

27. 10. 2011



6. SYDENHAM AND LYTTTELTON SUBURBAN CENTRE MASTER PLANS

General Manager responsible:	General Manager Strategy and Planning
Officer responsible:	Programme Manager Healthy Environment, Strategic Support Unit
Author:	Mark Rushworth, Acting Team Leader Suburban Centres Programme

PURPOSE OF REPORT

1. This report seeks Council approval of the draft Master Plans for Sydenham (**Attachment 1**) and Lyttelton (**Attachment 2**) Suburban Centres for consultation. It also seeks approval for proposed steps in the public consultation process for Master Plans in the Suburban Centres Programme.
2. Separate consultation documents which summarise the Master Plans proposals and present them in a more accessible style will be tabled at the Council meeting. The consultation documents will not contain any proposals that are not in the more comprehensive draft Master Plans attached to this report.

EXECUTIVE SUMMARY

3. 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.
4. Due to the scale and nature of damage to Sydenham and Lyttelton, and the fact that regeneration work was already underway in these areas, these centres became the first in the programme to commence work on Master Plans aimed at assisting their rebuild and recovery.
5. Preparation of the Master Plans has involved considerable public consultation and participation. The Master Plans set out a Vision for the rebuild and recovery of these centres, including proposals for a spatial plan, projects and an implementation plan.
6. This report presents draft Master Plans for consultation and sets out options for the process of finalising these documents. There is no statutory requirements for hearings on the Master Plans and advantages in following a streamlined process, particularly to provide timely guidance for the rebuilding of businesses and to meet Annual Plan timelines. However, Council may decide that providing the opportunity for people to present their submission at a hearing is an important step to include.

FINANCIAL IMPLICATIONS

7. The Annual Plan has made provision within the Strategy and Planning Group's budget for the Suburban Centres Programme, including the production of these two Master Plans.

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

8. Yes, see above.

LEGAL CONSIDERATIONS

9. There are no immediate legal considerations. Officers have met with officials from CERA and will continue to do so to ensure that the work is consistent with, and will inform, the development of the Recovery Strategy and Recovery Plans.

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

10. Yes, as above.

27. 10. 2011

6 Cont'd**ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS**

11. The Master Plans were not anticipated by the LTCCP or Activity Management Plans but are a response to natural disaster and reflect the Council's land use planning functions. 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 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 the 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.
14. The draft CERA Recovery Strategy identifies local neighbourhood plans and initiatives as one of its goals to help communities recover. The Suburban Centres Programme and these Master Plans are therefore consistent with the Recovery Strategy.

Do the recommendations align with the Council's strategies?

15. Yes, see above.

CONSULTATION FULFILMENT

16. There has been extensive consultation with the local communities, stakeholders and Community Boards during the preparation of these Master Plans. Approval of the draft Master Plans will enable a further formal stage of consultation to be undertaken.

STAFF RECOMMENDATION

It is recommended that the Council:

- (a) Approves the draft Sydenham Master Plan for public consultation purposes;
- (b) Approves the draft Lyttelton Master Plan for public consultation purposes;
- (c) Makes the draft Master Plans within the Suburban Centres Programme available for three weeks of public consultation;
- (d) Receives a consultation report on submissions on draft Master Plans in the Suburban Centres Programme in lieu of hearings prior to approving the final version of the Master Plans.

27. 10. 2011

6 Cont'd**BACKGROUND - THE ISSUES**

17. The series of earthquakes that has occurred across the region since September 2010 has caused significant amounts of damage to the commercial centres of Sydenham and Lyttelton. Both of these centres have been badly affected with the loss of many buildings, services and facilities that support the residents living around these centres.
18. The scale and concentration of the earthquake damage in Sydenham and Lyttelton, together with the loss of many historic buildings that provided the centres with so much of their character, and the underlying economic conditions that existed prior to the earthquakes indicated that a more comprehensive and co-ordinated approach would be required for the rebuild and recovery of the centres. Council approved the preparation of Master Plans for these centres as part of the Suburban Centres programme at its meeting on 23 June 2011.
19. Sydenham suffered damage from the September 2010 earthquake which resulted in the immediate demolition of the heritage listed Angus Donaldson building, later followed by the demolition of the heritage listed Greystones building. Several other sites were cleared between the September 2010 and February 2011, however many of the remaining buildings remained cordoned off due to earthquake damage including several heritage listed buildings such as the Sydenham Church and the Beverley Buildings. Negotiations were taking place with owners to progress the repairs and earthquake strengthening of these buildings. The February 2011 earthquake was devastating for Sydenham with the whole area cordoned off until the necessary sites were cleared. In total 33 sites were demolished or partly demolished and cleared and there are a remaining six sites that are awaiting demolition or confirmation of the course of action. This includes the Old Sydenham Post Office for which the owner is investigating a deconstruction in order to be able to salvage the materials for use in the rebuild. In total over 300m of building frontage along Colombo St has been lost.
20. In Lyttelton's town centre, 69 percent of the buildings had either red or yellow placards, resulting in a significant reduction in trade. Over 20 commercial and community buildings have been lost, including Volcano Café, Lava Bar, Ground, Harbour Light Theatre and Lyttelton Hotel. London Street was cordoned off for a period after 22 February while many buildings were demolished and sites cleared. While some shops have now reopened or are in the process of being rebuilt, many continue to operate out of temporary premises or remain closed with difficult development viabilities under the current District Plan provisions and an uncertain future. Many local artists, musicians and performers have also been displaced. Community facilities damaged or destroyed by the earthquakes include the Lyttelton Recreation Centre (squash meeting room), Lyttelton Service Centre, Information Centre, Police Station, Masonic Lodge, Lyttelton Plunket Rooms, Lyttelton Museum and all three churches. Forty percent of the heritage buildings have been lost, including a number of large masonry buildings which occupied commanding positions in the streetscape, having a notable impact on Lyttelton's character. There are also route security vulnerabilities for Lyttelton, access into and out of it being reliant on the Lyttelton Tunnel and roads over the Port Hills. All existing roads in and out of Lyttelton remained closed or compromised in some way for a period after 22 February. Evans Pass Rd remains closed and its future is uncertain due to rock fall risk and land instability.
21. Under the draft CERA Recovery Strategy the Suburban Centres Programme sits within the Local Neighbourhood Plans and Initiatives. The Strategy does not identify Suburban Centre Master Plans as formal Recovery Plans. However, there is potential, should it become necessary, to request that the CERA legislation be used to assist the delivery of the Master Plans. This could include opportunities to fast track District Plan changes.

THE OBJECTIVES

22. The overall objectives for the Master Plans are two fold:
 - to assist in achieving a rapid recovery, and;
 - to create a platform for long term regeneration.

27. 10. 2011

6 Cont'd

23. In order to achieve this the Master Plans set out a Vision for the centre. This is accompanied by a spatial plan that sets out where development concepts have been identified, and an implementation plan that sets out the actions needed to give effect to the proposals. Through this it is hoped to build community and investor confidence in the future of these centres.

MASTER PLAN PROCESS

24. Council staff have worked together with consultants Urbanism Plus and the local communities in the preparation of these draft Master Plans. This has included the following five stages:
- **Project Foundation** – comprising information gathering, site visits, meeting community leaders and key stakeholders, including representatives from Lyttelton Port of Christchurch;
 - **Community Engagement** – a series of Focus Groups were held with a cross section of stakeholders from each centre including elected representatives (MPs, Community Board members and ward Councillors), property owners, business operators, social and environmental groups. Public workshops were also held. Approximately 120 people attended the public workshop in Sydenham on 31 May, whilst over 300 people attended the two sessions held in Lyttelton on 1 & 2 June;
 - **Inquiry by Design** – a technical workshop was held over four days between 7 – 10 June. This involved over fifty participants, with staff from across Council, external agencies including NZTA and ECan, and specialist consultants including property experts. The workshop was held in a vacant retail unit within The Colombo mall in Sydenham enabling members of the public to see the planning process in action. Through an integrated and iterative process the workshop took the base information for each of the centres and the ideas from the public consultation and developed, tested and refined options to generate the initial concepts for the Master Plans.
 - **Community Feedback** – between 21–23 July community presentations were held to provide information on the emerging concepts and options. This information was also made available on the Council's web site and through Service Centres and other local venues. The public was asked to provide feedback which would help to steer and further refine the plans. These sessions were again well attended and generated 35 written responses on the Sydenham plan and 145 on the Lyttelton plan. Following the presentations the Sydenham Business and Community Association undertook it's own planning and review process and provided a report of its findings to the project team. The Lyttelton-Mount Herbert Community Board facilitated a meeting between local design professionals and the Master Plan project team.
 - **Documentation** – this stage focused on development of the draft Master Plan. Analysis of the community feedback was undertaken and further technical evaluation of the concepts occurred. The concepts were translated into actions and an implementation plan was developed.
25. This approach is now being used as a template for the preparation of the other Master Plans in the Suburban Centres Programme.

KEY ISSUES AND PROPOSALS

26. The following paragraphs outline the main issues and proposals that have emerged for each of these centres.

Sydenham

27. From the initial consultations with the community and key stakeholders a number of issues emerged highlighting the concerns and aspirations of the community.
- The community wanted to break free from the perception that Sydenham was old and run down and just a place to pass through. They wanted Sydenham to be seen as a destination for visitors from a wider area, for attractions such as markets, music & language schools and museums etc.

27. 10. 2011

6 Cont'd

- A strong desire to build on the industrial heritage of Sydenham and highlight the area as a place of business start ups and artisans, the home of kiwi ingenuity, by reclaiming the Old Sydenham Borough Council motto of "Deeds not Words" .
 - The community wanted a better pedestrian environment that improved safety for all users and made the public spaces more inviting by providing informal green meeting spaces, street trees and provide better lighting for safety.
 - Improved access into the area from both north and south with better pedestrian access over Brougham Street and to mark these entrances with gateways to identify Sydenham with particular emphasis on the Southern entrance reflecting the history of the Sydenham Church and Old Post Office.
 - Better use of the existing public spaces especially Buchan Park and providing a better relationship and access from Colombo Street or looking into the option of providing a town square to create a Heart to Sydenham.
 - A desire to see a mix of uses within the area including retail, office and residential in addition to entertainment to create activity in the area after normal office hours.
 - The issues of traffic and transport were important to the community with the need to balance out the need for all modes of transport to pass through the area to the Central City but with the desire to ensure that being able to stop and visit the area was the main purpose rather than to pass through as quickly as possible, this included the removal of the bus priority previously proposed and the rationalisation of parking within the side streets for longer term visitors but to stop the area being a commuter car park for Central City workers.
 - To see the development of the KiwiRail B Shed and the old Sydenham School sites as major contributors to the economy of the area and which currently detract from the area.
28. The planning process has taken in account the desires and aspirations of the local community in the formulation of the main proposals for the Draft Sydenham Master Plan. The key elements of the plan are as follows:
- To assist the Sydenham Business and Community Association in partnership with Recover Canterbury to produce a Love Sydenham Marketing campaign.
 - To assist in restoring the social hubs such as the Post Office and the Sydenham Church whilst investigate the location of other community facilities to establish themselves in the area.
 - Investigate remodelling of Buchan Park to enhance use and increase potential for adjacent residential/mixed use development. It is recognised that there might be issues associated with residential development occurring in or close to B3 zones. This issue is no different to other areas of the city where there is an interface between living and business zones, and there are examples such as the Sydenham Square development where it has been possible to achieve resource consent to facilitate redevelopment. It is likely that this proposal would require a District Plan Change, and that existing use rights would likely impact the pace of change. These matters can be addressed in detail through the plan change process.
 - To assist in the recovery by undertaking a pilot redevelopment project of a site within multiple ownership.
 - Assist in the development of the Old Sydenham School site and the KiwiRail B shed site to ensure quality design of development and attract suitable use.
 - To investigate and implement a transport solutions that allow for all modes of transport to co-exist within a slower, safer and more attractive street environment by encouraging through traffic to seek other routes and provide safe and convenient parking for the users visiting the centre.
 - The greening of Colombo Street and provision of a safer pedestrian environment with buildouts, improved lighting and crossing facilities both to and from and within the area, such as improved crossings facilities at the Brougham Street junction.
 - Providing more informal green meeting spaces by acquiring land or setting back buildings and by rationalisation of the existing green spaces to make better use of them or replace them and link them into Colombo Street.
 - To provide gateway treatment to the north and south entrances to help identify the area as unique and build on its identity and reflect its history.

27. 10. 2011

6 Cont'd

- To work with landowners, Greening the Rubble and Gap filler to create temporary landscapes to retain the vitality of the area during the rebuild period.
- Providing dedicated Council resources to aid property owners through the redevelopment process by appointing a Sydenham case manager.
- To provide urban design and character guidance for property owners looking to rebuild in the area to achieve quality urban outcomes appropriate to the local area.
- Look to make necessary changes to the City Plan to support the rebuild of the centre around parking provision, proposed uses and new mixed use development.

Lyttelton

29. The following community concerns and aspirations arose from initial consultation with the Lyttelton community, including through a preliminary community consultation meeting led by the Lyttelton/Mt Herbert Community Board:
- More public amenities and gathering spaces, including green spaces, a town square, a large community meeting space for events, performance, film and general use (including to provide employment for Lyttelton performers) and an imaginative state-of-the-art playground.
 - Temporary accommodation for the Lyttelton Toy Library and permanent shared facilities with Plunket.
 - Repair and restoration of infrastructure and community facilities, including restoration of the red volcanic rock retaining walls.
 - Telco infrastructure which allows high-speed wireless internet access across the town centre.
 - The re-routing of heavy, port-related traffic off Norwich Quay and provision of public access to the inner harbour waterfront as soon as possible.
 - An inner harbour waterfront that is a destination in its own right but which doesn't compete with London St.
 - To make the most of what heritage fabric remains.
 - New buildings and pedestrian laneways (particularly between London St and Norwich Quay) built in a style which fits the former architectural character and quirkiness of the town, but rebuilt with affordability, sustainably, resilience and the future generation in mind.
 - Recognition of Ohinehou fishing village and interpretative plaques on new buildings to show what used to be there.
 - More local art.
 - Maintenance of and provision for access to sunlight and views of the water and crater rim.
 - Revitalised retail, including through getting businesses back up and running quickly, building certainty and making sure people and displaced businesses and community groups come back to Lyttelton.
 - Maintenance of the Lyttelton Farmers' Market and (relocated) museum.
 - Strengthening the tourism and destination appeal of Lyttelton through facilities such as a cruise ship terminal, reopening of Grubb Cottage as soon as possible and a combined community museum.
 - A 'financial recovery in hard times' workshop for business people.
 - District Plan (particularly on-site parking) provisions unsupportive of architecturally sensitive and economically feasible redevelopment.
 - A design advice fund to provide free architectural advice to building owners.
 - Establishment of a Lyttelton design and advisory committee to review resource consent applications.
 - A plan for the renewal of Lyttelton Town Centre developed with genuine community participation and incorporating many of the suggestions made by the community.
 - An assessment of the environmental effects of proposed reclamation using demolition rubble.

27. 10. 2011

6 Cont'd

30. In response, the key elements of the Draft Lyttelton Master Plan are:
- Better utilisation of public space, including a new multifunctional civic square which provides for a children's playground and relocation of the cenotaph; a rooftop park above the library which enables public views of the harbour from London St; enhancements to London St (through a review of parking utilisation and standards) and the existing pool garden.
 - London St to Norwich Quay pedestrian linkages and interface for additional commercial opportunities.
 - Arts precinct and performance/film venue in the Donald St vicinity.
 - Identification and assistance towards retention of the remaining built heritage, including the red volcanic rock retaining walls and Lyttelton Museum.
 - Provision of a second public toilet.
 - Possible temporary accommodation of activities such as Plunket, the toy library and play centre in a Council-owned building adjoining the recreation centre.
 - Investigations necessary to establish broadband wireless (WiFi) access within the town centre.
 - Encouraging realisation of the Head to Head Walkway along Norwich Quay.
 - Interim small scale and appropriate (to its movement function) amenity enhancements within the kerb to Norwich Quay and a Heads of Agreement with the Lyttelton Port Company, NZTA and community to agree and progress the commitment to re-routing of heavy, port-related traffic off Norwich Quay and provision of public access to the inner harbour waterfront.
 - Creating uniquely Lyttelton public spaces that highlight the area's special landscape features and Maori and Pakeha history and identity, through building design, public art and signage, etc, including Ohinehou, the Bridle Path, etc.
 - A uniquely Lyttelton marketing and attraction campaign and Lyttelton-specific case manager.
 - An information workshop for affected property and business owners.
 - A creative hub of affordable workspace.
 - Development-supportive amendments to the District Plan provisions, including design guidance and height, sunlight and on-site car parking requirements.
 - Inclusion of appropriately qualified local design professionals on the existing Urban Design Panel.
31. Copies of the draft Master Plans are included as attachments to this report (Attachment 1: Sydenham, Attachment 2: Lyttelton). These provide the full details of the issues and proposals and outline the options that have been considered as part of the process. These documents still require redesigning for publication. This will be done once the content has been approved.
32. At the time of writing this report consultation documents that summarise the draft Master Plans proposals are also in preparation. These will be tabled at the Council meeting. They will be presented in a user friendly format to enhance community engagement during the final consultation stage.
33. It is not currently proposed that requests be made to CERA for either of these Master Plans to become formal recovery plans. Other options exist to assist their implementation. Further consideration can be given to the potential use of the CERA legislation following evaluation of the feedback on the draft consultation plans.

6 Cont'd**CONSULTATION**

34. As outlined in paragraph 24 above, considerable consultation has been undertaken with the local communities during the preparation of these draft Master Plans. Whilst this has generally been well received, some people are still seeking greater participation and engagement in planning process. It is acknowledged that achieving a sense of community ownership is an important part of a successful plan. Response from the community feedback stage shows a high level of support for the proposals, and amendments to the draft plans have been made in the light of some of the comments received. However, there is also a need to ensure that the planning process is expedient, enabling the community to progress with recovery. It is particularly important that building owners and business operators are able to understand the opportunities that exist, and how these might be achieved in a collaborative way working with others as part of the rebuild and recovery process. As such, it is considered that a further final round of consultation will be an appropriate means of providing the community and stakeholders with another opportunity to engage in the process and comment on the formal proposals of the draft plans.
35. There are two key decisions for Council in respect of this final round of consultation. These relate to the period over which consultation will occur, and whether or not to hold hearings on the submissions received.
36. The consultation period needs to allow sufficient opportunity for the community and stakeholders to consider the draft proposals. Given that the level of engagement during the preparation of the draft plans, it is considered that this could be kept to a short timeframe of three weeks. This would enable swift progress to finalising the plans. 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. In addition it is intended to hold open day drop-in sessions in the centres during this consultation period.
37. Normal practice for plans of this nature is to hold hearings on submissions. There has been some interest expressed in this approach from sectors of the community, including Lyttelton Community Association. However, there are a number of circumstances that may justify a more streamlined approach for this programme. The hearing process will add extra time to finalising the Master Plans. This is an important consideration within the current situation where there is some urgency in getting rebuilding and recovery underway. Some property owners have indicated that they are keen to progress their plans for rebuilding but are wanting to see the final Master Plan so that they can understand the context within which this will occur. Some of the actions identified in the Implementation Plan can provide a further opportunity for consultation on specific aspects of the plans, thereby enabling interested parties another means of engagement prior to the details being finalised. In terms of administering hearings, this will place additional demands on Councillors and Council resources in an already busy period. This would result in resources being diverted away from progressing implementation and the support available through case management. It also needs to be born in mind that the Master Plans are only one of many processes that are currently underway to assist rebuild and recovery. As such, there is a risk of engagement fatigue within communities that have been significantly affected by the earthquakes.
38. An alternative to hearings is to produce a consultation report that summarises the comments received, provides analysis of the issues and makes recommendations as to how the plans should be amended. This would accompany the revised plans when they are brought back to Council via the Community Board for approval. As a non-statutory planning process there is no requirement to hold hearings for submissions on Master Plans. It should be noted that if it is determined that the Master Plans should form formal Recovery Plans, under the CERA Act, hearings are optional.

6 Cont'd

39. For Sydenham and Lyttelton a three week consultation period during November, with no hearings would enable analysis of the responses and preparation of amendments to the draft Master Plans in December, with the revised plans being brought back to Council via the relevant Community Boards in February. An important consideration is that this will enable the proposals set out in the Master Plans to be taken into account in the next Annual Plan round.