

District Plan Review Waimakariri District Council



Proposed replacement District Plan
Commercial Urban Design
Framework

Planz Consultants

Quality Assurance Statement:

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REVIEW OF DISTRICT PLAN FRAMEWORK FOR COMMERCIAL & INDUSTRIAL ZONES

1.0 Introduction and Scope

1.1 Overview

1. The purpose of the Business provisions of the Waimakariri District Plan is to address the resource management issues relating to ensuring that as population increases, the extent of business land, employment opportunities and associated social, commercial and amenity opportunities are commensurately provided for in an integrated manner. This is to ensure that the economic and social enablement of the District's community is not only upheld, but advanced.
2. Planz have assisted Council in reviewing the efficiency and effectiveness of the existing operative District Plan provisions in managing commercial and industrial environments (the '2018 report'). That separate 2018 report identified that the Operative Plan has a number of provisions aimed at achieving positive urban design outcomes for the community in the District's town centres. The effectiveness of these provisions was not examined in detail as part of the 2018 report as this earlier report was necessarily undertaken at a higher level and examined wider demand and supply issues for industrial and commercial land uses, along with establishing a zone framework that aligned with the draft National Planning Standards.
3. This report therefore builds on the findings of the 2018 report and should be read in conjunction with that earlier review. For ease of reference this report incorporates elements of the 2018 report where they relate to urban design matters. This report also reviews the replacement District Plan text proposed in the 2018 report and recommends several amendments to the urban design-related provisions applying to the commercial zones.
4. This report examines the urban design outcomes sought for the main commercial town centre environments of Rangiora, Kaiapoi, and Oxford and the effectiveness of the current urban design provisions. The report in particular reviews the geographic extent of the 'Principal Shopping Street Frontages' ('PSSF'). Specific rule packages relating to the Pegasus, Ravenswood, and Silverstream greenfield centres does not form part of the scope of this report.
5. This report therefore sets out the rationale for the proposed policy framework and rule packages for the management of urban design outcomes in the District's commercial zones. In terms of scope, this report is focused primarily on the Business 1 and 4 zones in the Operative Plan
6. Overall, the commercial package is to:
 - (a) Enable appropriate activities in the various commercial zones;
 - (b) Discourage or manage unanticipated activities;

- (c) Achieve appropriate levels of urban design (especially in key town centre locations) but not setting requirements that are so stringent as to restrict or displace appropriate investment away from the town centres of the district; and
- (d) Ensure an appropriate level of amenity for both users of the commercial zones, and where those zones adjoin more sensitive residential zones.

2.0 Statutory Framework

2.1 District Plan is to give effect to a regional policy statement (s75(3)(c))

7. Under Section 75, the District Plan must give effect to the Canterbury Regional Policy Statement (CRPS). In terms of business development, Chapters 5 and 6 of the CRPS are the relevant sections that deal with Land Use and Infrastructure integration for the Waimakariri District. The wider outcomes sought through the CRPS for commercial environments was set out in detail in the 2018 report.
8. Of relevance to the urban design outcomes for the town centres of Rangiora, Kaiapoi, and Woodend, Chapter 6 CRPS requires the District Plan to:
 - Identify Key Activity Centres which provide a focus for high quality, and where appropriate, mixed use development that incorporates the principles of good urban design (**Objective 6.2.1(2)**). Business activities are to be provided for in appropriate locations with new commercial activities primarily directed to the Key Activity Centres and neighbourhood centres, with Business development to deliver appropriate urban design qualities (**Objective 6.2.6 and Policy 6.3.6(4)**);
 - Map A to Chapter 6 identifies the Town Centres of Rangiora, Kaiapoi and a notional 'Woodend/Pegasus' as the Key Activity Centres for the District;
 - Business development is to give effect to the principles of good urban design, including the NZ Urban Design Protocol 2005 (**Policy 6.3.2**); and
 - The provision and recovery of business land in Greater Christchurch is to be ensured in order to maximise business retention, attract investment and provide for healthy working environments, including: encouraging self-sufficiency of employment and business activities in communities across Greater Christchurch (**Policy 6.3.6, Policy 6.3.6(10)**); and
 - Encourage and provide for the recovery and regeneration of existing brownfield areas, including through new comprehensive mixed use or business development (**Policy 6.3.8**).
9. For the remainder of the Waimakariri District, including Oxford township, the provisions of **Chapter 5** of the CRPS are less directive. The Chapter 5 provisions of relevance to the urban design outcomes in the commercial areas of the rural townships seek:
 - People and communities are to provide for their social, economic and cultural wellbeing and health and safety, including encouraging sustainable economic development by enabling business activities in appropriate locations (**Objective 5.2.1(2)(c)**) and are to avoid conflicts between incompatible activities (**Objective 5.2.1(2)(i)**);

- A safe, efficient and effective transport system (**Objective 5.2.3**);
- Provide as the primary focus, sustainable development patterns that:
 - occur in a form that concentrates or is attached to, existing urban areas and promotes a consolidated pattern of development (**Policy 5.3.1(1)**);
 - encourage within urban areas... recreation and community facilities, and business opportunities that supports urban consolidation (**Policy 5.3.1(2)**);
 - maintain and enhance the sense of identity and character of the Region’s urban areas (**Policy 5.3.1(4)**); and
 - encourage high quality urban design, including the maintenance and enhancement of amenity values (**Policy 5.3.1(5)**).

2.2 Have regard to relevant management plans and strategies under other Acts – s72(2)(b)

10. Regard is to be had to the Waimakariri 2048 - District Development Strategy (2018) and the Waimakariri Long Term Plan (2018 – 2028) as management plans and strategies prepared under other Acts, pursuant to s74(2)(b) of the Resource Management Act. Also of relevance is the Waimakariri Residential Red Zone Recovery Plan that was gazetted in December 2016 and sets out a framework for the long-term use and development of areas red zoned following the Canterbury earthquake sequence.
11. The following have been considered, but are now largely embedded in the District Development Strategy, or are less relevant given the date of their inception.
 - Oxford Town Centre Strategy (2014);
 - Kaiapoi Town Centre Plan (2018);
 - Rangiora Town Centre Strategy (2010);
 - Woodend Pegasus Area Strategy (2013); and
 - Waimakariri Local Economic Development Strategy (2012).
12. **Waimakariri 2048:** The District Development Strategy identifies the challenges to the District in terms of accommodating substantial growth over the next 30 years, including the need for 15,000 new houses. In terms of business activities, the Strategy identifies the need for an additional 17ha of commercial land in Rangiora and Kaiapoi by 2048, although industrial land provision is suitable to meet demand¹. The main town centres of Rangiora and Kaiapoi are to be enhanced and expanded, with the main centre servicing Woodend/ Pegasus is to be provided at Ravenswood. Other commercial centres in the district will continue to be supported. Section 2.8 of the Strategy outlines the approach for Centres, including:

¹ Waimakariri 2048 District Development Strategy, page 5.

- Providing opportunities for intensification in and around the town centres of Rangiora² and Kaiapoi³;
 - Confirm the Woodend/Pegasus Key Activity Centre at a location within the business area at North Woodend (Ravenswood) through the District Plan Review if good town centre outcomes are able to be achieved⁴;
 - Consider expansion to the Rangiora town centre to the east/northeast, including the provision of large format retail;
 - Condition provision for large format retail in or adjacent to Woodend and Kaiapoi; and
 - Continue to support the centres of Woodend, Pegasus and Oxford.
13. **Woodend and Pegasus Area Strategy:** Identifies that Woodend town centre is used as a local service centre for the immediate community, and the Pegasus emerging town centre will likely have a similar role. The Strategy identifies Ravenswood as being the dominant commercial centre for Ravenswood – Pegasus and Woodend.
14. **Rangiora Town Centre Strategy (RTC2020):** This strategy is somewhat dated, however the Strategic Objectives identified in Section 3.3 of the Strategy remain relevant; these are:
- *Develop a town centre which serves not only the resident population but is also retail and visitor destination*
 - *Encourage growth within the existing town centre by promoting a “town centre” first approach*
 - *Develop a character-led vision for the town centre, and protect and enhance the heritage values of High Street as a key feature of the town*
 - *Encourage appropriate development and the efficient use of land without compromising the existing character*
 - *Green the town centre, and enhance the quality and attractiveness of streets and spaces*
 - *Optimise town centre accessibility, and reduce pedestrian, vehicle and cycle conflicts thus promoting a people-friendly town*
 - *Encourage long-term planning for public transport and the roading network to and within the town centre as well as to other neighbouring centres, including rail.*

The Rangiora Town Centre Strategy is currently being reviewed. A draft document will be put out for public consultation in early 2020.

The Rangiora North of High Street precinct plan is also of key relevance. This was developed under the Land Use Recovery Plan (LURP) Action 28 in response to the effects of the Canterbury

² Waimakariri 2048 District Development Strategy, page 31, Figure 8.

³ Waimakariri 2048 District Development Strategy, page 31, Figure 9.

⁴ Waimakariri 2048 District Development Strategy, page 33, Figure 10.

earthquake, and identifies opportunities for comprehensive redevelopment across a variety of public and privately owned properties in the block of land bounded by High Street, Durham Street, Blake Street and Good Street. This precinct plan aligns with and implements a component of the RTC2020.

15. **Kaiapoi Town Centre Strategy:** The original Kaiapoi Town Centre Strategy was developed to put in place a coordinated framework for the town centre as it rebuilds and recovers from the September 2010 Canterbury earthquake. It identified a number of key issues and proposed a range of projects that together sought to take advantage of opportunities in a planned way. Later, it provided a strong link to the Waimakariri Residential Red Zone Recovery Plan. The Kaiapoi Town Centre Plan was reviewed in 2018. The updated Plan identifies the three 'mixed use business areas' introduced through the Waimakariri Residential Red Zone Recovery Plan as needing to be carefully integrated with the Town Centre zoning, and providing for a range of compatible entertainment, cultural, food and beverage and residential opportunities.
16. **Oxford Town Centre Strategy:** This Strategy is centred around three key themes that together help secure the future of this centre: business and built environment, access to and within, and facilities and open spaces.

2.3 Not be inconsistent with a Recovery Plan prepared under s21(c) of the Canterbury Earthquake Recovery Act 2011 and s60(1) Greater Christchurch Regeneration Act 2016

17. The Waimakariri Residential Red Zone Recovery Plan was gazetted in December 2016. Whilst not directly applicable to the Business provisions, the replacement District Plan cannot be inconsistent with the Red Zone Recovery Plan.
18. The Recovery Plan identifies the need for enhanced connectivity with the Kaiapoi Town Centre, and the need for the provision of compatible mixed use business at Kaiapoi West Regeneration Area, Kaiapoi South Regeneration Area including carparking and cultural values, and Kaiapoi East including limited town centre growth towards the Kaiapoi River.

2.4 Mahaanui Iwi Management Plan must be taken into account (s74(2))

19. The Mahaanui Iwi Management Plan (2013) outlines the approach for ensuring that Ngāi Tahu cultural values including but not limited to impacts on freshwater resources, mahinga kai, wāhi tapu, wāhi taonga, cultural landscapes and access are taken into account in Resource Management decision making.
20. The requirement to take into account the Iwi Management Plan is recognised pursuant to s74(2)(c) of the Act. To *take into account* means that the matter must be addressed with weight and is a matter of judgement based on the facts and merits of the issue.
21. The Mahaanui Iwi Management Plan (2013) includes a number of broad principles relating to settlement urban design, stormwater management, and waipuna (water quality). These matters are more appropriately the focus of the Waimakariri District Council in terms of embedding Tikianga Maori within the District Plan, especially with the requirements of Schedule 1A of the Act, Mana Whakahono a Rohe, to be complied with. It is likewise noted that the National Planning Standards include a requirement for a specific District Plan chapter

addressing cultural values and how these will be embedded and woven through the District Plan.

2.5 National Planning Standards

22. On 6 June 2018 the draft National Planning Standards (Planning Standards) were released by the Ministry for the Environment (MfE) for written submission. Submissions closed on 17 August with the gazettal of the first set of Planning Standards occurring in April 2019.
23. The purpose of the National Planning Standards is to improve consistency in plan structure, form and content.
24. The National Planning Standards contains six possible zones that provide for commercial activities, and activities compatible with commercial environments. These were examined as part of the 2018 report, with the Mixed Use Zone, Local Commercial Zone, Neighbourhood Commercial Zone, and Town Centre Zone of relevance to Waimakariri District. The 2018 report also noted that the draft NPS does not provide for a large format retail zone, and as such this type of activity may need to be provided for via a 'precinct' overlay, or through such a zone being included in the operative NPS. The NPS released in April 2019 confirmed in response to submissions that a Large Format Retail zone now forms part of the mix of zones available for inclusion in District Plans.
25. The NPS included a summary of role, functions, and amenity expectations of the various commercial zones, with this summary included in the 2018 report.

2.6 Overall Summary

26. There are a wide range of both statutory RMA plans and non-statutory plans that are of relevance to Waimakariri District's town centres. There are nonetheless common themes that emerge from these documents. All share a recognition of the importance of role of town centres as important focal points for the community. There is a strong desire for the town centres to improve the self-sufficiency of the District such that there are improved opportunities for Waimakariri residents to work, shop, and access civic and community infrastructure within the District rather than having to travel to Christchurch.
27. There is likewise strong recognition that as the District's population increases, so too will there be a commensurate increase in demand for commercial goods and services. This growth is best directed towards existing centres to strengthen their role and function. Such growth is to be delivered in a way that results in positive urban design outcomes to further reinforce the role and function of town centres as pleasant and attractive environments that residents want to spend time in.

3.0 Review of other District Plans

28. The District Plans of nearby Canterbury Territorial Authorities were reviewed as part of the 2018 report, with the regulatory approaches for a range of District Plans summarised in **Attachment D** of the 2018 report. This earlier review highlighted a reasonably consistent

approach to the need for a standard set of built form standards such as controls on height, building setback from road and internal boundaries, recession planes along residential zone interfaces, and landscaping along road frontages where buildings are set back.

29. Within commercial town centre contexts the rule frameworks typically seek buildings to be built to road boundaries with verandas and minimum percentages of glazing. Qualitative urban design assessments apply in Christchurch centres and in the Selwyn Key Activity Centres, with specific additional controls along identified key pedestrian frontages.

4.0 Operative Waimakariri District Provisions

4.1 Commercial Objectives and Policies

30. **Objective 15.1.2** and **Policy 15.1.2.1** seek to recognise the role of KACs in Rangiora and Kaiapoi as significant concentrations of business activity and cultural and community infrastructure. The B1 zones in Rangiora and Kaiapoi are to be the primary employment and civic destinations. Commercial tenancies that fulfil a retail anchor function are to be provided for in KACs. **Policy 16.1.1.1** likewise seeks to ensure that the town centres remain the dominant location and focal point for business, social, cultural, and administrative activities.
31. **Policy 16.1.1.2** looks to encourage the establishment of business activities more generally, provided that such establishment avoids adverse effects on the function and viability of KACs and takes into account the ability to accommodate the activity within KACs, the potential for significant distributional effects, and any urban form and transport network effects.
32. **Objective 16.1.2** and associated **Policy 16.1.2.1** seeks to provide for the intensification of activities and the comprehensive development of sites within the Rangiora KAC in a manner that is consistent with an Outline Development Plan that has been prepared for this area.
33. **Policy 16.1.1.3** sets out the urban design outcomes anticipated in the Business 1 zones, consistent with providing high quality, attractive town centres. This policy includes the following rationale for the B1 zone:

The Business 1 Zones are located within the centre of the District's main towns and provide the dominant focal point for the business sector for the towns and their surrounding areas including the Rural Zones. The dominant activities that occur in the town centres are business, retail, administrative, recreational, entertainment and service orientated. The amenity, environmental quality and built form of the town centres arises from the appropriate management of buildings and public spaces, including the transport network as well as the mix of activities that locate there. Policies 16.1.1.3 and 16.1.1.4 recognises and provides for the role of the town centre as the focal point for the community and seeks to ensure town centre amenity, built form design and environmental standards that are compatible with business, retail, and service activities while at the same time providing a pleasant, attractive, and safe environment for the community.

34. **Policy 16.1.1.8** relates to the Business 4 zones and seeks to recognise and provide for specific sites that enables the existing activity to continue, but with limited provision for future expansion.
35. High standards of urban design in central Rangiora are sought through **Policy 12.1.1.6**.

36. The operative Plan policy framework, of relevance to urban design outcomes, seeks several goals. The first and most important goal is the enablement of Key Activity Centres as the focal points for commercial, civic, and community activity. Future commercial growth is directed to locate primarily within these centres and therefore the centres are expected to change over time through the intensification and redevelopment of sites.
37. Change in existing character is therefore anticipated. The Operative Plan provisions concurrently seek that commercial growth within KACs display high standards of urban design.
38. The urban design-related rule framework therefore needs to be carefully conceived to concurrently achieve these two policy goals. The rules should not be so onerous that they prevent or unduly limit change and infill within KACs, or force commercial development to locate in out-of-centre locations, yet at the same time the rules need to be effective in limiting poor urban design outcomes.
39. The 2018 report included a proposed policy framework for the replacement District Plan. Clearly these proposed provisions are still in draft form and are yet to be tested through the statutory submission and hearing process. The proposed policy framework is however broadly consistent with the operative Plan insofar as urban design matters are concerned, and retains the twin goals of enabling growth and change within centres, provided such redevelopment achieves appropriate levels of design quality.

5.0 Operative Waimakariri District Regulatory Rules Review

5.1 Business Zones

40. The District Plan has a number of Business Zones. For the purposes of the urban design review, the two key zones are the B1 and B4 zones. The Operative Plan urban design provisions were developed through Plan Change 34 and 35 in 2011. These plan changes were accompanied by a robust s.32 report and were tested through the statutory submission and hearing process.

5.2 Key rules

Business 1 zone:

- **Rule 31.21.1.1:** Urban design provisions (built form standards) apply for Principle Shopping Street Frontages ('PSSF') in Rangiora, Kaiapoi, and Oxford. These built form standards require new buildings to:
 - a. be built up to the road boundary;
 - b. occupy the full frontage of the site, except where necessary to provide pedestrian access to the rear of the site;
 - c. contain clear glazing to a minimum of 60% and a maximum of 90% of the ground floor frontage for the display of goods and services;
 - d. contain clear glazing to a minimum of 20% and a maximum of 90% on any upper floor frontage;

- e. include a verandah on the road frontage for the full width of the building;
 - f. include pedestrian access directly from the road boundary and any public open space; and
 - g. demonstrate modulation where frontages exceed 8m in length.
- **Rule 31.21.1.2** for sites within KACs where the above rule does not apply i.e. on sites that do not have frontage to a PSSF, then new buildings shall:
 - a. position any on-site car parking to the rear of any building façade. Parking spaces shall not be located between any building and the road frontage;
 - b. be landscaped along the length of the road boundary, except where set back less than 2m from the road boundary or where necessary to provide pedestrian and vehicle access;
 - c. contain clear glazing to a minimum of 40% and a maximum of 90% of the ground floor frontage for the display of goods and services where facing the road boundary;
 - d. contain clear glazing to a minimum of 20% and a maximum of 90% on any upper floor where facing the road boundary; and
 - e. include pedestrian access directly from the road frontage.
 - Any design that does not meet the above rules becomes fully discretionary under **Rule 31.24.1**.
 - **Rule 31.24.2:** In addition to the above built form rules, any building in the KACs and the Oxford B1 zone that has a net floor area of more than 450m² or is located on a site with a road frontage of more than 20m is a fully discretionary activity in terms of both building design and the nature of the proposed activity.
 - As a discretionary activity, any new local retail centre that is proposed to establish in new residential greenfield growth areas is limited to a maximum retail area of 1,500m², any single tenancy to no more than 450m², and is in a growth area larger than 10ha – 31.27.3. Proposals that exceed these limits become non-complying. It is understood that the District Plan framework applying to these discrete greenfield areas will be developed through a separate Rangiora Structure Plan project.
 - **Rule 30.10.3:** Proposals that seek to provide on-site parking on PSSFs are a non-complying activity (note this is only where the parking is between a building and the road frontage – this rule does not prevent sites with PSSF frontage from providing parking to the rear).

Business 4 zone:

- No limitations on retail or office activity (noting that scale is primarily managed by the small size of such zones);
- Site-specific rule package is in place for the B4 west Kaiapoi growth area (31.27.2) and Mandeville B4 zone (outside the scope of this report).

5.3 Feedback from WDC consent staff on effectiveness

41. Feedback has been sought from the Council resource consent team regarding the effectiveness of the operative provisions. In general the provisions were seen to be achieving good outcomes, especially given the variety and volume of rebuild activity that has taken place in the town centres over the last eight years. The volume of rebuild work consented in recent years was also seen as evidence that the rule framework was not unduly restrictive or acting as a major barrier to redevelopment.
42. Tensions were identified with the requirement for parking to be located to the rear of buildings fronting onto PSSFs, which is challenging for the blocks with frontage to High Street in Rangiora where such blocks are relatively shallow and the PSSFs extend around the entire block. In short, if parking is located behind buildings with frontage to High Street, then it is not concurrently possible to locate such parking behind buildings within frontage to the rear streets such as Alfred or Blake Streets.
43. The Operative Plan does provide for cash-in-lieu payments to be made to Council where parking is not provided. This rule enables sites to be fully built out, with the financial contributions then consolidated to enable the provision of public car parks. Not all sites are suitable for full build-out i.e. limited daylight to floorplates, and leasing office space in particular often relies on the provision of dedicated on-site car parks.

5.4 Principal Shopping Street Building Frontages - Concept

44. The Operative Plan contains the concept of a 'Principle Shopping Street Frontage', with these frontages shown on the planning maps. The concept is aimed at achieving an attractive 'main street' environment. It requires buildings to be built to the road boundary with extensive glazing at ground level and street verandas. It also requires carparking to be positioned to the rear of buildings such that it is not visible from the PSSF. The identification of a PSSF does not automatically trigger the need for a resource consent and a qualitative urban design assessment, as the trigger for such assessment is based on frontage length (20m+) or building size (>450m²). That said, most developments will exceed at least one of the two rule triggers and therefore a qualitative assessment is likely to be necessary for most new developments.
45. In determining first whether the PSSF tool has merit, and secondly the geographic extent of this control, it is necessary to first identify the elements that make up a successful 'main street' in the context of the rural townships that make up Waimakariri District's urban areas.
46. Main streets in rural townships traditionally developed along the main arterial road corridor through the township, with a particular focal point around intersections where two arterials meet i.e. the main east-west road intersecting with the main north-south road. Busy roads with high vehicle and pedestrian counts tend to result in lower levels of residential amenity and therefore sites with frontage to these roads are less attractive for residential development compared with the amenity available on quieter side streets. Arterial roads conversely are attractive places to do business due to the high visibility and profile afforded to businesses, and easy accessibility on the main road into the township. Main streets therefore traditionally develop in an organic manner with commercial activities gravitating

to such locations and residential conversely locating (or transitioning) away from such streets. The role of a main street as the community heart of the township is often strengthened and reinforced by a range of civic and community buildings locating along these corridors. Examples include Council headquarters, libraries, churches, RSAs and community centres, along with outdoor communal civic spaces such as squares or smaller parks and reserves.

47. The urban form of main streets is driven by their traditional functions as the township's primary retail area. Buildings are traditionally built to the road frontage to maximise exposure and to facilitate easy customer access directly from the footpath. In order to maximise the benefits of the visibility afforded by the road frontage, buildings are traditionally built across the full frontage of the site. Over time this results in a continuous building line being created along the main street, with weather protection provided to customers through verandas, which also provide internal shade into the stores to protect displayed products from sun damage. Such buildings are also typically two to three stories in height, with the upper levels historically containing offices or residential activities. The use of upper levels for residential activity is something that has declined over the years in New Zealand's smaller centres due to a reduction in both owner-occupied stores (where the worker isn't the business owner and does not need to live above the shop), and where the often smaller upper levels have not been able to be readily adapted to meet modern residential needs.
48. In addition to the form and function of private and civic activity occurring along both sides of the road, the design of the road corridor itself is critical in achieving an attractive main street environment. As noted above, main streets typically develop along arterial roads that are busy due to their transport function as the main corridor into and through the township. Over time this can lead to a tension between the road's arterial transport function and the road's amenity function as one of the township's prime civic and commercial spaces. Moves to reduce traffic to increase amenity can be challenging to implement due to concerns regarding lost custom as vehicle numbers reduce, along with the need to construct alternative by-pass routes around townships. Conversely moves to improve traffic flow can likewise be controversial if such moves involve the reduction in on-street parking spaces and a loss of street trees and street furniture.
49. Main streets that are successful in both transport and community function terms are those that manage to strike an appropriate balance between these competing demands. Such main streets traditionally have shops located on both sides of the road, with buildings built to the road boundary. Easy pedestrian access is provided across the main street to enable comparison retailing between both sides of the street to be readily undertaken. The road corridor should ideally be no more than a single traffic lane in each direction. Whilst the roads are busy, they are also generally congested (or have traffic calming design features) such that they present a relatively low speed traffic environment where it is easy for pedestrians to cross from one side to the other and the noise and sense of disturbance to the footpath environment is minimised. As one of the key community public spaces in townships, main streets should where possible include street trees to provide shade and visual interest, and

should ideally include wide footpaths to facilitate easy pedestrian movement and to allow cafes to spill out onto the footpath to provide outdoor dining and informal ‘people watching’ opportunities.

50. As main streets typically have a continuous building line along the road frontage, parking is limited to on-street spaces, with off-street parking areas located to the rear of the principle street, but readily visible and accessible from the side streets. As such, formation of a continuous building line around an entire block perimeter can be challenging to achieve, especially in less dense rural township contexts. In a rural township context, block form should prioritise building frontage to the main street, with parking and service areas provided to the sides and rear of the block.
51. New Zealand rural township main streets do not generally include large format stores, with any supermarkets tending to be smaller format SuperValue or New World brands where they serve a more locally based catchment and a daily convenience or ‘top-up’ function. Their parking requirements therefore tend to be less, with customers able to shop from communal or on-street carparks. Large anchor stores provide a vital role in ensuring the viability and commercial attractiveness of town centres, however due to their function and parking requirements are best located at the end of the main street rather than as a large insertion into the middle of the street. That said, insertion into the middle of a main street can be successful with careful building design and where parking is located to the rear, however such a layout can result in a ‘double-fronted’ store which is less commercially attractive to retailers. The new Farmers store in Rangiora is a recent example of a mid-main street department store that makes a successful contribution to the main street environment. This store does not however include any on-site parking and presents relatively blank facades to the streets to the side and rear. Department stores also have a different role and function to supermarkets where customers need immediate on-site access to carparking for transferring groceries and therefore cannot rely on off-site public carparks as a practical parking solution.
52. From an urban design perspective there is significant merit in the District Plan provisions facilitating the continuation of main street environments as the principal civic and community space in townships. The insertion of an unsympathetic design that does not accord with main street principles into the middle of an intact main street can have a significant adverse effect on that environment. District Plan rules also need to conversely be designed with careful regard to the ‘as-built’ existing centre contexts where there is considerable sunk capital investment in buildings located well away from the road frontage in question. In short, the loose application of the concept of trying to ‘force’ a main street outcome in commercial areas that are fundamentally not located in main street contexts will not be successful and will result in additional regulation/ resource consenting with little material gain in environmental outcome.
53. For commercial areas that are not located in a main street context, the requirement to build to the frontage of arterial or collector roads can be unworkable in practice. Waimakariri’s commercial centres are all largely existing and already have an established form and layout. Where the parts of an existing centre are set back from the main road (typically with carpark in between), then extensions to existing buildings logically add on to the existing built form.

If the existing buildings are well set back, then any small addition will likewise be set back from the road. It is impractical and nonsensical to require such extensions to ignore the existing context and form and instead establish as isolated buildings at the edge of the site. In short, the PSSF rule package will be unsuccessful where it seeks to force a main street outcome for those parts of existing centres with very different established contexts.

54. Parts of existing centres that do not display main street characteristics should nonetheless still have buildings that orient towards the road through presenting their principle façade and entrance to such roads. In reality the majority of commercial buildings already do this as the road is the direction from which the majority of their customers arrive. It is common for the main carpark of a centre to be located between the road and the building front entrance, with the building then fronting onto the carpark. Glazing of the ground floor frontage is especially important in providing an attractive and inviting frontage to customers. Upper floor glazing is not so important and the need for glazing on upper levels is a direct functional outcome of the internal uses that will occupy the space i.e. if the upper levels are occupied by offices or apartments then they will include glazing, whereas if they are used for structured car parking or activities such as cinemas then they will not. Where parking is located between buildings and the road, or where buildings are set back for other reasons, then landscaping along the road frontage is useful in providing a degree of amenity and visually softening the appearance of surface parking areas.
55. In short, there is merit in the PSSF tool to reinforce and strengthen existing main street environments. There is conversely little merit in using such a tool for existing commercial areas that are not main street environments and where the existing built mass is separated from the road frontage by customer parking.
56. The challenge in identifying the geographic extent of the PSSF provisions is around the ends and side streets of the main street areas, particularly where zoning enables change in the existing built form and activity from for instance residential to commercial i.e. there is the plausible potential for the area to transition over time to create a main street environment. Where such change is incremental, and involves the redevelopment of existing building stock, then such transition will result in contrasting built forms with new buildings built to the road boundary, yet unable to provide a continuous frontage or veranda cover due to existing buildings set back from the road.

In determining the extent of the PSSF provisions, the following criteria has been used:

1. The existing environment where buildings built to the road frontage are the dominant building form in the block;
2. The extent to which there is a continuous building line and veranda coverage;
3. Whether the street environment contains street trees, high pedestrian counts, and street furniture or opportunity for outdoor seating;
4. Whether existing parking areas are provided to the rear of buildings;
5. Whether frontages have plausible potential for redevelopment to more intensive commercial activity in the life of the District Plan i.e. is it comprised of vacant sites, surface parking, or older residential or industrial buildings.

6.0 Review of PSSF extent

6.1 Rangiora

57. High Street in Rangiora is readily identifiable as the key main street environment for the town. The PSSF currently extends from the intersection with King Street in the west to the railway line just east of Cone Street. The east-west extent is confirmed as being appropriate. Whilst there is some commercial activity further to the west of King Street, this is separated by a petrol station and does not have a main street character. It is however recommended that the PSSF wrap around the eastern edges the corner with King Street to ensure an appropriate entry is created to the main street environment in the event that these corner sites redevelop.
58. To the east the character of High Street changes markedly beyond the rail corridor. The road environment has much more of an arterial through-traffic function, with recent development generally having a large format retail character and form. It is recommended that the PSSF wrap around the corner into Cone Street as the existing light industrial activities on the eastern side of Cone Street have reasonable potential for redevelopment over the life of the Plan. Consideration was given to whether the whole of Cone Street should be PSSF on the basis of its redevelopment potential and the ability to create a laneway retail environment. Whilst this potential exists, PSSF rules were considered to be an uneasy fit with the existing environment which is predominantly light industrial.
59. To the south of High Street, the PSSF extends to an approximate mid-block location along Percival, Victoria, and Ivory Streets. There is merit in the PSSF extending around the corners of these three streets down to the intersection with Alfred Street. Beyond the Alfred Street intersection the character transitions away from a main street environment to a more mixed commercial area. These southern frontages contain existing buildings in generally good condition where extensive site redevelopment in the life of the proposed District Plan is generally unlikely. It is therefore recommended that the PSSF be deleted from Percival, Victoria, and Ivory Streets south of the Alfred Street corners.
60. **Figure 1. Rangiora PSSF Extent. Red = PSSF removed; Green = PSSF retained; Orange = new PSSF**



61. Alfred Street runs west-east in parallel to High Street. Properties rightly prioritise the frontage to High Street with parking located to the rear of the High Street frontages. The shallowness of the block means that it is not possible to concurrently locate parking areas behind buildings with frontage to Albert Street. In essence there is a clear design trade-off whereby the creation of a continuous building line along High Street means that parking to the rear of such buildings will be clearly visible from Albert Street. The provision of convenient parking areas is important for commercial viability, and in particular for the leasing of office space above ground floor retail areas. Much of the existing parking along Alfred Street appears to be for the use of office tenants and their visitors, rather than general public parking. The activation and occupancy of upper floors is an important element in successful main street environments, with staff parking in turn an important element in being able to lease office space in a rural township context. Given the importance of prioritising the High Street frontage, it is recommended that the PSSF be removed from both sides of Albert Street between Victoria and Ivory Streets, apart from the lots on the immediate corner of Victoria Street. For the Alfred Street block between Percival and Victoria, the western end is dominated by the recent Farmers department store which is built to the road boundary and a modern car dealership. Neither of these existing developments are considered plausible to redevelop within the life of the District Plan. The eastern end of this block has more potential for redevelopment and also forms part of the more visible corner context with Victoria Street. As such the eastern end of this Alfred Street block is recommended to retain the PSSF.

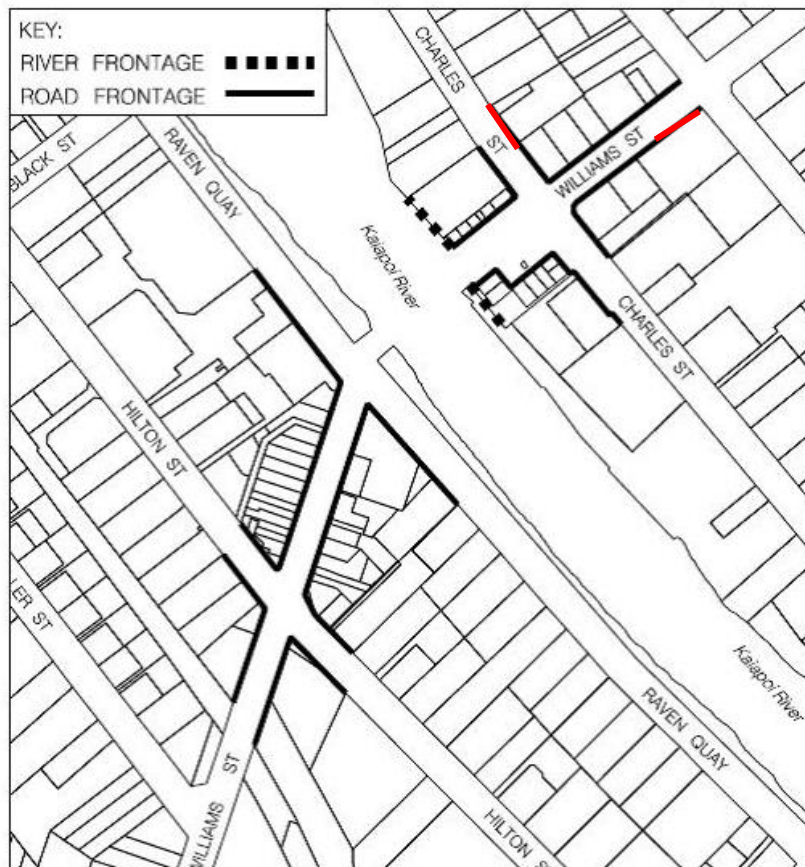
62. To the north, the PSSF extends back from High Street to the intersections with Blake Street and Burt Street along Durham, Good and Ashley Streets. As with the area to the south of High Street, the PSSF wrapping around the corners is supported. A small laneway extends west from Good Street in a mid-block location and forms part of the retail precinct. As such it is recommended that this laneway be included in the PSSF.
63. The Blake Street frontage is currently dominated by surface carparking servicing the commercial development that fronts onto High Street. The customer carpark associated with a New World supermarket is likewise located to the rear of the block with frontage to Good Street. Whilst there is the potential for these areas to redevelop over time, due to the fragmented ownership and established functional use of much of this area for carparking it is considered unlikely that a main street environment will establish. For these areas the outcomes of landscaping around the margins of carparking areas, and having any retail areas fronting the carparks with glazing and pedestrian entrances are considered to be more appropriate.

6.2 Kaiapoi

64. Williams Street is the key main street environment for Kaiapoi. The extent of the PSSF currently extends north along Williams street from the railway crossing at the southern end of the centre to the intersection with Sewell Street to the north. The PSSF wraps around the intersections with Hilton Street, Raven Quay, and Charles Street. Whilst Williams Street has a less intact and continuous frontage compared with High Street in Rangiora, it still displays elements consistent with a main street environment. The extent of the PSSF in Kaiapoi is generally supported as being appropriate and accurately capturing the geographic extent of the township's main street environment. North of Sewell Street the character (and zoning) is residential. South of the railway crossing the zoning is likewise residential, although there is an area of Business 2 zoned land further south. This more distant B2 zone is dominated by yard and trade suppliers (reflecting the industrial zoning) and does not display the type of main street character or function that the PSSF provisions are designed to address.
65. Along Williams Street commercial and community activities wrap around the corners and extend east and west along Hilton Street and Raven Quay in particular. These activities include the Countdown supermarket and an associated retail centre set behind a road-facing car park, and a large working men's club facility. Given the sunk investment and character of these side streets, it is not considered appropriate to extend the PSSF beyond the first couple of lots in from the Williams Street corners. In short, the extent of the PSSF identified in the Operative plan remains appropriate.
66. The only exceptions are two relatively new shopping centres located respectively on Charles Street and the corner of Williams Street and Sewell Street. These small centres are both set back from the road with carparking located between the shop frontages and the street. Given that both centres are relatively modern and well maintained, it is considered to be unlikely that they will redevelop within the life of the proposed District Plan and as such applying PSSF controls to their existing built form will not be effective.

67. In addition the PSSF controls, the Operative Plan also identifies two areas of ‘River Frontage’ on the northern banks of the Kaiapoi River immediately north of the bridge. The outcomes sought in these river frontages are similar to that sought for PSSF, albeit that sites will have frontage to the river rather than a road. The northeast side of the bridge has recently been redeveloped with a large café/ hospitality building. This building provides an attractive frontage to the river with direct pedestrian access and large areas of outdoor seating and glazing. Given the importance of the river frontage it is recommended that controls are maintained for the river frontage area, albeit that differentiation between PSSF and river frontage provisions is not considered to be necessary as the design outcomes sought are similar i.e. buildings built to the site boundary with high levels of glazing and direct pedestrian access, and carparking located to the rear.

Figure 2: Kaiapoi PSSF frontages. Red = PSSF removed



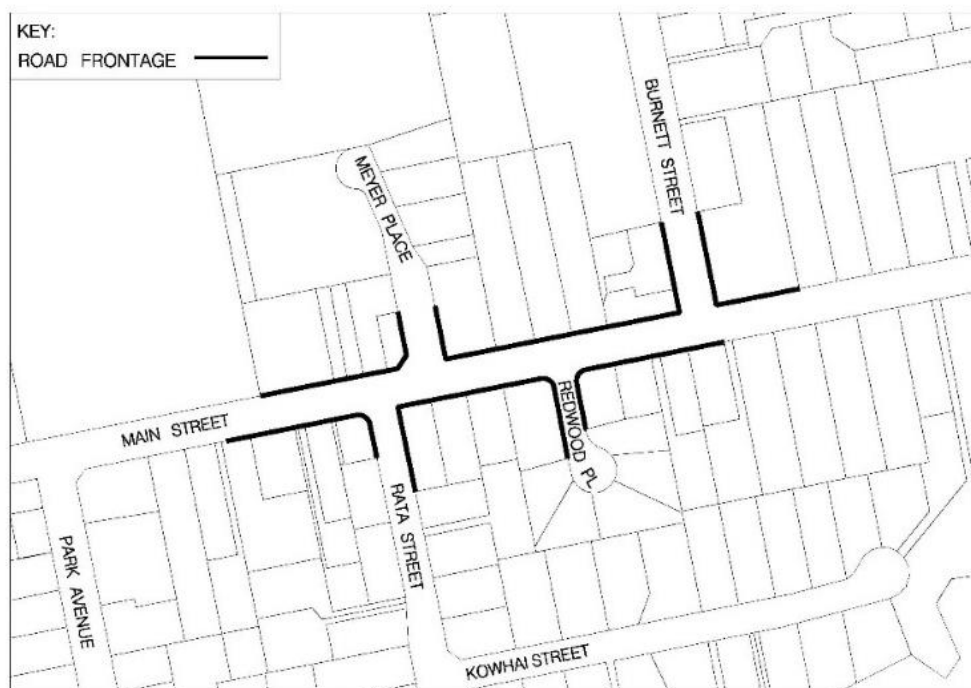
6.3 Oxford

68. The town centre in Oxford includes a PSSF along a portion of Main Street from west of the intersection with Rata Street extending east to just beyond the intersection with Burnett Street. There is currently an uneven built form along Main Street with some buildings built to the road boundary and other buildings being set back, including a number of residential dwellings that have been converted for commercial purposes. As such Oxford does not

currently have a ‘main street’ in the traditional sense of a long terrace of adjacent buildings all built to the road boundary with continuous veranda cover.

69. Main Street in Oxford does nonetheless display many of the functions of a traditional main street, albeit at a scale appropriate to a small rural township. It is plausible that a number of sites along Main Street could redevelop over the life of the proposed District Plan and there is the potential through such redevelopment to strengthen main street outcomes. It is therefore recommended that the Oxford PSSF be maintained unchanged.

Figure 3. Oxford PSSF frontages – no changes proposed



7.0 Recommended rule framework

7.1 2018 Report urban design recommendations

70. The 2018 report considered urban design provisions as part of the wider package of rules relating to the proposed Commercial Zones. The 2018 report reached the following conclusions:
71. *The Operative Plan approach of requiring all new buildings on sites with frontage to a Principal Shopping Street to be subject to a qualitative urban design assessment is retained. As part of this preliminary stage the extent of the Principal Shopping Street frontages has not been reviewed, however it is recommended that this is undertaken as part of the rule package development. The Rangiora and Kaiapoi Town Centres have a Key Activity Centre role and function with an associated greater scale and number of anticipated commercial buildings. These two centres are the key social and commercial hubs for the District, and therefore it is*

important for the social and economic well-being of the District that they are attractive and functional hubs for both their immediate communities and the wider Waimakariri District population. As such it is appropriate to retain urban design control along the main retail streets in these centres.

72. *For sites that do not have frontage to a Principal Shopping Street, the Operative Plan requirement for an urban design assessment is retained for new buildings (and additions) that are over 450m² Gross Floor Area.*
73. *The Operative Plan trigger of 450m² floor area is consistent with that used in the Selwyn District Plan. It is smaller than that used in the Christchurch Plan (1,000m² for the medium sized suburban centres and 4,000m² for Key Activity Centres), but the township centres in Waimakariri are likewise generally smaller than Christchurch's larger suburban centres. A 450m² building will therefore be a large building in terms of the existing size of buildings in these centres and as such if poorly designed has the potential to stand out or be visually dominant in the streetscape. The development of large new retail buildings in the smaller townships is also relatively uncommon and therefore it is important that large new additions are well designed as they will be 'the new big thing' for quite some time.*
74. *The Operative Plan urban design assessment matters have been rationalized and are proposed to be more closely aligned with those developed through the Christchurch Plan Review process and that were the subject to considerable critique. The activity status is also proposed to be a Restricted Discretionary consent (thereby enabling inappropriate proposals to be declined) and explicitly non-notified given the key issues relate to integration with the wider centre context and amenity rather than any direct effects on specific parties.*
75. *It is noted that the Christchurch Plan provides for a controlled activity pathway where designs are certified by a Council-approved panel of designers. Implementation of this pathway appears to be problematic, with the City Council yet to have developed criteria for appointed an approved panel some two years after the decisions were issued.*
76. **Road boundary setbacks, glazing, and verandas:** *The matters covered by this rule work as a package to provide acceptable streetscape outcomes, especially for smaller developments that are not subject to the urban design rule discussed above. Provided smaller developments comply with the road frontage package an acceptable streetscape outcome should be achieved, thereby avoiding the need for a qualitative urban design assessment to apply to all new development. The package requires buildings to be built to the road frontage, to include verandas, pedestrian entrances, and to include at least 60% glazing at the ground floor street-facing façade. These rules reflect the standard on-the-ground approach to small format retailing that has existed for many years and therefore should not be unduly onerous or out of keeping with what the market has provided in Waimakariri.*
77. *As this package of rules relates to streetscape quality rather than the amenity of specific parties, it is recommended that consents generated by these provisions be processed on a non-notified basis.*
78. **Road boundary setbacks and landscaping – LFR and Local Commercial zones:** *A different approach to streetscape treatment is proposed for the LFR zones and for the two existing*

supermarket sites in Rangiora. The large format nature of the anticipated activities, combined with the existing built form and site layout of the established supermarket sites makes the above package of streetscape rules impractical. In short these zones have a different purpose and context to 'main street' retail environments. The proposed building setbacks and landscaping requirements align more closely with those proposed in the Industrial zones, given the 'big box' nature of the anticipated built form, along with anticipated high levels of surface carparking that accompanies these typologies.

7.2 Proposed urban design rules

79. The rule framework proposed in the 2018 report is confirmed as being appropriate, noting the above discussion regarding amending the geographic extent of where the PSSF rules apply. In summary the rule package is as follows:

80. Sites with PSSF frontage:

- All buildings subject to a qualitative urban design assessment through a non-notified, restricted discretionary resource consent process;
- Requirement for buildings to be built to the road frontage and across 100% of the site PSSF frontage, have direct pedestrian entrances, 60% glazing, and verandas;
- Parking lots or areas with direct frontage to the PSSF are fully discretionary activities.

81. Sites that do not have PSSF frontage:

- Qualitative urban design assessment through a non-notified, restricted discretionary resource consent process for buildings larger than 450m² GFA;
- Requirement for buildings to be built to the road frontage, have direct pedestrian entrances, 60% glazing, and verandas. Where a site has frontage to both a PSSF and another street, there is a requirement to only build to the PSSF frontage.

It is recommended that for non-PSSF streets where buildings are set behind or beside carparking areas, that there is a landscaping requirement along the road boundary and within the carpark area. This is a requirement that was not identified in the 2018 report but is consistent with the outcomes sought in the operative District Plan. Site visits of the town centres identified the amenity benefit of such landscaping and as such the continuation of this requirement is recommended.

82. The proposed landscaping requirement comes into play in three scenarios. The first is for non-PSSF streets, there is a requirement to build to the road boundary, but there is no requirement for the building to be along 100% of the frontage, i.e. a building with a carpark to one side.

83. The second scenario is where a site has frontage to both a PSSF street and a non-PSSF street e.g. a site extending between High St and Alfred St. In this scenario there is no requirement to build to Alfred St. If a carpark is provided to the rear/ Alfred Street then landscaping should be provided along the road frontage.

84. The third scenario is where a site is designed with buildings set back from the road frontage. In this scenario a resource consent will be needed for the building setback non-compliance,

with the landscaping rule also in play requiring frontage landscaping. If such landscaping is not provided then that would be a second rule breach.

85. As well as a landscape strip and tree planting along the road frontage, it is also recommend that tree planting occur within the carpark to a ratio of one tree for every five spaces. It is understood that such a requirement may form part of the Transport Chapter provisions and therefore could sit in that alternative chapter.

XXX-BFS7	<p>Road Boundary setbacks, glazing, and verandas – Neighbourhood Commercial, Local Commercial (Oxford and Woodend only), Town Centre Zones</p> <p>a. Landscaping shall be provided along the full length of the road boundary apart from vehicle crossings, outdoor seating or dining areas, or where buildings are built to the road boundary. This landscape strip shall be a minimum of 2m deep.</p> <p>b. The landscape strip required in (a) shall include a minimum of one tree for every 10m of road frontage or part thereof, with the trees to be a minimum of 1.8m in height at time of planting.</p> <p>c. Within outdoor car parking areas, a minimum of 1 tree per 5 car parks shall be provided, with the trees to be a minimum of 1.8m in height at time of planting.</p>	<p>RD</p> <p>Matters of discretion are restricted to those set out in MD8</p> <p>Any application arising from this rule shall not be limited or publicly notified.</p>
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8.0 Conclusion

86. The retention of the PSSF concept is supported as being an appropriate and effective tool in maintaining and supporting the character and function of the District’s primary main street environments.
87. The geographic extent of the PSSF is recommended to be reduced to the rear of High Street in Rangiora given the tension inherent in trying to establish primary frontages on all sides of these blocks. By removing the PSSF from the rear streets, it enables High Street to be appropriately prioritised as the key main street environment, whilst concurrently enabling parking to support the main street function to be effectively provided. The PSSF is recommended to be retained around the corners of High Street to maintain the visual character and quality of the main street.
88. The PSSF in Kaiapoi and Oxford are both confirmed as being appropriately located, subject to two minor reductions at the northern end of Williams Street in Kaiapoi.
89. In addition to built form rules, it is recommended that a qualitative urban design assessment is able to be undertaken for all new development with a PSSF frontage, and for larger developments (over 450m² GFA) that do not have a PSSF. For non-PSSF sites, built form standards and landscaping are recommended, with these provisions largely reflecting those

in the Operative Plan. It is recommended that for non-PSSF streets where buildings are set behind carparking areas, that there is a landscaping requirement along the road boundary and within the carpark area. This is a requirement that was not identified in the 2018 report but is consistent with the outcomes sought in the operative District Plan. Site visits of the town centres identified the amenity benefit of such landscaping and as such the continuation of this requirement is recommended.