

Chapter 3 Strategic Directions – incorporating consequential amendments from Natural and Cultural Heritage decisions 21 October 2016

The chapter is amended by our decisions as follows.

This version includes Decisions 1 and 34.

Red text shows amendments from decision on Sub-chapter 9.5 Ngāi Tahu values and the natural environment.

Chapter 3 Strategic directions

3.1 Introduction

1. This Chapter:
 - a) Provides the overarching direction for the District Plan, including for developing the other chapters within the Plan, and for its subsequent implementation and interpretation; and
 - b) Has primacy over the objectives and policies in the other chapters of the Plan, which must be consistent with the objectives in this Chapter.
2. This Chapter recognises and sets the statutory planning context for the other chapters of the Plan, in order that they:
 - a) Clearly articulate how decisions about resource use and values will be made in order to minimise:
 - (i) reliance on resource consent processes; and
 - (ii) the number, extent, and prescriptiveness of development controls and design standards in the rules, in order to encourage innovation and choice; and
 - (iii) the requirements for notification and written approval;
 - b) Set objectives and policies that clearly state the outcomes that are intended for the Christchurch district;
 - c) Recognise and provide for the relationships of Ngāi Tahu Manawhenua and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga, have particular regard to their role as kaitiaki and take into account the principles of the Treaty of Waitangi;
 - d) Provide for the effective functioning of the urban environment of the Christchurch district, reflecting the changes resulting from the Canterbury earthquakes, including changes to population, land suitability, infrastructure, and transport;
 - e) Facilitate an increase in the supply of housing, including by:
 - (i) confirming the immediate residential intensification changes included in the Land Use Recovery Plan; and
 - (ii) ensuring that the District Plan has capacity to accommodate up to 23,700 additional dwellings by 2028 (as compared with the number of households in the 2012 post-earthquake period); and
 - (iii) addressing further intensification opportunities, in line with the Land Use Recovery Plan principle of supporting the Central City and Key Activity Centres; and
 - (iv) having regard to constraints on environmental and infrastructure capacity, particularly with regard to natural hazards; and
 - (v) providing for a wide range of housing types and locations;
 - f) Ensure sufficient and suitable development capacity and land for commercial, industrial, and residential activities;
 - g) Provide for a range of temporary and construction activities as permitted activities, recognising the temporary and localised nature of the effects of those activities;

- (h) Provide, as appropriate, for transitional provisions for the future of temporary activities established under the Canterbury Earthquake (Resource Management Act Permitted Activities) Order 2011 after that order expires;
 - (i) Set a clear direction on the use and development of land for the purpose of avoiding or mitigating natural hazards; and
 - (j) Use clear, concise language so that the Plan is easy to understand and use.
3. The Council must commence a review of the provisions of an operative district plan within 10 years of the provisions having last been reviewed or changed, meaning that this Plan is likely to have a life of not less than 10 years. Whilst certain parts of the district's built environment will have been re-established and aspects of peoples' lives will have returned to normal within that timeframe, the district as a whole will still be in a state of recovery. In this Plan, therefore, the term "recovery" is intended to span the entire ten year timeframe, and in so doing facilitate the return to normality as quickly as possible, while also creating a strong platform for the longer term future of the district.
 4. Focussing as it does on Strategic Directions, this Chapter provides a series of high-level objectives for the district, and leaves the articulation of activity-specific and location-specific objectives and policies to the subsequent chapters of the Plan. However, the objectives and policies in the other chapters of the Plan must be consistent with the objectives in this Chapter.
 5. Within this Chapter, Objectives 3.2.1 and 3.2.2 have primacy, meaning that the remaining objectives must be expressed and achieved in a manner consistent with Objectives 3.2.1 and 3.2.2. The other objectives in this Chapter are to be read as a whole and no statutory hierarchy applies.
 6. In all other Chapters of the Plan, the objectives and policies must be expressed and achieved in a manner consistent with the objectives in this Chapter.

3.2 Context

3.2.1 Impact of the Canterbury earthquakes

The earthquakes of 2010 and 2011 devastated Christchurch, resulting in the death of 185 people, many serious injuries and widespread damage to, and destruction of, thousands of homes and businesses, including most of the Central City, and much of the city's infrastructure.

Christchurch people were significantly affected by the earthquakes. The pattern of damage was uneven, with some areas, such as the Central City and the east, devastated. A substantial number of people have lived, and continue to live, in substandard accommodation for extended periods.

Population levels fluctuated — there was an initial net loss of people from the city, followed by net population growth as the city's rebuild got underway. Households, particularly in the Central City and the east, relocated to the north and west of the city and to Waimakariri and Selwyn Districts. Many people had to leave their established communities. In some cases, people had to live further from their jobs or attempt to find new employment. The composition of communities changed. Many households, particularly those with children, moved out of Christchurch. There was also an influx of new people to the city to assist with the rebuild.

More than 7,000 of the most significantly affected residential properties were purchased by the Government and the housing removed. The total number of badly damaged homes in Christchurch

was considerably higher, with an estimated 10,000-15,000 houses rendered uninhabitable. Social and affordable housing were disproportionately represented in the housing stock lost. As a consequence, the housing shortfall needs to be replaced as a matter of urgency, in addition to providing for ongoing growth and changes in housing demand.

The earthquakes also had a disastrous impact on commercial and industrial activity, interrupting the operation of many businesses and forcing others to relocate temporarily or permanently, or close. Over 50,000 workers were displaced from the Central City. There was a redistribution of business activity, particularly from the eastern and central city, to the north and west. Travel patterns for both people and freight changed substantially.

There was considerable damage to public infrastructure, including roads, bridges and underground services. Many of the district's community facilities were lost or damaged. The district lost many of its heritage features, and considerable damage was caused to natural and cultural values, particularly associated with waterways.

3.2.2 A city in transition

The earthquake rebuild is estimated as a \$40 billion investment in greater Christchurch, on top of business-as-usual development activity. This includes a \$4 billion cost to repair infrastructure, and the repair or replacement of more than 130,000 residential properties.

The effects of the earthquakes will be felt for many years and the shape of urban Christchurch will continue to change during the recovery period, particularly over the next 10 to 15 years. Further movement of people and households is likely as homes are repaired, new development is undertaken, and demographic changes occur as Christchurch evolves. As the rebuild proceeds, many businesses will need to relocate again and many are likely to move into the Central City as it recovers as the city's thriving heart.

The tourism sector remains seriously affected. Many businesses and community organisations continue to operate from temporary premises.

The District Plan must respond to the evolving needs of the community to enable rebuilding, recovery and future growth. Considering the scale of damage and rebuild, decisions made through the District Plan will have a significant, long-term influence on the city, its urban form and how the city functions. It will also influence how the city addresses the risks from future earthquakes and other natural hazards.

There is an unprecedented opportunity for this District Plan to expedite the efficient recovery and future for Christchurch as a dynamic and internationally competitive city, which meets the community's immediate and longer-term needs.

3.2.3 Ngāi Tahu Manawhenua

Prior to European settlement of Nga Pakihi Whakatekata o Waitaha (Canterbury Plains) and Te Pataka o Rakaihautu (Banks Peninsula), Ngāi Tahu maintained numerous permanent and temporary settlements among, and gathered resources from, the network of springs, waterways, swamps, coastline, grasslands and lowland podocarp forests in the area. These associations remain important to Ngāi Tahu and are key to its ongoing cultural identity and wellbeing.

Following the signing of the Treaty of Waitangi, the Crown purchased traditional Ngāi Tahu lands through a series of deeds, including Kemp's Deed under which the largest land sale, the 1848 Canterbury Purchase, took place. One of the conditions of sale was that Ngāi Tahu communities would continue to have adequate areas of land to occupy on a permanent and seasonal basis to provide for their present and ongoing needs, including access to the natural resources they had hunted and gathered for generations.

While certain areas were gazetted as Māori reserves, many of the Crown's guarantees were not upheld. As a result, Ngāi Tahu whānui have become alienated from the land that should have been set aside for them to live on. The Ngāi Tahu Claims Settlement Act 1998 records the Crown's apology to Ngāi Tahu and gives effect to the settlement of Ngāi Tahu's claims.

As described in Chapter 1, six papatipu Rūnanga are the organisations which represent Manawhenua within Christchurch District - Ngāi Tūāhuriri Rūnanga, Te Hapū o Ngāti Wheke Rūnanga (Rāpaki), Te Rūnanga o Koukourārata, Ōnuku Rūnanga, Wairewa Rūnanga, and Te Taumutu Rūnanga.

Ngāi Tahu Manawhenua's role as kaitiaki (guardian) is fundamental to their relationship with the environment. This is readily understood in relation to the protection of natural resources, such as water and biodiversity, and access to and protection of sites and areas of historic and cultural significance. Ngāi Tahu Manawhenua's interests in the rebuild and future development of Ōtautahi and its surroundings are much broader. They encompass a significant role and interest in the rebuilding and ongoing development of the city and the ability of Ngāi Tahu Manawhenua to provide for their economic and social wellbeing through access to affordable housing, appropriate education and community facilities, and economic opportunities.

Ngāi Tahu Manawhenua see an unprecedented opportunity to rediscover and incorporate Ngāi Tahu heritage alongside that of colonial Christchurch in the rebuild and future development of Ōtautahi and its surroundings, as well as to enhance the social, economic, cultural and environmental wellbeing of greater Christchurch.

3.2.4 Longer-term population change

Whilst there is uncertainty about the rate of recovery and growth, on current projections Christchurch will need to accommodate and provide services for a population that is still expected to grow by approximately 130,000 people by 2041. The demographic composition of the district is also projected to change significantly during the next 30 years. Like the rest of New Zealand, the district's population is ageing. The proportion of those aged 65 years and over will increase, nearly doubling in number by 2031.

Population growth, ageing and increasing cultural diversity will result in demands for additional housing (with a range of housing types and locations), commercial facilities and services, and infrastructure (such as transport), as well as changing the demand for community services and their delivery (for example, recreation activities).

The policy decisions already made and to be made over the next few years by central and local government (including through this District Plan), together with decisions by all other participants in the recovery, will influence the city's population growth, and its demographic and socio-economic composition.

3.2.5 Supporting recovery and the city's future

It is critical to ensure that the recovery of Christchurch is expedited. The District Plan plays an important role by providing certainty about where and how development will occur, and making integrated provision for the community's immediate and longer term needs for housing, business, infrastructure and community facilities. It is essential that the District Plan clearly and actively supports the rebuilding of Christchurch and its social, economic, cultural and environmental recovery, at the same time as providing for the long-term sustainability of the city and the wellbeing of its residents.

3.3 Objectives

Interpretation

For the purposes of preparing, changing, interpreting and implementing this District Plan:

- a. All other objectives within this Chapter are to be expressed and achieved in a manner consistent with Objectives 3.3.1 and 3.3.2; and
- b. The objectives and policies in all other Chapters of the District Plan are to be expressed and achieved in a manner consistent with the objectives in this Chapter.

3.3.1 Objective — Enabling recovery and facilitating the future enhancement of the district

The expedited recovery and future enhancement of Christchurch as a dynamic, prosperous and internationally competitive city, in a manner that:

- a. Meets the community's immediate and longer term needs for housing, economic development, community facilities, infrastructure, transport, and social and cultural wellbeing; and
- b. Fosters investment certainty; and
- c. Sustains the important qualities and values of the natural environment.

3.3.2 Objective — Clarity of language and efficiency

The District Plan, through its preparation, change, interpretation and implementation:

- a. Minimises:
 - i. transaction costs and reliance on resource consent processes; and
 - ii. the number, extent, and prescriptiveness of development controls and design standards in the rules, in order to encourage innovation and choice; and
 - iii. the requirements for notification and written approval; and
- b. Sets objectives and policies that clearly state the outcomes intended; and

- c. Uses clear, concise language so that the District Plan is easy to understand and use.

3.3.3 Objective — Ngāi Tahu Manawhenua

A strong and enduring relationship between the Council and Ngāi Tahu Manawhenua in the recovery and future development of Ōtautahi (Christchurch City) and the greater Christchurch district, so that:

- a. Ngāi Tahu Manawhenua are able to actively participate in decision-making; and
- b. Ngāi Tahu Manawhenua’s aspirations to actively participate in the revitalisation of Ōtautahi are recognised; and
- c. Ngāi Tahu Manawhenua’s culture and identity are incorporated into, and reflected in, the recovery and development of Ōtautahi; and
- d. Ngāi Tahu Manawhenua’s historic and contemporary connections, and cultural and spiritual values, associated with the land, water and other taonga of the district are recognised and provided for; and
- e. Ngāi Tahu Manawhenua can retain, and where appropriate enhance, access to sites of cultural significance.
- f. Ngāi Tahu Manawhenua are able to exercise kaitiakitanga.

3.3.4 Objective — Housing capacity and choice

- a. For the period 2012 to 2028, an additional 23,700 dwellings are enabled through a combination of residential intensification, brownfield and greenfield development; and
- b. There is a range of housing opportunities available to meet the diverse and changing population and housing needs of Christchurch residents, including:
 - i. a choice in housing types, densities and locations; and
 - ii. affordable, community and social housing and papakāinga.

3.3.5 Objective — Business and economic prosperity

The critical importance of business and economic prosperity to Christchurch’s recovery and to community wellbeing and resilience is recognised and a range of opportunities provided for business activities to establish and prosper.

3.3.6 Objective — Natural hazards

[The requirement for further or alternative strategic direction in respect of “Natural hazards” will be reconsidered by the Panel as part of considering the Chapter 5 Proposal.]

- a. New subdivision, use and development, shall:

- i. be avoided in areas where the risks of natural hazards to people, property and infrastructure are assessed as being unacceptable; and
 - ii. otherwise be undertaken in a manner that ensures the risks of natural hazards to people, property and infrastructure are appropriately mitigated;
- b. Except that new strategic infrastructure may be located in areas where the risks of natural hazards to people, property and other infrastructure are assessed as being unacceptable, provided that:
- i. there is no reasonable alternative; and
 - ii. the strategic infrastructure has been designed to maintain, as far as practicable, its integrity and form during natural hazard events.

3.3.7 Objective — Urban growth, form and design

A well-integrated pattern of development and infrastructure, a consolidated urban form, and a high quality urban environment that:

- a. Is attractive to residents, business and visitors; and
- b. Has its areas of special character and amenity value identified and their specifically recognised values appropriately managed; and
- c. Provides for urban activities only:
 - i. within the existing urban areas; and
 - ii. on greenfield land on the periphery of Christchurch's urban area identified in accordance with the Greenfield Priority Areas in the Canterbury Regional Policy Statement Chapter 6, Map A; and
- d. Increases the housing development opportunities in the urban area to meet the intensification targets specified in the Canterbury Regional Policy Statement, Chapter 6, Objective 6.2.2 (1); particularly:
 - i. in and around the Central City, Key Activity Centres (as identified in the Canterbury Regional Policy Statement), larger neighbourhood centres, and nodes of core public transport routes; and
 - ii. in those parts of Residential Greenfield Priority Areas identified in Map A, Chapter 6 of the Canterbury Regional Policy Statement; and
 - iii. in suitable brownfield areas; and
- e. Maintains and enhances the Central City, Key Activity Centres and Neighbourhood Centres as community focal points; and
- f. Identifies opportunities for, and supports, the redevelopment of brownfield sites for residential, business or mixed use activities; and
- g. Promotes the re-use and re-development of buildings and land; and
- h. Improves overall accessibility and connectivity for people, transport (including opportunities for walking, cycling and public transport) and services; and

- i. Promotes the safe, efficient and effective provision and use of infrastructure, including the optimisation of the use of existing infrastructure; and
- j. Co-ordinates the nature, timing and sequencing of new development with the funding, implementation and operation of necessary transport and other infrastructure.

3.3.8 Objective — Revitalising the Central City

- a. The Central City is revitalised as the primary community focal point for the people of Christchurch; and
- b. The amenity values, function and viability of the Central City are enhanced through private and public sector investment.

3.3.9 Objective — Natural and cultural environment

A natural and cultural environment where:

- a. People have access to a high quality network of public open space and recreation opportunities, including areas of natural character and natural landscape; and
- b. Important natural resources are identified and their specifically recognised values are appropriately managed, including:
 - i. outstanding natural features and landscapes, including the Waimakariri River, Lake Ellesmere/Te Waihora, and parts of the Port Hills/Nga Kohatu Whakararakaka o Tamatea Pokai Whenua and Banks Peninsula/Te Pātaka o Rakaihautu; and
 - ii. the natural character of the coastal environment, wetlands, lakes and rivers, springs/puna, lagoons/hapua and their margins; and
 - iii. indigenous ecosystems, particularly those supporting significant indigenous vegetation and significant habitats supporting indigenous fauna, and/or supporting Ngāi Tahu Manawhenua cultural and spiritual values; and
 - iv. the mauri and life-supporting capacity of ecosystems and resources; and
- c. Objects, structures, places, water/wai, landscapes and areas that are historically important, or of cultural or spiritual importance to Ngāi Tahu Manawhenua, are identified and appropriately managed.

3.3.10 Objective — Commercial and industrial activities

The recovery and stimulation of commercial and industrial activities in a way that expedites recovery and long-term economic and employment growth through:

- a. Enabling rebuilding of existing business areas, revitalising of centres, and provision in greenfield areas; and
- b. Ensuring sufficient and suitable land development capacity.

3.3.11 Objective — Community facilities and education activities

- a. The expedited recovery and establishment of community facilities and education activities in existing and planned urban areas to meet the needs of the community; and
- b. The co-location and shared use of facilities between different groups is encouraged.

3.3.12 Objective — Infrastructure

[The requirement for alternative strategic direction in respect of Objectives 3.3.12 (b) (iii) and (iv) will be reconsidered by the Panel as part of its further hearing of relevant proposals.]

- a. The social, economic, environmental and cultural benefits of infrastructure, including strategic infrastructure, are recognised and provided for, and its safe, efficient and effective development, upgrade, maintenance and operation is enabled; and
- b. Strategic infrastructure, including its role and function, is protected by avoiding adverse effects from incompatible activities, including reverse sensitivity effects, by, amongst other things:
 - i. avoiding noise sensitive activities within the Lyttelton Port Influences Overlay area; and
 - ii. managing activities to avoid adverse effects on the National Grid, including by identifying a buffer corridor within which sensitive activities will generally not be provided for; and
 - iii. avoiding noise sensitive activities within the 50dBA Ldn noise contour for Christchurch International Airport, except:
 - within an existing residentially zoned urban area; or
 - within a Residential Greenfield Priority Area identified in the Canterbury Regional Policy Statement Chapter 6, Map A; or
 - for permitted activities within the Open Space 3D (Clearwater) Zone of the Christchurch City Plan, or activities authorised by a resource consent granted on or before 6 December 2013; and
 - iv. managing the risk of bird strike to aircraft using Christchurch International Airport; and
- c. The adverse effects of infrastructure on the surrounding environment are managed, having regard to the economic benefits and technical and operational needs of infrastructure.

3.3.13 Objective — Emergency services and public safety

Recovery of, and provision for, comprehensive emergency services throughout the city, including for their necessary access to properties and the water required for firefighting.

3.3.14 Objective — Incompatible activities

- a. The location of activities is controlled, primarily by zoning, to minimise conflicts between incompatible activities; and

- b. Conflicts between incompatible activities are avoided where there may be significant adverse effects on the health, safety and amenity of people and communities.

3.3.15 Objective — Temporary recovery activities

Temporary construction and related activities (including infrastructure recovery), and temporarily displaced activities, as a consequence of the Canterbury earthquakes are enabled by:

- a. Permitting a range of temporary construction and related activities and housing, accommodation, business, services and community facilities, recognising the temporary and localised nature of such activities, and the need to manage any significant adverse effects; and
- b. Providing an additional transitional period for consideration of temporary construction and related activities and temporarily displaced activities, taking into account:
 - i. the need for the activity to remain for a longer period; and
 - ii. the effects on the surrounding community and environment; and
 - iii. any implications for the recovery of those areas of the district where the activity is anticipated to be located; and
- c. Accommodating the adverse effects associated with the recovery of transport and infrastructure networks recognising:
 - i. the temporary and localised nature of the effects of these activities; and
 - ii. the long-term benefits to community wellbeing; and
 - iii. the need to manage and reduce adverse effects; and
- d. Recognising the importance of aggregate extraction, associated processing (including concrete manufacturing) and transportation of extracted and processed product to support recovery.

3.3.16 Objective — A productive and diverse rural environment

- a. A range of opportunities is enabled in the rural environment, primarily for rural productive activities, and also for other activities which use the rural resource efficiently and contribute positively to the economy.
- b. The contribution of rural land to maintaining the values of the natural and cultural environment, including Ngāi Tahu values, is recognised.

3.3.17 Objective — Wai (Water) features and values, and Te Tai o Mahaanui

- a. The critical importance of wai (water) to life in the District, including surface freshwater, groundwater, and Te Tai o Mahaanui (water in the coastal environment) is recognised and provided for by:

- i. taking an integrated approach to managing land use activities that could adversely affect wai (water), based on the principle of 'Ki Uta Ki Tai' (from mountains to the sea);
- ii. ensuring that the life supporting and intrinsic natural and cultural values and characteristics associated with water bodies, their catchments and the connections between them are maintained, or improved where they have been degraded;
- iii. ensuring subdivision, land use and development of land is managed to safeguard the District's potable wai (water) supplies, waipuna (springs), and water bodies and their margins; particularly Ōtākaro (Avon River), Ihutai (Avon-Heathcote Estuary), Whakaraupō (Lyttelton Harbour), Whakaroa (Akaroa Harbour) and Te Tai o Mahaanui;
- iv. ensuring that Ngāi Tahu values and cultural interests in wai (water) as a taonga are recognised and protected.