

11. REPORT OF THE REGULATORY AND PLANNING COMMITTEE HEARINGS PANEL ON THE DRAFT SOUTH-WEST CHRISTCHURCH AREA PLAN

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PURPOSE OF REPORT

1. This is a report of the South-West Area Plan Hearings Panel (the Panel). It addresses the 209 submissions received during the public consultation process and contains recommendations from the Panel altering the draft South-West Area Plan (draft Area Plan) in certain respects.
2. This report includes a brief summary on specific areas of interest to submitters resulting in recommended changes to the draft Area Plan. Those issues raised that have not resulted in recommended amendments to the draft Area Plan have not been included in this report. The Hearings Panel have deemed that most of the latter submissions required only further explanation of the Council's proposed approach to managing growth (for example referring them to the South-West Integrated Catchment Management Plan) and/or reference to other future decision making processes (such as the Plan Change process).
3. This report recommends the adoption of the draft Area Plan (with the recommended changes highlighted) as separately circulated. This report will be considered by the Riccarton/Wigram and the Spreydon/Heathcote Community Boards on 7 and 14 April 2009 respectively. Community Board recommendations and comments will be provided at the Council meeting.

EXECUTIVE SUMMARY

4. A draft Area Plan for the South-West Christchurch has been prepared following four years of investigations and assessments in regard to existing and future urban growth issues. The draft document contains significant detail in regard to how urban growth can be managed over the next 35 years. There are 13 goals contained in the draft Area Plan, each being supported by number of objectives and plans. The draft Area Plan was publicly notified on 1 September 2008 and a six week period was provided to the community to provide feedback (submissions).
5. On 9 October 2008, the Regulatory and Planning Committee decided that:

"... a hearings panel comprising of Councillors Sue Wells, Helen Broughton, Yani Johanson, Bob Shearing and Chrissie Williams be appointed to consider and, where necessary, hear any submissions on the draft South-West Area Plan, and report back to the Council with its recommendations thereon."
6. The Council adopted the recommendation from the Regulatory and Planning Committee on 30 October 2008.
7. A public consultation process took place between 6 August 2008 and 10 September 2008 and 209 submissions were received. One hundred and twenty-two submissions generally supported the Draft Area Plan, 65 did not support the Plan, and 22 did not indicate whether they did or did not support the document. Of the 65 submitters who did not support the Draft Area Plan, 48 specifically opposed the annotation of a recreational walkway along the section of the Heathcote River between Halswell Road and Cashmere Road (which extends through an existing residential developed area). Other opposing submitters raised specific concerns in regard to the following:
 - level of traffic congestion which will arise from further urban growth;
 - the scale of urban development proposed resulting in a loss of rural land and increased flood risk; and
 - the possible realignment and extension of Cashmere Road.

8. The Panel understands that other Council approved documents and directives have already determined the Council's position in respect to the extent of urban development signalled and the provision of major infrastructure to service urban growth in the South-West. These include the Greater Christchurch Urban Development Strategy; the Heads of Agreement that outline the package of transportation projects for the South-West area (in particular the works associated with the Christchurch Southern Motorway extension); the South-West Integrated Catchment Management Plan; and the major sewer upgrade. The purpose of the draft Area Plan is to guide future decisions in regard to the development of the South-West and the final details (such as local reserves, land-use pattern, zoning and road delineations) will be determined through other processes, in particular changes to the City Plan and expenditure under the Long Term Council Community Plan.
9. Similarly, the consultation process does not end at the adoption of the South-West Christchurch Area Plan. Changes to the City Plan and the development of the Long Term Council Community Plan must also be consulted on. Consultation will occur as areas are rezoned, scheme assessments for infrastructure projects are developed, and as Council seeks community feedback on options for community facilities and services (for example the Halswell library and aquatic facility). Goal 13 of the draft Area Plan sets out how the Council intends to keep the community informed about future projects and progress on the implementation of the Plan.
10. The Hearings Panel recommends that some minor changes to the draft Area Plan are however necessary to address the points raised by submitters.

SUMMARY OF CHANGES MADE TO THE DRAFT AREA PLAN

11. The Hearings Panel deliberated on the issues raised in submissions, and as a result, made changes to the draft Area Plan now being recommended to the Council. The majority of submissions received are in support of the draft Area Plan and the Council providing strong leadership in the development of the area. In particular submitters agreed with the following directions of the draft Area Plan:
 - the proposed water management scheme; planning for infrastructure;
 - enhancement of the amenity values;
 - restoration of indigenous flora and fauna
 - fostering attention to community spirit and strong community values;
 - restoring tangata whenua values;
 - protecting heritage
 - establishing a network of cycle and pedestrian routes; and
 - initiatives to reduce the need to travel by car.
12. The Hearings Panel having considered the submissions, consider that some minor changes to the draft Area Plan document are appropriate to provide better clarification on the following matters:
 - the basis for the extent of residential and business development signalled, more specifically in regard to Plan 7 Residential Neighbourhoods and Plan 9 Business Development;
 - the status of the esplanade reserve requirement (under the City Plan) along the upper reaches of the Heathcote River;
 - the level of development signalled around Hendersons Basin and proposed methods to manage the effects of further urbanisation within the area;
 - the delineation and status of future potential new roads;
 - proposed directions for establishing a cycle way network;
 - the road hierarchy and function to provide for commercial road transport growth;
 - the basis for the proposed staging of land development; and
 - the land development and approval process.

13. A number of submissions have not resulted in any recommended changes to the draft Area Plan. The Hearings Panel considers that these submissions only require further explanation of the Council's proposed approach to managing growth in the draft Area Plan and South-West Integrated Catchment Management Plan. Furthermore, it is to be explained to submitters that the draft Area Plan is a strategic level document and the final land-use plans will be determined through other planning processes.

FINANCIAL CONSIDERATIONS

14. The adoption of this report and as a consequence adoption of the draft Area Plan, does not commit the Council to any activity it has not agreed to undertake and/or fund under the Long Term Council Community Plan. The draft Area Plan is not a statutory document. However, it creates a framework for planning in both the City Plan and the capital works programme of the LTCCP. Both these latter processes have full public consultation, submission and appeal rights that remain to be exercised.

CONSULTATION FULFILMENT

15. The draft South-West Christchurch Area Plan is not a statutory document and therefore the method and timeframes for the consultation process have not been required to follow any legislative requirements. The process undertaken, however, is considered to have met the guiding principles for meaningful consultation as set out under sections 78 to 82 of the Local Government Act. The community and other key stakeholders have been consulted on a number of occasions throughout the development of the draft Area Plan. The feedback provided has helped to improve the draft Area Plan document; direct Council staff to further consider some matters raised by the community and commit to addressing them in the future; and provide an avenue to better explain the directions in the Area Plan.

HEARINGS PANEL RECOMMENDATIONS

16. There are three parts to the recommendations of the Hearings Panel, the first part being the recommended changes to the Area Plan document. The second part is a recommendation to review the Council's position on the growth pocket known as CPH1 (Kennedys Bush) under Plan Change 1 to the Regional Policy Statement. The third part includes recommended actions for the SWAP Implementation Plan.
17. It is recommended that the Council adopt the Area Plan as amended by the following:
 - a. Include the esplanade reserves as they exist in the City Plan on Plans 1 and 4.
 - b. Remove the annotation on Plan 4 of the proposed recreational route between Halswell Road and Cashmere Road.
 - c. Include a definition of "esplanade reserve" in the definition section as follows:

"...An esplanade reserve has one or more of the following purposes:

 - (a) To contribute to the protection of conservation values by, in particular,—*
 - (i) Maintaining or enhancing the natural functioning of the adjacent sea, river, or lake; or*
 - (ii) Maintaining or enhancing water quality; or*
 - (iii) Maintaining or enhancing aquatic habitats; or*
 - (iv) Protecting the natural values associated with the esplanade reserve or esplanade strip; or*
 - (v) Mitigating natural hazards; or*
 - (b) To enable public access to or along any sea, river, or lake; or*
 - (c) To enable public recreational use of the esplanade reserve or esplanade strip and adjacent sea, river, or lake, where the use is compatible with conservation values."*

- d. Include an explanation of the land-use assumptions made in the creation of Plan 7 (Residential development), including the following statement.

“The area of proposed residential development shown around the periphery of Hendersons Basin is based on the 19 metre contour which is deemed to be the extent of the 200 year flood level. It is assumed that the level of flood risk beyond the 200 year flood level is acceptable, however future land development proposals will need to further assess the level of risk from flooding.”

- e. Include a note on Plan 11.1 that the alignment of proposed new Collector and Arterial Roads is indicative only. Further assessments and consideration of alignment options will be undertaken as required.

- f. Annotate Cashmere Road as an existing recreational cycling route on Plan 11.3.

- g. Insert a cycle network plan as Plan 11.3 (drawn from Plans 4 and 11.1).

- h. Include an explanation of the land-use assumptions made in the creation of Plans 7 (Residential development) and 9 (Business development), including the following statements:

“The extent of residential development depicted in this Area Plan is based on the household distribution and densities promoted under the Greater Christchurch Urban Development Strategy (UDS); and achieving consistency with the Urban Growth objectives and policies under the Christchurch City Plan. The UDS adopts the medium to high household growth projections for Christchurch over a 35 year period (2007-2041) and promotes a household distribution where 60 per cent of new development occurs in existing urban areas (as zoned for urban purposes under the City Plan in 2006) and 40 per cent is accommodated in new Greenfield areas.

South-West Christchurch is signalled to provide for a large proportion of the Greenfield growth due to the area’s ability to be serviced by existing and planned improvements to infrastructure under the Long Term Council Community Plan. Some 10,000 households are signalled to be required in the South-West to provide for anticipated growth to 2041. Other assumptions which underpin the extent and pattern of land-use activity depicted in the Area Plan are as follows:

- i. *The land areas signalled for urbanisation are free from known land development constraints.*
- ii. *The land requirement to accommodate 10,000 new households correlates to approximately 660 hectares based on a net residential density of 15 households per hectare. Net density is the number of lots or household units per hectare and is promoted through the UDS as a critical target for residential density in Greenfield areas if consolidation growth objectives are to be achieved. The net area includes land for, or which could be:*
 - *residential purposes, including all open space and on-site parking associated with residential development;*
 - *local roads and road corridors, including pedestrian and cycle ways, but excluding State Highways and major arterial roads;*
 - *local (neighbourhood) reserves; but excludes land that is*
 - *stormwater retention and treatment areas;*
 - *geotechnically constrained (such as land subject to subsidence or inundation);*
 - *set aside to protect significant ecological, cultural, heritage or landscape values;*
 - *set aside for esplanade reserves or access strips that form part of a larger regional or sub-regional reserve network;*
 - *identified for commercial or business use, or for schools, hospitals or other district, regional or sub-regional facilities.*

- iii. *The 660 hectares is to be contained within a well defined boundary of urban development in accordance with Policy 6.3.10 of the Christchurch City Plan. The boundary defined in the Area Plan takes the form of natural or physical features, including future arterial roads (namely Quaifes Road and the potential extension of the Christchurch Southern Motorway), Knights Stream, and required stormwater management facilities. The land area that is provided for under the Area Plan is larger than the land area promoted under the UDS to accommodate the household yield in South-West Christchurch. The additional land area provided for in the Area Plan is able to be serviced by existing and planned infrastructure, located within a well-defined urban boundary and will achieve a consolidated urban form. The inclusion of the additional land area is therefore considered to be justified for the purpose of the Area Plan.*
- iv. *Future residential development on the hills beyond that zoned in the City Plan is limited due to servicing and resource management constraints.*
- v. *New business areas are extensions of existing business areas and are suitable for development due to their accessibility to the airport, port and other supporting centres via major transportation routes including the Main South railway line and the Christchurch Southern Motorway.*
- vi. *Rural zoned land is able to be subdivided to four hectare minimum area allotments, as permitted under the Christchurch City Plan.*
- vii. *Rural-residential development is limited to existing allotments less than four hectares and no new rural-residential development is provided for due to uncertainties with regard to servicing and resource management limitations.”*
- i. Amend Plan 12 to include an alternative urban limit for the Kennedys Bush area that follows the existing boundary of the Living Hills B Zone.
- j. Amend Plan 1: Water Environment to include a note which reads as follows:
 - “1. *The facilities shown represent the preliminary stormwater management scheme set out under the South-West Christchurch Integrated Catchment Management Plan.*
 - 2. *Refer to the Area Plan definitions section for an explanation of the function of the facilities indicated on this plan.”*
- k. Amend Goal 9 and Objectives 9.7 to read as follows (changes underlined):

“High-quality business environments are critical in attracting business investment to support a thriving economy. A competitive economy is important for the economic development of the region, and to meet the growing demand for places of work, retail, community facilities and services. In the South-West, existing business centres need to be expanded, and new centres created, to meet demand and respond to changing market trends. Balancing the distribution and scale of these businesses across the area is central to achieving a healthy business environment.

Activity Centres (Hornby and Halswell) continue to be major clusters of commercial and retail businesses, co-located with community facilities and services. These centres are developed as transport hubs, providing for large-scale retail and to service the sub-regional catchment. Neighbourhood Centres, including new centres at Springlands, Hendersons and Wigram will support a smaller catchment and may include a small supermarket, small-scale retail, and community facilities and services. They are located on major roads and along public transport routes. Local Centres within residential areas will cluster a few small business opportunities that support their immediate neighbourhood. These will be located to provide for communities not within walking distance of Activity or Neighbourhood Centres.

As well as retail and commercial centres the South-West has a large industrial sector which is expected to be redeveloped and expanded to meet future demand. To be successful, industrial businesses need efficient transport links that are appropriate to the scale and type of development. The South-West is well located on major transportation routes to the north, south and west, including direct links to Christchurch International Airport and the Port of Lyttelton. Connections from existing and future business areas to the strategic transport network will need to be managed and improved, in particular at key intersections. Achieving good accessibility between business and residential areas is also important to support the local labour market and encourage business growth.

Industrial areas benefit from being closely located to other allied or supporting industries, as transport costs are reduced and networks are more easily established with suppliers and buyers. Good access to community and retail activities also helps service the needs of employees and can help reduce car trips.

Business areas should be designed based on the functional requirements of the core activities being provided for. Areas must also be developed in a manner that is appropriate to the character of the surrounding locality, primarily in terms of height, scale and building design. Providing high-quality business environments in suitable locations supports the sub-region's economic competitiveness. Quality business environments encourage high value and resource efficient businesses to establish in the area. They are good places to work in and live near, and benefit the community through investment and job creation.

Objective 9.7

Locate new industrial zones in areas that:

- promote the efficient use of land and resources;
- avoid compromising residential amenity and local character;
- are adjacent to the strategic transport network;
- are accessible to and from residential areas; and
- are accessible to retail centres."

- I. Include an explanation of the land-use assumptions made in the creation of Plans 7 (Residential development) and 9 (Business development), including the following statement.

"The development of business (industrial) activity around Carrs Reserve is based on the assumption that the Christchurch Kart Club activity is not able to be relocated. Should an alternative location be secured for the Kart Club prior to the development of the land and within sufficient time to enable the necessary resource consents and rezoning proposals to be processed, it is likely that the subject land area will be reconsidered for residential use."

- m. Amend Objective 9.8 to read as follows (changes are underlined):

Objective 9.8

Create high-quality industrial areas through:

- the consideration of the core functional requirements of businesses in the layout and location of roads, accesses, cycleways, footpaths, parking, loading areas, waste management and storage areas, sections, public open space, and ancillary services;
- high-quality building design through architectural treatment of main elevations;
- active rooms positioned to the street to maximise passive surveillance;
- planting trees of a species, height and calibre to achieve a high quality landscape outcome and mitigate the adverse visual effects and scale of business activities;
- planting complementary tree species consistently along the street and within the frontage area of private properties;
- positioning security fencing to reduce the dominance on the streetscape and avoid compromising landscape areas;
- landscaping features that reflect the local cultural context and area character;

- *landscaping in preference to sealed surfaces and solid fencing and walls along road boundaries;*
 - *providing public space for workers and visitors; and*
 - *the design of signage to integrate with architectural details of buildings, remain consistent with the scale of buildings, and maintain an overall design continuity.*
- n. Amend Goal 6 to read “*Conserve and protect European and other emerging cultural heritage values.*”
- o. Add a sentence at the end of the first paragraph to the explanation of Goal 6 to read “*other cultures will create their own heritage associations with the area and these can also be recognised.*”
- p. Amend Plan 5 to include a note that the identified vegetation is historical and is no longer present.
- q. Amend Plan 8 Community Facilities to show all existing schools and the new primary school located on Milns Road.
- r. Amend Plan 12 as follows:
- (i) Amend the title to read “*Land Development and Major Infrastructure Improvements*”
 - (ii) Amend the notes on Plan 12 to read as follows:
 - “1. *The urban limit is drawn from the Greater Christchurch Urban Development Strategy; Plan Change 1 and Variation 4 to the Regional Policy Statement; and Variation 48 to the Christchurch City Plan.*
 - 2. *The alternative urban limit is the existing urban boundary as set out in the Christchurch City Plan.*
 - 3. *The urban limit and final land-use pattern is subject to confirmation under the Regional Policy Statement and the rezoning process under the Christchurch City Plan.*
 - 4. *The staging shown is in general accordance with the Greater Christchurch Urban Development Strategy 2007. The actual staging of land development will be determined by the delivery of major infrastructure as directed under the Long Term Council Community Plan 2009-19 and through the rezoning process under the Christchurch City Plan.*”
 - (iii) Include details of the proposed major improvements to wastewater disposal and water supply infrastructure.
- s. Insert the figure contained in Attachment F of this report in the Implementation section of the final Area Plan document and the following text preceding the figure:
- “The Area Plan provides a high-level framework for considering future land development proposals. The detail and final outcomes for the land-use pattern and urban form will be determined through other planning process, in particular the rezoning, and resource and building consent processes. Figure 18 sets out the documents most relevant to the development process and identifies the opportunities for public involvement to influence the development outcome.”*
18. The Hearings Panel’s preferred option is the alternative urban limit as identified on Plan 12 and recommend that the alternative urban limit be promoted by Council through the Regional Policy Statement, Plan Change 1 process.

19. The South-West Area Plan Implementation Plan include the following actions:
- Require pedestrian, cycle and bus routes and associated facilities to be identified in Outline Development Plans as part of all rezoning proposals.
 - Undertake a detailed assessment (including a cost-benefit analysis) of the proposed improvement and extension of the cycle lanes as set out in Plan 11.3, in particular along key recreational routes, connections between existing and future residential areas, and along key routes to major employment centres.
 - Investigate options for designated cycle parking and other supporting services and facilities in existing and future key facilities/destinations.
 - Review of the Public Transport Priority Corridors Plan, including the inclusion and funding of potential key routes through the South-West in accordance generally with Plan 11.2.
 - Promote the creation of Travel Plans, in particular for key community facilities such as schools, libraries, business centres including commercial freight operators, and all new developments employing over 50 staff.
 - Assess and provide options for car sharing and pooling schemes.
 - Investigate opportunities for Park and Ride facilities.
 - Undertake a Scheme Assessment for Cashmere Road and the new collector road in conjunction with the development of a Plan Change for Hendersons Basin. This assessment will include consideration of potential protection areas along Cashmere Road to maintain existing high quality landscape amenity values.
 - Review the Cycle Network Strategy to ensure the South-West Area Plan cycle related objectives are supported and cycle links between the study area and adjoining areas are promoted.
 - Undertake an area-wide and a local level open space and recreation needs assessment, including sports grounds, local parks, active recreation opportunities and dog park(s), and potential locations for sight-lines to support Objective 3.3 of the Area Plan.
 - Undertake and Issues and Options report on the location of a new Aquatic Facility for the South-West.
 - Review the Halswell Domain Management Plan with regard to the provision of all weather pathways through the domain, and where possible providing for the future growth of existing activities and other activities desired by the community. The review is to be preceded by a local community needs analysis and will be carried out in conjunction with a Community Infrastructure Plan for the Halswell area.
 - Undertake an assessment of existing residential areas of high need for improvement, including a prioritised list of future potential works.
 - Prepare a Monitoring Programme to measure progress towards achieving the objectives of the South-West Area Plan.
20. Most of the actions recommended to be included in the South-West Area Plan Implementation Plan are provided for under the draft LTCCP. Those actions that are not provided for, for example the Cashmere Road Scheme Assessment, will need to be included in future LTCCP's.

RICCARTON/WIGRAM COMMUNITY BOARD RECOMMENDATION

The Riccarton/Wigram Community Board passed the following recommendation at its meeting on 7 April 2009:

- (a) That the Board accept the Hearings Panel's recommendations 1 to 20.
- (b) Item 21 is to read as follows:
 - 21. (a) That the Community Board receives and endorses the report and congratulates staff for the work in producing the report.
 - (b) That the Riccarton/Wigram Community Board recommend to the Council to adopt the South-West Area Plan Hearings Panel recommendations.

BACKGROUND

21. The main areas of issue raised by submitters resulting in recommended changes to the draft Area Plan are summarised below. A more detailed report including responses to all submissions supports this report and is separately circulated and is available on the South-West Area Plan website (www.ccc.govt.nz/AreaPlans/SouthWest/).

SUMMARY OF SUBMISSIONS

22. The submissions focused on the following matters:
- support for the Area Plan (122)
 - Heathcote River recreational route through an existing residential area (48)
 - level of urban development around Hendersons Basin (24)
 - traffic congestion (17)
 - travel demand management and public transport (9)
 - proposed alignment of new collector and arterial roads (7)
 - Cashmere Road extension through to Halswell Road (20)
 - safety along and crossing Halswell Road (3)
 - upgrading of Lincoln Road (4)
 - a proposed collector road link through Country Palms Drive (2)
 - adequate provision of cycle and pedestrian routes (25)
 - urban limit and the proposed level of urban development (18)
 - level of and density of urban development proposed in Sutherlands Road area (3)
 - request for rural-residential development in Kennedys Bush and Lansdowne Valley area (2)
 - loss of versatile soils (2)
 - further urban development on Kennedys Bush spur (10)
 - the development of Wigram Airfield and loss of the aerodrome (4)
 - the potential for further urbanisation to exacerbate flooding and the need for better stormwater management (28)
 - various requests for new parks and open space, and recreational facilities (29)
 - inadequate provision for commercial freight and industrial development (3)
 - the effects of the proposed business area surrounding Carrs Road reserve and impact on residential amenity (6)
 - the requirement for interface treatment to be the responsibility of new business development (1)
 - requests for a change in the location and/or size of a particular new local centre (2)
 - lack of enforcement action taken by Council to control effects from Business 7 Zone (1)
 - the effect of further industrial development on air quality (1)
 - higher residential density impacting on the quality of existing neighbourhoods (9)
 - need for better integration and building standards (1)
 - need for more social housing (1)
 - poor solar orientation of the Kennedys Bush growth area (2)
 - proposed residential development around Hendersons Basin and its impact on existing views (3)
 - various cultural and heritage matters, including not using promoting the use of Māori names, extending the scope of Goal 6 to include other cultures, retention of Aidanfield farm buildings, and relevance of the historic vegetation shown on Plan 5 (8)
 - various landscape and ecological matters, including opposition to the use of exotic vegetation, request for landscape plans to be prepared for all rezoning proposals and the use of predator proof fencing (7)
 - questioned the future provision for new schools (9)
 - questioned when the new Halswell library was to be established (2)
 - lack of facilities for youth (3)
 - need to rejuvenate existing residential areas, namely the Rowley Avenue area (2)
 - concerned that the Area Plan will fail at the implementation stage and questioned the justification for staging land development (13)
 - the use and purpose of Outline Development Plans (2)

- land developers should be required to keep building sites tidy (1)
 - questioned the reason for the Council's acquisition of in Hendersons Basin (1)
 - need to monitor progress on the Area Plan (1)
 - need to ensure new development is well integrated with existing (1).
23. The Hearings Panel considered that a number of the submissions did not require any specific action and/or changes to the draft Area Plan document. Most of these submitters did not request a specific change to the Area Plan and/or the Panel considered that the most appropriate response was a more detailed explanation of the goals and objectives of the draft Area Plan and the information that underpinned the Area Plan (such as the South-West Integrated Catchment Management Plan). Those submissions the Hearings Panel considered a change to the draft Area Plan document or other response was required, is summarised below.

OVERALL SUPPORT OF THE DRAFT SWAP

24. The majority of submissions received are in support of the draft Area Plan and in particular agreed with the following directions of the Area Plan:
- the proposed water management scheme; planning for infrastructure;
 - enhancement of the amenity values;
 - restoration of indigenous flora and fauna
 - fostering attention to community spirit and strong community values;
 - restoring tangata whenua values;
 - protecting heritage
 - establishing a network of cycle and pedestrian routes; and
 - initiatives to reduce the need to travel by car

Hearings Panel response

25. Given the extent of general support for the draft Area Plan, the Panel recommends that the main body of the draft Area Plan document forms the basis of a final Area Plan document for the Council's consideration for adoption, with the exception of some minor amendments. The recommendation to Council is set out in **paragraph 17** to this report.

HEATHCOTE RIVER RECREATIONAL ROUTE

26. Forty-eight submitters discussed a possible Heathcote River Recreational Route (see Plan 4). A considerable proportion of these submitters included property owners along the Heathcote River. They are concerned that the proposed walkway along the Heathcote River will have a negative impact on security, privacy, and ultimately value of their properties.

Hearings Panel response

27. The Panel were advised that the basis for the proposed recreational route has been derived from the esplanade reserve provision under the Christchurch City Plan and the vision for the Heathcote River under the Waterways & Wetlands Asset Management Strategy. An investigation in respect to the feasibility of a public walkway through the existing residential area has not, however, been undertaken and therefore the Council is not in a position to determine whether a recreational route is achievable and/or appropriate along the full length of the Heathcote River. Furthermore, given the strong opposition from landowners the annotation on Plan 4 should be changed along the portion of the Heathcote River from Halswell Road to Cashmere Road from "proposed recreational route" to "esplanade reserve as exists in the City Plan". Where a walkway already exists and/or the walkway is to be developed through the Aidanfield and Wigram areas (being recent and future Greenfield development areas) the "recreational route" annotation will be retained. A note should also be added to Plan 4 referring readers to the definitions section of the draft Area Plan where the purpose of an esplanade reserve will be described (the definition being adopted from Section 229 of the Resource Management Act). The recommendation to the Council is set out in **paragraph 17a, 17b and 17c** to this report.

HENDERSONS BASIN

28. Twenty-four submitters discussed Hendersons Basin in the draft Area Plan. Submitters were concerned about future development of the Basin, especially in regard to flood risk and the level of urban development signalled around the periphery.

Hearings Panel response

29. The South-West Integrated Catchment Management Plan (ICMP, refer to the SWAP website) supports the Area Plan and incorporates a surface water management scheme that will guide any future land development proposals. The hydrological models that support the ICMP directions, specifies that the 19 metre contour to be the extent of the 200 year flood level. It is assumed under the ICMP that the land above the 19m contour can be considered for urban development based on a further assumption that the level of flood risk beyond the 200 year flood level is acceptable. Future land development proposals will, however, need to assess in more detail the level of risk from flooding. New development will also be required to provide stormwater mitigation facilities to hold back and treat stormwater run-off from the new subdivisions before being discharged into Cashmere Stream after peak flood levels in rivers and streams have subsided. A change to the City Plan to rezone the Hendersons Basin area will ultimately determine the extent of urban development that is appropriate, and the area to be retained as open space and for rural purposes. The Panel, however, acknowledged that the draft Area Plan document was not explicit in regard to the base assumptions made in the preparation of Plan 7 Residential Neighbourhoods, in particular with regard to the level of urban development shown for the Hendersons Basin area. The final Area Plan document should be amended to include a statement of the base assumptions to the land-use plans and the process for determining the final land-use pattern. The recommendation to the Council is set out in **paragraph 17d** to this report.

TRAFFIC CONGESTION, TRAVEL DEMAND, AND PUBLIC TRANSPORT

30. Twenty-six submitters were concerned about traffic congestion and that the Council needed to be more proactive in combating congestion. Some submitters mentioned the use of rail and need for improvements to the bus transport system.

Hearings Panel response

31. The need to manage traffic congestion is well recognised by local, regional and central government. Whilst the Council and Environment Canterbury can do much to try and change the way people choose to travel (i.e. through providing high quality pedestrian, cycle and bus networks), a degree of congestion is inevitable during peak periods. It will be unsustainable economically for the Council and ratepayers to continuously upgrade roads to reduce congestion. The draft Area Plan signals a shift in the approach to transport planning that will be reflected over time through the Council's prioritising funding for projects that demonstrate consistency with Goal 11. The Council will, however, continue to ensure safety standards are maintained and transport infrastructure and services are improved in key areas to achieve an efficient network. An Implementation Plan will be prepared in 2009 setting out specific actions to achieve the South-West's goals. The Panel recommends that a number of actions in respect to travel demand management be included within the Implementation Plan. The recommendation to the Council is set out in the **first seven bullet points in paragraph 19** of this report.

PROPOSED ALIGNMENT OF NEW COLLECTOR AND ARTERIAL ROADS

32. Four submitters commented on the proposed alignment of new collector and arterial roads. Their primary concern was that the draft Area Plan indicates proposed roads bisecting existing properties.

Hearings Panel response

33. The draft Area Plan is a very high level document and the alignment of all new collector and arterial roads is indicative only. New roads are, however, required to provide access into new development areas and there are some limitations as to where such roads can be located, such proximity to existing intersections and environmental constraints. The final delineation of a new road and/or changes to existing roads will be determined through future planning processes including Changes to the City Plan (to rezone land) and Transport Scheme Assessments (to design and build roads). Plan 11.1 should be amended to include a note stating that the alignment of proposed new collector and arterial roads is indicative only; and that further assessments and consideration of alignment options will be undertaken as required. The recommendation to the Council is set out in **paragraph 17e** of this report.

CASHMERE ROAD

34. Twenty submitters commented on the proposed extension and alignment of Cashmere Road. Submitters' main concern is that the new road extending from Cashmere Road would draw traffic from other main corridors and result in unacceptable traffic congestion along the existing Cashmere Road. Particular concerns were the difficulty from existing the Penruddock Rise intersection and the potential reduced visibility issues at some existing corners. A number of submitters raised the existing value of Cashmere Road as a cycling route, and recommend that its rural character be preserved.

Hearings Panel response

35. The proposed extension and alignment of Cashmere Road is required to provide access to future potential homes and a safer alternative route. The current design of Cashmere Road is not adequate to deal with any significant increase in traffic levels and some corners restrict the visibility of approaching traffic, including cyclists. The road alignment shown in the draft Area Plan is purely indicative and a note will be added to Plan 11.1 indicating this point. Matters such as the road alignment, junction forms and location, and the design of the road corridor based on expected demands, are still to be decided. A number of preliminary options for the road alignment were considered and the option adopted in the draft Area Plan document is considered, in principle, to be a feasible option. All options will, however, be taken forward as part of detailed scheme assessment. The timeframe for undertaking this work has not been set and will largely be driven by the future Hendersons Basin Plan Change application. The Hearings Panel recommend that the SWAP Implementation Plan include an action to undertake a Scheme Assessment for Cashmere Road and the new collector road in conjunction with the development of a Plan Change for Hendersons Basin. This assessment will include consideration of potential protection areas along Cashmere Road to maintain existing high quality landscape amenity values. The Hearings Panel also acknowledge the value of Cashmere Road as a cycling route and recommend that Cashmere Road be highlighted as a key cycleway. The recommendation to the Council is set out in the **eight bullet point in paragraph 19** and **paragraph 17f** of this report.

CYCLE AND PEDESTRIAN ROUTES

36. Twenty-five submitters discussed cycle and pedestrian routes in the draft Area Plan. Most submitters supported the draft Area Plan's objective of promoting alternative green transport. They were concerned that the provision of a safe and comprehensive cycle and pedestrian network was not clear in the draft Area Plan.

Hearings Panel response

37. The Hearings Panel considered that the draft Area Plan document was not clear enough as to how a cycle network is to be achieved. A cycleway network plan will be included as Plan 11.3, being drawn from Plans 4 and 11.1 of the draft Area Plan document. The Panel also recommend that a review of the Cycle Network Strategy be undertaken to ensure the SWAP cycle-related objectives are supported and cycle links between the study area and adjoining areas are promoted. The recommendation to the Council is set out in **paragraph 17g** and the **ninth bullet point in paragraph 19** of this report.

URBAN LIMIT AND PROPOSED LEVEL OF URBAN DEVELOPMENT

38. Eighteen submitters consider that the level of urban development signalled is not appropriate and will give rise to adverse effects such as increased traffic congestion, flooding, destroy the rural tranquillity of the local area, and remove the visual separation between Halswell and Hoon Hay and as a consequence impact on the sense of community identity of Halswell

Hearings Panel response

39. The Hearings Panel acknowledged that the draft Area Plan document was not detailed enough in respect to the reasoning and assumptions behind the extent of urban development signalled. The final Area Plan document therefore should be amended to provide an explanation of the land-use assumptions made in the creation of Plans 7 (Residential development) and 9 (Business development). The recommendation to the Council is set out in **paragraph 17h** of this report.

KENNEDYS BUSH AND LANSDOWNE VALLEY

40. Eight submitters object to the inclusion of the growth pocket in the Kennedys Bush area (Port Hills) as shown on Plan 12 (also known as CPH1 under Proposed Plan Change 1 to the Regional Policy Statement). One submitter has requested the urban limit be extended in this area to the 15m contour and another submitter (Environment Canterbury) has identified that Plan 7 does not appear to reflect Kennedys Bush as a growth pocket (namely CPH1) in accordance with Plan Change 1 to the Regional Policy Statement. The main reasons for submitters objection to the inclusion of this on Plan 12, is that the development of this block will seriously compromise the landscape character of the rural hills and Lansdowne Valley; exacerbate flooding in the Halswell Catchment; and has poor solar orientation.

Hearings Panel response

41. The area known as CPH1 was included in the draft Area Plan document, namely Plan 12, to be consistent with Proposed Plan Change 1 to the Canterbury Regional Policy Statement (RPS) and the Greater Christchurch Urban Development Strategy (UDS). Plan Change 1 to the RPS provides for up to 180 households within CPH1 and its development in 2017. The inclusion of CPH1 as a future potential growth pocket is derived from a decision by the Environment Court on an appeal by Kennedys Bush Developments (KBD), as part of the City Plan Review (1995). KBD proposed to extend the urban boundary south of the existing Kennedys Bush settlement subject to approximately 200 hectares of Port Hills land being provided to the Council as 'Environmental Compensation'. The Environment Court initially expressed some support for the package and allowed the appellants to bring forward a "section 293" application to test the merits of a more comprehensive rezoning package. Eventually the Court rejected the 293 proposal, but on technical grounds. It considered the south-west boundary of the proposal was arbitrary, not based on anything which would lead to long-term stability, and would be likely to encourage further applications on the adjacent land. It expressly avoided making any findings about the overall merits of the proposal. Instead it encouraged the landowners or the Council to consider a more comprehensive proposal. The Council supported the section 293 proposal and has continued to remain open to the possibility some further urbanisation on the Kennedys Bush spur may be acceptable. It was this position that resulted in CPH1 being included in the CPH1 in the Regional Policy Statement (RPS) Change.
42. There are some potential difficulties with the Council's current position. Firstly, there is virtually no likelihood of the proposed development being serviced with a reticulated sewer by 2017 (unless the developers pay to pump sewage over a significant distance to the nearest outfall). It is more likely that the development will occur in the 2027-2041 period. The Council has, however, not opposed the staging proposed in Plan Change to the RPS, although there will be further opportunities to do so through review processes incorporated in the Plan Change. Secondly, the Council has not opposed the submissions seeking an extension to CPH1. Thirdly, any past officer support for extending the urban boundary in this area has been dependent on the Council receiving 'environmental compensation' of such a value that the resource management 'benefits' outweigh the cost. Proposed Plan Change 1 does not provide for environmental compensation associated with CPH1. Fourthly, and of most concern to landowners who submitted on the draft Area Plan, are the merits of CPH1 as a future growth

area. There are a number of complex issues affecting this area given its susceptibility to flooding, the high landscape value of the Port Hills, south facing perspective and its distance from infrastructure and community services.

43. The Hearings Panel is cognisant that there are no statutory rights associated with the SWAP (informal) process to uphold and/or amend what is in the document. There are procedural issues associated with resiling from the current position in SWAP without hearing all parties and evidence on all issues. The Area Plan should therefore be left substantially as it was released for public review, being consistent with other notified statutory documents. The Hearings Panel does, however, recommend that the Council reconsider its position on CPH1 through the RPS Plan Change 1 (RSPSPC1) process. The recommendation to the Council is set out in **paragraph 18** of this report. To a large extent this matter has already been progressed as the Environment Canterbury's Officers Report for RSPSPC1 (released in January 2009) recommends that development in CPH1 should not be pursued. Christchurch City Council officers have been part of the discussion to reach the RSPSPC1 recommendation. The Hearings Panel consider that given the level of uncertainty and concerns raised in regard to CPH1, that Plan 10 and 12 should be amended to include an alternative urban limit that follows the existing Living Hills B Zone boundary. The recommendation to the Council is set out in **paragraph 17i** of this report.

STORMWATER MANAGEMENT

44. Twenty-eight submitters were concerned in some manner about the potential for further urban development to exacerbate flooding and the need for the Council to adequately manage stormwater run-off.

Hearings Panel response

45. The Hearings Panel recognise that the draft SWAP did not make adequate reference to the South-West Integrated Catchment Management Plan (ICMP). A note should be added to Plan 1 indicating the relationship between the stormwater management facilities shown on Plan 1 and the ICMP. A further note should be added referring readers to the definitions of the various facilities shown on Plan 1. The recommendation to the Council is set out in **paragraph 17j** of this report.

PARKS, RECREATION, AND SPORTS GROUNDS

46. Twenty-nine submitters discussed the role of parks, recreation, and sports grounds in the draft Area Plan. Beyond the provision of community recreation and open space areas, specific areas of interest included:

- A swimming complex in Hornby
- Halswell Domain
- Ecological corridor from Cracroft to Westmorland
- A district park in Wigram
- Cashmere Forest Plantation
- Halswell Bowling Club
- Mountain bike access
- Regeneration of indigenous forest in the upper Lansdowne Valley
- A proposed 'local park' south of Halswell Shopping Centre

Hearings Panel response

47. The Hearings Panel considered that many of the issues raised by submitters were more appropriately dealt with through the SWAP Implementation Plan. The Panel recommends that actions be included under the Implementation Plan to assess and provide options to meet the local community needs for recreation and open space; assess alternative locations for the new aquatic facility; and review the Halswell Domain Management Plan. The recommendation to the Council is set out in **bullet points 10 to 12** in **paragraph 19** of this report.

PROVISION FOR COMMERCIAL FREIGHT AND INDUSTRIAL DEVELOPMENT

48. One submitter raised several good points and to amend Goal 9 and Objective 9.7 to better highlight the key issues for industrial areas and direction to recognise commercial road transport growth over the next 35 years.

Hearings Panel response

49. The Hearings Panel does not consider the Area Plan requires significant amendment to make more specific reference to commercial freight transport. The goals and objectives are sufficiently broad to lead to more detailed development plans for commercial freight facilities and services. However, some minor amendments to Goal 9 and Objectives 9.7 and 9.8 will better highlight the key issues for industrial areas and direction to resolve these matters. Objective 11.1, in particular bullet points 7 and 8, is considered adequate to ensure commercial road transport growth is provided for. The recommendation to the Council is set out in **paragraph 17k** of this report.

BUSINESS ZONING AROUND CARRS ROAD RESERVE – AWATEA

50. Six submitters were concerned about the proposed business development around Carrs Road reserve and impact on the amenity of adjacent residential properties.

Hearings Panel response

51. The future zoning of the land west of Wigram Road will be determined by whether the Christchurch Kart Club can be relocated. For several years the Council has been investigating suitable alternative locations, but unfortunately the options are very limited. Unless a new site can be secured for the Kart Club in the very near future, business development around the Kart Club must be promoted. Residential development adjacent to the Kart Club is not acceptable due to the noise effects from the go-karts on future residents. Given the uncertainty as to whether an alternative site could be found for the Kart Club, the business land-use option was adopted for the draft Area Plan. The Hearings Panel acknowledged that the draft Area Plan document was not explicit in explaining this reason and recommend that an explanation and supporting plan denoting this and other base assumptions is included. The recommendation to the Council is set out in **paragraphs 17l** and **17m** of this report.

CULTURAL AND HERITAGE MATTERS

52. Two submitters questioned whether Goal 6 was too narrow in its reference to only European cultural heritage and that other cultures may also over time warrant the protection of places, items and buildings of significance to their culture.

Hearings Panel response

53. The Hearings Panel agree that other cultures may also develop strong historical connections with the area that could also be recognised through interpretation. As such recommend that Goal 6 be amended to recognise emerging values of other cultures. The recommendation to the Council is set out in **paragraphs 17n** and **17o** of this report.
54. One submitter questioned why Plan 5 indicated the landowner's property and surrounding area as historic grasslands when the area was developed for industrial purposes.

Hearings Panel response

55. Plan 5 represents past land covers. However, the plan was not sufficiently clear on this point and should be amended. The recommendation to the Council is set out in **paragraph 17p** of this report.

SCHOOLS

56. Nine submitters commented on the location of schools in the draft Area Plan. They recommend that all schools be located on the draft Area Plan, including the proposed school at Milns Road.

Hearings Panel response

57. The Hearings Panel acknowledges that Plan 8 regarding Community Facilities was not as clear as intended in regard to the provision of new schools. Plan 8 should be amended to show the location of all existing schools and the proposed school at Milns Road. Until such time, however, as the Ministry of Education confirms its position on education facilities in the Wigram and Springlands areas, the Council cannot provide any further clarification of future schools. The recommendation to the Council is set out in **paragraph 17q** of this report.

REJUVENATION OF EXISTING AREAS

58. Two submitters recommended that the draft Area Plan include the rejuvenation of existing areas in its scope, including transport, street, and residential improvement (for example additional parks).

Hearings Panel response

59. The Hearings Panel is aware of particular of issues in the Rowley/Hoon Hay area and that there is a need to establish a good relationship with community leaders to look at solutions. One action under the SWAP Implementation Plan should be to undertake a assessment of existing residential areas of high need for improvement, including a prioritised list of future potential works. The recommendation to the Council is set out in **bullet point 13** of **paragraph 19** of this report.

STAGING OF LAND DEVELOPMENT

60. Thirteen submitters raised matters in regard to the staging of land development and/or the delivery of infrastructure.

Hearings Panel response

61. The Hearings Panel considered that some minor amendments to the title and notation on Plan 12 will better clarify the basis on which Plan 12 has been prepared. The Panel also recommend that greater detail in regard to the major wastewater and water supply infrastructure should be shown on Plan 12. The recommendation to the Council is set out in **paragraph 17r** of this report.

FURTHER ASSESSMENT REQUIRED TO FINALISE LAND-USE PATTERN

62. Two submitters raised concern that the draft Area Plan was too prescriptive in respect of the land-use pattern and that the final land-use pattern is determined through statutory processes.

Hearings Panel response

63. The Hearings Panel agreed that the matter raised by submitters needed to be addressed in the Area Plan. The Panel recommends that a diagram be added to Implementation section of the Area Plan document describing the land development and rezoning process. It should also detail where the public can become involved in future decision-making processes. The recommendation to the Council is set out in **paragraph 17s** of this report.

MONITORING THE AREA PLAN

64. One submitter raised that the success and failure of the draft Area Plan should be closely monitored and measures specific to the Area Plan developed.

Hearings Panel response

65. The Hearings Panel understand that considerable work is required to evaluate how the current monitoring programmes need to be expanded and/or amended for the SWAP. This work should be a specific task under the Implementation Plan. The recommendation to the Council is set out in **bullet point 14** of **paragraph 19** of this report.