - Natural Open Space Zone
 - Public Conservation Areas
 - ECan Parks
- Significant Landscapes
 - Ecological Significance
 - Significant Rural Landscape



This map is based on the existing information and Geographic Information System (GIS) data from the four partner Councils. For some constraints, mapping data is unavailable, incomplete, or reliant on emerging policy with legal effect. Refer to the Technical Report for limitations and further information.

Amend Map 10 as follows:

- a. show the sea / coastal water in blue.
- b. Include symbols for Lyttelton Port and the inland ports

The Greater Christchurch area is defined by a unique network of water bodies, including braided rivers with alpine origins, and spring-fed rivers and streams that flow through the urban environment and estuaries before reaching the coast. Its key blue elements include the Waimakariri, Ōtākaro / Avon and Ōpāwaho / Heathcote rivers, and Te Ihutai / Avon-Heathcote Estuary. The north-eastern shores of Te Waihora / Lake Ellesmere are also within the defined area of Greater Christchurch.

Key green elements in the Greater Christchurch area include the Ashley Rakahuri Regional Park, Waimakariri River Regional Park, Waitākiri / Bottle Lake Forest Park, Tūhaitara Coastal Park, the coastal environment, the Port Hills, parts of Te Pātaka a Rākaihautū / Banks Peninsula, local parks and open spaces, and the larger green spaces found in Christchurch – namely Hagley Park and the Ōtākaro Avon River Corridor. The dry grasslands of the Canterbury Plains also connect the city region to the wider Waitaha / Canterbury region.

Direction

3.1 Avoid development in **Protect** areas with significant natural values

Te ao Māori acknowledges the interconnectedness of people and te taiao – the environment. Based on this Māori world view, kaitiakitanga is a way of managing the environment that recognises that people are an integral part of the natural world, not separate from it; and that there is an intergenerational duty to **protect**, restore and enhance the mauri (life force) of water, land and ecosystems.

Greater Christchurch has many outstanding environmental areas, features and landscapes (*see Map 10*). Urban development must be focused away from areas with significant natural values and areas of cultural significance that include Wāhi Tapu and Wāhi Taonga. It is important that any possible encroachment of development on these areas is avoided, or involves early engagement and agreement with mana whenua.

3.2 Prioritise the health and wellbeing of water bodies

Water is a taonga that is culturally significant to Māori and essential to the wellbeing of all communities. Greater Christchurch has an integrated network of rivers, streams, springs, groundwater and aquifers, linked to estuaries and wetlands in the coastal environment. Restoring the health and wellbeing of water bodies, **including wetlands**, is a priority for the city region.

Taking an integrated, catchment-based approach will support a higher quality water environment in Greater Christchurch. Examples of how this could be achieved include supporting waterway and wetland restoration and enhancement projects, setting extensive development setbacks from waterways, day-lighting urban waterways, and incorporating water sensitive urban design. Buffering water bodies with a riparian zone will also improve water quality and biodiversity, protect banks from erosion, alleviate the impacts of flooding, and support other amenity and recreational values.

The groundwater protection zone in Greater Christchurch must also be protected (*see Map 11*). This area covers the aquifers that provide the city region with its drinking water, which are vulnerable to contamination.

3.3 Enhance and expand the network of green spaces

Indigenous biodiversity is important to the environment, culture, society and economy of Greater Christchurch. For Māori, the connection with nature is one of whakapapa.

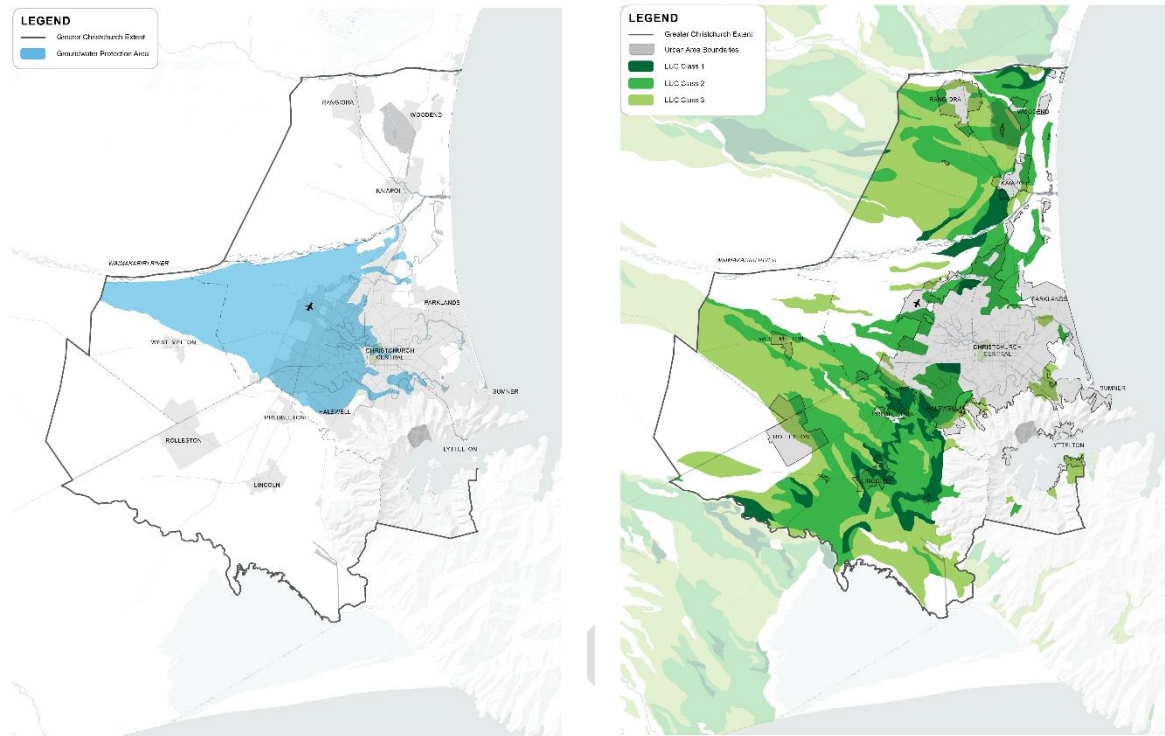
An enhanced and expanded network of green spaces will improve biodiversity, support access and connectivity, and promote active travel. The vision is that every centre and town is connected to another via a green corridor. Opportunities to improve green connections include creating new green spaces; planting along waterways, streets and major transport routes; growing urban forests; and integrating public green spaces into major development projects. Creating stronger links to the Port Hills and Te Pātaka a Rākaihautū / Banks Peninsula is a particular opportunity to support increased biodiversity.

Improving the quality of the environment in **existing and proposed** higher density areas is critical. This can be achieved by designing and integrating vegetation (particularly trees) and indigenous biodiversity into these areas through enhanced streetscapes, parks and other public spaces, and with green spaces incorporated into private developments.

It is important that green spaces within our urban environments can be enjoyed by people of all ages and abilities, including through inclusive design and the application of universal design standards.

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Map 11: Groundwater protection zone / Map 12: Highly productive soils Land Use Capability Class 1-3 soils



3.4 Protect highly productive land for food production

Land that is particularly good for food production is a scarce and finite resource that has been lost as a result of urban expansion and land fragmentation. The highly productive soils found in parts of Greater Christchurch are a valuable resource (see Map 12).

The National Policy Statement for Highly Productive Land requires highly productive land to be protected from urban development, with some exceptions. Focusing urban development within the existing urban area – growing ‘up’ rather than ‘out’ – will help protect the best soils for agriculture. Where development does need to occur outside the existing urban area, this should avoid highly productive land where possible.

Implementation of the National Policy Statement for Highly Productive Land is subject to a regional planning process. The mapping of highly productive land, as per the definition in the National Policy Statement, has not yet been notified by the Canterbury Regional Council. The interim definition of highly productive land **in the current National Policy Statement (September 2022)**, is land that is Land Use Capability Class 1, 2, or 3 (with some exceptions relating to identified growth areas). For the purposes of the Spatial Plan, these Land Use Capability Classes have been shown in Map 12, noting that exceptions do apply. **Map 12 is not determinative of the identification of highly productive land for inclusion, by way of maps, in the Canterbury Regional Policy Statement as required by the National Policy Statement for Highly Productive Land.**

3.5 Explore the opportunity of a green belt around urban areas

A green belt is a planning tool used to maintain areas of green space around urban areas, often acting as a buffer between urban and rural areas. A green belt around Greater Christchurch’s urban areas could help limit urban expansion; protect food producing land and green spaces for future generations; provide space for urban forests, wetlands and ecological restoration areas; increase resilience to the effects of climate change; and support recreational activities.

The concept of a green belt in Greater Christchurch needs to be explored in more detail and **this** will be undertaken as part of the development of a blue-green network strategy.

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Part 2 – An urban form for people and business

Opportunity 4: Enable diverse, **quality** and affordable housing in locations that support thriving neighbourhoods that provide for people’s day-to-day needs

The homes and communities that people live in provide the foundations for their wellbeing. Greater Christchurch’s population is growing and changing, which will impact how and where people live. The Spatial Plan focuses on providing greater housing choice to meet the diverse needs of the community, including the need for more affordable homes; as well as enabling more people to live in places that are well-connected to employment, education, social and cultural opportunities.

Context

- Greater Christchurch has maintained a good supply of housing that is relatively affordable for middle to high income households, especially compared to other parts of the country.
- Delivering enough affordable housing continues to be a significant challenge, with an estimated 35,000 households in Greater Christchurch defined as being under housing stress in 2021.
- The current mix of housing types will not be suitable to meet needs in the future, particularly with the increase in one-person households and need for more multi-generational housing.
- The prosperity and wellbeing of Māori have been impacted by legislation, planning provisions and urban development strategies that have failed to recognise and prioritise the development of Māori Reserves or recognise the housing needs of Māori within urban areas. Housing options that meet the needs of Māori whānau are very limited in Greater Christchurch’s urban areas.
- The level of accessibility to employment, services, green spaces and public transport varies across different parts of Greater Christchurch.
- The National Policy Statement on Urban Development and the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act have removed barriers to development to allow growth ‘up’ and ‘out’ in locations with good access to existing services, infrastructure and public transport.

Direction

- 4.1 Enable the prosperous development of kāinga nohoanga on Māori Reserve Land, supported by infrastructure and improved accessibility to transport networks and services; along with the development of kāinga nohoanga within urban areas
- 4.2 Ensure **at least** sufficient development capacity is provided or planned for to meet demand
- 4.3 Focus and incentivise intensification of housing to areas that support the desired pattern of growth
- 4.4 Provide housing choice and affordability
- 4.5 Deliver thriving neighbourhoods with quality developments, **quality housing** and supporting community infrastructure

Direction

4.1 Enable the prosperous development of kāinga nohoanga on Māori Reserve Land, supported by infrastructure and improved accessibility to transport networks and services; along with the development of kāinga nohoanga within urban areas

As outlined in *The prosperous development of kāinga nohoanga* section, legislation and a failure of strategic planning have prevented the development of Māori Reserves for subdivision, housing, and social and educational infrastructure, educational facilities, as well as the development of prosperous economic activities. This has impacted the prosperity and wellbeing of mana whenua.

Many Māori live within Greater Christchurch's urban areas where existing zonings do not contemplate or appropriately provide for kāinga nohoanga as a housing outcome. Consequently, the cultural needs of Māori have been overlooked.

A particular issue in supporting kāinga nohoanga is to ensure that infrastructure is provided that meets the needs of mana whenua for future development of kāinga nohoanga on Māori Land, with a specific focus on MR873 at Tuahiwi. Whilst policy and plan changes have occurred to enable kāinga nohoanga, this has not been supported with investment in infrastructure.

Within urban areas, it is assumed that the development of kāinga nohoanga will be able to be accommodated within the capacity of existing infrastructure or planned infrastructure upgrades.

Development of kāinga nohoanga is to be supported by partners as part of the commitment to give effect to mana whenua expectations and priorities. This will require a partnership with mana whenua to identify and respond to the specific infrastructure needs for Māori Reserve Land and within urban areas to ensure that there is sufficient capacity in, and feasible access to, local networks to enable this.

Further work between mana whenua and councils is needed to remove residual barriers in the planning framework, including the rezoning of all Māori Reserves and partnership in the provision of infrastructure to enable the development of Kāinga Nohoanga on Māori Land and within urban areas.

Key commitments and actions required to deliver this direction

- Partner with mana whenua to identify and respond to the specific infrastructure needs for Māori Reserve Land to ensure that there is sufficient capacity in, and feasible access to, local networks, to enable this.
- Partners to invest and provide infrastructure to support the development of MR873 and ensure mana whenua are active partners in decision making for these investments.
- Support mana whenua with upgraded infrastructure where needed in urban areas to enable kāinga nohoanga.
- Ensure that any future urban form for Greater Christchurch does not preclude or prevent the growth and development of Māori Reserve Land as settlements to the fullest extent possible. This includes ensuring Māori Land is not used or taken for public infrastructure required to service development on adjoining or proximate land.
- Ensure policy does not impede the ability to establish urban kāinga nohoanga.
- Enable and support the implementation of the Kāinga Nohoanga Strategy, which will set the expectations and implementation requirements to enable and support kāinga nohoanga.

- Initiate a process to rezone MR892 and MR959.

4.2 Ensure **at least** sufficient development capacity is provided or planned for to meet demand

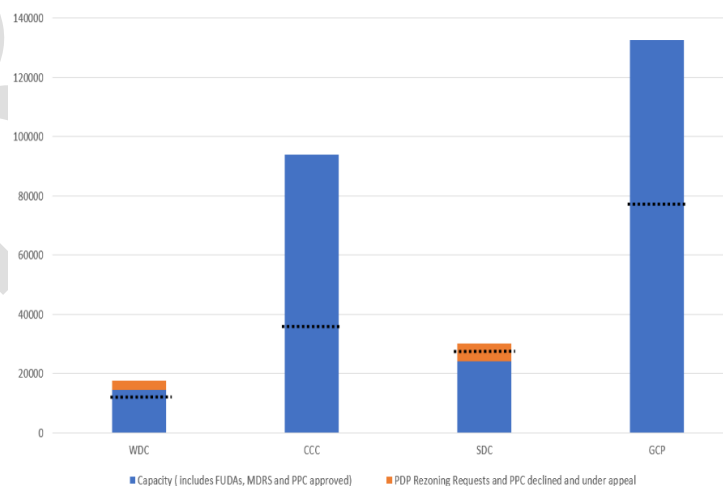
Meeting the projected demand for housing over the next 30 years is not a major issue for Greater Christchurch. This is particularly with additional greenfield areas being recently rezoned through private plan changes, and further intensification enabled across the city region as required by the National Policy Statement on Urban Development and Resource Management (Enabling Housing Supply and Other Matters) Amendment Act. In addition to these recent rezonings, greenfield areas are also being considered through rezoning submissions on the Selwyn and Waimakariri District Plan Review processes – the outcomes of which are yet to be determined.

Table 2: Sufficiency of housing development capacity to meet projected demand (2022 – 2052)

	Feasible capacity		Demand with margin		Surplus / Shortfall	
	Medium term (0 – 10 years)	Long term (0 – 30 years)	Medium term (0 – 10 years)	Long term (0 – 30 years)	Medium term (0 – 10 years)	Long term (0 – 30 years)
Waimakariri	5,950	14,450	5,600	13,250	+350	+1,200
Christchurch	94,000	94,000	14,150	37,500	+79,850	+56,500
Selwyn	11,550	24,100	10,000	27,350	+1,550	-3,250
<i>Total</i>	111,500	132,550	29,750	78,100	+81,750	+54,450

Based on the assumption that housing demand remains constant over time, a 60-year housing bottom line could translate into a requirement to accommodate an additional 160,000 households in Greater Christchurch – the equivalent to almost one million people living in the city region. This longer term growth could still be largely accommodated by the current housing development capacity in the city region as a whole as these figures also do not take account of the potential capacity from higher densities, which during the long term is likely to become more feasible and common in the market.

Figure 9: Sufficiency of housing development capacity to meet projected demand (2022 - 2052)



The response to long term shortfalls will be through exploring the feasibility of intensification, especially around centres and public transport routes, and increasing minimum densities for new greenfield areas. The broad locations for residential growth are shown in *Map 14 under Opportunity 5*. The Priority Development Areas will also be a significant tool to incentivise redevelopment and higher density housing (see the *A collective focus on unlocking the potential of Priority Areas* section). Further to this, **broad** locations for **residential** development to provide additional capacity should align with the direction in the Spatial Plan and desired pattern of growth. **Identifying broad locations for residential development, should be guided by the Spatial Strategy, including the six opportunities, directions and the overarching directions that shape the desired pattern of growth. Broad locations at a minimum:**

1. Adjoins to or are within a Significant Urban Centre, Major Town or a Locally Important Urban Centre in Greater Christchurch
2. Are accessible to either MRT, Core Public Transport Routes or New / Enhanced Public Transport Routes
3. Protect, restore and enhance the natural environment, historic heritage and sites and areas of significance to Māori
4. Are free from significant risks arising from natural hazards and the effects of climate change

4.3 Focus and incentivise intensification of housing to areas that support the desired pattern of growth

The focus of the Spatial Plan is to encourage greater intensification and higher densities around centres and public transport routes. The benefits of intensification in line with this desired pattern of growth include:

- More people living in closer proximity to services and employment
- A competitive public transport system to encourage mode shift
- Less reliance on private vehicle use
- A reduction in greenhouse gas emissions
- Efficient and effective use of existing infrastructure
- More affordable and diverse housing choices
- Less need for urban expansion onto highly productive land.

Greater intensification (medium and high density) is also being enabled as directed under the Resource Management Act (Intensification Instruments) and the National Policy Statement on Urban Development. This national direction enables greater intensification to occur across large parts of the urban area that may not necessarily be in close proximity to centres and public transport routes. The approach to focus intensification around centres and public transport routes will need to rely less on traditional planning tools (e.g. zoning) and look more at incentivisation, partnerships and investment. **A broad range of statutory and non-statutory tools will be relied upon for improving the feasibility of intensification to support the desired pattern of growth.**

A key approach to targeting intensification in the preferred locations is to identify Priority Development Areas, which are areas that the partnership will take a coordinated effort at a given time. They provide a mechanism for coordinated and aligned action across multiple agencies; to inform, prioritise and unlock investment, and drive collective accountability.

4.4 Provide housing choice and affordability

Greater intensification around centres and along public transport routes will help provide a range of dwelling types to meet the changing demand profile in Greater Christchurch, particularly from an aging population. This includes providing for the projected higher demand for smaller, more affordable units.

This will mean new housing will increasingly move towards medium and higher density housing types, such as townhouses, terraced housing and apartments. This will help to increase the variety of housing, including more affordable options. However, to do this across a spectrum of housing choice and demand, the intensification focus needs to be combined with continuing to provide for **diverse forms of housing and** some greenfield areas in appropriate locations.

The focus on targeted intensification will support an urban form that helps address the strategic opportunities and challenges facing the city region, and to help address housing affordability for low income households.

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Figure 10: Population growth by age group in Greater Christchurch

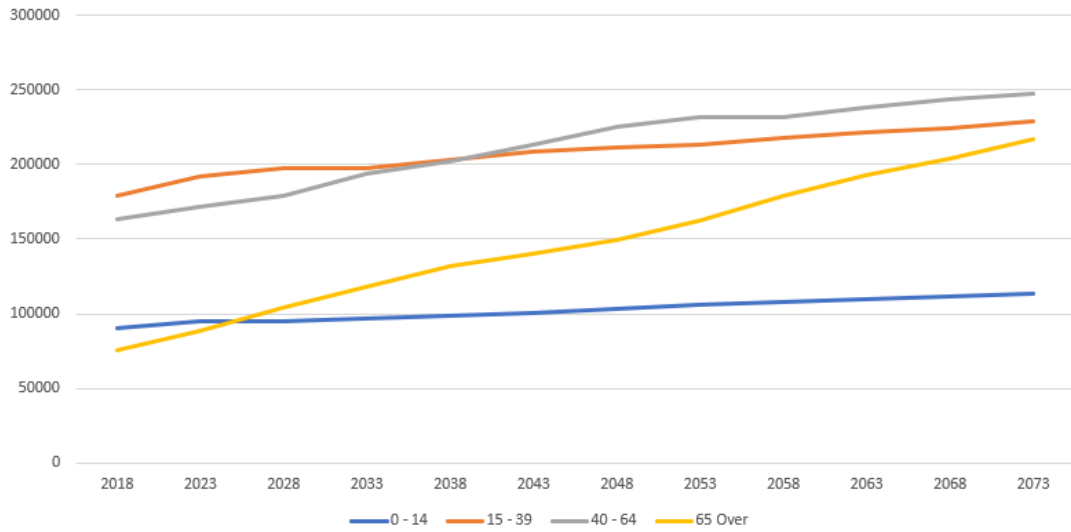
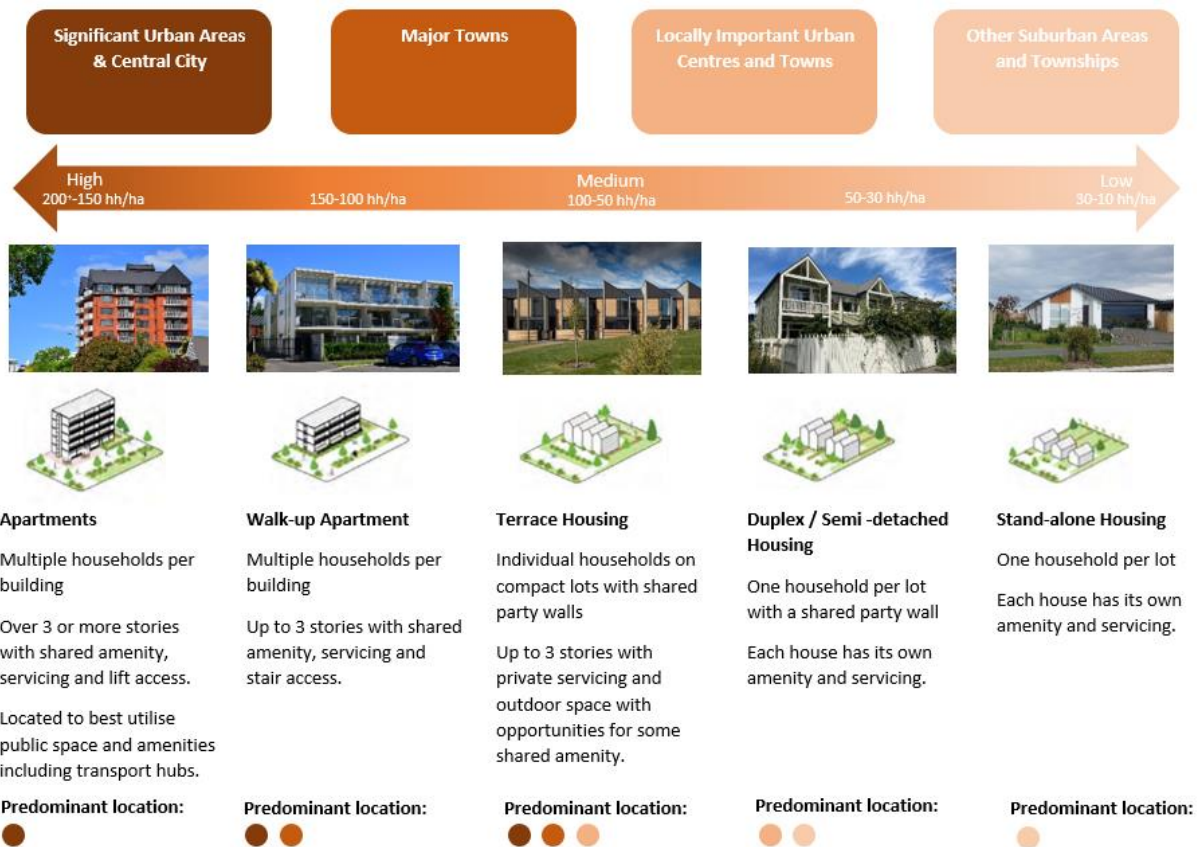


Figure 11: Housing typologies by density



Social and affordable housing needs

In comparison to other major urban centres in Aotearoa New Zealand, housing in Greater Christchurch is relatively affordable. However, the provision of social and affordable housing will become an increasingly critical issue.

Enabling higher density housing developments at different price points will be vital to meeting the projected increase in demand for smaller, more affordable dwellings. The cost of housing, both home ownership and renting, will continue to represent a significant component of household expenditure. New households will have different housing preferences and affordability constraints, but to better align the total housing stock across Greater Christchurch with the overall household composition, new development would need to favour smaller and more affordable housing types.

Smaller and multi-unit dwellings that take advantage of more efficient building construction techniques, and adopt new home ownership and rental models, can aid the provision of more affordable homes. Housing should meet the needs of the population at all stages of life.

Housing need in Greater Christchurch, **including social and affordable housing**, will be further addressed through the development of a joint ~~social and affordable~~ housing action plan.

Greenfield

The creation of 'greenfield' areas will continue to be part of how we accommodate more people so that we can provide a range of lifestyle choices that our communities value. The focus of our spatial plan and greenfield development, is to encourage positive change in our urban form and function, recognising that while housing capacity needs to be provided, this must achieve and not undermine other directions and principles. To achieve this, successful future greenfield development needs to:

1. Be well connected with employment, services and leisure through public and active transport networks
2. Be integrated with existing urban areas
3. Meet a need identified by the latest Housing and Business Development Capacity Assessment
4. Be at the right scale, density and location to minimise impact on highly productive land and existing permitted or consented primary production activities.

Further additional greenfield development may be required for the longer term and to provide for a population towards one million. Additional greenfield will be assessed through other statutory processes.

While there has been a trend towards increasing greenfield density over the last few years, the rate of change will need to increase to support the overall outcomes of the Spatial Plan. A technical report prepared to evaluate greenfield density uptake in Greater Christchurch included a density outcomes analysis of case study areas, as well as a national and international literature review to assess the implications of increasing residential density. The analysis found that there is a positive relationship between increases in density, more diverse housing typologies and the utilisation of more sustainable transport modes. The analysis found that the benefits of residential density increase incrementally. However, there are 'tipping points' of 25 to 30 households per hectare where residential density can deliver greater benefits.

Specific Forms and Alternative Approaches to Housing

Specific forms of housing and alternative approaches to housing are part of housing choice. They can provide for a range of preferred lifestyle options, respond to deficiencies or particular demand in the housing market, target those with the greatest housing need or deliver housing through innovative and

novel approaches. They span the housing continuum from social housing through to private housing in the open market. They can offer greater diversity of housing typologies, tenures and price points.

Consideration of how specific forms of housing and alternative approaches to delivering housing can support greater housing choice in Greater Christchurch will be further addressed through the development of a Joint Housing Action Plan.

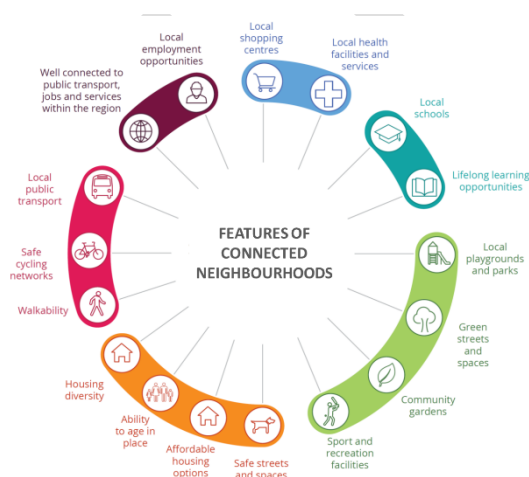
4.5 Deliver thriving neighbourhoods with quality developments, quality housing and supporting community infrastructure

Thriving neighbourhoods enable people and communities to meet their day-to-day needs, strengthen quality of life, and increase community connection and resilience. They are neighbourhoods that **are well connected**; enable safe and equitable access for all; have high quality and safe open spaces, green spaces and public realm; and provide **a diverse range of housing choice including** for social and affordable housing

Vibrant communities with access to services **Features of Thriving Neighbourhoods**

With good urban design, neighbourhoods and their centres can include communal spaces that are liveable, walkable, safe and attractive, and have good connectivity and accessibility. A network of vibrant and diverse urban and town centres that incorporates mixed-use and transport orientated development helps to improve access and add to people’s wellbeing.

Figure 12: Features of connected neighbourhoods
Features of Thriving Neighbourhoods.



Amend Figure 12 as follows:

- a. Change the internal title in Figure 12 to read ‘Features of Thriving Neighbourhoods’

Community facilities and open, green and public spaces

Community facilities contribute to strong, healthy and vibrant communities by providing spaces where residents can connect, socialise, learn and participate in a wide range of social, cultural, **religious**, art and recreational activities. There has been extensive rebuilding and repairing of community facilities within Greater Christchurch, resulting overall in a modern network of well-designed buildings able to cater for optimal usage and meet residents’ expectations. Following the completion of key facilities, such as the Parakiore Recreation and Sport Centre and Te Kaha Multi-Use Arena, the city region will be well serviced to support a broad range of community, tourist, recreational and sporting events.

Open, green and public spaces are areas for people to gather, meet, play and talk. These are places that can be used for cultural purposes, for social events or to engage in recreational activities with one another. There is an extensive network of open spaces across Greater Christchurch; ranging from regional parks, to local area and neighbourhood parks, to sports fields. As the population grows and urban areas densify, it will be

important to ensure that open space provision is meeting the required levels of service for communities. Local area planning will be critical to guide future investment in open spaces, and importantly the prioritisation of new developments and upgrades to ensure equitable provision across the city region.

It is important to have neighbourhood meeting places, and community facilities and services, that support the needs of individuals and whānau. Such facilities and services also need to keep up with growth and adapt to the particular needs of each community.

Quality Developments and Quality Housing

Quality developments and quality housing are at the heart of thriving neighbourhoods, enriching the lives and wellbeing of our communities. Quality developments support neighbourhoods to develop and change over time in response to the diverse and changing needs of people, communities, and future generations.

Quality housing meets the diverse needs of the community over their lifetime and ensures that individuals, whānau and communities can live well so our neighbourhoods thrive for all. The Joint Housing Action Plan will consider quality housing in the context of Greater Christchurch.

Community facilities and open, green and public spaces Sense of connection and safety

How neighbourhoods, towns and cities are planned and develop impacts on the health and wellbeing of people and communities. Connected neighbourhoods and communities are safer, more resilient, and contribute to increased health and wellbeing. A sense of connection and safety also contributes to the conditions in which people live and work, their access to facilities and services, their lifestyles, and their ability to develop strong social networks.

Opportunity 5: Provide space for businesses and the economy to prosper in a low carbon future

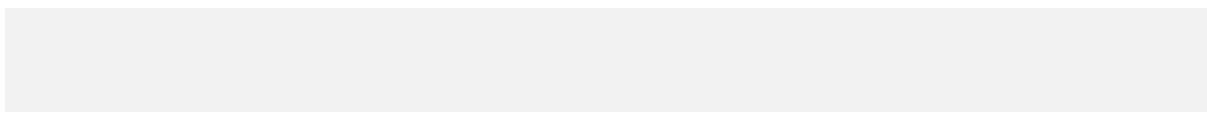
Greater Christchurch has a strong and diverse economy. Leveraging the economic assets and strengths of the city region is important for supporting business growth and increasing quality employment opportunities for the growing population. The Spatial Plan provides for the needs of businesses through a network of centres that are well connected and serviced by infrastructure.

Context

- Greater Christchurch is the principal economic, services and logistics centre for Te Waipounamu / South Island. The goods produced in Waitaha / Canterbury for export are primarily distributed via the Port of Lyttelton, Christchurch Airport, and the inland ports at Rolleston and Woolston.
- Hubs of tertiary and research institutions are found in Christchurch's Central City, including the Ara Institute of Canterbury, the tertiary teaching hospital and the health precinct; and at the University of Canterbury campus in Riccarton, and the Lincoln University and **various research campuses and farms in and near** Lincoln.
- Six of the seven Crown Research Institutes in Aotearoa New Zealand are in Greater Christchurch.
- Employment in the Central City remains below pre-earthquake levels. Even prior to the earthquakes, the Central City was underperforming economically.
- Significant investment after the earthquakes in modern and resilient infrastructure, civic assets, and urban redevelopment, particularly in the Central City, has provided the capacity to cater for much higher levels of economic and population growth.
- The changing nature of business in the context of climate and technological changes will impact where businesses choose to locate and what they require from the urban environment.
- **Greater Christchurch contains a number and range of tertiary and research institutions that are of strategic importance from a local and national perspective. Their retention, protection and continued operation is of regional and national economic importance.**

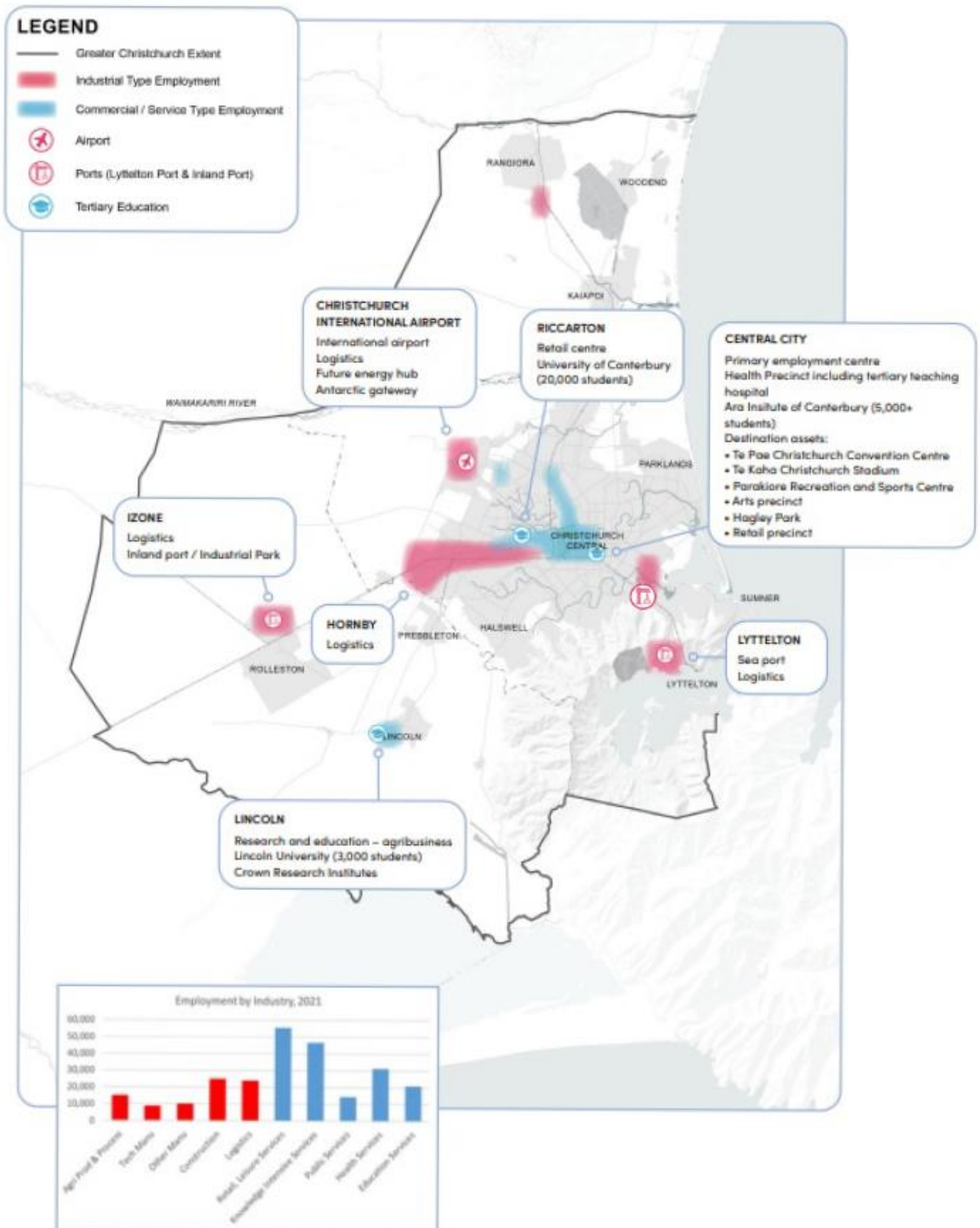
Direction

- 5.1 **At least** sufficient land is provided for commercial and industrial uses well integrated with transport links and the centres network.
- 5.2 A well connected centres network that strengthens Greater Christchurch's economic competitiveness and performance, leverages economic assets, and provides people with easy access to employment and services.
- 5.3 Provision of strategic infrastructure that is resilient, efficient, **integrated** and meets the needs of a modern society and economy.
- 5.4 **Urban growth occurs in locations that do not compromise the ability of primary production activities to expand or change, including adapting to a lower emissions economy.**
- 5.5 **Urban Growth occurs in locations and patterns that protects strategic regionally and nationally important tertiary institutes.**



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Map 13: Key employment areas and economic assets



Amend Map 13 as follows:

- a. show the LPC City Depot inland port

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Direction

5.1 *At least sufficient land is provided for commercial and industrial uses well integrated with transport links and the centres network*

There are two types of business land:

- Commercial land – for offices, shops and services; often co-located with housing and other activities.
- Industrial land – for manufacturing and warehousing activities; often located close to freight routes and usually separated from housing.

Greater Christchurch is well placed to meet the projected demands for commercial and industrial land over the next 10 years, and for industrial land over the next 30 years and beyond. However, the current supply of commercial land in the city region is not likely to be enough to meet the demand over the next 30 years.

More than enough industrial land is supplied in Christchurch, Selwyn and Waimakariri to meet demand over the next 30 years, with a particularly significant surplus in Christchurch. Assuming that demand for industrial land will decline in the long term due to global economic trends, the total supply of industrial land in Greater Christchurch may never be fully utilised.

Enough commercial land is also supplied in Christchurch, Selwyn and Waimakariri to meet demand over the next 10 years, but there is a shortfall of 110ha in Christchurch and 20ha in Selwyn when looking over the next 30 years. Shortfalls in commercial land are expected to be met through intensification in significant urban centres, major towns, and locally important urban centres and towns, as well as through rezoning of industrial land close to Christchurch's Central City to commercial and mixed-use. A focus for providing for commercial land will be those centres identified in *Map 14*, including the Priority Areas.

Table 3: Sufficiency of industrial land to meet projected demand (2022 – 2052)

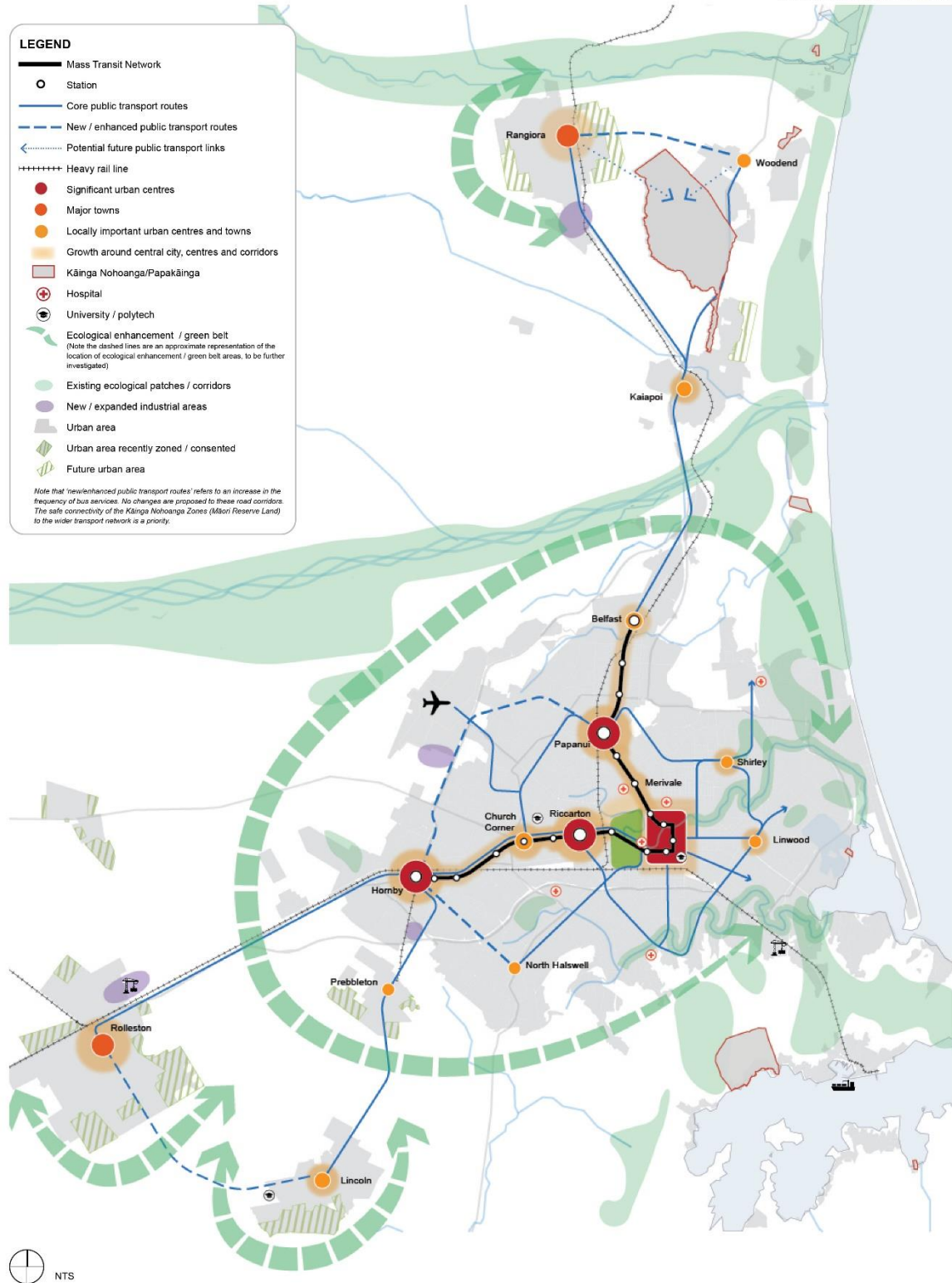
	Feasible capacity		Demand with margin		Surplus / Shortfall	
	Medium term (0 – 10 years)	Long term (0 – 30 years)	Medium term (0 – 10 years)	Long term (0 – 30 years)	Medium term (0 – 10 years)	Long term (0 – 30 years)
Waimakariri	32ha	102ha	31ha	79ha	1ha	23ha
Christchurch	663ha	663ha	36ha	119ha	627ha	544ha
Selwyn	377ha	425ha	131ha	347ha	246ha	78ha
Total	1,073ha	1,190ha	198ha	545ha	874ha	645ha

Table 4: Sufficiency of commercial land to meet projected demand (2022 – 2052)

	Feasible capacity		Demand with margin		Surplus / Shortfall	
	Medium term (0 – 10 years)	Long term (0 – 30 years)	Medium term (0 – 10 years)	Long term (0 – 30 years)	Medium term (0 – 10 years)	Long term (0 – 30 years)
Waimakariri	36ha	63ha	12ha	32ha	24ha	31ha
Christchurch	102ha	102ha	85ha	212ha	17ha	-110ha
Selwyn	19ha	30ha	18ha	50ha	1ha	-20ha
Total	157ha	195ha	115ha	294ha	42ha	-99ha

Map 14: Broad locations of housing and business development capacity (700,000 people)

AMENDED NOVEMBER 2023



Amend Map 14 above as follows:

- a. Add notation - Ecological enhancement / green belt - The dashed lines are an approximate representation of the location of ecological enhancement / green belt areas, to be further investigated.
- b. Amend to align with new / expanded business (industrial and commercial) areas that were rezoned by the partially operative Selwyn District Plan.
- c. Amend to include any existing LLRZ in Greater Christchurch as part of the existing urban area.
- d. Amend to correctly show the Ōpāwaho Heathcote River.
- e. Amend legend item 'Growth around central city, centres and corridors' to correspond to the symbology on the maps.
- f. Amend to reflect resultant changes and the status of private plan changes, district plan reviews, IPIs and referred projects under the COVID-19 Recovery (Fast-track Consenting) Act 2020.
- g. Identify Prebbleton as a 'Locally important urban centres and town'.
- h. Include symbols for Lyttelton Port and the inland ports

5.2 A well connected centres network that strengthens Greater Christchurch's economic competitiveness and performance, leverages economic assets, and provides people with easy access to employment and services

Centres are places where people congregate for business, education and leisure; where business happens; and where people are able to meet their everyday needs close to where they live.

A strong centres network will:

- Efficiently utilise existing infrastructure, including public transport and freight networks; and support efficient investments in future infrastructure
- Realise gains in economic productivity that can be achieved when related businesses and activities (such as tertiary institutions) are concentrated and co-located, including improved productivity by supporting knowledge transfer, attracting talent, and providing economies of scale of similar businesses that can attract other businesses and customers
- Co-locate economic activity where people live so that people can access employment and services easily by walking and cycling.

The focus on supporting future population and business growth in key urban and town centres, coupled with the planned enhancements to the public transport network, will support a strong network of centres in Greater Christchurch.

*5.3 Provision of strategic infrastructure that is resilient, efficient, **integrated** and meets the needs of a modern society and economy.*

Strategic infrastructure networks include those required to:

- Manage wastewater and stormwater, and provide safe drinking water
- Provide for energy needs – household, business and transport
- Provide communication and digital connectivity

- Transport people and goods (covered under *Opportunity 6: Prioritise sustainable **and accessible** transport choices to move people and goods in a way that significantly reduces greenhouse gas emissions and enables access to social, cultural and economic opportunities*).

For infrastructure networks provided by local councils, including water infrastructure, each council is required to prepare an infrastructure strategy, and supporting network and catchment plans, to ensure there is sufficient capacity to meet current and future demands, and that environmental standards are met. Infrastructure strategies are updated based on changes to growth projections, such to inform decisions on infrastructure investment.

Telecommunications and energy infrastructure are provided by state-owned enterprises and the private sector. Telecommunications infrastructure is fundamental to the digital transformation of public and private infrastructure, while electricity infrastructure is fundamental to the transition to a low emissions future.

A key issue is the need to ensure that infrastructure is provided that meets the needs of mana whenua for the development of kāinga nohoanga on Māori Land, with a particular focus on MR873 at Tuahiwi. While policy and plan changes have occurred to enable kāinga nohoanga in Greater Christchurch, this has not been supported with investment in infrastructure. Within Greater Christchurch’s urban areas, it is assumed that the development of kāinga nohoanga will be able to be accommodated within the capacity of existing infrastructure or through planned infrastructure upgrades.

The close alignment of infrastructure provision with the growing and changing needs of people, communities and businesses requires strong partnerships and joint planning, including:

- Partnering with mana whenua to identify and respond to the specific infrastructure needs for Māori Reserve Land to ensure that there is sufficient capacity, and feasible access to, local networks; while also supporting mana whenua with upgraded infrastructure where needed within urban areas to enable kāinga nohoanga
- Establishing strong partnerships with providers of energy and digital technologies, and ensuring that planning for telecommunications and energy infrastructure is well integrated with new development.

Current and planned state of strategic infrastructure networks

- Wastewater networks have capacity to meet growth over the next decade, although some specific locations or sites may require infrastructure upgrades or alternative solutions to enable development. This includes MR873 at Tuahiwi, where a bespoke approach to the funding and delivery of services may be needed.
- The suburbs of Shirley and Aranui in Christchurch are serviced by a vacuum sewer system, which are at or near operational capacity and currently with no feasible solution to increase capacity.
- Most sites have the ability to mitigate stormwater effects on-site, or have planned local catchment solutions and programmes to address water quality and quantity issues. For some sites, on-site mitigation infrastructure may be required that will add to development costs. However, this does not preclude development from occurring.
- In Christchurch, major water supply upgrades have been completed or are planned for completion over the next 10 years. A focus for water supply assets will be over \$200 million invested in the improvement and maintenance of the reticulation network. This will reduce leakages and improve the long term sustainability of the water supply, ensuring these assets remain fit-for-purpose to accommodate future growth and to meet required water quality and health standards.

- Growth in the use of electricity for transport will necessitate greater provision of electric charging networks in Greater Christchurch. This is expected to be provided by the private sector. Over time, there may be a requirement for greater local generation of green energy. **The provision of reliable renewable energy will be important for achieving a low carbon future for Greater Christchurch.**
- **The National Grid will continue to play an important role in electrification of the economy and will need to be protected. Long-term planning for the maintenance, operation, upgrading and development of the National Grid needs to be facilitated and supported. While existing National Grid assets are identified on the Spatial Plan maps, new development will necessitate new assets, particularly to connect to new generation.**
- Telecommunications technology is continually changing to meet the expectations of customers for new, faster and uninterrupted digital experiences. The challenge is finding locations to increase the density of telecommunications networks to meet the demand generated by growth. Redevelopment and new growth areas need to integrate network infrastructure with land use and the needs of communities.

5.4 Urban growth occurs in locations that do not compromise the ability of primary production activities to expand or change, including adapting to a lower emissions economy.

Greater Christchurch is a business and research hub for primary production across Canterbury and the South Island. Primary production is one of the key drivers of our economy and employment. A strong agricultural economy supports growth and development in the rest of the economy due to its linkages with research, manufacturing, and transport. Quarries also play an important role in urban growth and development. Consideration needs to be given to their location, operation, and function, to ensure a reliable and affordable future supply of aggregates and that adverse impacts on communities and the environment, including potential effects on groundwater and drinking water sources, can be appropriately managed. This includes the rehabilitation of quarry sites once extraction ceases.

Primary production activities are located within Greater Christchurch, and urban growth can impact these land uses and rural communities. Some of these effects can be positive, bringing new people and amenities to rural areas. However, there are also adverse effects of urban growth which need to be managed.

There is need for primary production activities to be able to expand or change in response to new markets and new issues, including transforming to a lower emissions economy. A growing primary production industry creates opportunities for other industries to prosper.

5.5 Urban Growth occurs in locations and patterns that protects strategic regionally and nationally important tertiary institutes.

Greater Christchurch has significant tertiary education and research capability. This includes four tertiary institutes and several research institutes, including six of the seven Crown Research Institutes in Aotearoa New Zealand.

There are more than 25,000 tertiary students across the four tertiary campuses in Greater Christchurch. The majority of these institutions are located outside of the significant urban centres of Greater Christchurch, and may be impacted by urban growth. Improved public transport links to campuses will enhance integration with Greater Christchurch.

Tertiary and research institutes need to be provided for and protected as these institutions are providing the skilled workers of the future as well as key drivers creating and adopting innovations, and providing more sustainable ways for our communities and businesses to operate.

Part 3 – Connecting people and places

Opportunity 6: Prioritise sustainable **and accessible** transport choices to move people and goods in a way that significantly reduces greenhouse gas emissions and enables access to social, cultural and economic opportunities

A transformational shift in how people travel is needed to achieve major reductions in transport emissions. This is one of the biggest challenges facing Greater Christchurch and will require substantial improvements in its transport system. The Spatial Plan takes an integrated approach to strategic land use and transport planning to provide a pathway to achieving a more sustainable, accessible and equitable transport future.

Context

- There is a strong dependence on cars to travel in Greater Christchurch.
- Population growth will continue to increase the vehicle kilometres travelled by cars and other light vehicles based on current travel patterns. Substantial reductions in vehicle kilometres travelled by the light fleet is needed to achieve emissions reductions targets.
- Growth in vehicle kilometres travelled will also increase congestion, which has implications for health, safety, amenity, productivity and the environment.
- Shifting transport choices away from cars requires significant improvements to public and active transport, and measures to encourage people to change their travel behaviour; along with an urban form that supports people to take shorter trips to meet their daily needs and activities.
- The prosperous development of kāinga nohoanga on Māori Reserve Land requires significant improvements to levels of accessibility to surrounding transport networks and services.
- The volume of freight is forecast to continue to increase in the future, while the emissions from heavy transport needs to decrease to support reductions in transport emissions.
- The strategic road and rail networks are essential for moving goods into, out of and within the city region, and supporting it to be the primary logistics hub for Te Waipounamu / South Island.

Direction

- 6.1 Enable safe, attractive and connected opportunities for walking, cycling and other micro mobility
- 6.2 Significantly improve public transport connections between key centres
- 6.3 Improve accessibility to Māori Reserve Land to support kāinga nohoanga
- 6.4 Develop innovative measures to encourage people to change their travel behaviours
- 6.5 Protect the effective operation of the freight network

Map 15: Transport network

AMENDED NOVEMBER 2023

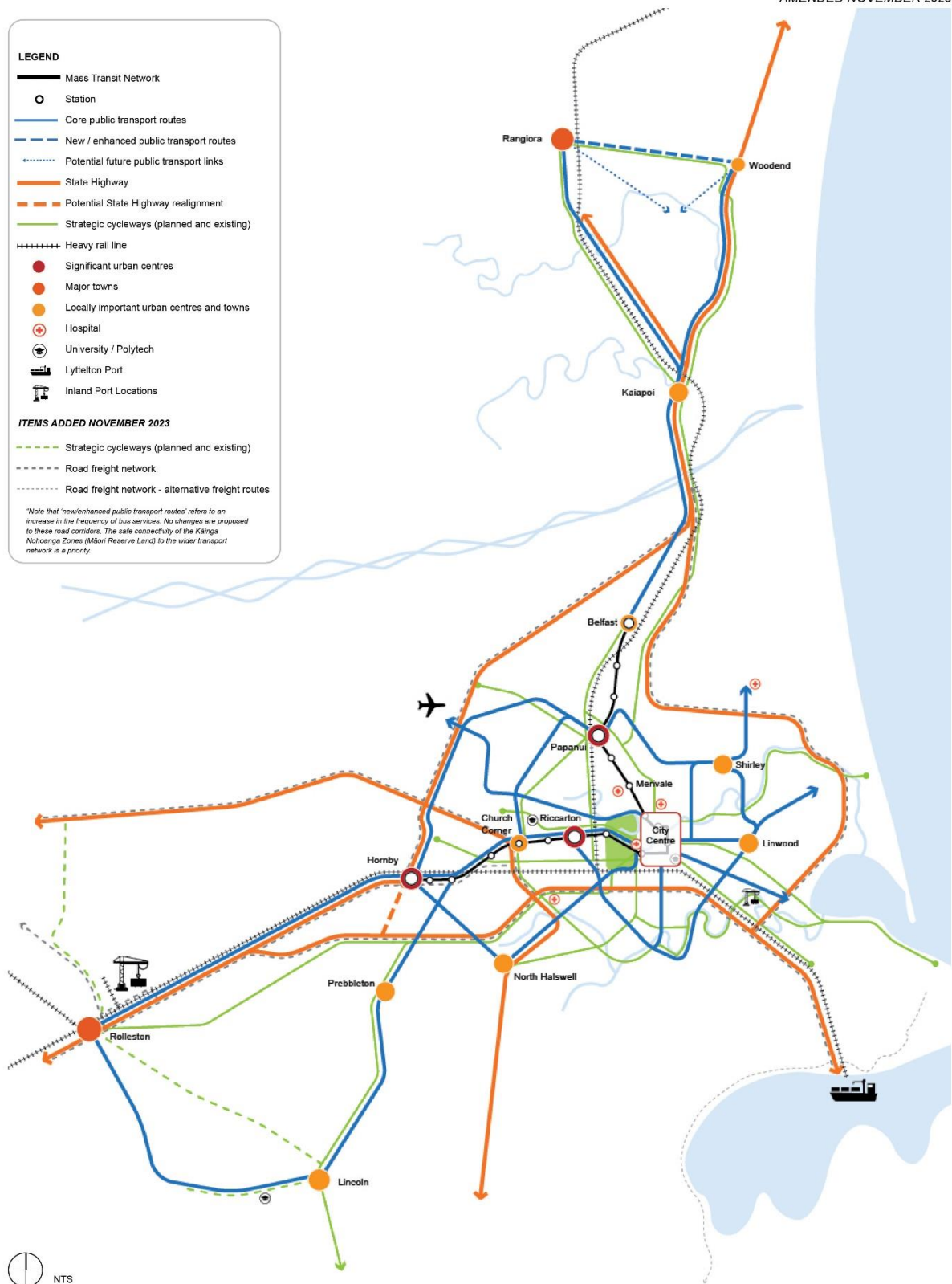
LEGEND

- Mass Transit Network
- Station
- Core public transport routes
- New / enhanced public transport routes
- Potential future public transport links
- State Highway
- Potential State Highway realignment
- Strategic cycleways (planned and existing)
- Heavy rail line
- Significant urban centres
- Major towns
- Locally important urban centres and towns
- Hospital
- University / Polytech
- Lyttelton Port
- Inland Port Locations

ITEMS ADDED NOVEMBER 2023

- Strategic cycleways (planned and existing)
- Road freight network
- Road freight network - alternative freight routes

Note that 'new/enhanced public transport routes' refers to an increase in the frequency of bus services. No changes are proposed to these road corridors. The safe connectivity of the Kāinga Nohoinga Zones (Māori Reserve Land) to the wider transport network is a priority.



Amend Map 15 above as follows:

- Include key freight routes as shown below



- Add Port notations to map legend
- Include three cycleways in Selwyn District
- Lincoln to Rolleston cycle way
- Rolleston to West Melton cycleway
- Springston and Lincoln cycle path
- Include the airport symbol in the legend
- show the complete connections for the 'Core Public Transport routes' heading to Queenspark, New Brighton and Sumner.
- Include the alternative freight routes shown below:



Direction

6.1 Enable safe, attractive and connected opportunities for walking, cycling and other micromobility

A key component of the focus on targeted intensification is the creation of an urban form that supports and encourages as many trips as possible being made by active travel – walking, cycling and other modes of micro mobility (such as scooters). Achieving this requires not only an increase in density of development in centres, but also a commitment to urban design that prioritises active travel within and between communities – making it safe and convenient.

Some ways that active travel could be supported include ensuring good walking and cycling access within local communities and to local centres; extending the network of dedicated cycleways and cycle lanes to create a comprehensive network that connects key centres and destinations; creating low speed zones and limited access streets in residential areas; and rebalancing the use of roads and streets to reflect the functions of place and movement.

6.2 Significantly improve public transport connections between key centres

Reducing the reliance on cars means encouraging people to use public transport more often. This requires significant improvements to public transport services to ensure they offer an attractive alternative to cars for a broader range of trips, particularly those less suited to active travel.

An important first step to improving Greater Christchurch’s public transport network is to accelerate the implementation of planned improvements to the existing bus network, as set out in the Greater Christchurch Public Transport Futures programme. This involves frequency improvements coupled with infrastructure investments that will support faster and more reliable journey times on core bus routes. These core routes provide connections to Christchurch’s Central City and other key centres where more intensive development is planned. The programme includes reallocation of road space on core routes to enable priority way for buses.

A key feature of the future public transport network in Greater Christchurch is the proposed mass rapid transit service that would offer a high frequency and capacity ‘turn-up-and-go’ service on the strategic growth corridors along Papanui Road and Riccarton Road, linking with the Central City. The delivery of this service would involve a phased implementation, starting initially between Papanui and Church Corner, then extending to Belfast and Hornby, and with improved connections to key towns in Selwyn and Waimakariri.

Higher density residential and commercial development within the walkable catchments of mass rapid transit stations would support a higher share of trips being made using public transport, which would in turn support frequency and capacity improvements.

6.3 Improve accessibility to Māori Reserve Land to support kāinga nohoanga

Planning and investing in improved accessibility to Māori Reserve Land by public and active modes of transport is necessary to support the prosperous development of kāinga nohoanga in Greater Christchurch. Delivering better connections to Māori Land, as well as supporting kāinga nohoanga within urban areas with improved accessibility, will involve a partnership approach between mana whenua, and councils and Waka Kotahi.

The development of Greater Christchurch’s transport network in the future must also not preclude or prevent the development of Māori Reserve Land as settlements to their fullest extent possible. This includes ensuring that Māori Land is not used or taken for public infrastructure required to service development on adjoining or proximate land.

6.4 Develop innovative measures to encourage people to change their travel behaviours

A significant change in travel behaviour needs to occur to meet the objective for a more sustainable, accessible and equitable transport system in Greater Christchurch. Achieving mode shift from cars to public and active modes of transport will be particularly important for reducing vehicle kilometres travelled by cars and other light vehicles, and contributing to emissions reduction targets.

The focus on targeted intensification in urban and town centres, and along public transport corridors, together with the proposed improvements to public and active modes of transport, will provide a strong platform for the shift away from cars. However, reducing the reliance on cars will also need to be supported by planning and investing in systemic changes in travel behaviours, recognising the massive shift that needs to occur largely within the next decade.

Some ways that effective travel demand management and behaviour change initiatives could be delivered include building awareness and understanding about the range of low emissions travel options through information and education initiatives; incentivising the use of public and active transport through appropriate pricing and promotions; managing car parking policies; and supporting central government investigations into future road pricing options.

6.5 Protect the effective operation of the freight network

As the main freight and logistics hub for Te Waipounamu / South Island, it is essential that the development of Greater Christchurch continues to support a well-functioning freight network. This means ensuring that the strategic road and rail connections to key freight and logistics hubs, including the Port of Lyttelton, Christchurch Airport and the inland ports at Rolleston and Woolston, are not compromised by development and uncontrolled growth in travel demands on the network.

This is likely to require steps in the future to prioritise the use of road space on strategic freight routes, primarily the state highways, and to direct housing development away from those routes to ensure that the amenity of residential areas are not compromised. In some cases, it may be necessary to consider relocating strategic freight routes to reduce the potential conflict with residential and commercial intensification.

Shifting freight from road to rail and coastal shipping will help to reduce emissions from freight, as well as reduce the pressure on the road network in Greater Christchurch.

Implementation

Joint work programme

The partnership has developed a joint work programme comprising key actions and initiatives, and a selection of Priority Areas, that will help to implement the direction of the Spatial Plan. The work programme will also inform the investment decisions made by partners.

An indication of what each component of the joint work programme will entail is provided below, along with how they align with the six opportunities of the Spatial Plan.

The partnership will agree the scope and resources needed to deliver the joint work programme.

The Whakawhanake Kāinga Komiti will receive biannual updates on the progress of the joint work programme.

The Spatial Plan is an enduring document, with the scope for new Priority Areas, key actions and initiatives, and tools being added to the joint work programme if they should arise in the future. The plan will be reviewed and updated (as needed) every five years. **The Future Development Strategy component of the plan will be reviewed and updated (as needed) every three years.**

Action / Initiative	Purpose	Opportunity 1: Protect historic heritage and sites and areas of significance to Māori	Opportunity 2: Reduce risks from natural hazards and climate change	Opportunity 3: Protect, restore and enhance the natural environment	Opportunity 4: Support thriving communities with diverse and affordable housing	Opportunity 5: Provide space for businesses and the economy to prosper	Opportunity 6: Prioritise more sustainable modes of travel	Supporting Agencies	Timing
Greater Christchurch Transport Plan (including Mass Rapid Transit)	To plan and coordinate the development of an integrated transport system that will encourage mode shift, reduce vehicle kilometres travelled and transport emissions, and help shape the urban form.							Urban Growth Partners	Ongoing
Kāinga Nohoanga Strategy	To provide direction to partners on how to support and enable kāinga nohoanga on Māori Land and within urban areas.							Urban Growth Partners	Ongoing
Priority Areas	To enable aligned and coordinated action across multiple agencies to inform and prioritise investment to achieve change and growth that will not be delivered by the market on its own.							Urban Growth Partners, Developer Sector	To be determined
Joint Housing Action Plan	To create a housing action plan that ensures the entire housing continuum is working effectively to provide quality , affordable housing choice and diversity.							Urban Growth Partners, Community Housing Providers, Developer Sector	Short term

Blue-Green Network Strategy (including Green Belt Concept)	To develop an integrated blue-green network strategy reflecting the blue-green network principles and environmental directions. This strategy will also include investigating options to establish a Green Belt Action Plan.							Urban Growth Partners	Medium term
Economic Development Plan	To create a comprehensive economic development plan that integrates and coordinates existing strategies and plans to realise the Spatial Plan's aspirations for economic prosperity.							Urban Growth Partners, Economic Development Agencies, Canterbury Employers Chamber of Commerce, Tertiary Education Providers	Medium term
Statutory tools	To assess, propose and implement the suite of statutory tools that will give effect to the Spatial Plan, improve the feasibility of intensification , and enable delivery of the joint work programme.							Urban Growth Partners	Short term
Non-statutory tools	To assess, propose and implement the suite of non-statutory tools that will give effect to the Spatial Plan, improve the feasibility of intensification , and enable delivery of the joint work programme.							Urban Growth Partners	Medium term

Key

	Major contribution to the opportunity
	Moderate contribution to the opportunity

	Minor contribution to the opportunity
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Tools

Tools that enable the Spatial Plan to deliver on its directions can either be statutory or non-statutory. Previous growth plans and strategies have predominantly focused on statutory tools, which have been implemented by councils. The partnership believes a more flexible approach comprising a mix of statutory and non-statutory tools will be more effective in delivering on the outcomes sought by the plan.

The joint work programme will consider a broad range of both statutory and non-statutory tools to be used for selection by the partnership. The responsibility for implementing these tools will reside with the partner that has the authority or is best suited to deliver the tool.

Partnerships

The partnership is committed to showing visible leadership and using a collaborative approach to address the issues identified for Greater Christchurch. Although implementation of the Spatial Plan will principally be the domain of councils, mana whenua and government agencies, the private sector, third sector and community also have a key role to play in ensuring the shared vision for the future is realised.

Coordinated action with infrastructure providers and the development sector will be of particular importance to enabling the type and scale of development needed to achieve the desired pattern of growth. It will be crucial that investments are aligned with the planned direction set out in the Spatial Plan, which will require strong working relationships between councils, infrastructure providers, developers and the property sector.

Monitoring

The partnership will establish an implementation plan and mechanisms to monitor progress in achieving the opportunities, directions and key moves set out in the Spatial Plan, and for reporting on progress of the joint work programme. The progress made on the work programme will be reported bi-annually to the Whakawhanake Kāinga Komiti. **The partnership must also undertake monitoring as required by the National Policy Statement on Urban Development which will inform future development capacity assessments.**

The Spatial Plan will be reviewed every five years, incorporating the latest release of census information from Stats NZ. This will ensure that future iterations of the plan can respond to changing demographic, social, economic and cultural factors. **The Future Development Strategy component of the plan will be reviewed every three years following the preparation of the latest Housing and Business Development Capacity Assessment.**

The joint work programme should be reviewed and updated every three years to coincide with council's long term planning processes to ensure the partnership prioritises and adequately resources the delivery of the Spatial Plan (and its future iterations).

APPENDIX C – Reporting Officer Further Recommendations

Ref.	GCSP Page no.	Recommended Change	Report Section
1	Various	Amend Maps 2, 6, 7, 8, 10 and 14 to include symbols for Lyttelton Port and the inland ports	4.7.6 - Transporting Freight – Question 4
2	11	Retain ‘Social infrastructure’ as a Key Term on page 11 of the draft Spatial Plan.	Social Infrastructure – Officer Report Theme - 4.5.2 Opportunity 4 and Directions 4.1 to 4.5
3	33 and 68	Amend pages 33 and 68 of the draft Spatial Plan as follows: <i>“preventing subdivision, housing, social and educational infrastructure, educational facilities, and the development of prosperous economic activities”</i>	Social Infrastructure – Officer Report Theme - 4.5.2 Opportunity 4 and Directions 4.1 to 4.5
4	52	Amend Map 5, page 52, to ensure it includes all the layers on Maps 7, 9 and 10 Amend Maps 9 and 15 to include the airport symbol in the legend	4.3 Opportunity 2 – Reduce and manage risks so that people and communities are resilient to the impact of natural hazards and climate change – Question 17
5	60	Amend 9 to include the airport symbol in the legend	4.3 Opportunity 2 – Reduce and manage risks so that people and communities are resilient to the impact of natural
6	65	Amend the third paragraph, page 65, under Direction 3.4 as follows: <i>“The interim definition of highly productive land in the current National Policy Statement (September 2022), is land that is Land Use Capability Class 1, 2, or 3 (with some exceptions relating to identified growth areas.”</i>	2.2 Relationships with other Processes – Question 2
7	84	Amend Map 15, Transport Routes, on page 84 to show the complete connection for the ‘Core Public Transport routes’ heading to Queenspark, New Brighton and Sumner.	4.7.2 Region-wide public transport improvements – Question 34
8	84	Amend Map 15, Transport Networks, on page 84 to include the alternative freight routes shown below:	Question 35 - Alternative Freight Routes – Officer Report Theme - 4.7.6 Transporting freight
9	84	Amend 15 to include the airport symbol in the legend	4.3 Opportunity 2 – Reduce and manage risks so that people and communities are resilient to the impact of natural hazards and climate change – Question 17

