

8. DRAFT SUMNER VILLAGE CENTRE MASTER PLAN

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PURPOSE OF REPORT

1. This report seeks Hagley/Ferrymead Community Board endorsement and recommendation to the Council of the draft Sumner Village Centre Master Plan (refer **Attachment 1** circulated under separate cover) for public consultation.

EXECUTIVE SUMMARY

2. The recent earthquakes have caused significant damage to a number of suburban commercial centres across Christchurch. At its meeting on 23 June 2011 the City Council approved a programme of work including Master Plans and Case Management for identified suburban centres.
3. Because of the extent of damage in the Sumner Village Centre, and because the community had already initiated a community-based master plan for the wider Sumner suburb, the Council approved staff support for a *community-led* master planning exercise to assist the rebuild and recovery of Sumner Village Centre. Sumner is the only community-led master planning approach in the Suburban Centres Programme.
4. Preparation of the draft Master Plan has involved considerable involvement and participation from community leaders, in the form of a Joint Advisory Group, and the wider Sumner community. The draft Master Plan sets out a Vision for the rebuild and recovery of the centre, including a spatial plan, projects, and an implementation plan.
5. Key changes proposed in the draft Master Plan include improvements to support the connection between the beach and the Village Centre, by highlighting gateways to the Village Centre (through redevelopment suggestions for landmark sites), improving visual and physical connections, introducing a network of lanes and courtyards, and by creating more opportunities for commercial activity through mixed-use development. Other key changes, which are designed to help improve the economic performance and social resilience of the Village Centre, include:
 - Improvements to the built character, form and function of the Village Centre, including the comprehensive redevelopment of sites for increased built density.
 - New opportunities for open space for a range of activities (i.e. flexible space).
 - The redevelopment of community facilities.
 - New and improved opportunities for off-street car parking.
 - Improvements to streetscape amenity, pedestrian and cycle safety.
 - Use of environmental measures to increase sustainability values.
6. This report presents the draft Sumner Village Centre Master Plan (refer **Attachment 1** circulated under separate cover) and requests that the Community Board recommend to Council that it be approved for public consultation.

FINANCIAL IMPLICATIONS

7. Preparation of the Plan within the Strategy and Planning Group's budget was confirmed through the 2012/13 Annual Plan process. Any hearings would fall within this plan preparation budget. Preparatory implementation work is proposed in the coming financial year, with the majority of funding for implementation of the Plan to be considered through the Long Term Plan process in 2013.

Do the Recommendations of this Report Align with 2009-19 LTCCP budgets?

8. Yes, funding for preparation of the Plan has been provided within the Strategy and Planning Group's 2012/13 budget.

LEGAL CONSIDERATIONS

9. There are no immediate legal considerations. Staff have met with officials from the Canterbury Earthquake Recovery Authority (CERA) and will continue to do so to ensure that the work on the Plan is informed by and is consistent with the Recovery Strategy and Recovery Plans. There is currently no requirement under *S19 Development of Recovery Plans* of the Canterbury Earthquake Recovery Act 2011 for recovery plans for commercial centres outside the Central City.

Have you considered the legal implications of the issue under consideration?

10. Yes, as above.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

11. The Draft Master Plan was not anticipated by the LTCCP or Activity Management Plans because it is a response to natural disaster and reflects the Council's land use planning functions. However, provision has been made for the Suburban Centre Programme through the Annual Plan process.

Do the recommendations of this report support a level of service or project in the 2009-19 LTCCP?

12. Yes – the Annual Plan 2011/12 includes a revised level of service: the recovery of Suburban Centres is supported by urban design and planning initiatives.

ALIGNMENT WITH STRATEGIES

13. The master plans being developed through the suburban centres programme are consistent with the Urban Development Strategy objectives and its implementation tool Proposed Change 1 to the Regional Policy Statement. They recognise the current hierarchy of commercial centres, and are consistent with the vision of enabling the central city to be the pre-eminent business, social and cultural heart of the City. The master plans are also consistent with District Plan objectives for improving the amenity, design and layout of suburban centres and enabling suburban centres to meet people's needs for goods and services.
14. The Recovery Strategy for Greater Christchurch was approved by the Minister for Canterbury Earthquake Recovery on 31 May 2012. The Recovery Strategy's goals and priorities include reference to suburban centres. The Canterbury Earthquake Recovery Act requires that certain plans and documents should not be inconsistent with a Recovery Strategy. Whilst the Act does not specifically refer to suburban centre master plans, the Draft Master Plan is consistent with the Recovery Strategy.

Do the recommendations align with the Council's strategies?

15. Yes, see above. The proposals within the draft Master Plan, if adopted, would also require further investigation for zoning changes in the City Plan.

CONSULTATION FULFILMENT

16. There has been extensive information gathering in the preparation of the draft Sumner Village Centre Master Plan, and there has been a considerable amount of involvement from the Joint Advisory Group for Sumner. Other stakeholders, elected members and Sumner residents have also been involved in the preparation of the Draft Master Plan. Further detail is provided in paragraph 25. Approval of the draft Master Plan will enable a further formal stage of public consultation to be undertaken.

STAFF RECOMMENDATION

It is recommended that the Hagley/Ferrymead Community Board:

- (a) Endorse the content of the draft Sumner Village Centre Master Plan (**Attachment 1**) and recommend to the Council that it be approved for public consultation.
- (b) In 2013, receive a consultation report on submissions and consider and recommend to the Council whether to conduct hearings prior to adopting the final version of the Plan.

CHAIRPERSON'S RECOMMENDATION

That the staff recommendation be adopted.

BACKGROUND

17. The series of earthquakes that has occurred across the region since September 2010 has caused significant damage to Sumner Village Centre with the loss of buildings, businesses, services and facilities that support the residents living around this centre.
18. In Sumner Village Centre, approximately 55% of floor space in the Business 1 and 2 zones has been damaged and/or abandoned as a result of the earthquakes. Another 1765m² of floorspace adjacent to Sumner Village Centre that was used for commercial or community uses is located in the Port Hills Red Zone and has been abandoned. Several commercial operations located on Living 3 zoned land remain unoccupied as a result of Detailed Engineering Evaluations.
19. In March 2011, a group of community leaders came together to form the Sumner Urban Design Group (SUDG) to prepare a community-based plan for the wider Sumner suburb, taking in the area from Taylors Mistake to Redcliffs. In the months that followed, the SUDG facilitated a series of community design workshops, meetings and discussion forums to produce a draft document comprising four chapters. One of these chapters addressed the Sumner commercial shopping centre.
20. Because of the extent of damage in the Centre, and because the community had already initiated a community-based plan for Sumner, the Council approved staff support for a 'community-led' master planning exercise at its meeting on 23 June 2011. The intention of the master planning exercise is to assist the rebuild and recovery of the Sumner Village Centre in a comprehensive and co-ordinated fashion.
21. Sumner is the first and currently the only 'community-led' master planning approach in the Suburban Centres Programme. This approach has involved the establishment of a Joint Advisory Group for Sumner, comprised of six representatives from the Sumner community, two members of the Hagley/Ferrymead Community Board and two Council staff members. The Joint Advisory Group (JAG) was approved by the Community Board on 1 February 2012. **Attachment 2** contains the Terms of Reference and membership details of the Joint Advisory Group.

THE OBJECTIVES

22. The overall objectives for the draft Master Plan are two fold:
 - to facilitate the recovery of the centre, and
 - to create a platform for long term regeneration.
23. In order to achieve this the draft Master Plan sets out a Vision for the centre. This is accompanied by a spatial plan identifying various redevelopment concepts, and an implementation plan detailing the actions needed to give effect to the proposals. Through this it is hoped to build community and investor confidence in the future of the centre.
24. A summary document will be prepared prior to consultation.

MASTER PLAN PROCESS

25. Council officers have worked with the JAG, property owners, local businesses and the local community in the preparation of the draft Master Plan. This has included the following four stages:
 - **Project Set Up** – comprising meetings with community leaders, the establishment of the JAG, information gathering, and site visits;

- **Community Engagement** – ‘ideas gathering’ workshops held with property owners, business owners, community groups, youth, residents, Board Members, Councillors and Members of Parliament between 16-28 April 2012. Over 100 people shared their likes, dislikes, concerns and aspirations for the Village Centre. One or more JAG members were in attendance throughout this workshop series.
 - **Inquiry by Design** – Council staff participated in a Council-led one day technical design workshop on 9 May 2012. Through an integrated and iterative process, planners, landscape architects, urban designers, engineers, recreation advisers, community engagement and resource consent staff took base information for the centre and the ideas shared during the community engagement sessions and developed, tested and refined options to generate the initial concepts for the draft Master Plan.
 - **Documentation** – this stage focused on development of the Draft Master Plan. Analysis of the community comments has been undertaken and further technical evaluation of the concepts has occurred. The concepts have been translated into actions and an implementation plan has been developed. Preliminary concepts were discussed with JAG, the Community Board and Councillors at three workshops held between 17-24 July, and further refinements were made as a result of these discussions.
26. The Draft Master Plan can now be considered for public consultation. Council staff anticipate that the consultation period will run during the full month of November. Depending on whether or not submissions are formally heard, a report proposing adoption of the Final Master Plan is anticipated for early-mid 2013.

KEY THEMES AND PROPOSALS

27. From the initial consultation with the community and key stakeholders a number of themes emerged highlighting their concerns and aspirations.

Key concerns are:

- The poor connection between the beach and the Village Centre.
- The appearance of certain buildings and landscape plantings.
- An uninspiring street environment, and a lack of street trees and public toilets.
- Lack of activities (e.g. festivals and events), particularly for youth.
- Traffic speeds, and pedestrian and cycle safety.
- Location and/or number of car park spaces.
- Loss of community facilities.
- District Plan restrictions on commercial activity, and the lack of commercial office space.
- Visual and physical impact that minimum floor levels (for flood risk management) could have on the street, and the look and feel of the Village Centre.
- A perceived drop in visitor numbers as a result of:
 - the presence of shipping containers along the cliff edge
 - uneven road surfaces, from Ferrymead
 - limited recreation activities in the hills (walking, cycling and running)
 - the (temporary) closure of Evans Pass.

28. Future aspirations for the centre include addressing the above issues and:

- Strengthening Sumner’s boutique business character.
- Better building design and character.
- Improvements to cycle infrastructure.
- More opportunities for commercial growth and mixed-use development.
- More public art.
- More spaces for socialising, outdoor entertainment, and a weekend market.
- Consideration/protection of views to the hills and the coastline.
- The incorporation of sustainability principles into the urban fabric.

Generally, the desire is for an improved version of the pre-quake Village.

29. In response, the key elements of the draft Sumner Village Centre Master Plan are:
- Improving the movement network.
 - Lanes and courtyard connections.
 - Supporting the community heart.
 - Strengthening the retail core.
 - Redeveloping the RSA and Surf Life Saving Club.
 - Improving the built and natural character.
 - Achieving recovery together.
30. These key elements appear in the Draft Master Plan in the form of:
- Outline plans and concept drawings for comprehensive redevelopment of five blocks within the centre, including changes to the road network.
 - A streetscape upgrade proposal comprised of improvements to the pedestrian environment, traffic management and parking arrangements.
 - A proposal for built form design guide to enhance the character and identity of the Village Centre.
 - Provision of an ongoing 'case management' facility to property owners, support for the Sumner Business Association and other collaborative opportunities.
31. A copy of the draft Master Plan (including appendices) is included as an attachment to this report. This provides full details of the issues and proposals for the centre and outlines the options that have been considered as part of the master-planning process. Once the content has been approved, finishing touches and final graphic design will be completed prior to publication and distribution.
32. It is not currently proposed that a request be made to CERA for this Master Plan to become a formal recovery plan. Further consideration can be given to the potential use of the CERA legislation following evaluation of the feedback on the draft consultation plan.

CONSULTATION

33. As outlined in paragraphs 16 and 25 above, considerable consultation has been undertaken with the local communities during the preparation of the draft Master Plan. This focussed primarily on understanding the concerns that the community would like to see addressed by the Master Plan. A further final round of consultation is proposed, to provide the community and stakeholders with another opportunity to engage in the process and comment on the formal proposals of the draft plans.
34. The consultation period needs to allow sufficient opportunity for the community and stakeholders to consider the draft proposals. For Sumner Village Centre a four week consultation period through the month of November 2012 is proposed.
35. Copies of the full Master Plan documentation will be made available on the Council's web site, with hard copies also provided for reference in the local Service Centres and Libraries. Copies of the summary version will be circulated to local household and businesses. Other relevant stakeholders will also be provided with copies. Two drop in sessions will be held in the centre during this consultation period, where staff will be available to answer questions.
36. Following this, officers will analyse the responses and prepare a consultation report on submissions on the draft Master Plan for the Council to consider, in conjunction with the Hagley/Ferrymead Community Board. At this time, a decision will be sought on whether to conduct hearings, prior to adopting the final Master Plan.