



CHRISTCHURCH CITY COUNCIL AGENDA

THURSDAY 14 JUNE 2007

AT 9.30AM

IN THE COUNCIL CHAMBER, CIVIC OFFICES

Council: The Mayor, Garry Moore (Chairperson).
Councillors Helen Broughton, Sally Buck, Graham Condon, Barry Corbett, David Cox, Anna Crighton,
Carole Evans, Pat Harrow, Bob Parker, Bob Shearing, Gail Sheriff, Sue Wells and Norm Withers.

ITEM NO	DESCRIPTION
1.	APOLOGIES
2.	CONFIRMATION OF MINUTES - EXTRAORDINARY COUNCIL MEETING OF 5.6.2007 AND COUNCIL MEETING OF 7.6.2007
3.	DEPUTATIONS BY APPOINTMENT
4.	PRESENTATION OF PETITIONS
5.	CORRESPONDENCE
6.	NOTIFICATION OF PLAN CHANGE 27: RESIDENTIAL DENSITY IN NEW BRIGHTON
7.	SOUTHWEST CHRISTCHURCH AREA PLAN
8.	CCC SUBMISSION TO PARLIAMENTARY SELECT COMMITTEE ON HOUSING AFFORDABILITY IN NEW ZEALAND
9.	NOTICES OF MOTION
10.	QUESTIONS
11.	RESOLUTION TO EXCLUDE THE PUBLIC

1. **APOLOGIES**

2. **CONFIRMATION OF MINUTES**
 - (a) **EXTRAORDINARY COUNCIL MEETING OF 5.6.2007**

Attached.
 - (b) **COUNCIL MEETING OF 7.6.2007**

Attached.

3. **DEPUTATIONS BY APPOINTMENT**

4. **PRESENTATION OF PETITIONS**

5. **CORRESPONDENCE**

6. NOTIFICATION OF PLAN CHANGE 27: RESIDENTIAL DENSITY IN NEW BRIGHTON

General Manager responsible:	General Manager Regulation and Democracy Services, DDI 941-8549
Officer responsible:	Senior Planner, City Plan Team
Author:	Jonathan Cleese, Senior Planner, City Plan Team

PURPOSE OF REPORT

1. The purpose of this report is to seek a Council resolution on whether or not to proceed with public notification of proposed Plan Change 27 relating to residential density in New Brighton.

EXECUTIVE SUMMARY

2. In March 2006 the Council initiated a review of the City Plan provisions for New Brighton to investigate the potential for, and possible impacts of, an increase in building height and residential density. The study area encompassed much of the New Brighton Mall area, the foreshore adjacent to the pier, and the Living 3 zoned land from Rawhiti Domain in the north to Shackleton Street in the south.
3. Consultants were engaged to assist with this review, with the consultant team lead by Boffa Miskell Ltd. A number of technical reports were commissioned to look at a range of potential environmental effects that might result from an increase in building scale and residential density in the study area. The technical reports addressed:
 - The visual/landscape implications of a range of building heights and bulk;
 - Potential shading effects;
 - Potential wind tunnel effects;
 - Transport implications from increasing the number of households;
 - Geotechnical and natural hazard issues;
 - Infrastructure capacity eg water, sewer, electricity, storm water etc;
 - Capacity of community facilities eg primary school, library, parks;
 - The potential market demand and associated economic implications;
 - Social effects.
4. Consultation with the community was undertaken during the study, including:
 - A public meeting and presentation to the community to outline the intended study process on 21 March 2006;
 - Two public open days to present the findings of the technical reports and gain community feedback on 29 and 30 June 2006;
 - Provision of background information and technical reports on the Christchurch City Council website and at the New Brighton Library throughout a public feedback process that ran from the end of June until 22 September 2006. A total of 351 submissions from individuals and seven submissions from community and business groups were received directly by the Council, with a further 475 submissions received on a form initiated by the New Brighton Resident's Association.
5. Based on the findings of the various technical reports and feedback from the community, a package of broad Plan Change recommendations and an interim S.32 report was presented to a Council seminar on 31 October 2006. Following the October seminar and associated feedback from Councillors, further analysis was carried out on the plan change package and the specific proposed text changes to the Plan were drafted. This further analysis, updated S.32 report, and proposed Plan Change text was presented to a second Council seminar on 17 April 2007 and the Burwood/Pegasus Community Board on 18 April 2007. Since the April seminar the S.32 report and Plan Change text (attached) has been finalised, with this text including detailed design and appearance assessment matters that were not available at the April seminar.
6. The proposed package of changes to the City Plan include:
 - Retention of the existing Living 3 zoning in the southern and northern portions of the study area (but amending the current 11m development standard height limit to 14 metres as a critical standard);

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- Change in zoning of the Living 3 land north and south of the Mall, to Living 4C with a 20 metre building height limit;
 - Change in zoning of the Business 2 land on the foreshore to Open Space 2, with associated amendments to the Open Space 2 zone rules to provide for a low scale of building development (bulk and location) and an appropriate range of activities consistent with a public use/recreation focus;
 - Retention of the existing Business 2P zoning to the south of the Mall (8 metre building height limit if used for residential activity);
 - Retention of the existing Business 2 zoning in the western part of the Mall area (20 metre building height limit);
 - Retention of the Business 2 zoning for the Business 2 land in the eastern part of the Mall but with a change in the zone provisions to provide a 30 metre building height limit;
 - Provision of a new rule requiring design and appearance controls (including wind assessment for buildings over 20m) on all development over 11m in height or providing three or more residential units in both the Living and Business zones;
 - Provision of a new rule requiring compliance with shadowing protection provisions for all new buildings on the northern side of the Mall.
7. Section 32 of the Resource Management Act requires the Council to be satisfied that any proposed plan change is a more efficient and effective means of achieving the Plan's objectives and policies than the current provisions. The attached S.32 report concludes that this is the case for the proposed amendments to the City Plan. Should the Council resolve to publicly notify the proposed plan change then those changes will be available for the community to make submissions on, with submitters then able to present their submission at a public hearing, with the hearings panel then obliged to make a recommendation to the Council on whether or not the plan change should be accepted, amended or rejected.

FINANCIAL IMPLICATIONS

8. There are no direct financial considerations beyond staff time covered by existing unit budgets.

Do the recommendations of this report align with 2006-16 LTCCP budgets?

9. The costs of public notification are able to be covered by existing unit budgets.

LEGAL CONSIDERATIONS

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

10. S.32 of the Resource Management Act requires the Council to undertake an analysis of the costs and benefits of any potential plan change so that the Council can be satisfied that the proposed plan change is a more efficient and effective method for achieving the Plan's objectives and policies than the current provisions. The RMA requires all proposed Plan Changes to be publicly notified so that interested parties can make submissions on the proposed changes.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

11. Supports the LTCCP City Plan measure that 10 variations or plan changes be prepared and notified annually.

Do the recommendations of this report support a level of service or project in the 2006-16 LTCCP?

12. As above.

ALIGNMENT WITH STRATEGIES

13. The attached S.32 report demonstrates that the proposed plan change more effectively and efficiently meets the objectives and policies of the City Plan than the current provisions.

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The proposed plan change is also in alignment with the recently adopted Urban Development Strategy that has as one of its key tenets the management of urban growth through intensification of the existing urban area, with such intensification best located adjacent to district centres.

Do the recommendations align with the Council's strategies?

14. As above.

CONSULTATION FULFILMENT

15. Consultation has been undertaken in accordance with the requirements of S.32 and the Resource Management Act. It is noted that public notification of the proposed Plan Change will enable the community to have their say via submissions and a public hearing.

BURWOOD/PEGASUS COMMUNITY BOARD RECOMMENDATION

This report was considered by the Burwood/Pegasus Community Board at its meeting on 6 June 2007, when the Board resolved to recommend:

- (a) That the staff recommendations be adopted.
- (b) That the Council consider using more than one commissioner to hear the plan change.

STAFF RECOMMENDATION

It is recommended that the Council:

- (a) Adopt the attached assessment under Section 32 of the Resource Management Act.
- (b) Publicly notify Plan Change 27 to the City Plan.

7. SOUTHWEST CHRISTCHURCH AREA PLAN

General Manager responsible:	General Manager Strategy and Planning Group, DDI 941-8177
Officer responsible:	Programme Manager Liveable Cities
Authors:	Sarah Oliver, Senior Planner

PURPOSE OF REPORT

- The purpose of this report is to seek the Council's approval of the material that provides the basis for the second stage of the consultation process for the South-West Christchurch Area Plan. Staff intend to consult with key stakeholders (ie landowners and other interested parties) on:
 - The findings and recommendations of a number of studies and investigations;
 - The draft concept plans of the stormwater management scheme,
 - Greenprint,
 - Land-use pattern and movement network.
- The draft concept plans will indicate where Council and key stakeholder investment and expenditure potentially will be focused. The plans identify specific properties for certain purposes, in particular for stormwater management and reserve purposes.

EXECUTIVE SUMMARY

- The Council is required to consult with affected and interested parties on issues, plans and strategies that may directly or indirectly affect them. Following extensive studies and investigations, draft concept plans have been prepared for the stormwater management scheme (forming part of the Integrated Catchment Management Plan, ICMP), Greenprint, land-use pattern and the movement network. In order to progress towards a draft Area Plan, consultation with affected and interested parties is necessary.
- A consultation plan has been prepared for this phase of the consultation process, which sets out a programme (key dates) and methods of consultation. The main objective of this consultation is to ensure that the views of key stakeholders are sought and considered, in particular those whose properties have been identified for stormwater management and reserve purposes. It is intended that the draft concept plans form the basis for the consultation, to demonstrate how future potential urban growth can be managed. Whilst the draft concept plans do not bind the Council in any way, given their potential implications for future LTCCPs, and other statutory plans and processes, Council approval to commence consultation on the draft concept plans is sought.

FINANCIAL IMPLICATIONS

- Although the draft concept plans do not bind the Council until such time as they are formally adopted, they could set an expectation of delivery and consequentially expenditure by the Council. Furthermore, as the draft concept plans affect specific properties, they may potentially lead to objections from landowners and call for more certainty from the Council as to its intentions for their land. This may in turn, lead to the Council considering land acquisition from identified parties and/or initiating the designation process, prior to the formal adoption of the Area Plan. The consultation process deals with this risk (see the background section following). Staff have also sought the advice of the Legal Services Unit which has supplied a disclaimer which will stipulate that the plans are concept only and do not bind the Council in any way.

Do the Recommendations of this Report Align with 2006-16 LTCCP budgets?

- Council adoption of the draft concept plans is not sought at this stage, rather only the approval of the use of the draft concept plans as part of this phase of the consultation process. At the time the Council does adopt the Area Plan (which will contain the final stormwater management scheme, Greenprint, land-use pattern and movement network), it will lead to changes in future LTCCPs, capital programmes, budgets and development contributions to implement the Area Plan. The extent of the likely recommended changes to the LTCCP, requires further financial analysis, and will be reported to the Council as part of the draft Area Plan later this year.

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LEGAL CONSIDERATIONS

7. Legal advice has been provided regarding a disclaimer which will be included on each of the concept plans, noting that the plans are 'conceptual only' and do not bind the Council in any way.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

Do the recommendations of this report support a level of service or project in the 2006-16 LTCCP?

8. The draft concept plans will assist in achieving a number of community and Council outcomes under the LTCCP, in particular planning for the future growth of the city.

ALIGNMENT WITH STRATEGIES

Do the recommendations align with the Council's strategies?

9. The relevant Council strategies are as follows:
 - Greater Christchurch Urban Development Strategy - South-West Christchurch has been confirmed as a major urban growth area under this strategy. The draft concept plans demonstrate how the level of urban growth projected under the UDS will be managed and accommodated.
 - Regional Policy Statement (RPS) - The draft concept plans take into account the wider regional objectives of the RPS, in particular those relating to settlement and the built environment, transport, matters of regional significance to tangata whenua, landscape, ecology, heritage, and rivers.
 - Christchurch City Plan - The draft concept plans achieve a number of objectives and policies under the City Plan in relation to urban growth, flood risk, open space and recreation, Tangata Whenua, European heritage, and natural values.
 - Heathcote River Floodplain Management Strategy - The draft stormwater management scheme, a part of the Integrated Catchment Management Plan, provides details of how peak flows in the Heathcote River can be better managed, a reduction in flows achieved, and the effects of future urban development mitigated so as not to adversely affect the current functioning and health of the river.
 - Waterways and Wetlands Asset Management Strategy - The draft stormwater management scheme and Greenprint provides further grounding to the initiatives promoted in this strategy, namely achieving a value-based approach to land development and the restoration of waterways and wetlands.
 - Draft Biodiversity Strategy - The draft Greenprint endorses Henderson's Basin as a core ecological and open space area.
 - Proposed Natural Resources Regional Plan and the Surface Water Management Protocol - the draft stormwater management scheme (being part of the Integrated Catchment Management Plan), is considered to meet the objectives of the proposed Natural Resources Regional Plan and Surface Water Management Protocol.
 - Canterbury Regional Land Transport Strategy (CRLTS, 2005-15) and Christchurch Rolleston and Environs Transportation Study (CRETS) - the draft movement plan is consistent with the draft future main road network proposed under CRETS. The principles behind the draft movement network are considered to meet the objectives and policies of the CRLTS.

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CONSULTATION FULFILMENT

9. The engagement of key stakeholders (ie affected and/or interested parties) at this stage of the Area Plan process, is fundamental to the Council meeting its duty under the first schedule of the RMA and sections 78 and 82 of the LGA. Consultation at this stage of the Area Plan process, and to the level of detail proposed, will demonstrate a clear and transparent process for the Area Plans development. By providing quite detailed draft concept plans, the Council will become aware of stakeholders views well in advance of the draft Area Plan being completed. Furthermore, the community are an invaluable source of knowledge and information regarding the area, and will greatly assist with the development and implementation of the Area Plan.
10. A consultation plan has been prepared for this phase of the consultation process, and sets out a programme (key dates) and methods of consultation. The proposed consultation process should deal effectively with the identified risks of consultation, in particular avoid possible criticism from stakeholders that the Area Plan is a *fait accompli* prior to involvement of the wider community, and statutory processes under the RMA.
11. Staff are also working with Environment Canterbury on an Integrated Catchment Management Plan (ICMP) to address the management of stormwater in a manner that will facilitate the development of the South-West area. The implementation of the Area Plan and the ICMP through zoning changes and resource consents (ie the catchment wide discharge consent) will be subject to separate Council decision making and consultation processes. The overall management of the ICMP process and the subsequent catchment consent(s) for South West Christchurch, will be managed through a MoU process between ECan and CCC which is presently being negotiated.

STAFF RECOMMENDATION

It is recommended that the Council approve the draft concept plans of the stormwater management scheme, Greenprint, land-use pattern and movement network for consultation with key stakeholders (ie directly affected landowners and other interested parties), noting that the draft concept plan contained in Attachment A of this report represents an 'integrated' picture of the aforementioned draft plans.

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BACKGROUND (THE ISSUES)

12. Following extensive studies and investigations, staff have developed draft concept plans for the stormwater management scheme (forming part of the Integrated Catchment Management Plan), Greenprint, land-use pattern and the movement network. In order to progress the Area Plan into the next phases towards a draft Area Plan, consultation with directly affected and interested parties is necessary. This consultation will revolve around sharing the findings and recommendations of key studies and investigations, and seeking the views of stakeholders in regard to the draft concept plans. The draft concept plans are detailed and identify specific properties for certain uses. Of particular note are those identified for stormwater management and reserve purposes.
13. A consultation plan has been prepared to guide this phase of the consultation process, and proposes the following steps.
 - Send a letter to those directly affected by the draft stormwater management scheme and Greenprint, and meet with these parties (if sought) to discuss the draft concept plans and potential implications for their properties - late June, 2007.
 - Subsequently, meet with landowners groups (ie Awatea and Henderson's Basin) to discuss the draft concept plans and directions for their specific area in the context of the wider Area Plan - July 2007.
 - Present a summary of the findings of the preliminary studies and investigations of urban growth issues related to the South-West of Christchurch, and the draft concept plans, to the UDS Implementation Committee - 25 of June 2007.
 - Send out a newsletter to all key stakeholders advising them of progress with the Area Plan and inviting them to forthcoming workshops - 23 July 2007.
 - Through a working party comprising relevant Council staff and representatives of local runanga, review and develop the cultural assessments underpinning the Greenprint, and collaboratively develop the Greenprint - June to August 2007.
 - Hold workshops on environmental issues and infrastructure plans to support future urban growth - mid August 2007.
 - Preparation of a summary document of the results from Phase 2 of the consultation process.
15. Further consultation with stakeholders will occur prior to the draft Area Plan being made public.
16. There are a number of potential risks and constraints to the consultation process which could affect the Area Plan development. By not undertaking community involvement at this stage and to the level of detail proposed, the community could generate a view that they have not been properly "consulted" and that the Area Plan is a *fait accompli*.
17. One of the greatest risks surrounds consulting adequately with directly affected parties prior to the draft concept plans being made public. Whilst it is not the intention to gain full support for the draft concept plans by directly affected landowners, sufficient notification and time has been provided to consult with the directly affected parties to obtain their views and deal with any concerns or objections.
18. A further risk of the draft concept plans being made public, is that the community expectations may be raised beyond the Council's capability to deliver on the plans. It is noted however, that the draft concept plans set out how the area is to be managed over a 35+ year period. Provided this is clearly explained to stakeholders, and that the plans (subject to full Council approval) will be delivered within the bounds of the level of service under the 2006-16 LTCCP, this matter is manageable. The draft concept plans may also have the potential to raise property valuations, which could in turn compromise the Council's dealings on property acquisitions. This however, is considered to be an unavoidable consequence of strategic planning, and one that has already been realised through the adoption of the UDS.

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THE OBJECTIVES

19. The main objective of this consultation is to ensure that the views of key stakeholders are considered during the development of the Area Plan in particular with regard to those issues that may directly affect them. It is the Council's aim to provide the community with an opportunity to express their views as to whether land use change (more specifically urban development) is appropriate and what areas should be protected and/or enhanced in the face of land use change(s). It is also hoped that through community consultation, the Council will broaden its understanding of community, strategic and resource management issues. The more specific objectives for this stage of the consultation process are:
 - (a) To adequately inform directed affected landowners within south-west Christchurch and other interested parties about findings of the preliminary technical assessments and the proposed solutions to urban growth issues over a 35-year time line for implementation.
 - (b) To ensure all persons with an interest in south-west Christchurch have the opportunity for meaningful input and involvement in the Area Plans development.
 - (c) To ensure that the wider Christchurch community are informed of the South-West Area Plan and its development.
 - (d) To ensure the level of community consultation relates directly to the nature, complexity and impact of the issue.
 - (e) To establish, in association with tangata whenua, processes for consultation to ensure Maori are provided with the opportunity to contribute to the preparation of the Area Plan.
 - (f) To explain how the South West Area Plan links to the UDS.
 - (g) To ensure the methods of consultation are effective and efficient in terms of Council's resources.

8. CCC SUBMISSION TO PARLIAMENTARY SELECT COMMITTEE ON HOUSING AFFORDABILITY IN NEW ZEALAND

General Manager responsible:	General Manager Strategy and Planning, 941-8177
Officer responsible:	Strategy Support Manager
Author:	Karen Barwell, Senior Planning and Policy Analyst

PURPOSE OF REPORT

1. The purpose of this report is to present the Council's submission to the Parliamentary Select Committee - Commerce Inquiry into Housing Affordability. This has been prepared following a seminar with Council with a range of input from across the organisation.

EXECUTIVE SUMMARY

2. The Commerce Committee is a Parliamentary Select Committee which is inviting public submissions on any inquiry into housing affordability in New Zealand by 15 June 2007. The terms of reference are very broad and are directed toward the supply-side of housing cost, in particular land supply and council levies and processes.
3. The inquiry seeks to identify which components of the cost of housing can, and should be brought under control, or freed from restrictive controls with a view to increasing the affordability of housing.
4. The submission drafted for the Council's consideration addresses the terms of reference in three parts; the first considers the issue of housing cost and supply from a local government perspective. The second part examines the issue of affordability from the Council's perspective as a major and committed player in the housing market, and the third area considers the specific issues relating to housing within the context of Christchurch as a major urban centre.

FINANCIAL AND LEGAL CONSIDERATIONS

5. There are no immediate or direct financial implications from the proposed submission. However, should the government consider legislative, regulatory or other changes as a result of the inquiry these could impact both directly on the marketplace and on the Council as a regulator or as an infrastructure provider.
6. The submission does signal to the government that the Council is preparing a case to put to the Crown for funding to support the continued provision of affordable housing in the city. This will, if successful in the future, assist the Council in continuing to deliver a comprehensive housing service to the community.

STAFF RECOMMENDATIONS

It is recommended that the Council:

- (a) Approve the attached submission to the Parliamentary Select Committee Inquiry into housing affordability in New Zealand.
- (b) Nominate Councillor (name to be inserted) to speak to the Select Committee and present the Christchurch City Council submission.

8 Cont'd

BACKGROUND ON THE INQUIRY INTO HOUSING AFFORDABILITY IN NEW ZEALAND

7. The terms of reference are very broad.
8. The terms of reference were taken to the Strong Communities Portfolio group for discussion; this was followed by a full council seminar on 8 May 2007. The issues raised by the Council were very wide ranging and most have been addressed in this submission.

Terms of Reference

9. The preamble to the terms of reference outlines the reasoning for the inquiry is *to ensure that as many New Zealand families as possible will be able to achieve the traditional Kiwi goal of home ownership at a fair and reasonable price.*
10. *It also states it wishes to identify and quantify all components of the cost of housing for first home buyers in New Zealand and examine significant shifts over time.*
11. Particular interest should be taken in:
 - (a) The effect on land supply, and therefore the price for land, of both:
 - (i) restraints on land supply for new housing, and
 - (ii) land 'wastage' through 'large section only' subdivisions.
 - (b) Household ability to service debt, meet costs of ownership and the changing relationship between income, property prices and mortgage interest rates;
 - (c) Impact of increasing demand for residential properties by investors;
 - (d) Local authority planning and approval processes;
 - (e) Charges and levies imposed at all stages of the housing supply chain;
 - (f) Building material and building labour costs as compared with those in other similar economies and countries;
 - (g) Access to finance for house building on land in multiple ownership;
 - (h) Impact of changing preferences for home ownership;
 - (i) Range of financing products available for first home owners.
12. Identify which components of the cost of housing can and should be brought under control, or freed from restrictive controls, with a view to increasing the affordability of housing.
13. Identify intervention programmes that may improve the ability of individuals and families to purchase a home, their success and operation. Consideration will be given to:
 - (a) Schemes such as 'shared equity' and 'rent to buy", the capitalisation of benefits and a sell and build strategy for some state housing stock;
 - (b) How proven third sector housing organisations currently help individuals and families reach their home ownership goals.

14. 6. 2007

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9. NOTICES OF MOTION

10. QUESTIONS

11. RESOLUTION TO EXCLUDE THE PUBLIC

Attached.