

APPENDIX 4 – ASSESSMENT OF COMMERCIAL AND MIXED-USE ZONES AND ADJACENT ZONES AGAINST POLICY 3

1. Introduction and background

The PDP applies the National Planning Standards zones to the Operative District Plan and creates a hierarchy of centres, consistent with the CRPS chapter 6 requirements. The PDP also gives effect to the NPS-UD before the Amendment Act changes to Policy 3. The centre zones included in the PDP, together with their height limits, maximum building coverage (density standards) and anticipated scale are:

Zone	Max. Height Limit	Max. Building Coverage	Anticipated scale
Town Centre Zone	12-18m	100%	Unlimited
Local Centre Zone	10m	55%	1,000m ² to 4,000m ² floor space and up to 15 shops
Neighbourhood Centre Zone	8m	55%	up to 450m ² floor space; and up to five shops

Previously, NPS-UD Policy 3(d) required that the PDP enable building heights and density of urban form to be commensurate with the greater of:

- the level of accessibility by existing or planned active or public transport to a range of commercial activities and community services; or
- relative demand for business use in that location.

The height limits in the PDP were developed with reference to the existing built form, both within and adjacent to the zone, and also after receiving advice from local developers on demand, including consideration of building cost (this is explained in the Commercial Zones s32). They are also informed by amenity considerations.

The level of accessibility by existing or planned active or public transport to the centres was not considered high and therefore not determinative for the proposed height limits. The building coverage standards were informed by the existing built form and the density of development in the Medium Density Residential Zone (55%) which is likely to be adjacent to the centres.

The Amendment Act changed Policy 3(d) to read as follows:

“(d) within and adjacent to neighbourhood centre zones, local centre zones, and town centre zones (or equivalent), building heights and density of urban form commensurate with the level of commercial activity and community services.”

The PDP is required to give effect to the amended Policy 3 and this variation responds to this requirement. The key changes between the former and amended NPS-UD Policy 3(d) are the requirement to provide building heights and density of urban form:

- commensurate with the level of commercial activity and community services; and
- not only providing this within these zones, but also adjacent to them.

2. Issues and Options

The key issue to determine is whether the PDP height and density provisions for the TCZ, LZC, NCZ and the areas adjacent to these give effect to NPS-UD Policy 3 or whether changes to the PDP provisions are required.

Regarding commensurate development, the neighbourhood and local centres typically are limited to one and two storey structures, dominated by retail activities. Some also have community services such as medical / dental centres (e.g. Pegasus and Silverstream in Kaiapoi). The town centres typically have the highest scale and density of development in the District and generally range from single storey structures up to three storeys. They are still however low density given the existing building height and are unlikely to change significantly in the medium term given the advice from local developers.

Consistent with developer advice, the base PDP building height in the TCZ is 12m (4 stories). A bonus is provided to 18m in height if residential activities are proposed as part of a mixed use development. There are no maximum building coverage standards. The height standards were developed with advice from local developers and therefore are sufficient to meet market demand for at least the lifespan of the district plan and are presumably commensurate with the level of commercial services available and required (which are generally in 1 and 2 storey buildings). The level of community services is considered to be comparable to the level of existing commercial activity.

Regarding adjacent zones, the District's neighbourhood and local centres are principally located within the towns of Rangiora, Kaiapoi, Woodend and Pegasus. There is also a local centre located at Mandeville. 'Adjacent' is not defined in the NPD-UD and could arguably be anywhere from only those sites adjoining the centre zones to sites within a walkable catchment (800m).

The zones adjacent to these centres, together with comments on commensurate development and applicable density standards is provided in the table below.

Zone	Commensurate development / applicable density standards
Light industrial zone (adjacent to Rangiora TCZ)	The height limit (15m) and other density standards (including no maximum building coverage) in this zone were assessed through the development of the PDP with reference to its location adjacent to the centre. In addition, the height limit and building coverage are comparable to the PDP TCZ standards. It is therefore considered that the PDP height and density standards for this zone already give effect to Policy 3.
General Industrial Zone (adjacent to Kaiapoi TCZ)	The height limit (15m) and other density standards (including no maximum building coverage) in this zone were considered through the development of the PDP. These zones are intended for low density space intensive activities where higher densities are not typically required. The DDS identified that depending on demand in Kaiapoi, additional industrial land may be required. The NPS-UD s3.32 includes the requirement to provide sufficient business land suitable for low density uses to meet expected demand as a qualifying matter where higher density need not apply. However, given that the PDP height and building coverage standards are comparable to the TCZ it is considered that the

	PDP height and density standards for this zone already give effect to Policy 3.
Mixed use zone (adjacent to Kaiapoi TCZ)	The mixed use zone is a bespoke zone for an area that was 'red zoned' as a result of the Canterbury Earthquakes. The provisions applying to this area are consistent with the Waimakariri Residential Red Zone Recovery Plan. The PDP height limit for the zone is 15m and there is no building coverage standard, which are comparable to the adjacent Kaiapoi TCZ provisions. As such, it is considered that the PDP height and density standards for this zone already give effect to Policy 3.
Open Space zone (adjacent to Rangiora TCZ, LCZ and Kaiapoi LCZ, TCZ and NCZ; and Woodend LCZ and Pegasus LCZ); and Sport and Active Recreation Zone (adjacent to Kaiapoi TCZ and Woodend LCZ)	Open space zones and sport and active recreation zones are zoned for open space activities. While technically within scope of the NPS-UD, these areas are not anticipated to have high density development occurring in them. Technically a qualifying matters assessment is required to avoid high density urban development occurring in these zones.
Residential Zone adjacent to LCZ and NCZ in multiple locations	Generally the scale of built form and level of commercial and community services in these centres would not support development in excess of those provided for by the MDRS. Furthermore, the PDP height limits (10m and 8m) and building coverage 55%) are less than or comparable to those provided for by the MDRS. As such, it is considered that the PDP height and density standards for this zone already give effect to Policy 3.
Residential Zone adjacent to TCZ in multiple locations	<p>The town centres of Rangiora and Kaiapoi have the greatest scale of built form and the District's commercial and community services. The base building height in the TCZ is 12m (there are no maximum building coverage standards). A bonus is provided to 18m in height if residential activities are proposed as part of a mixed use development. These height standards were developed with advice from local developers and therefore are sufficient to meet market demand and are presumably commensurate with the level of commercial services available.</p> <p>The MDRS height limit applying adjacent to the TCZ is 12m including the roof. As such, the MDRS heights will be comparable to the TCZ base height. It is considered unusual and unnecessary to provide greater heights and density in residential areas adjacent to town centres than the centre itself. Given the above, it is considered that the PDP height and density standards for this zone already give effect to Policy 3.</p>

3. Proposed variation to the LCZ and NCZ built form standards

3.1 Height limits

Applying the MDRS height limits (11m + 1m for pitched roof) to the residential zones in the districts would mean that neighbourhood and Local centres have a lower height limit than the adjacent residential zones. This is considered incongruous and therefore the Council has determined that the height limit should be raised in these centres to be commensurate with the 11m height limit in the MDRS (the height limit in the Town Centre Zone can remain unchanged given the conclusions reached

above). This is considered to be a consequential change and no further assessment (costs / benefits) is proposed.

3.2 Height in relation to boundary

The commercial zones contain height in relation to boundary rules for buildings proposed adjacent to rural, residential or open space zones in order to manage amenity on adjacent sites. These were justified as part of developing the PDP. The MDRS contain a specified height in relation to boundary standard for residential zones which manages residential to residential interfaces within the zone. For consistency it makes sense to also apply this standard to commercial zones when development is proposed adjacent to residential zones. This is considered to be a consequential change and no further assessment (costs / benefits) is proposed.

4. Conclusion

Given the conclusions reached above, it is considered that no qualifying matters are required within the TCZ, LCZ and NCZ. It is also considered that qualifying matters reports are not required for residential, light industrial or general industrial zones adjacent to these centres as it is considered that the PDP height and density standards for these zones already give effect to Policy 3.