

**BEFORE INDEPENDENT HEARING COMMISSIONERS  
AT RANGIORA / WAIMAKARIRI**

**I MUA NGĀ KAIKŌMIHANA WHAKAWĀ MOTUHAKE  
KI RANGIORA / WAIMAKARIRI**

**IN THE MATTER** of the Resource Management Act 1991

**AND**

**IN THE MATTER** of the hearing of submissions and further submissions on the **Proposed Waimakariri District Plan**

**HEARING TOPIC:** Stream 9

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**MEMORANDUM OF COUNSEL FOR KĀINGA ORA – HOMES AND  
COMMUNITIES**

**1 FEBRUARY 2024**

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**Instructing solicitor:**  
C E Kirman  
Special Counsel  
Kāinga Ora - Homes and Communities  
PO Box 14594  
Central Auckland 1051  
E: [claire.kirman@kaingaora.govt.nz](mailto:claire.kirman@kaingaora.govt.nz)

**Counsel instructed:**  
B J Matheson | A M Cameron  
Richmond Chambers  
PO Box 1008  
Shortland Street  
Auckland 1140  
E: [matheson@richmondchambers.co.nz](mailto:matheson@richmondchambers.co.nz)

## MEMORANDUM OF COUNSEL FOR KĀINGA ORA – HOMES AND COMMUNITIES

### Introduction

1. Counsel understand that the Panel has requested submissions on one point arising out of the presentation of the Kāinga Ora submission on Hearing Stream 9, namely the relationship between a District Plan and the Property Law Act 2007 (“**PLA**”) in respect to the rights of a person to access another property, and whether it is an RMA matter that the Panel needs to consider when evaluating the proposed 4 m setback sought by KiwiRail from the rail corridor.
2. Counsel also understand that the Panel asked Ms Dale to provide a written response to questions raised in her evidence. Ms Dale’s responses are attached to this memorandum as **Appendix A**.

### Relationship between a District Plan and the Property Law Act 2007 in relation to property access

3. In short, there is no link between a District Plan and the PLA in relation to the rights of a person to access another property. Absent an easement, which may include the covenants implied in certain rights of way under Sch 5 to the PLA, a person has no general right to pass or re-pass over the private property of another person – and commits an act of trespass if they do.
4. In New Zealand, this is regulated both by the general law applying to trespass, and the Trespass Act 1980. In the case of the rail corridor, it is also regulated by s 73 of the Railways Act 2005. A copy of the relevant section is **attached** to this memorandum as Appendix B.
5. In summary, a person must not encroach on any railway infrastructure or railway premises, or otherwise enter onto such infrastructure or premises, without the express<sup>1</sup> authority of the appropriate licensed access provider or premises owner (here, KiwiRail). In the case of

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<sup>1</sup> Or in the case of railway premises, express or implied authority.

KiwiRail, the approval process is managed through the “Permit to Enter” process Ms Dale referred to at her paragraph 4.47.

6. Absent such authority, a person commits an actionable trespass under the common law, and (potentially) an offence under ss 3 and/or 4 of the Trespass Act 1980.

**Is unlawful access to property an RMA matter?**

7. The Courts have consistently stated that, when considering the effects of an application for resource consent, applicants (and their successors) are assumed to act lawfully.<sup>2</sup> There would appear to be no reason why a different approach should apply to the consideration of other human behaviour when assessing proposed district plan rules under s 32 of the RMA, especially where there is no evidence of illegal activity.
8. On that basis, it would be open to the Panel to find that unlawful access to property is incapable of generating potential effects which needs to be addressed through KiwiRail’s proposed setback.
9. However, we submit that there is a simpler path to the right answer available to the Panel, through an ordinary approach to the tests under s 32 of the RMA. Given there are other means to ensure that persons do not unlawfully trespass onto the rail corridor, imposing a blanket 4 m building setback as sought by KiwiRail for that specific purpose is duplicative of other regulatory restrictions, and is therefore neither efficient nor effective in achieving the objectives of the Proposed District Plan.
10. The need for resource management plans to focus on resource management matters was highlighted by the IHP in its Overview of Recommendations on the Auckland Unitary Plan at section 5.1, where it said:<sup>3</sup>

iii. The Resource Management Act 1991, and plans made under it, cannot do everything. The Unitary Plan should be focussed on what can most appropriately be done under the Resource Management Act 1991. The principal thing that Resource Management Act 1991 objectives, policies and

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<sup>2</sup> See eg *Barry v Auckland Council* [1975] 2 NZLR 626 (CA) at 651, in the case of an applicant. See also *Gabler v Queenstown Lakes District Council* [2017] NZHC 2086 at [85] and [102].

<sup>3</sup> See a link to those recommendations [here](#).

rules should address is managing the effects of people's activities on their neighbours and the environment. ...

vii. The Council has a range of statutory tools and other methods available to it to pursue its many and various objectives such as those in the Auckland Plan, the Long-term Plan and the Regional Land Transport Plan. It should keep in mind possible use of alternative methods outside the Resource Management Act 1991 that complement the Unitary Plan's objectives in order to achieve desired outcomes rather than trying to do too much through the Plan or potentially going beyond the ambit of the Resource Management Act 1991.

11. Consistent with those findings, in the case of concerns about potential trespass then KiwiRail has other remedies available to it, and KiwiRail can and should exercise those remedies.

**Dated** 1 February 2024

**B J Matheson | A M Cameron**  
Counsel for Kāinga Ora – Homes and Communities

## APPENDIX A – RESPONSES TO QUESTIONS PUT TO MS DALE

1. The Panel have asked that a summary of the rail corridor setback rules in the Partially Operative Selwyn District Plan and Proposed Porirua District Plan – Decisions Version be provided along with copies of the relevant decisions on these provisions. This is provided in the table below.
  
2. I note that both take the approach of only having rail corridor setback standards in zones that currently adjoin the rail corridor and that both have lesser setbacks (in Selwyn only for accessory buildings – 2m) than proposed in the S42A Report for the commercial chapter. Further, I note that the appeal period on the Proposed Porirua Plan has not yet closed.

Plan	Building/Structure Setbacks	Relevant parts of Panel Decision	Link to Decision
Partially Operative Selwyn District Plan	<ul style="list-style-type: none"> <li>- Commercial and Mixed-Use Zones 5m building setback.</li> <li>- Residential Zones 5m building setback, or for accessory buildings (less than 7m in length) 2m setback.</li> <li>- Standards for rail corridor setbacks only contained within zones that adjoin the corridor. Note that the rail corridor adjoins a limited number of residential and commercial/mixed use zones.</li> </ul>	<p>Commercial and Mixed Use - Paragraph 163.</p> <p>Residential – starting at paragraph 87, 112, 133, 154 and 160.</p>	<p><a href="https://www.selwyn.govt.nz/_data/assets/pdf_file/0009/2060469/PDP-Hearing-23-Commercial-and-Mixed-Use-Zones.pdf">https://www.selwyn.govt.nz/_data/assets/pdf_file/0009/2060469/PDP-Hearing-23-Commercial-and-Mixed-Use-Zones.pdf</a></p> <p><a href="https://www.selwyn.govt.nz/_data/assets/pdf_file/0019/2060470/PDP-Hearing-22-Residential-Zones.pdf">https://www.selwyn.govt.nz/_data/assets/pdf_file/0019/2060470/PDP-Hearing-22-Residential-Zones.pdf</a></p>
Proposed Porirua District Plan – Decisions Version 2023	<ul style="list-style-type: none"> <li>- 1.5m setback in Commercial and Residential Zones that adjoin the rail corridor.</li> <li>- Standards for rail corridor setbacks only contained within zones that adjoin the corridor.</li> </ul>	<p>Stream 4 Decision - Starting at Paragraph 502 and 699.</p> <p>Stream 7 Decision – Starting at Paragraph 236</p>	<p><a href="https://storage.googleapis.com/pcc-wagtail-media/documents/Porirua_PD-Report_5A_20_October_2023.pdf">https://storage.googleapis.com/pcc-wagtail-media/documents/Porirua_PD-Report_5A_20_October_2023.pdf</a></p> <p><a href="https://storage.googleapis.com/pcc-wagtail-media/documents/Porirua_PD-Report_8A_27_October_2023.pdf">https://storage.googleapis.com/pcc-wagtail-media/documents/Porirua_PD-Report_8A_27_October_2023.pdf</a></p>

3. The Panel also requested a copy of the Draft Greater Christchurch Spatial Strategy, which is attached as **Appendix C** to this memo. Noting the relevant sections in relation to Priority Areas including Rangiora starts at page 42.
4. During the hearing amended wording for CMUZ MD-19 (1) was discussed. The suggested amended wording is provided below:

#### **CMUZ-MD19 HEIGHT**

1. The extent to which the building ~~affects local environmental conditions including causes~~ increased shading and for buildings over 30m in height, the wind in nearby public spaces;

**APPENDIX B – SECTION 73 OF THE RAILWAYS ACT 2005**

## Part 3

### Rail corridor

#### Subpart 1—Protection of rail corridor

##### 73 Trespass relating to railway

(1) A person must not, without the express authority of the appropriate licensed access provider (in the case of railway infrastructure) or railway premises owner (in the case of railway premises),—

- (a) encroach on any railway infrastructure or railway premises by constructing or placing a building, fence, ditch, drain, or other obstacle, or planting a tree or shrub, on the railway infrastructure or railway premises; or
- (b) dig up, remove, alter, or undermine the soil or surface of any railway infrastructure or railway premises; or
- (c) fill up, divert, alter, or obstruct any ditch, drain, or watercourse that directly carries water off any railway infrastructure or railway premises or is made to protect that railway infrastructure or those railway premises; or
- (d) do any act in which—
  - (i) a ditch, drain, or watercourse that directly carries water off any railway infrastructure or railway premises or is made to protect railway infrastructure or railway premises is stopped; or
  - (ii) the natural flow of water in that ditch, drain, or watercourse is obstructed; or
- (e) interfere with or divert a ditch, drain, or watercourse in a manner that damages any railway infrastructure or railway premises; or
- (f) fell or remove a tree, shrub, or timber growing on any railway infrastructure or railway premises; or
- (g) interfere with or damage a rail vehicle or container or other property carried on a railway; or
- (h) interfere with, change, or move a building, structure, or property in a manner that causes damage to railway infrastructure or railway premises; or
- (i) cause or procure to be done any of the acts specified in paragraphs (a) to (h).

(2) A person must not enter any railway infrastructure or railway premises,—

- (a) in the case of railway infrastructure, without the express authority of the appropriate licensed access provider; and
- (b) in the case of railway premises, without the express or implied authority of the appropriate railway premises manager.



(3) The owner of stock, or a person in charge of stock, must prevent the stock from trespassing on a railway or on any part of a railway.

(4) If stock is found trespassing on a railway,—

(a) rail personnel may impound that stock:

(b) the relevant rail participant, or its rail personnel, may, in respect of that stock, exercise any of the functions or powers conferred on an occupier of land by the [Impounding Act 1955](#) (and the provisions of that Act, except [section 26\(1\)](#), apply accordingly).

(5) The provisions of this section are in addition to, and not in substitution for, the provisions of the [Trespass Act 1980](#).

Compare: 1992 No 111 s 25

**APPENDIX C – DRAFT GREATER CHRISTCHURCH SPATIAL PLAN**

# Greater Christchurch Spatial Plan

Draft plan for  
consultation



Whakawhanake  
Kāinga Komiti

Urban Growth Partnership  
for Greater Christchurch





# Have your say

Homai ō whakaaro

We'd like your feedback  
on the draft Greater  
Christchurch Spatial Plan.

Tell us what you think from  
19 June to 23 July 2023.

## Make a submission

-  [www.greaterchristchurch.org.nz](http://www.greaterchristchurch.org.nz)
-  [huihuimai@greaterchristchurch.org.nz](mailto:huihuimai@greaterchristchurch.org.nz)
-  Deliver to\*:
  - Christchurch City Council Te Hononga Civic Offices, 53 Hereford Street, Christchurch
  - Selwyn District Council Offices, 2 Norman Kirk Drive, Rolleston
  - Waimakariri District Council Offices, 215 High Street, Rangiora
  - Environment Canterbury, 200 Tuam Street, Christchurch
-  Post\*: Greater Christchurch Spatial Plan Consultation, Greater Christchurch Partnership, PO Box 73014, Christchurch 8154

If you make a submission, you can also speak to the Hearings Panel in support of your submission. Hearings on the draft Greater Christchurch Spatial Plan are scheduled to be held in October 2023.

\*Please include your full name, postal address, and email address. If your feedback is on behalf of a group or organisation, you must include your organisation's name and your role in the organisation.

## Please note

We require your contact details. Your feedback, name and address are provided to decision makers. Your feedback, with your name only, will be available on our website. However if requested, we will make feedback, including contact details, publicly available. If you feel there are reasons why your contact details and/or feedback should be kept confidential, please email:

[huihuimai@greaterchristchurch.org.nz](mailto:huihuimai@greaterchristchurch.org.nz)

## Webinars

We're holding a webinar to talk about the plan and to answer any questions you might have. You can register for the webinar online at [www.greaterchristchurch.org.nz](http://www.greaterchristchurch.org.nz).

Once you register for the webinar you will have the opportunity to send in your questions either before, or during, and we will answer as many as we can. The webinars will be recorded and uploaded to this page so you can watch at another time if you are unable to attend.

## Contact the team:

Please let us know if you'd like us to attend your community meeting or event. If you have any questions for the team please email us:

[huihuimai@greaterchristchurch.org.nz](mailto:huihuimai@greaterchristchurch.org.nz)

## Next steps:

Late July – September	Submissions are collated and a report is produced for the Hearings Panel
October & November	Hearings and Deliberations
December	Whakawhanake Kāinga Komiti considers endorsement and recommendation to partners of the Hearings Panel Recommendations Report
Early 2024	Partners consider adoption of the Greater Christchurch Spatial Plan



# Huihui Mai Engagement – what we heard

Huihui Mai – ngā  
whakahokinga kōrero

The Huihui Mai – let’s come together to plan our future engagement – was held from 23 February – 26 March 2023 to seek community input and test the work to date to inform the development of the draft Spatial Plan and the Mass Rapid Transit (MRT) Indicative Business Case work.

The engagement included an online survey, public workshops, drop-ins, activations, and a dedicated youth engagement programme which included workshops in schools and a youth summit.

During the engagement over 7,000 people completed the online survey and over 500 people were engaged face-to-face through public and youth workshops, an online webinar, drop-ins across Greater Christchurch, and presentations to groups. Of these, over 1,300 people who completed the online survey and participated in workshops were under the age of 25.

## Findings from the engagement include:

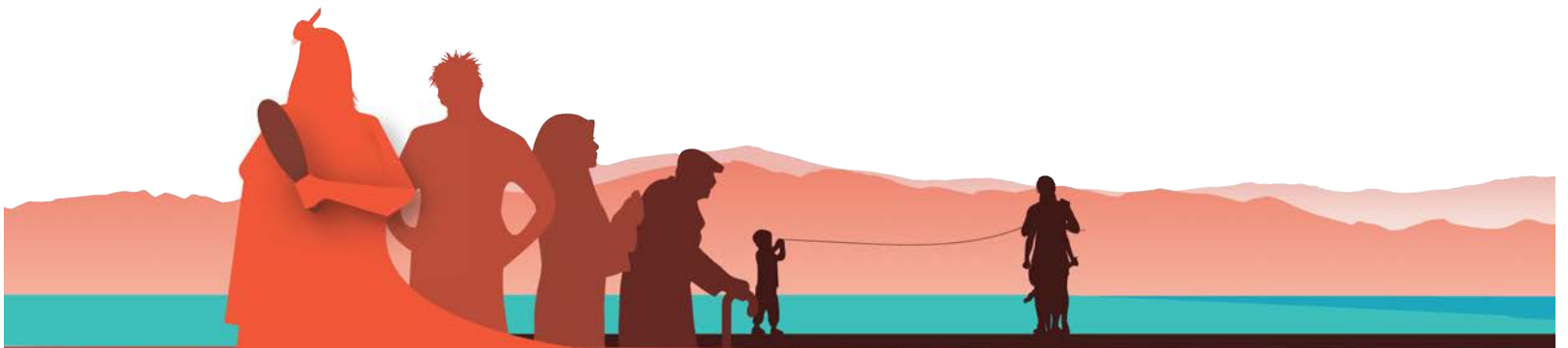
**86%** of people agree with the proposed direction of the draft Spatial Plan to focus growth around key urban and town centres and along public transport routes.

**53%** of people agree with the proposed MRT route (24% disagree). Agreement is much higher in suburbs along the MRT route (72%). For those who did not agree, a desire for improved public transport to where they live – Rolleston, Rangiora, Eastern Christchurch (i.e. not on the proposed route) is the main reason for disagreeing with the proposed route.

**56%** of people are open to higher density living, but it needs to be planned and designed to meet their different needs and provide quality of life for people.

To use their cars less, people want more frequent, more reliable and more direct public transport.

The feedback on what would encourage people to consider higher density living and using their cars less, and what people value and believe is missing in their neighbourhoods provides an important input into the implementation of the Spatial Plan.



## Key Themes from the Engagement

## How this is considered in the draft Spatial Plan

**The vast majority of people agree with the direction to focus growth around urban and town centres and along public transport routes**

Consistent with the direction of the draft Spatial Plan

**Many people are open to high density living, but it needs to be planned and designed to meet their different needs and provide quality of life for people**

As key tools to deliver the Spatial Plan are developed - e.g. Priority Development Areas, Housing Plan, explicit consideration must be given to how to ensure that the development of high-density housing meets the holistic wellbeing and lifestyle needs of people.

**People want effort focused on all aspects of the natural environment, with particular importance placed on improving the health of our waterways.**

Inform the development and implementation of a Greater Christchurch blue-green network. This is a key move in the draft Spatial Plan.

**Over half of people agree with the suggested 'turn up and go route'. Where they don't agree, it's mainly about wanting enhanced public transport / extension of the route to where they live**

The draft Spatial Plan identifies the 'turn up and go route' or Mass Rapid Transit route as a key move in shaping greater Christchurch. The draft Spatial Plan seeks to focus development along these routes and centres. This is also reflected in the identification of the Priority Development Areas (arising from technical evaluation) which are focused into key locations along the 'turn up and go route'.

**To use their cars less, people want more frequent, more reliable and more direct public transport.**

The draft Spatial Plan identifies a number of opportunities and directions for shaping Greater Christchurch urban form to enable people to use their cars less, if they choose too.

**Partnership and communication between urban development partners needs to improve to achieve better outcomes.**

The draft Spatial Plan joint work programme has actions/initiatives that will require the need to establish better models for partnering / communicating with urban development partners. The draft Spatial Plan acknowledges that coordinated action with infrastructure providers and the development sector will be of particular importance to enabling the type and scale of development needed to achieve the desired pattern of growth

**We need to protect Greater Christchurch's role as a national and regional logistics hub.**

The draft Spatial Plan as part of the Opportunity statements directions. This will also be an important component of the Greater Christchurch Transport Plan.

**There are some barriers and challenges to shift the balance of commercial residential development from greenfield to higher-density housing.**

The review of statutory / non-statutory tools to shift the feasibility of development is proposed as an action within the draft Spatial Plan joint work programme.



With the Huihui Mai consultation exploring what Greater Christchurch could look like in 2050, there was a large emphasis on capturing the youth voice. 1,300 youth under 25 took part in our survey, and

386 rangatahi from schools, tertiary institutions, youth councils/rōpū and participation groups participated in tailored workshops.

## Key themes identified by youth included:

There needs to be an affordable and accessible range of housing options for different groups of people, including options for intergenerational living and large whānau/aiga, when planning for future growth.

First home buyers and flatmates would be very open to high density housing - this would need to be affordable and have good design that maintains privacy, space and energy efficiency and promotes access to green spaces.

The 'Turn up and go service' could be extended to Kaiapoi and Rolleston, and out East to make the central city and Greater Christchurch areas more accessible. Considerations for transport options are: affordability, accessibility, frequency, consistency, safety for drivers and passengers and Wi-Fi-friendly.

Climate change, a clean and green environment, and the Avon and drinking water quality are a top priority.

Safety across all aspects of living, working, transport and recreation in Greater Christchurch and on online platforms is important.

Māoritanga is embraced, visible and valued. Greater Christchurch is diverse, multi-cultural and welcoming and this is reflected in the city and at the decision making tables.

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# Key terms

## **BLUE-GREEN NETWORK**

A blue-green network is a series of spaces and corridors that follow and connect water bodies, parks, green areas and the coast. Blue elements include rivers, streams, storm water drains and basins, wetlands, freshwater, and coastal water; while green elements include trees, parks, forests, reserves and greenways.

## **CENTRE**

A centre is a location that is a focal point for economic, social, community and civic activity. This plan refers to four different types of centres – being significant urban centres, major towns, locally important urban centres and towns, and key business areas – reflecting the expected scale and mix of activities and buildings.

## **DENSITY**

Density refers to the number of houses or dwellings within a certain area. The higher the number of dwellings per hectare, the higher the density. This plan refers to low, medium and high density. Low density generally describes an area with predominately detached dwellings on sections greater than 300m<sup>2</sup>. Medium density describes areas where attached dwellings are more prevalent, such as semi-detached or duplex dwellings, terraced housing, or low-rise apartments. In high density areas, multi-story buildings are prevalent.

## **DEVELOPMENT CAPACITY**

Development capacity means the capacity of land to be developed for housing or for business use; based on the zoning, objectives, policies, rules and overlays that apply in the relevant proposed and operative Resource Management Act planning documents, and the provision of adequate development infrastructure to support the development of land for housing or business use.

## **GREEN BELT**

A green belt is a planning tool used to maintain areas of green space around urban areas, often acting as a buffer between urban and rural areas.

## **KĀINGA NOHOANGA**

Kāinga nohoanga is a form of settlement or land development for members of hapū or whānau providing residential accommodation. It may also include accommodation for visitors and short term residents with associated communal buildings and facilities; as well as social activities and facilities, commercial activities, and cultural facilities and activities.

## **MASS RAPID TRANSIT**

Rapid transit is a step up from conventional public transport, being a quicker, more frequent and reliable, higher-capacity public transport service that operates on a permanent route (road or rail) that is largely separated from other traffic. It was also being mentioned as 'turn-up-and-go' service.

## MIXED-USE

Mixed-use refers to the variety of activities permitted by planning regulations to occur either within a location (such as within a town centre) or on a site. Mixed-use planning regulations permit a variety of residential, commercial or community activities to occur, rather than restricting activities to a single use, such as residential only.

## MODES OF TRANSPORT AND MODE SHIFT

Transport modes refers to the different ways or types of vehicles people use to get from A to B. In this plan, the different modes of transport referred to include public transport (such as bus services), active transport (such as cycling and walking) and private vehicles (such as cars). Mode shift means growing the share of travel by public transport, cycling and walking.

## NGĀ WAI

Ngā Wai encompasses water bodies and their margins, and include ngā awa (rivers), ngā roto (lakes), ngā hāpua (coastal lagoons), ngā repo (wetlands) and ngā puna (springs).

## PRIORITY AREAS

Priority Areas are areas that the partnership wishes to focus coordinated effort at a given time. They are a key tool as part of the Urban Growth Agenda framework that provides a mechanism for coordinated and aligned action across multiple agencies; to inform, prioritise and unlock investment, and drive collective accountability.

It is important to note that if an area is not a 'Priority Area' through this process, it does not mean that it may not become one at a later date. The list of Priority Areas can change and be re-prioritised as challenges and opportunities change or evolve. It also does not mean that development, partnership and investment in areas outside of a Priority Area cannot occur.

## SOCIAL INFRASTRUCTURE

Social infrastructure includes parks and open spaces, community facilities, schools and health facilities. In this plan, the term infrastructure includes social infrastructure, unless specified otherwise.

## TARGETED INTENSIFICATION

Targeted intensification refers to accommodating housing and business growth through greater intensification around key urban and town centres, and along public transport corridors.

## URBAN FORM

The urban form is the physical shape and land use patterns of towns and cities. It refers to housing types, street types, how they sit in the environment and their layout. It includes the location, density and design of homes, workplaces, schools, parks and other community facilities, as well as the transport networks that connect them.

## WĀHI TAONGA

Wāhi Taonga are treasured places that have high intrinsic value, and are valued for their capacity to shape and sustain the quality of life. Access to these areas is important to Ngāi Tahu identity.

## WĀHI TAPU

Wāhi Tapu are sites and places that are culturally and spiritually significant to the history and identity of mana whenua. Wāhi Tapu sites are to be protected according to tikanga and kawa to ensure the sacred nature of those sites is respected.

## WELL-FUNCTIONING URBAN ENVIRONMENTS

The National Policy Statement on Urban Development requires planning decisions to contribute to well-functioning urban environments. A definition of well-functioning urban environments is provided in the Delivering on national direction section of this plan.

# Introduction

He Kupu Whakataki

Over the past 15 years, Christchurch and its surrounding towns have grown rapidly. By 2050, more than 700,000 people are projected to be living in Greater Christchurch – 30% more than there are today, with the population potentially doubling to 1 million people within the next 60 years, if not earlier. It's important to plan for how growth this significant will be accommodated, while also looking after the environment and responding to climate change.

In 2022, the Greater Christchurch Partnership and the Crown established an Urban Growth Partnership for Greater Christchurch – the Whakawhanake Kāinga Komiti. This partnership of central government, local government and mana whenua is focused on shared objectives related to affordable housing, emissions reduction, and creating liveable and resilient urban areas.

The first priority of the partnership is the Greater Christchurch Spatial Plan – this document.

The Spatial Plan sets out the partners' shared vision for the future of Greater Christchurch. It

is a plan for action, for starting now to make the transformational shifts needed to secure the future of Greater Christchurch. This includes a clear pathway for how the city region will create prosperous and well-functioning urban environments, and build greater resilience in the context of the changing environment. It sets out what the priorities are and what needs to happen to achieve them.

Its key directions include a focus on targeted intensification in centres and along public transport corridors, along with the prosperous development of kāinga nohoanga on Māori Land and within urban areas.

The direction set out in the plan is supported by commitments across central government, local government and mana whenua to partner and invest in shared priorities for Greater Christchurch, to ensure the city region remains a great place to live for all. The implementation of the plan will form the ongoing work programme of the partnership.

## Acknowledging Te Tiriti and Rangatiratanga

The contemporary relationship between Ngāi Tahu whānui and the Crown is defined by three core documents: Te Tiriti o Waitangi, the Ngāi Tahu Deed of Settlement 1997 and the Ngāi Tahu Claims Settlement Act 1998.

Papatipu Rūnanga expect that the partners will honour Te Tiriti o Waitangi and the principles upon which it is founded, including principles of Partnership and recognition of their rangatiratanga status.

In making its apology in 1998, the Crown acknowledged that Ngāi Tahu holds rangatiratanga within the Ngāi Tahu takiwā. Further, the Te Rūnanga o Ngāi Tahu

Declaration of Membership Order 2001 establishes individual Papatipu Rūnanga as the entities with responsibility for resources and the protection of tribal interests within their respective takiwā.

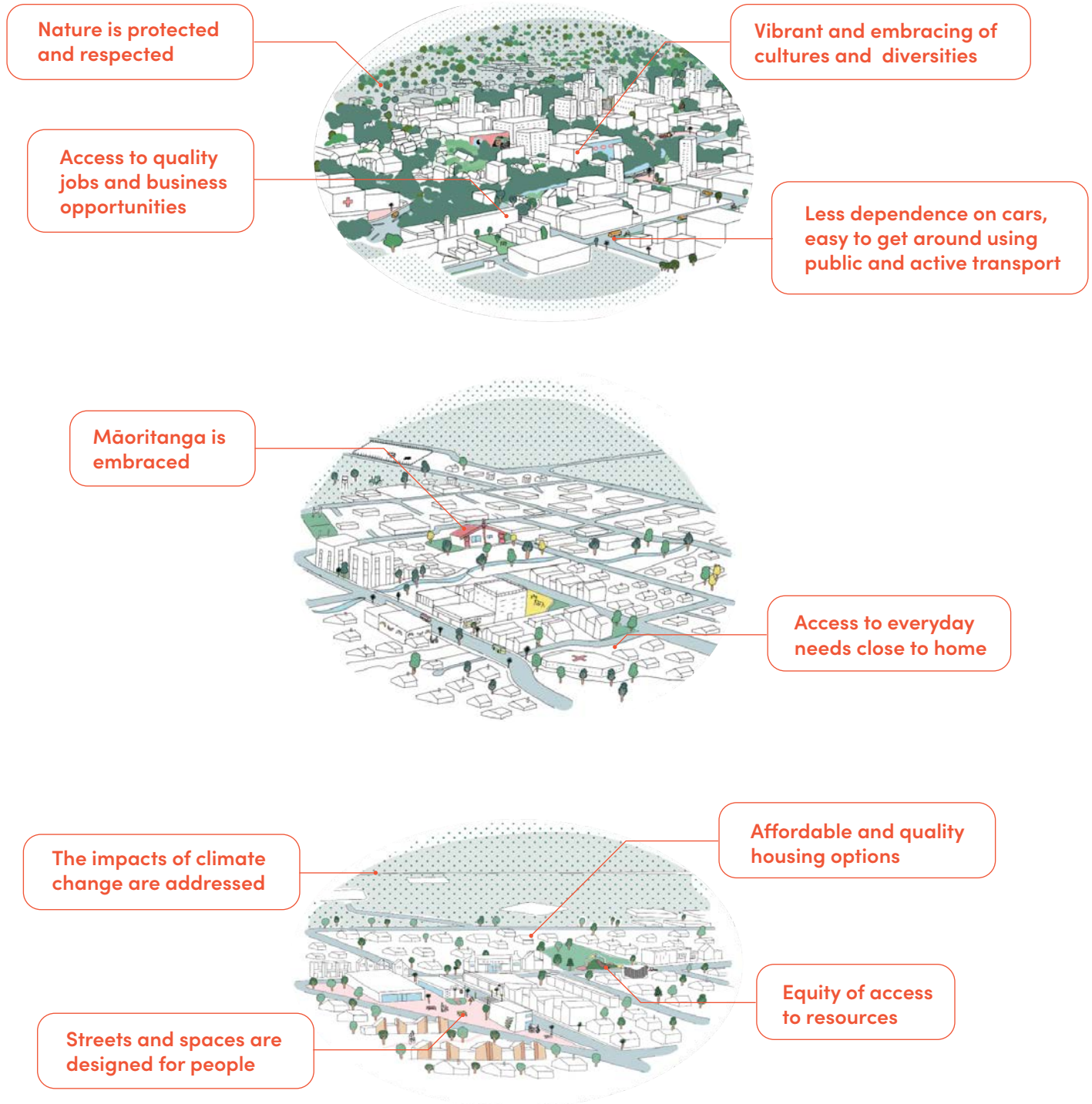
These documents and matters have informed the nature and manner of engagement and collaboration between the Papatipu Rūnanga and the partners involved in the development of this Spatial Plan, and the commitments made to actively support and assist mana whenua fulfil their priorities.



## The aspirations for Greater Christchurch – a place to live well

The Spatial Plan seeks to deliver on the community aspirations for Greater Christchurch – as a place that supports the wellbeing of residents both now and for generations still to come.

**Figure 1: Community aspirations for Greater Christchurch in 2050**





## The Greater Christchurch area

Greater Christchurch is found at the meeting point of the Canterbury Plains, the Pacific Ocean, and the volcanic remnants of Whakaraupō / Lyttelton and Te Pātaka a Rākaihautū / Banks Peninsula.

It extends from Rangiora in the north to Lincoln in the south, and from Rolleston in the west to Sumner in the east. It includes the flat lands and Port Hill areas of Ōtautahi Christchurch, and the surrounding towns and rural areas. Its landscape is dominated by rivers, lakes, estuaries, coastal lagoons, wetlands and springs.

Greater Christchurch includes parts of three territorial authorities: Christchurch City, Selwyn District and Waimakariri District. It is also part of a cultural landscape that holds significant historic and contemporary cultural importance for Ngāi Tahu whānui.

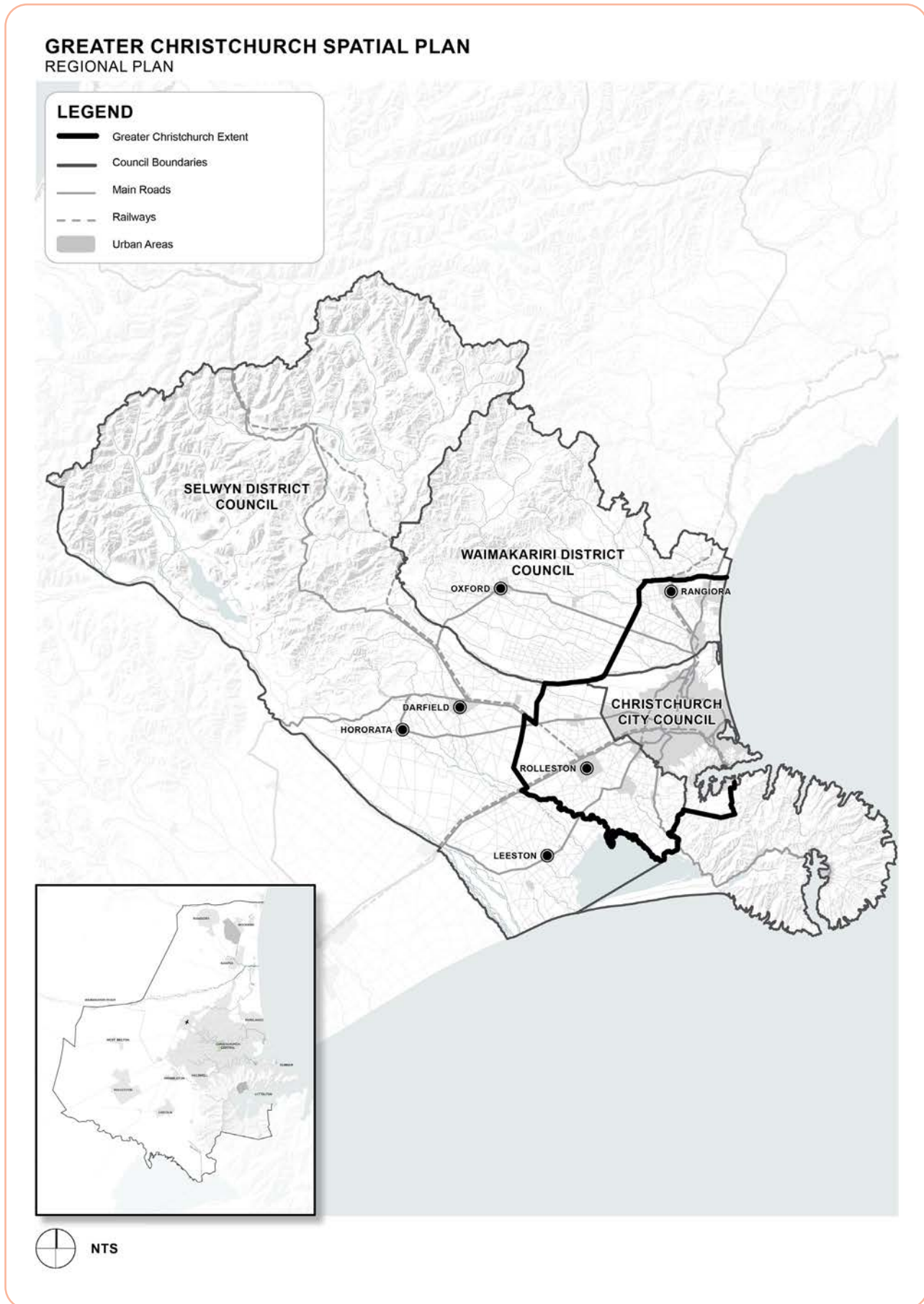
Greater Christchurch traverses the takiwā of three Papatipu Rūnanga: Te Ngāi Tūāhuriri, Taumutu and Te Hapū o Ngāti Wheke (Rāpaki), with the marae of Te Ngāi Tūāhuriri and Te Hapū o Ngāti Wheke being located within the Greater Christchurch area. The marae associated with each of the Papatipu Rūnanga are the beating hearts of tribal identity and centres for cultural, social and economic activities.

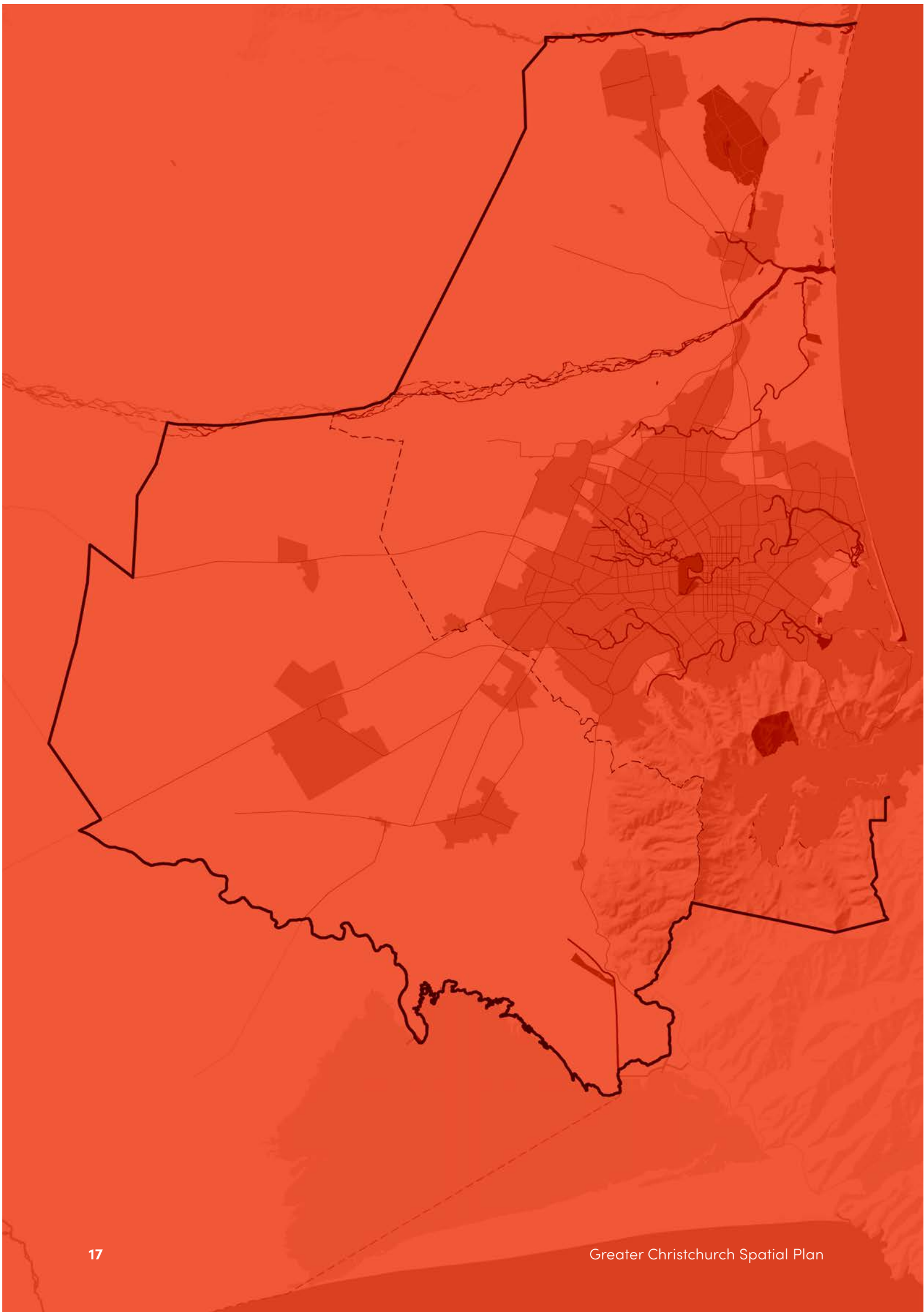
Greater Christchurch sits within and has deep connections with the wider Waitaha / Canterbury region.

*The geographic extent of Greater Christchurch is shown in Map 1.*



Map 1: The geographic area of Greater Christchurch





# Context

## Te Horopaki

## How Greater Christchurch has grown

The Greater Christchurch area has been inhabited by Māori for settlement, resource gathering and exercising of cultural practices for more than 1,200 years. The earliest peoples in the area were the Waitaha, who were succeeded by Ngāti Mamoe. Ngāti Mamoe were followed soon after by hapū who came to be known as Ngāi Tahu.

The coastline of Te tai o Mahaanui acted as an important route for trade and travel, while the water bodies and forests in the area provided a rich source of mahinga kai.

The abundance of resources in the area attracted European settlers from the 1800s. Christchurch became a centre for provincial government, as well as the market, logistics, services and education hub for the surrounding region. Farming was the city's first industry, reflecting the pre-eminence of the Waitaha / Canterbury region as a farming province.

The way that Christchurch and the towns in Selwyn and Waimakariri have grown over time has been enabled by the availability of flat land on the Canterbury Plains that is relatively easy to subdivide and service. The introduction of the private car during the middle of the 20th century also enabled the urban area to develop beyond the inner city and along tram lines, to the suburbs and surrounding towns. The reliance on the car for travel has since become ingrained in the fabric of Greater Christchurch.

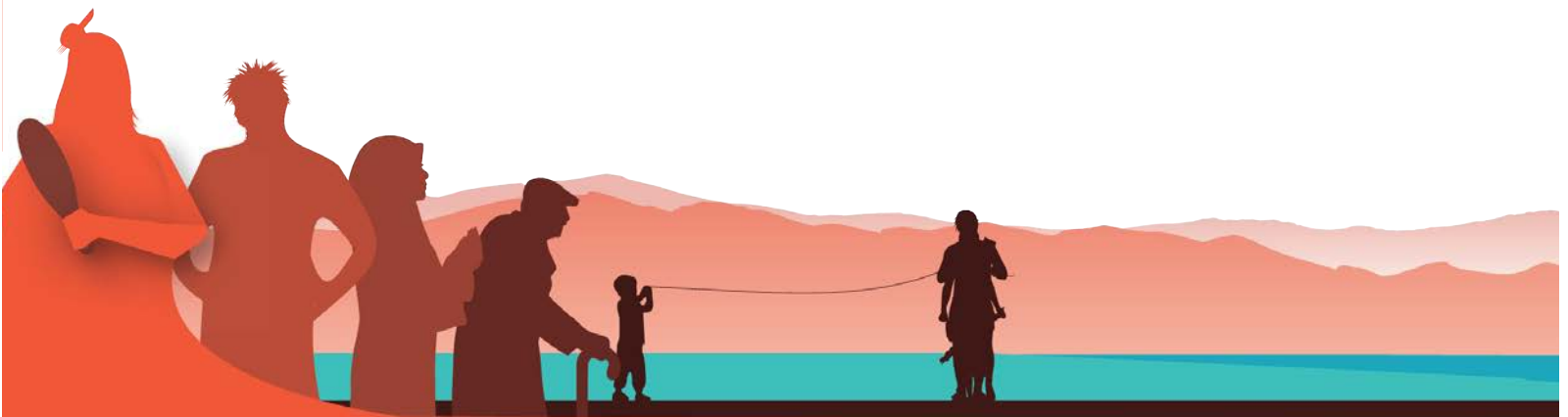
In 2010 and 2011, a series of earthquakes caused widespread damage to Greater Christchurch. It resulted in the permanent displacement of whole neighbourhoods in the eastern areas of Christchurch and in Kaiapoi, and demolition of

many buildings in Christchurch's Central City. This led to a substantial shift of households and businesses to the western areas of Christchurch and towns in Selwyn and Waimakariri.

The private and public sectors have made considerable investments since. The Central City in particular has benefitted from modern infrastructure, new civic assets, urban realm improvements, and large residential and commercial developments. The rebuild of the Central City has been the most ambitious urban renewal project in Aotearoa New Zealand's history and is once again a place that is attractive to people and businesses.

Greater Christchurch's population exceeds half a million people, which represents more than 80 percent of the Waitaha / Canterbury population and almost half of the Te Waipounamu / South Island population. Strong population growth in Greater Christchurch over recent years reflects its highly valued lifestyle, including the easy access to green spaces and the outdoors, the sense of community, the relative affordability of living, and the growing vibrancy. It's also benefitted from immigration, which has created a rich and diverse population.

Greater Christchurch has developed into the primary economic hub and commercial centre for the Waitaha / Canterbury region and Te Waipounamu / South Island, supporting a number of nationally important economic assets. This includes a large business sector, four tertiary institutions, a number of research institutions, an international airport, a sea port and two inland ports.



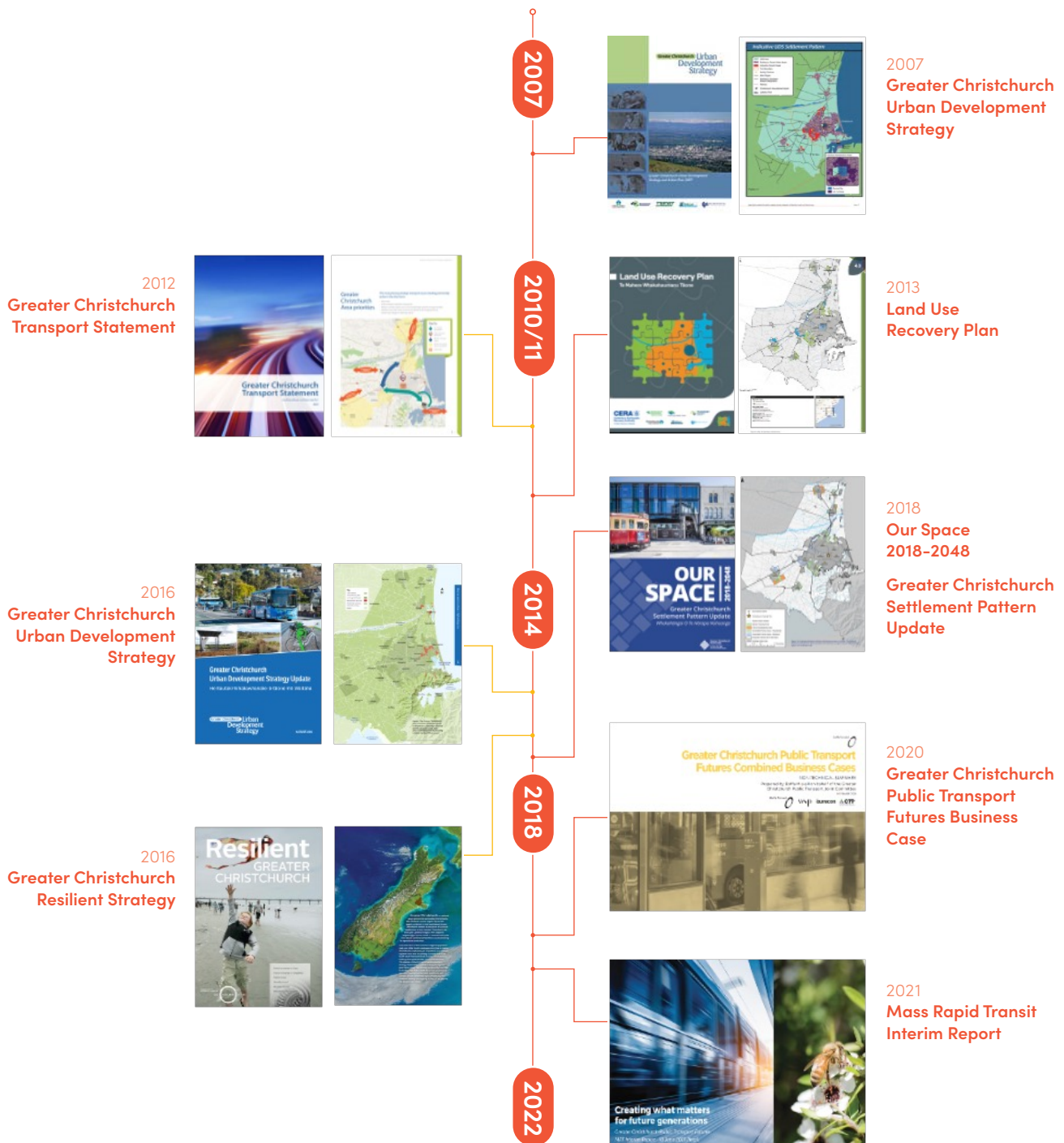
## Planning and policy context

### Building on previous growth strategies

The first strategic growth strategy developed for Greater Christchurch was the Greater Christchurch Urban Development Strategy in 2007 (which was updated in 2016). The collaborative work of the Greater Christchurch Partnership since has been

guided by this strategy, including the planning undertaken to accommodate the large number of households and businesses displaced after the earthquakes in 2010 and 2011.

**Figure 2: Timeline of key documents for Greater Christchurch**



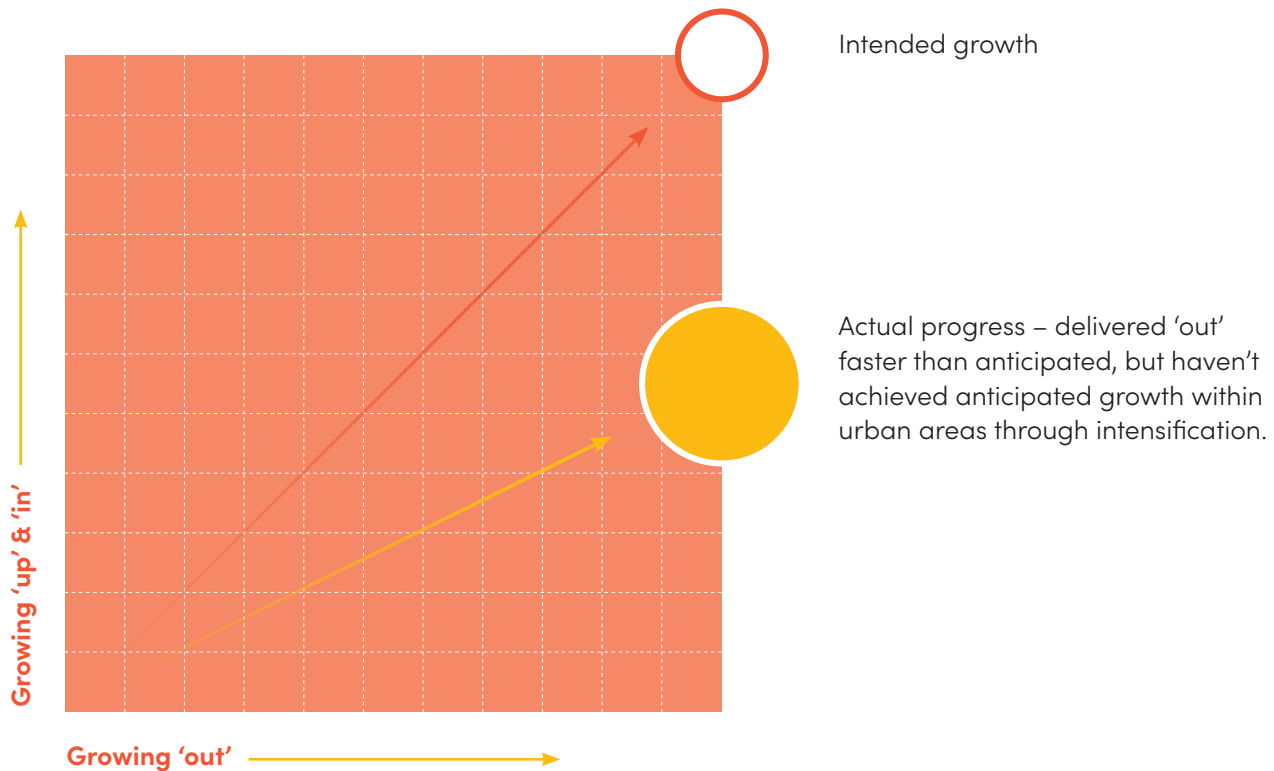
This Spatial Plan builds on and replaces the previous plans and strategies developed for Greater Christchurch, but does not seek a fundamental change from their strategic direction.

It provides an up-to-date look at how Greater Christchurch has evolved over recent years, and the strategic opportunities and challenges for taking the city region forward.

It recognises that Greater Christchurch has seen growth through the expansion of urban areas happen faster than anticipated and growth through intensification of urban areas not achieve anticipated levels. This was a by-product of the earthquakes and an acknowledged divergence from the planned growth direction.

**Figure 3: Intended versus actual pattern of growth**

**Type of Growth**

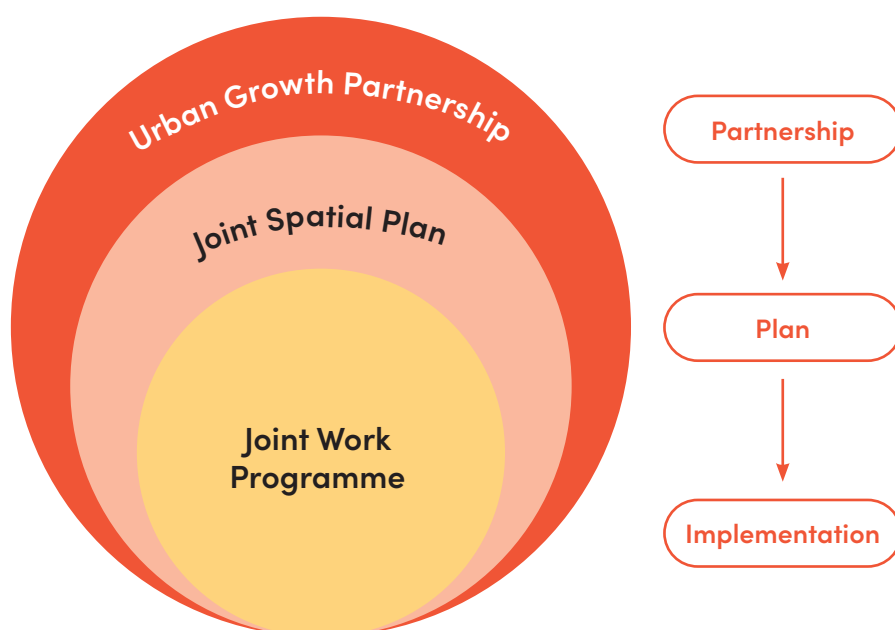


## Delivering on national direction

The Spatial Plan has been prepared under the Urban Growth Agenda – a central government programme to improve coordination between central government, local government and mana whenua in high growth urban areas.

The Spatial Plan is the first priority of the Urban Growth Partnership for Greater Christchurch – the Whakawhanake Kāinga Komiti. The Komiti's priorities strongly align with the objectives of the Urban Growth Agenda and wider national direction, and reflects the issues facing Greater Christchurch.

**Figure 4: Components of the Urban Growth Partnerships programme**



### Whakawhanake Kāinga Komiti's priorities

Create a well-functioning and sustainable urban environment.  
Priority will be given to:

- Decarbonising the transport system
- Increasing resilience to natural hazards and the effects of climate change
- Accelerating the provision of quality, affordable housing
- Improving access to employment, education and services.



Relevant national direction includes the National Policy Statement on Urban Development, Government Policy Statement on Housing and Urban Development, Government Policy Statement on Land Transport, the Emissions Reduction Plan, and other national policy statements relating to highly productive land and freshwater management.

The Spatial Plan satisfies the requirements of a future development strategy under the National

Policy Statement on Urban Development. This includes setting out how well-functioning urban environments will be achieved, and how sufficient housing and business development capacity will be provided to meet expected demand over the next 30 years.

What this national direction requires of the Spatial Plan is summarised below.

## Well-functioning urban environments

Contribute to well-functioning urban environments, which at a minimum:

- Have or enable a variety of homes that meet the needs, in terms of type, price and location, of different households; and
- Have or enable a variety of homes that enable Māori to express their cultural traditions and norms; and
- Have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and
- Have good accessibility for all people between housing, jobs, community services, natural spaces and open spaces, including by way of public or active transport; and
- Support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and
- Support reductions in greenhouse gas emissions; and
- Are resilient to the likely current and future effects of climate change.

## A low emissions future

Plan for an urban form and transport system that substantially reduces greenhouse gas emissions, including supporting a transformational shift in transport choices.

## A healthy natural environment

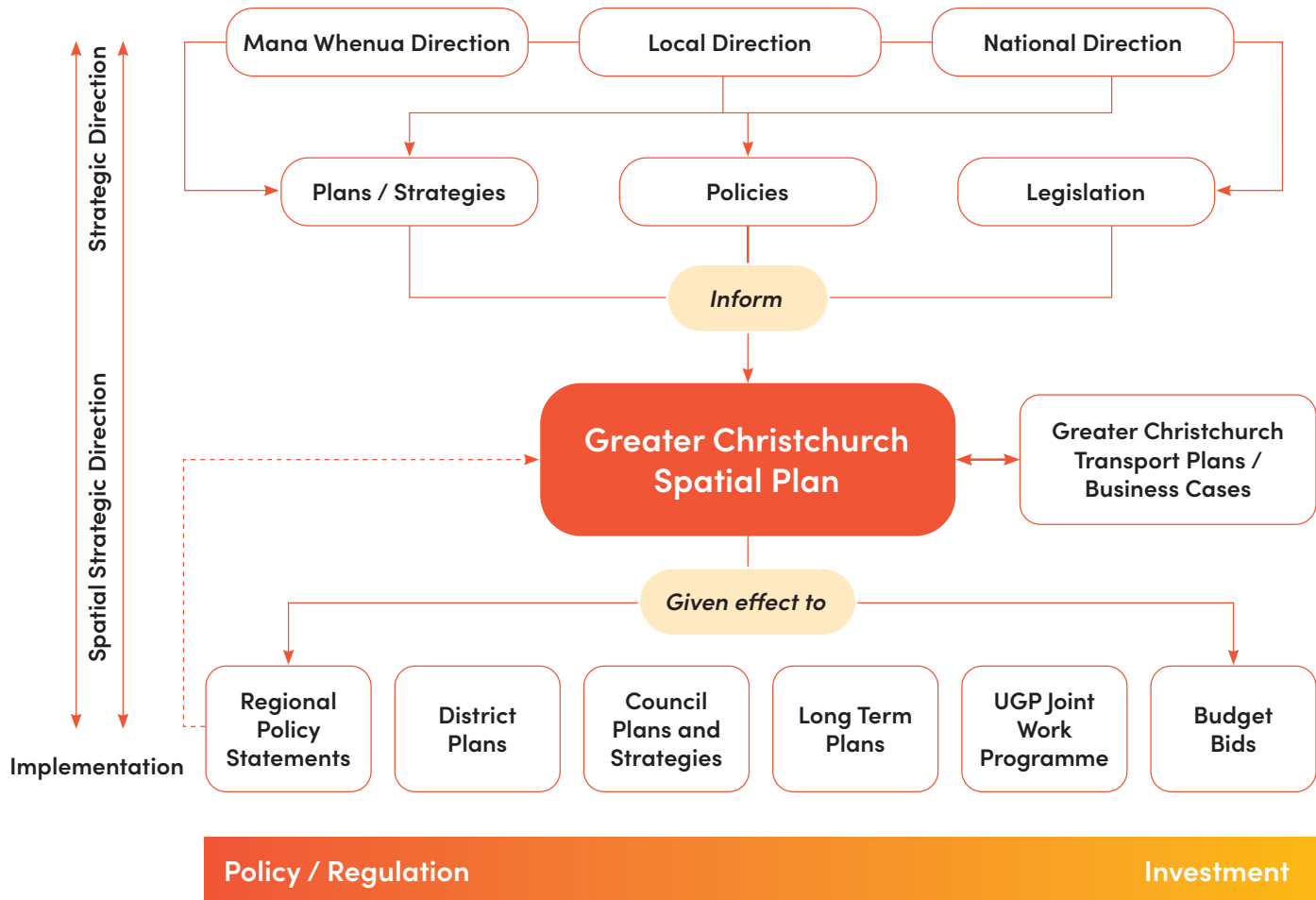
Protect highly productive land for food and fibre production, manage water bodies in a way that gives effect to Te Mana o te Wai, and conserve the natural environment for the benefit of future generations.

## Aligning with local and regional planning processes

The Greater Christchurch councils are also progressing their own local and regional planning processes. Many of these have informed the

Spatial Plan and some will help implement the direction of the plan.

**Figure 5: Planning context for the Spatial Plan**



Related planning processes currently underway:

- Councils are implementing the Medium Density Residential Standards from the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act. Christchurch City Council notified changes to its District Plan in March 2023. Selwyn and Waimakariri District Councils have incorporated changes into their district plan reviews as variations, with decisions expected mid-2023 for Selwyn and the last quarter of 2024 for Waimakariri.
- Selwyn and Waimakariri District Councils are reviewing their district plans. For Selwyn, hearings are underway with decisions expected mid-2023. For Waimakariri, hearings will run from May 2023 to May 2024 with decisions expected late-2024.
- Canterbury Regional Council is reviewing the Canterbury Regional Policy Statement, which includes a review of the airport noise contours and developing significance criteria for new greenfield areas; as well as the Regional Coastal Environment Plan and the Land and Water Regional Plan. This review will also continue to consider, and direct, how to manage urban growth in balance with activities that occur in the rural environment.

## Mahaanui Iwi Management Plan

The Mahaanui Iwi Management Plan is an expression of kaitiakitanga and rangatiratanga from the six Papatipu Rūnanga with mana whenua rights over the lands and waters within the takiwā from the Hurunui River to the Hakatere River, and inland to Kā Tirititi o Te Moana – an area that encompasses Greater Christchurch. It is first and foremost a planning document intended to assist Papatipu Rūnanga participate in

all aspects of natural and environmental management. It provides a comprehensive suite of objectives and policies that identify values, priorities and processes that should be followed in the restoration and protection of the natural environment, as well as the planning and development of urban areas. It has been a key background document to inform the development of the Spatial Plan.

## Looking to the future

Greater Christchurch is well placed for much greater population and economic growth.

The latest projections from Stats NZ indicate Greater Christchurch's population will grow from a population of approximately 530,000 to more than 700,000 by 2051. This is around 170,000 more people and 77,000 more households.

If Greater Christchurch was to grow at the rate seen over the last 15 years, then it could reach a population of 700,000 within the next 25 to 30 years and one million within the next 60 years, doubling the size of today's population.

This growing population will become more ethnically diverse, with people identifying as Māori, Pacifica and Asian forming a larger share of the young people and working-age population. As the population ages and becomes more diverse, it's critical that a range of housing types and models of community living are provided so people can stay

in their communities through different stages of their lives, and live with their whānau and friends.

Recent investments in infrastructure, buildings, assets and communities provides the opportunity to attract more people, business and investment to the city region. This is critical to the future of Christchurch's Central City, which remains economically vulnerable. About 40,000 people now work in the Central City, which is below pre-earthquake levels and is particularly low compared with the 115,000 people working in the central business districts of Auckland and Wellington.

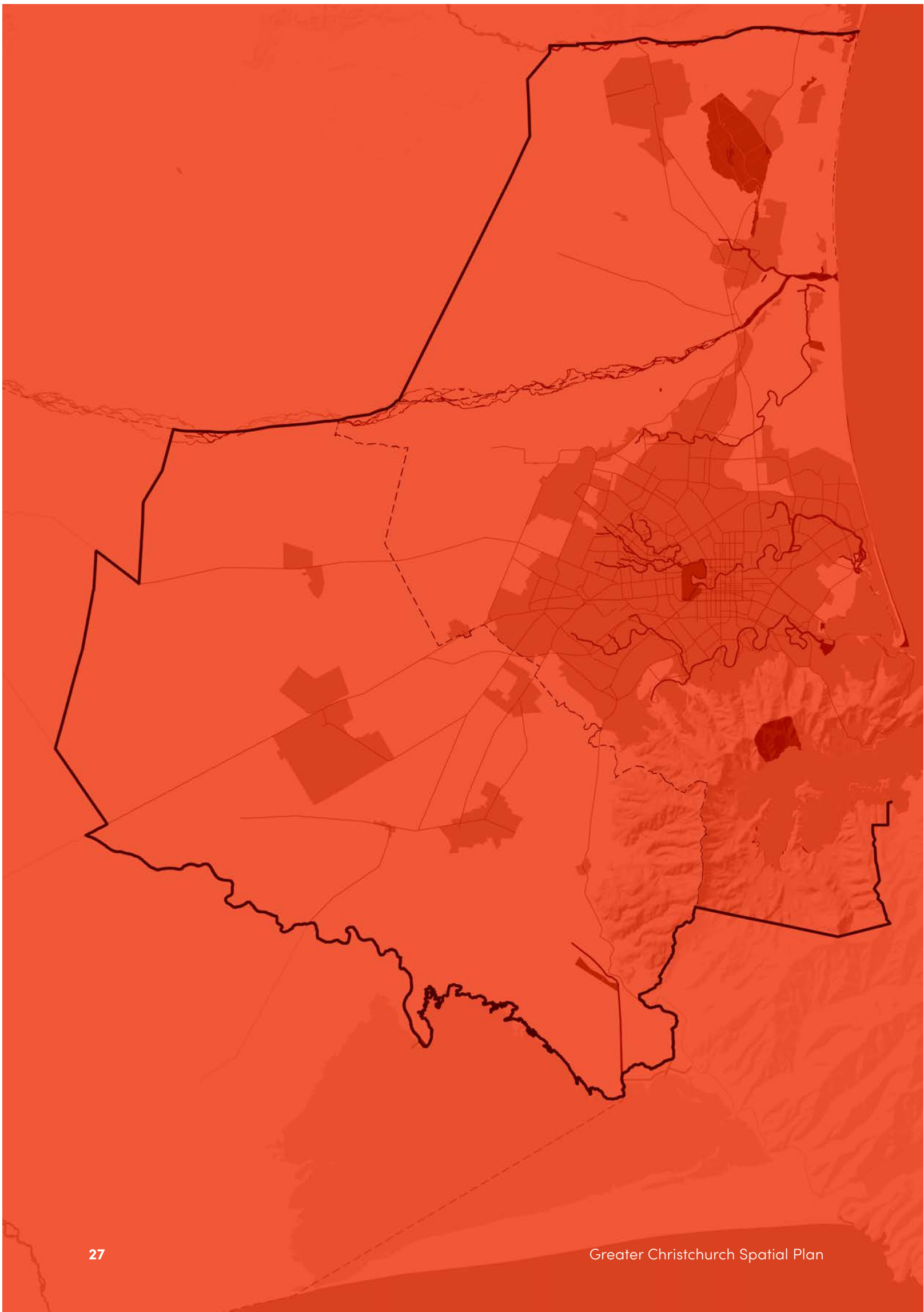
Moving to a net zero emissions future, along with building the capacity of communities and ecosystems to adapt to the impacts of climate change, will be major challenges over the coming decades.

### Mana whenua priorities and expectations

The Spatial Plan needs to reflect the values of mana whenua and give effect to their priorities and expectations. In summary, these expectations are that the Spatial Plan:

- Supports kāinga nohoanga on Māori Land, supported by infrastructure and improved accessibility
- Supports kāinga nohoanga within urban areas
- Protects Wāhi Tapu, Wāhi Taonga and Ngā Wai.

For mana whenua's priorities regarding the environment, refer to *Opportunity 3: Protect, restore and enhance the natural environment, with particular focus on te ao Māori, the enhancement of biodiversity, the connectivity between natural areas and accessibility for people.*



# The spatial strategy

## Te Rautaki Whaitua

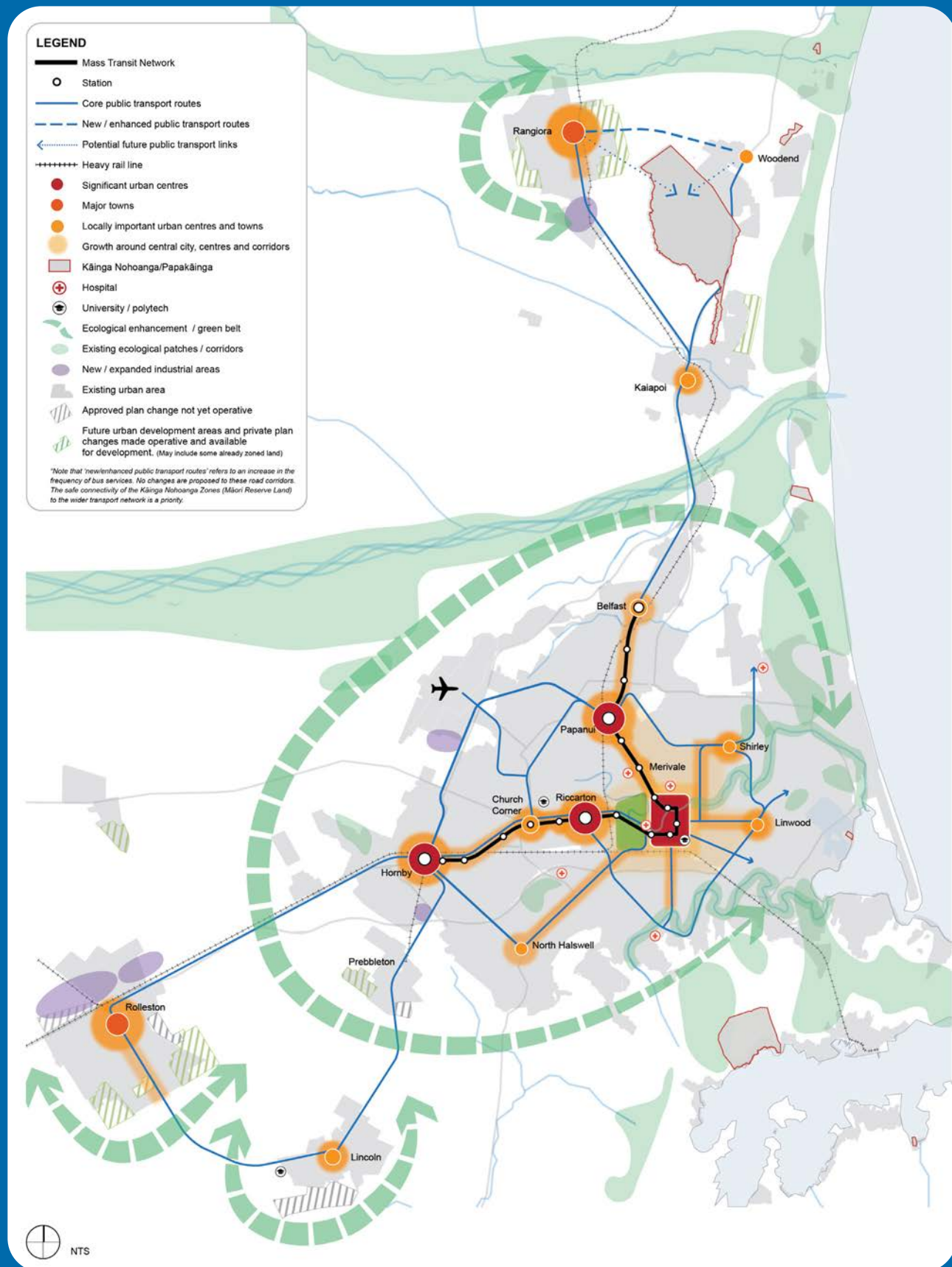
Greater Christchurch has grown and changed throughout its history, and will continue to do so into the future. It is essential that the city region develops in a way that provides the best economic, social, cultural and environmental outcomes for its people and places, both for present generations and those still to come.

Six opportunities have been identified for how the Spatial Plan can help close the gap between the current and desired future states for Greater Christchurch, together with a number of directions that will guide the work of the partnership and individual partners to address these opportunities. Two overarching directions particularly shape the desired pattern of growth.

Five key moves have also been identified that will be fundamental to realising the transformational shifts required to achieve the desired future and support inter-generational wellbeing.

Together, these opportunities, directions and key moves make up the spatial strategy for Greater Christchurch. A visual representation of the strategy is provided in Map 2.

Map 2: The Greater Christchurch spatial strategy (1 million people)





#1

Protect, restore and enhance historic heritage and sites and areas of significance to Māori, and provide for people's physical and spiritual connection to these places



#2

Reduce and manage risks so that people and communities are resilient to the impact of natural hazards and climate change



#3

Protect, restore and enhance the natural environment, with particular focus on te ao Māori, the enhancement of biodiversity, the connectivity between natural areas and accessibility for people

**Opportunities**  
Ngā Aheinga

**Directions**  
Ngā Ahunga

## Focus growth through targeted intensification in urban and town centres and along public transport corridors

### Enable the prosperous development of kāinga nohoanga on Māori Land and within urban areas

1.1 Avoid urban development over Wāhi Tapu

1.2 Protect, restore and enhance Wāhi Taonga and Ngā Wai

2.1 Focus and incentivise growth in areas free from significant risks from natural hazards

2.2 Strengthen the resilience of communities and ecosystems to climate change and natural hazards

3.1 Avoid development in areas with significant natural values

3.2 Prioritise the health and wellbeing of water bodies

3.3 Enhance and expand the network of green spaces

3.4 Protect highly productive land for food production

3.5 Explore the opportunity of a green belt around urban areas

**Key Moves**  
Ngā Kōkehanga / Matua

The prosperous development of kāinga nohoanga

A strengthened network of urban and town centres

A mass rapid transit system





#4

Enable diverse and affordable housing in locations that support thriving neighbourhoods that provide for people's day-to-day needs



#5

Provide space for businesses and the economy to prosper in a low carbon future



#6

Prioritise sustainable transport choices to move people and goods in a way that significantly reduces greenhouse gas emissions and enables access to social, cultural and economic opportunities

4.1 Enable the prosperous development of kāinga nohoanga on Māori Reserve Land, supported by infrastructure and improved accessibility to transport networks and services; along with the development of kāinga nohoanga within urban areas

4.2 Ensure sufficient development capacity is provided or planned for to meet demand

4.3 Focus, and incentivise, intensification of housing to areas that support the desired pattern of growth

4.4 Provide housing choice and affordability

4.5 Deliver thriving neighbourhoods with quality developments and supporting community infrastructure

5.1 Sufficient land is provided for commercial and industrial uses well integrated with transport links and the centres network

5.2 A well connected centres network that strengthens Greater Christchurch's economic competitiveness and performance, leverages economic assets, and provides people with easy access to employment and services

5.3 Provision of strategic infrastructure that is resilient, efficient and meets the needs of a modern society and economy

6.1 Enable safe, attractive and connected opportunities for walking, cycling and other micro mobility

6.2 Significantly improve public transport connections between key centres

6.3 Improve accessibility to Māori Reserve Land to support kāinga nohoanga

6.4 Develop innovative measures to encourage people to change their travel behaviours

6.5 Maintain and protect connected freight network

**A collective focus on unlocking the potential of Priority Areas**

**An enhanced and expanded blue-green network**

# Overarching directions

## Ngā Ahunga Whānui

### Focus growth through targeted intensification in urban and town centres and along public transport corridors

The desired pattern of growth in Greater Christchurch that best delivers on the six opportunities is to focus household and business growth through greater intensification in urban and town centres, and along public transport corridors. Concentrating growth in this way has many benefits:

- Reduces urban expansion over Wāhi Tapu and Wāhi Taonga.
- Provides opportunities to restore and enhance the natural environment.
- Has the least impact on highly productive soils and most likely to deliver positive outcomes for air quality and water use.
- Is more likely to achieve policy directives for integrated planning (land and water).
- Provides a better opportunity to mitigate risks associated with natural hazards.
- Provides the best opportunity to achieve higher density housing consistent with trends showing an increased demand for smaller homes.
- Provides the best accessibility and would support lower vehicle kilometres travelled and greenhouse gas emissions from transport.
- Provides the best opportunities for economic agglomeration and achieves more efficient and effective use of land and resources.
- Provides economies of scale to fund delivery.

### Enable the prosperous development of kāinga nohoanga on Māori Land and within urban areas

The prosperous development of kāinga nohoanga is fundamental to the future of Greater Christchurch. The Spatial Plan sets out the commitment of partners to deliver on mana whenua's priorities and expectations in regard to kāinga nohoanga. This includes enabling the development of kāinga nohoanga on Māori

Land, supported by infrastructure and improved accessibility to transport networks and services; along with the development of kāinga nohoanga within urban areas to enable mana whenua to provide for their customs and wellbeing. Prosperous kāinga nohoanga is essential to achieving well-functioning urban environments.

# Key moves

## Ngā Kōkehanga Matua

### The prosperous development of kāinga nohoanga

#### On Māori Reserve Land

In 1848, the Crown acquired some 20 million acres of land from Ngāi Tahu through the Canterbury Deed of Purchase. The terms agreed as part of the land purchase included the setting aside of kāinga nohoanga (translated as places of residence) as self-governing reserves.

With each reserve came the rights to mahinga kai; to develop land (including subdivision) and community facilities; to develop a sustainable and growing economic base to sustain future generations; and an enduring timeframe – meaning that the reserves would belong to the people and their descendants without impediment for all of the future.

Within Greater Christchurch, Māori Reserve Land is located at:

- MR875, Rāpaki (zoned Papakāinga/Kāinga Nohoanga)
- Tuahiwi MR873 (proposed to be zoned Special Purpose Kāinga Nohoanga)
- Kaiapoi Pā (proposed to be zoned Special Purpose Kāinga Nohoanga)
- Pūharakehenui MR892 (zoned Rural)
- MR959 east side of Te Waihora (zoned Rural)

The Crown's agreement to the development and governance of the reserves has never been fulfilled.

Multiple statutes have removed these rights, including successive planning statutes from the Town and Country Planning Act 1953 to the Resource Management Act 1991. Through this legislation, Māori Reserves have been zoned as Rural – preventing subdivision, housing, social and educational infrastructure, and the development of prosperous economic activities. This has impacted the prosperity and wellbeing of mana whenua.

Since 2015, there have been changes made to the Christchurch District Plan and the Proposed Waimakariri and Selwyn District Plans to remove zoning impediments to the development of Māori Reserves. While these changes have gone some way to providing for development of Māori Land, further changes are needed to remove residual impediments.

Further, strategic planning has failed to recognise kāinga nohoanga as it does not fit the western paradigm of residential, commercial, industrial and rural activities. Accordingly, Māori Land has never been identified as a future or priority development area towards which investment should be directed.

The changes that have been made to district plans have not, in all cases, been supported with investment for infrastructure. This largely reflects that councils are geared towards the development of staged residential subdivisions, leaving tikanga and the inter-generational development of Māori Land and kāinga nohoanga to fall outside operational processes, and to later and unknown commitments and delivery.

In particular, infrastructure has become a significant barrier to the development of Māori Land within MR873 at Tuahiwi. It is also noted that MR892 and MR959 should be rezoned for Kāinga Nohoanga purposes.

Partnership and work between mana whenua and councils is needed to remove residual planning barriers to the development of Māori Land in the Papakāinga / Kāinga Nohoanga Zone in the Christchurch District Plan and the proposed Special Purpose (Kāinga Nohoanga) Zone in Waimakariri. Infrastructure is also required to service Māori Land within the full extents of the original Māori Reserves, with a specific focus on MR873 at Tuahiwi. This investment includes improved accessibility via public and active modes of transport.

### **Within urban areas**

Many Māori live within Greater Christchurch's urban area where housing is typically provided through general residential, medium and high density zoning – none of which contemplate or appropriately provide for kāinga nohoanga as a housing outcome. Consequently, the cultural needs of Māori have been overlooked.

The National Policy Statement on Urban Development requires that a well-functioning urban environment has, or enables, a variety of homes, and that this includes homes that enable Māori to express their cultural traditions and norms.

Similarly, the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act allows amendments to district plans to enable papakāinga. This is not limited to specific geographic areas, such as Māori Reserves, or any particular urban zoning. This necessitates dispensing with those policies that previously limited cultural housing initiatives to Māori Reserves.

Partnership and work between mana whenua and councils is also needed to create a planning framework that will enable kāinga nohoanga within the urban areas of Greater Christchurch.

# A strengthened network of urban and town centres

There is a network of urban and town centres across Greater Christchurch. They vary by the populations they serve, the range of activities and services they provide, and their level of accessibility by public transport. Defining the role and function of these centres helps to plan their ongoing development as focal points for their communities, and in some cases, as the focus for significant growth in the future.

Centre	Purpose	Locations
Significant urban centres	Focusing employment and service functions in a small number of integrated, significant employment centres and major towns to improve the productivity and growth of economic activity, attract additional business investment, support a vibrant and viable Central City, and better leverage and integrate economic assets.	Central City (primary centre) Riccarton corridor Hornby Papanui / Merivale corridor Papanui
Major towns		Rolleston Rangiora
Locally important urban centres and towns	Supporting greater intensification of people, services and employment to provide better co-location of people with amenities and employment, and provide better connections through public and active modes of transport.	Shirley Linwood North Halswell Belfast / Northwood Lincoln Kaiapoi Ravenswood / Pegasus / Woodend Key towns outside Greater Christchurch (including Darfield, Leeston, Oxford) Corridors around other high-frequency public transport routes
Key business areas	Providing space for industrial activity and employment primarily; with freight accessibility, as well as accessibility for workers via public and active modes of transport, being important.	Christchurch Airport / Russley South of the Central City Southern industrial spine (including iZone) Port of Lyttelton Other business areas

The significant urban centres in Christchurch, and the major towns in Selwyn and Waimakariri, will have an important role to play in accommodating higher levels of growth in the future.

Centre	Purpose
<p><b>Central City</b></p>	<p>The Central City will remain the primary centre for Greater Christchurch.</p> <p>The Central City is currently underperforming economically, which undermines its vibrancy and long term viability; limits economic concentration; and reduces the attractiveness of Greater Christchurch to business, tourism and talent. The opportunity is to strengthen the form and function of the Central City by:</p> <ul style="list-style-type: none"> <li>• Maintaining and supporting its primacy as the main leisure, tourism, economic and transport hub of Greater Christchurch</li> <li>• Incentivising, enabling and supporting it as a focal point for: <ul style="list-style-type: none"> <li>◦ Business attraction, with significant increases in employment density, high-rise commercial developments, flagship retail, head offices and knowledge intensive services</li> <li>◦ Redevelopment for the highest residential densities (ranging from 100 to 200 households per hectare), including multi-storey townhouses, apartments and mixed-use developments</li> </ul> </li> <li>• Transitioning the south and south-east general business and industrial areas to comprehensive higher density residential and mixed-use developments.</li> </ul>
<p><b>Riccarton corridor</b></p> <p>Hagley Park to Upper Riccarton</p>	<p>The opportunity is to develop the currently retail orientated areas of the Riccarton corridor for commercial development and business investment. There is the opportunity to extend knowledge-intensive services, high value jobs and innovative activity from the Central City, linking with the University of Canterbury, along the corridor; supported by high frequency public transport, and over time, mass rapid transit.</p> <p>There is also the opportunity to incentivise and provide for multi-storey townhouses and apartments, achieving average density yields ranging between 70 and 150 households per hectare.</p>
<p><b>Papanui / Merivale corridor</b></p> <p>Central City to Papanui</p>	<p>The opportunity is to build on the existing strong retail, hospital / health sector and tourism accommodation provision to provide an intensified corridor connecting through Merivale to the Central City; noting that the Papanui / Merivale corridor is primarily focused on residential (50 to 100 households per hectare), with limited commercial. There is the opportunity to leverage this potential mass rapid transit route.</p>
<p><b>Papanui</b></p>	<p>The opportunity is to build on this existing retail and service centre for north Christchurch to provide higher density residential (70 to 100 households per hectare), and address poor quality urban form through regeneration and significant brownfield redevelopment opportunities. The opportunity is to provide a stronger, higher quality northern service centre in Papanui, with high density housing linked by high frequency public transport.</p>

Centre	Purpose
<p><b>Hornby</b></p>	<p>The opportunity is to transition the current poor quality urban form of Hornby, which has a wide mix of business and industrial activities, low density and poor quality residential, and low tree cover, into the second sub-regional service centre after the Central City.</p> <p>Hornby is strategically positioned in relation to Christchurch Airport and the western areas of Greater Christchurch. There is the opportunity for regeneration and significant brownfield redevelopment to enhance its urban form, support community integration, and provide a stronger and more integrated centre core with the transition of surrounding areas from industrial to high density residential (50 to 100 households per hectare).</p>
<p><b>Rangiora</b></p>	<p>Rangiora is a key service and employment centre for surrounding areas; providing a mature and comprehensive offering of employment, retail and community facilities. Its residential stock is lower density.</p> <p>The opportunity is to intensify (residential and commercial) around Rangiora’s town centre, while retaining its character.</p>
<p><b>Rolleston</b></p>	<p>Rolleston is a strong residential growth node with high quality community infrastructure and a developing town centre providing retail and hospitality. The township is located beside iZone (an inland port and logistics hub). However, employment (commercial and industrial) is still low relative to the size of the population, with most people commuting to Christchurch for employment.</p> <p>In the short term, the opportunity is to build Rolleston’s commercial centre, with higher density residential commensurate with its population.</p>

# A mass rapid transit system

A strengthened urban and town centres network in Greater Christchurch will need to have strong connections between centres. This will require more realistic and viable alternatives to private car use.

Mass rapid transit will not only be a transport enhancement to Greater Christchurch's infrastructure, but also a 'city shaping' initiative that is fundamental to the shift in urban form required to help achieve a net zero emissions future.

## What is mass rapid transit?

Mass rapid transit is a high frequency and capacity public transport service that runs on a dedicated transport corridor, using modern high quality vehicles. These corridors prioritise public transport, as well as people on foot and bike. Mass rapid transit would be a core component of the public transport network, supported by bus services. It would be a step up from current public transport services in Greater Christchurch.

Key to the success of mass rapid transit in Greater Christchurch:

**Reliability:** Mass rapid transit vehicles are separated from cars and given priority at intersections, which allows for public transport to be consistently on-time.

**Speed:** Mass rapid transit travel times are similar if not faster than travelling by car.

**Frequency:** By operating more regularly, mass rapid transit reduces wait times – 5 minutes or less on average.

**Capacity:** Mass rapid transit vehicles are high capacity and able to move lots of people.

It is also being mentioned as 'turn-up-and-go' public transport services.

## The preferred route

The preferred route for mass rapid transit connects Christchurch's Central City with the key centres of Riccarton, Papanui, Hornby and Belfast (see Map 3). The route runs along Papanui Road and Main North Road to the north; Riccarton Road and Main South Road to the west; and along Tuam Street, Manchester Street and Victoria Street in the Central City.

The route provides several benefits:

- A significant proportion of Greater Christchurch's growth over the next 30 years will be focused along these corridors, so development is happening in the right locations.
- It encourages investment in higher density developments and mixed-use areas.
- It provides improved accessibility to key employment areas.

Connections between the districts and the Central City will be provided using direct bus services, including:

- Better intra-district public transport connections
- Direct bus services from the districts to the Central City, principally using the motorway corridors
- Direct connections to the mass rapid transit system
- 'Enhanced' park-and-rides.



## Phasing

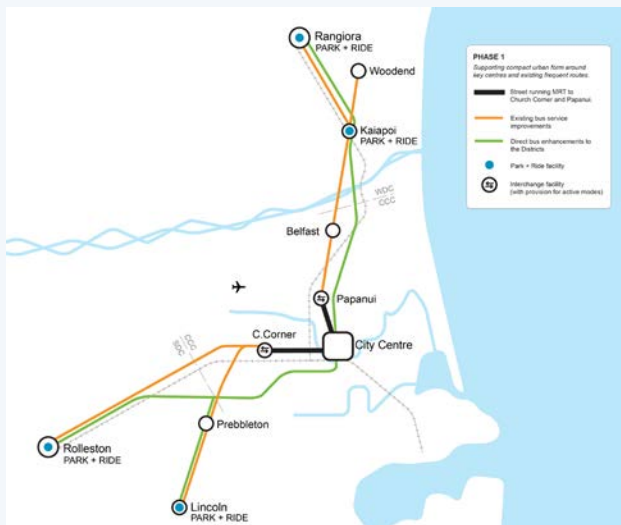
The preferred route would likely be constructed in two phases to align with population growth and demand.

Phase one would focus on Christchurch's inner core between Church Corner and Papanui to support intensification around highly accessible centres.

Phase two would extend the route to interchanges in Belfast and Hornby.

### Map 3: Preferred mass rapid transit route – Phase 1 and 2

Phase 1



Phase 2



## Modes

The preferred mass rapid transit route considers either a Light Rail service or a Metro bus service, as both modes have their own package of benefits and constraints. Further investigations will be

undertaken in due course with respect to its adaptation to future growth, on its construction, operations and maintenance.



George Street Light Rail - Sydney



Brisbane Bus Metro - Brisbane

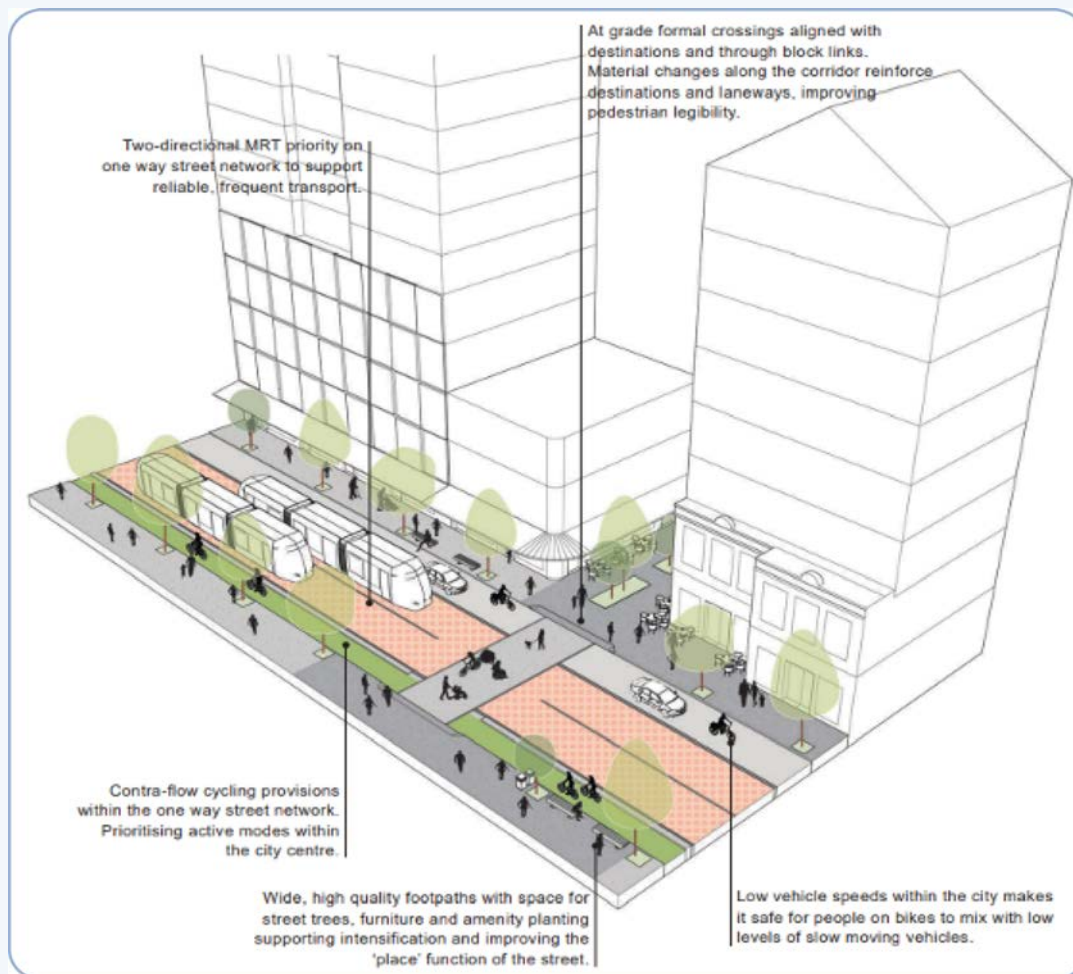
## Urban Design of the route and centres

The introduction of mass rapid transit would require some changes to the neighbourhoods located along the preferred route to maximise the benefits of mass rapid transit. These changes would activate streets around stations and better connect people to where they want to go. This includes prioritising walking and other modes of

active transport, and improving their look and feel so they are attractive and safe.

Wider streets along parts of the route would provide opportunities for green spaces, dedicated lanes for active travel and more generous footpaths.

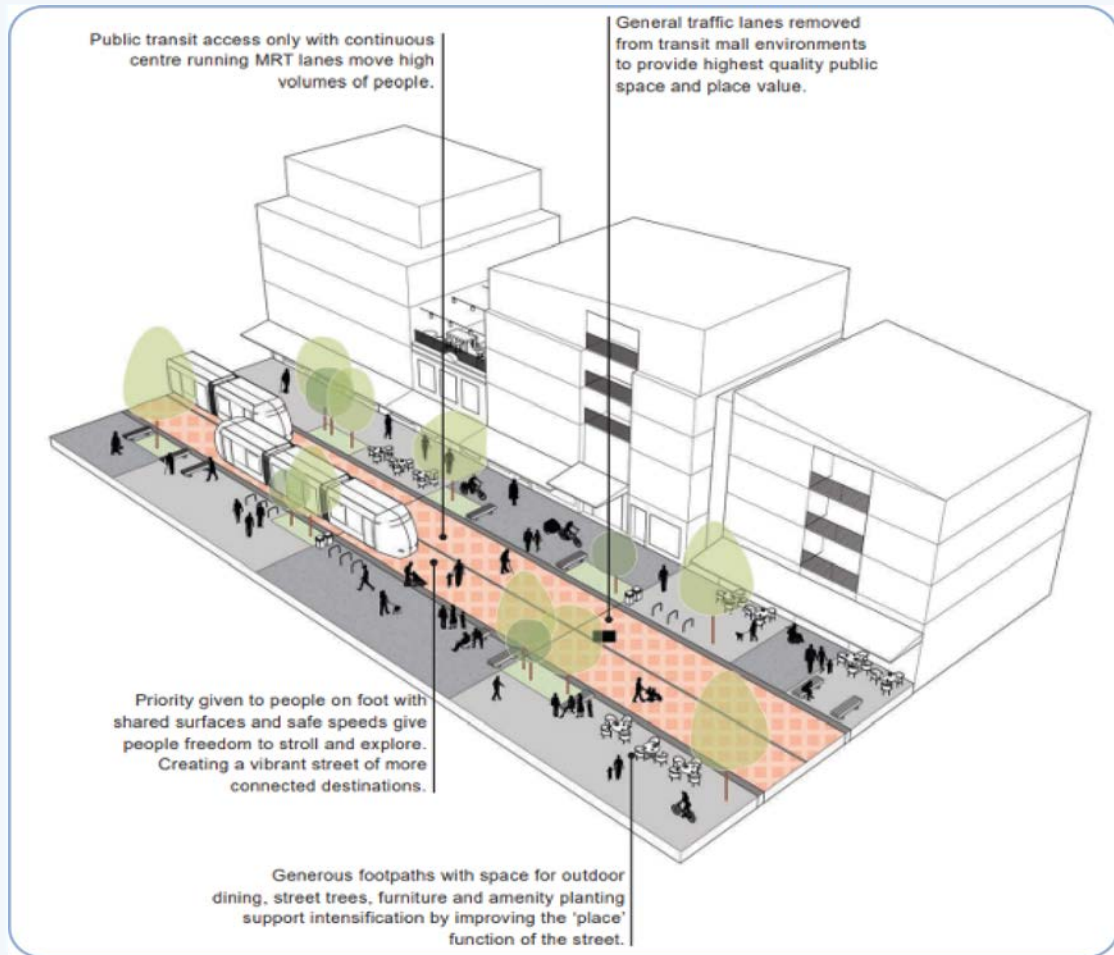
**Figure 6: Mass rapid transit neighbourhood urban realm concept**



In other cases, the narrower road corridor makes it challenging to provide dedicated space for all users. Mass rapid transit would take up a large share of the road width, limiting the remaining space for other modes of transport. De-prioritising through-traffic within the corridor

may be required in some instances, along with the introduction of transit malls, purchasing of land, compromising on the dedicated priority of mass rapid transit and grade separation of mass rapid transit from other vehicles.

Figure 7: Mass rapid transit mall urban realm concept



The success of a mass rapid transit system relies on a substantial shift in the urban form and in the way people travel, to be supported by a wide range of transport interventions as described in Opportunity 6:

Prioritise sustainable transport choices to move people and goods in a way that significantly reduces greenhouse gas emissions and enables access to social, cultural and economic opportunities.



# A collective focus on unlocking the potential of Priority Areas

## What are Priority Areas?

Priority Areas are a key tool from the Urban Growth Agenda. They provide a mechanism for coordinated and focused action across multiple agencies to inform, prioritise and unlock public and private sector investment.

Typically, a Priority Area:

- Offers the opportunity for accelerated and/or significant development
- Is complex, in that achieving successful development at the required pace and scale requires a partnership approach
- Is in a key location where successful development gives effect to a spatial plan.

## Priority Areas arising from Te Tiriti Partnership

The Priority Areas for Greater Christchurch include areas arising from Te Tiriti Partnership. This recognises that supporting the prosperous development of kāinga nohoanga on Māori Reserves and within urban areas is a priority to be progressed on the basis of Te Tiriti o Waitangi relationships, and as part of partners giving effect to mana whenua's priorities and expectations.

Mana whenua have provided clear expectations for kāinga nohoanga within the original extents of Māori Reserves and within the urban areas of Greater Christchurch. Further work is required in partnership with mana whenua to identify how this priority can be advanced. The advice received to date is that:

- Development of Māori Land for housing, employment and community facilities is to be determined by mana whenua, and enabled and supported by investments in infrastructure by partners in agreement with mana whenua
- The Kāinga Nohoanga Strategy will provide the guidance for implementation of kāinga nohoanga on Māori Land
- Development of housing, employment and community facilities through kāinga nohoanga within urban areas is also a priority for mana whenua
- The Kāinga Nohoanga Strategy will provide direction to partners on how to support and enable kāinga nohoanga within urban areas.

The benefit of including kāinga nohoanga on Māori Reserves and within urban areas alongside other Priority Areas for Greater Christchurch is that they will be recognised as a joint Crown, local government and mana whenua Priority Area within the context of the Urban Growth Partnership framework.

## Priority Areas arising from technical evaluation

The Priority Areas identified through technical evaluation include areas that offer significant opportunities for change in Greater Christchurch. This includes accelerated urban development at the right scale; environmental change to enhance resilience; or exemplar projects that will reduce harm, encourage behaviour change or be a catalyst for private investment.

Priority Development Areas provide the opportunity to accelerate development in locations that will support the desired pattern of growth.

Eastern Christchurch has also been identified as a Priority Area, rather than a Priority Development Area, to recognise the need for a partnership approach to support this area to adapt to the impacts of climate change and to strengthen resilience.

The broad locations of Greater Christchurch's Priority Areas is shown in Map 4. Further work is required to define the extent and description of some of these areas.

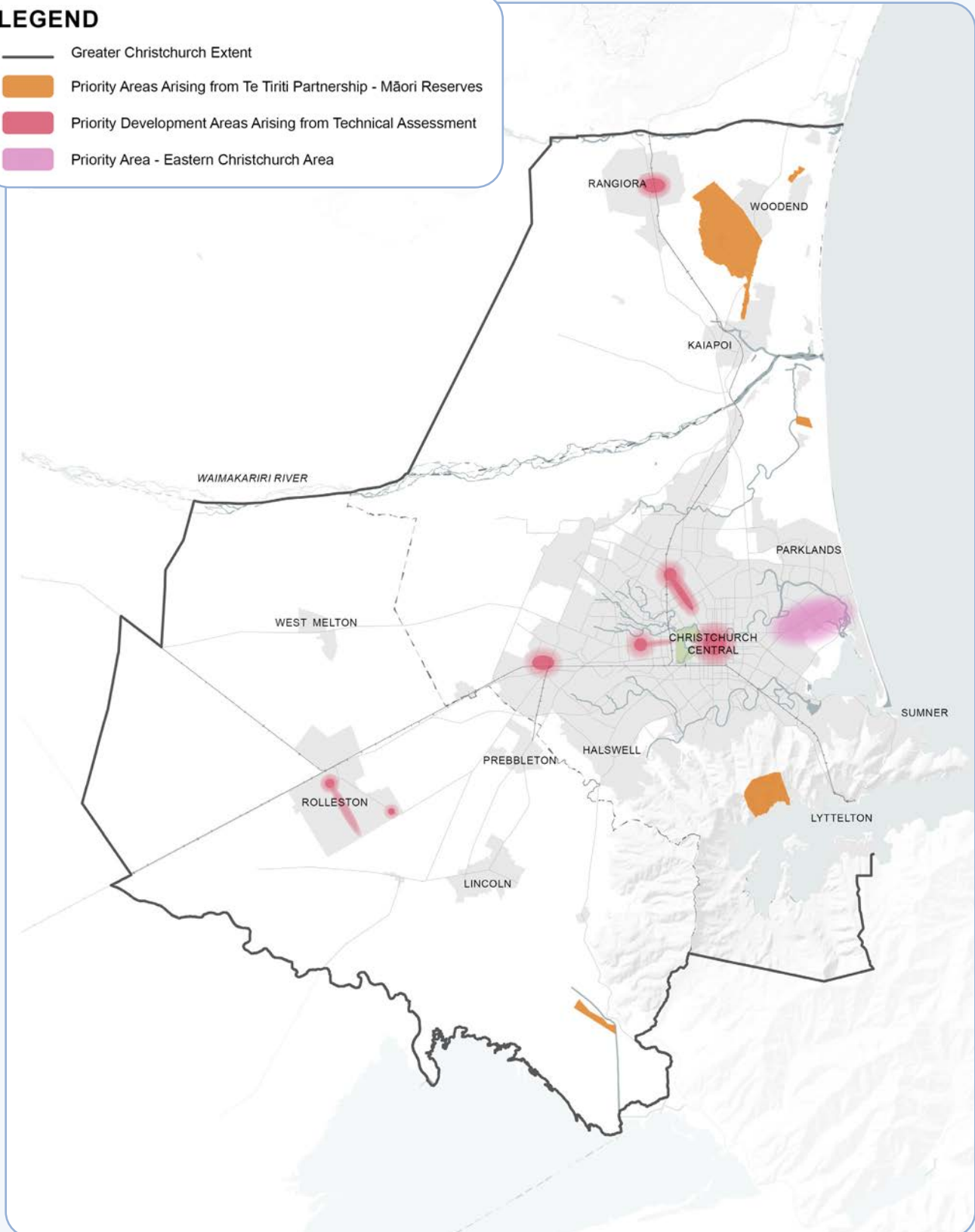
**Table 1: Priority Areas for Greater Christchurch**

Priority Areas arising from Te Tiriti Partnership	Priority Areas arising from technical evaluation		Priority Area
	Priority Development Areas		
Kāinga nohoanga on Māori Reserves and within urban areas	Rangiora Town Centre and surrounds		Eastern Christchurch area
	Mass rapid transit phase one corridor	Papanui	
		Central City	
		Riccarton	
	Hornby		
	Rolleston Town Centre and surrounds		

## Map 4: Priority Areas for Greater Christchurch

### LEGEND

- Greater Christchurch Extent
- Priority Areas Arising from Te Tiriti Partnership - Māori Reserves
- Priority Development Areas Arising from Technical Assessment
- Priority Area - Eastern Christchurch Area



Note: This map shows the Māori Reserves, but not the Priority Areas arising from Te Tiriti Partnership includes Kāinga Nohoanga on Māori reserves and in Urban Areas

# An enhanced and expanded blue-green network

## What is a blue-green network?

A blue-green network provides an integrated, whole-of-system approach to the natural environment, the built environment and the interactions of people with these environments. It is a series of spaces and corridors that follow and connect water bodies, parks, green areas and the coast.

The blue elements of the network include rivers, streams, storm water drains and basins, wetlands, freshwater, and coastal water; while the green elements include trees, parks, forests, reserves and greenways.

## Principles

The vision to create an enhanced and expanded blue-green network in Greater Christchurch will be guided by five principles:

- **Integration:** Combining green infrastructure with urban development and transport networks.
- **Connectivity:** Using a combination of green infrastructure, ecological restoration and urban design to connect people and communities with nature, and create linkages for flora and fauna.
- **Multi-functionality:** Delivering multiple ecosystem services simultaneously – restoring and enriching habitats for indigenous biodiversity, strengthening resilience to climate change, improving air quality, and increasing community access to recreational opportunities.
- **Regeneration:** Applying a holistic, whole-of-system approach that utilises development as an opportunity to replenish and restore natural processes, respond to climate change, and build community health and resilience.
- **Identity:** Recognising the unique identity of different areas and enhancing local features to create a sense of place.



## Integration of principles

The blue-green network principles provide a framework to guide the further work required to achieve the objectives of regenerating the natural environment and strengthening climate resilience.

These principles will be embedded into the work of the partnership and individual partners through:

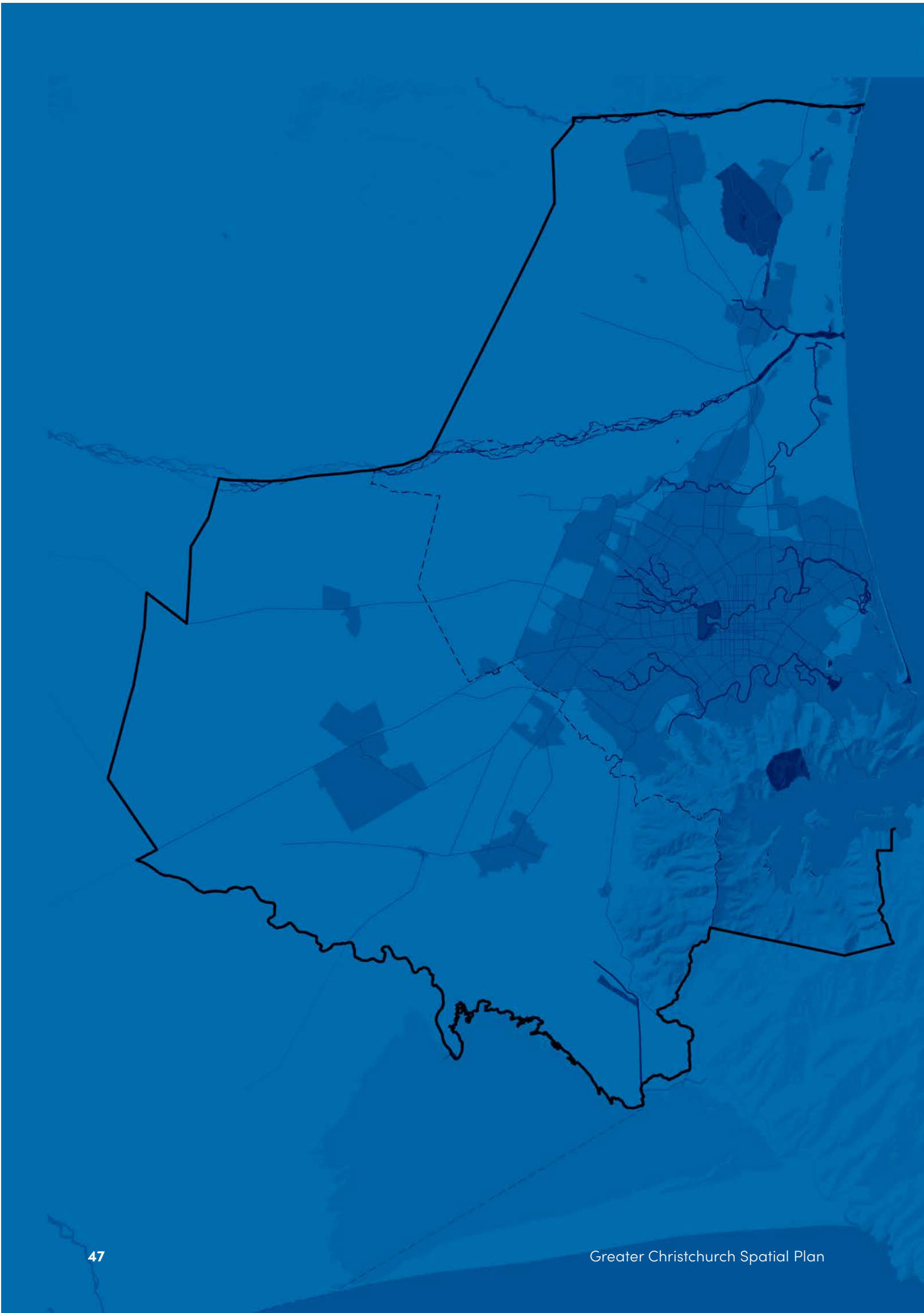
- The planning and design of the Priority Areas in Greater Christchurch
- The review of councils' planning documents and strategies
- Identifying the best mix of legislative, regulatory, financial and market-based incentives to complement the application of planning provisions
- Supporting the development of local area plans, urban greening strategies and forest plans, new guidelines and regulations that support urban greening and increased tree canopy cover, and exemplar or demonstration projects.

## Greater Christchurch blue-green network strategy

The partnership will develop an integrated blue-green network strategy that will:

- Provide a coordinated approach to delivering an enhanced and expanded blue-green network, reflecting the blue-green network principles and the directions outlined under Opportunity 3: Protect, restore and enhance the natural environment, with particular focus on te ao Māori, the enhancement of biodiversity, the connectivity between natural areas and accessibility for people
- Spatially identify where priority improvements are required
- Include a blue-green network programme to deliver the strategy's outcomes, including project prioritisation and phasing, and funding mechanisms
- Identify associated planning protection mechanisms to facilitate implementation.
- As part of developing the strategy, partners will further investigate a sub-regional green belt concept. Subject to the outcome of this work, a green belt plan could form part of the strategy or be a standalone document.





## Figure 8: Green belt concept

The concept of a green belt is to provide areas of land set aside for a range of different activities that have multiple benefits. It is an area where there is a dominance of open space for nature, rural production, and recreation. A green belt can be used to provide a large, connected area of natural environment spaces and to limit urban expansion. The range of different land types and land uses is shown below and could be highly natural land such as an existing river or forest, through to a playground, outdoor education or campground.



# Part 1 – Areas to protect, avoid and enhance

Wāhanga 1 – Ngā wāhi  
hei tiaki, hei waiho, hei  
whakawhanake anō hoki

Identifying and mapping the areas to protect and avoid in the context of land development is important. This includes identifying areas to protect given their intrinsic values and importance, such as sites and areas of significance to Māori, and areas with significant natural features or landscapes; and areas to avoid given they are subject to natural hazards.

### Areas to protect

- Sites and areas of significance to Māori
- Environmental areas and features
- Groundwater protection zone
- Highly productive land
- Strategic infrastructure

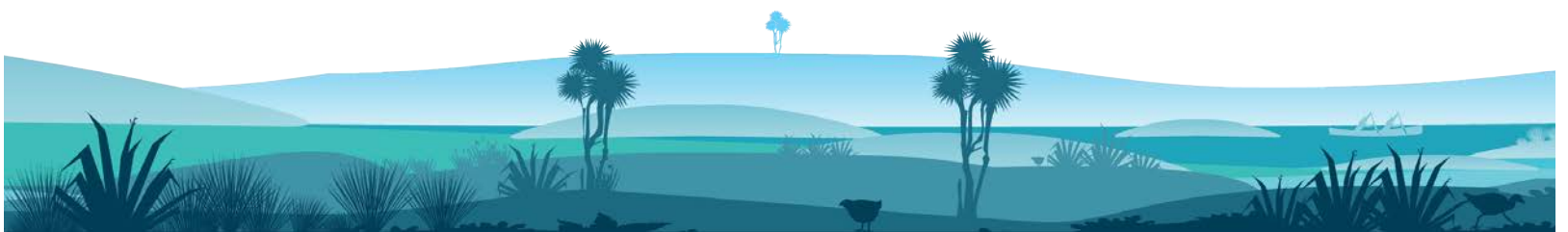
### Areas to avoid

- Areas vulnerable to a high risk of flooding
- Areas vulnerable to a medium or high risk of coastal inundation, coastal erosion and tsunami inundation
- Areas at risk from rockfall, cliff collapse, mass movement and fault lines

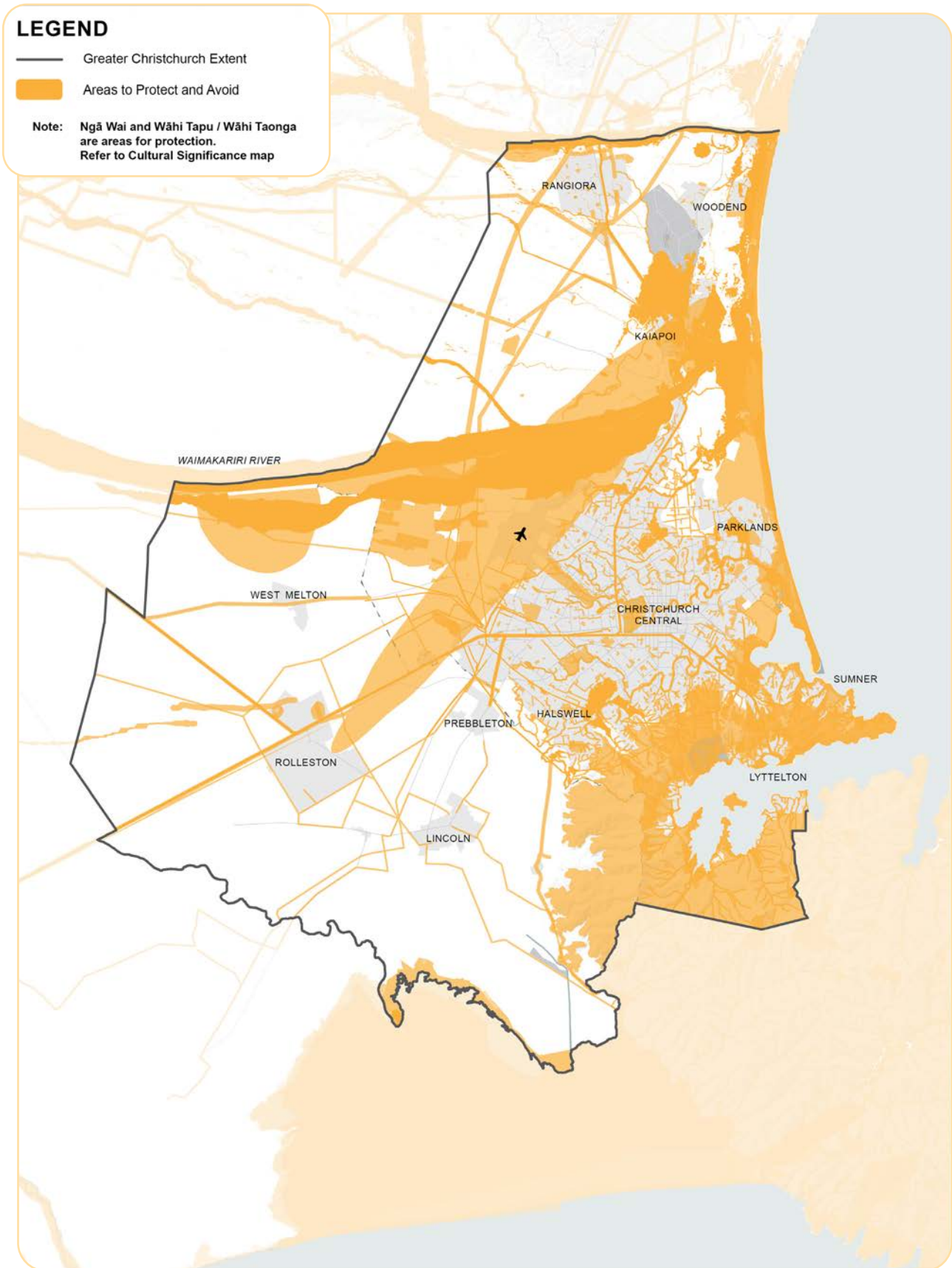
The methodology and reasoning for identifying the areas to protect and avoid is set out in the Areas to Protect and Avoid Background Report. The sites and areas of significance to Māori have been identified by mana whenua for district plan processes. The sensitivity of these sites and areas to urban development is a matter for engagement with mana whenua – not as part of a technical assessment.

Layering all the areas to protect and avoid on top of each other highlights the most constrained areas of Greater Christchurch for development (see Map 5). These areas include the eastern areas along the coastline, the Port Hills and Te Pātaka a Rākaihautū / Banks Peninsula, the areas to the north-west of Christchurch, and the areas surrounding Kaiapoi. These parts of the city region are affected by a variety of natural and man-made factors. The presence of Wāhi Tapu, Wāhi Taonga and Ngā Wai are also matters of further significance, where any urban encroachment will require engagement with and consideration by mana whenua.

It's important to note that the mapping in this section is based on the best available information from each council. It is acknowledged that for flood hazard areas, this map shows differing return periods as the basis for areas to avoid, based on the best available mapping information from each territorial authority. Where this map is used for the basis of assessment of specific locations of growth, the specific risk and mitigation framework applicable to the local authority area should be used.



Map 5: Areas to protect and avoid





Opportunity 1: Protect, restore and enhance historic heritage and sites and areas of significance to Māori, and provide for people's physical and spiritual connection to these places

*The area that encompasses Greater Christchurch is part of a wider landscape that holds significant historic and contemporary cultural associations and importance for Ngāi Tahu whānui, reflecting their occupation of the area for more than 1,200 years. The Spatial Plan recognises the importance of protecting the sites and areas of significance to Māori for generations to come, and that Papatipu Rūnanga are the entities responsible for the protection of tribal interests within their respective takiwā.*

### Context

- There are many sites and areas of significance to Māori in the Greater Christchurch area, reflecting the historic occupation and movement of Māori across the landscape for over a thousand years.
- Recognition of a cultural landscape is important to Ngāi Tahu identity, as it affirms connections to place and in some instances the opportunity for continuing cultural practices.
- Identifying cultural landscapes provides for the protection of Wāhi Tapu and Wāhi Taonga.
- There is the opportunity to integrate te ao Māori into planning and designing the built form of Greater Christchurch, and re-establishing a cultural presence.
- Both Māori and European cultural and historic heritage contribute to the identity of the Greater Christchurch area. It is important these values are recognised and protected through the Spatial Plan for the benefit of current and future generations.

### Direction

- 1.1 Avoid urban development over Wāhi Tapu
- 1.2 Protect, restore and enhance Wāhi Taonga and Ngā Wai

## Direction

### 1.1 Avoid urban development over Wāhi Tapu

### 1.2 Protect, restore and enhance Wāhi Taonga and Ngā Wai

The Greater Christchurch area encompasses a number of sites and areas of significance to Māori (see Map 6). This includes those recognised as Wāhi Tapu, Wāhi Taonga, Ngā Tūranga Tūpuna and Ngā Wai.

The protection of sites and areas of significance to Māori for the benefit of current and future generations is essential to the cultural identity of Greater Christchurch, acknowledging that their protection is a matter for engagement with mana whenua. It is important that the relationship mana whenua has with these sites and areas is able to be maintained and enhanced, which means urban development must be in locations that do not impact on them.

#### **Wāhi Tapu**

Wāhi Tapu are sites and places that are culturally and spiritually significant to the history and identity of mana whenua. They include sites such as urupā, pā, maunga tapu, kāinga, tūranga waka and places where taonga have been found. The term is generally applied to places of particular significance due to an element of sacredness or some type of restriction as a result of a specific event or action. Wāhi Tapu sites are to be protected according to tikanga and kawa to ensure the sacred nature of those sites is respected.

#### **Wāhi Taonga**

Wāhi Taonga are treasured places that have high intrinsic value and are valued for their capacity to shape and sustain the quality of life, and provide for the needs of present and future generations. Access to these areas is important to Ngāi Tahu identity.

#### **Ngā Tūranga Tūpuna**

Ngā Tūranga Tūpuna are broader landscapes within which there are concentrations of a range of culturally significant sites. The maintenance of the integrity of these environments is an important outcome.

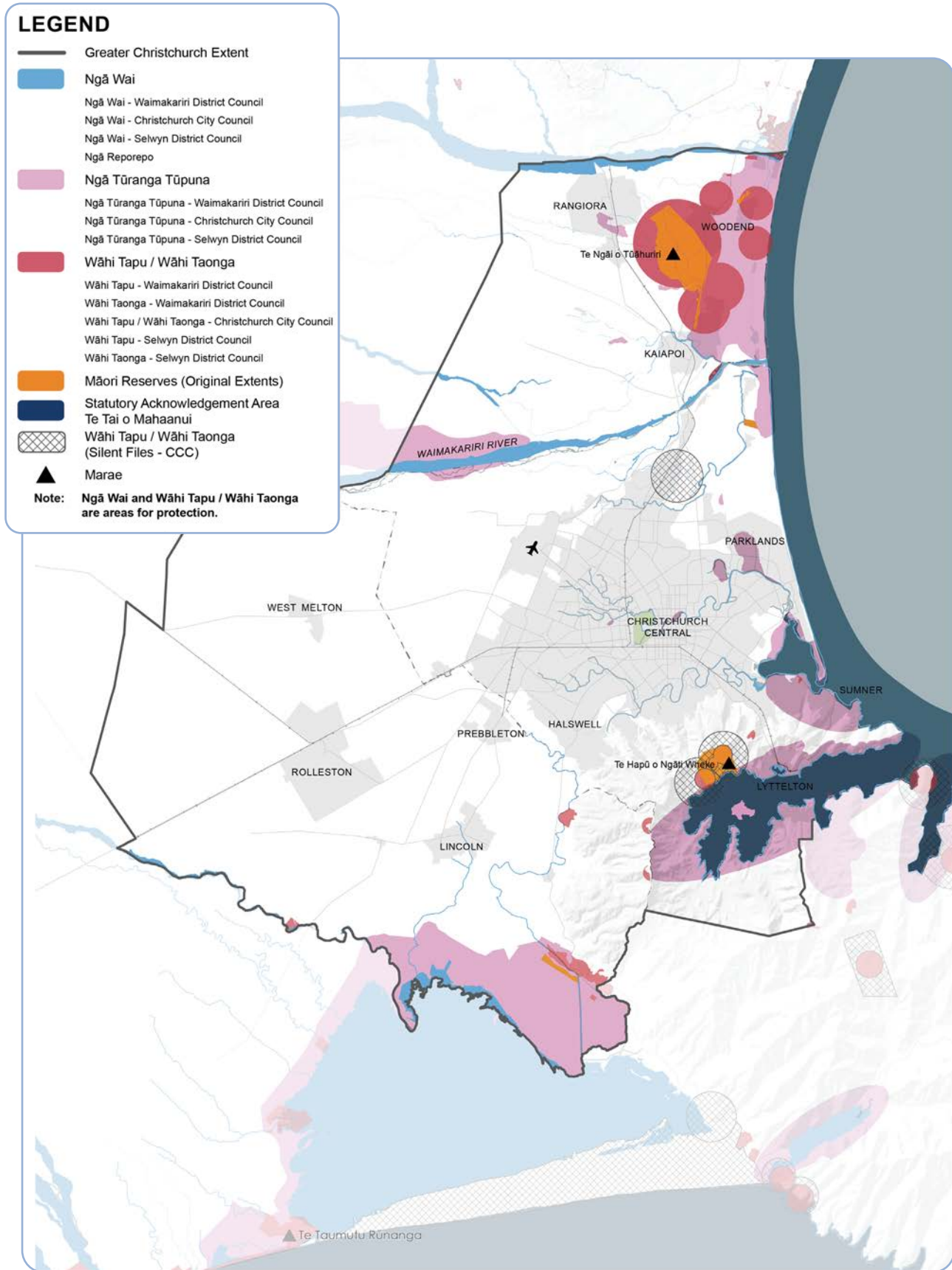
#### **Ngā Wai**

Ngā Wai encompasses water bodies and their margins, and include ngā awa (rivers), ngā roto (lakes), ngā hāpua (coastal lagoons), ngā repo (wetlands) and ngā puna (springs).

The entire coastline of Te Tai o Mahaanui is recognised as Ngā Wai. Te Ihutai / Avon-Heathcote Estuary, and the Ōtākaro / Avon, Ōpawaho / Heathcote and Pūharakekenui / Styx rivers, and a number of their tributary streams, in Christchurch City are identified as Ngā Wai. Throughout the Selwyn and Waimakariri districts, a variety of rivers are also identified as Ngā Wai, including the Waimakariri and some of its tributaries, the Waikirikiri / Selwyn and Hurutini / Halswell, along with Te Waihora / Lake Ellesmere.



Map 6: Sites and areas of significance to Māori





## Opportunity 2: Reduce and manage risks so that people and communities are resilient to the impact of natural hazards and climate change

*There are some areas of Greater Christchurch that are subject to significant risks from natural hazards and the effects of climate change. The Spatial Plan ensures that future development is directed away from these areas, investment in infrastructure reduces exposure and the resilience of communities in these areas is increased by taking action.*

### Context

- Climate change is increasing the likelihood of more frequent and severe natural hazards, including storms, flooding, coastal inundation and erosion, land instability, heat waves, droughts, high winds, and fires; as well as slower onset effects such as sea level rise.
- Low-lying coastal areas are particularly exposed to natural hazards, such as flooding and tsunamis.
- Climate change is already impacting local ecosystems and communities, and is disproportionately affecting mana whenua and vulnerable communities.
- Essential infrastructure is at risk, with the potential for disruption to power, transport and water supply during an extreme natural hazard event. These impacts could have serious consequences for human health, livelihoods, assets and the liveability of places.
- The decisions made now on how urban areas will grow and change will influence the patterns of exposure and vulnerability to natural hazards in the future.
- Focusing growth away from hazardous locations, investing in infrastructure that reduces exposure and adapting urban areas by incorporating functional elements into the blue-green network can all help to reduce some of the risks.
- In a global context, greenhouse gas emissions on a per capita basis are extremely high in Greater Christchurch. An emissions inventory for Christchurch City for the 2018/19 financial year showed that more than half of its total emissions came from the transport sector.

### Direction

- 2.1 Focus and incentivise growth in areas free from significant risks from natural hazards
- 2.2 Strengthen the resilience of communities and ecosystems to climate change and natural hazards

## Direction

### **2.1 Focus and incentivise growth in areas free from significant risks from natural hazards**

A number of areas in Greater Christchurch are vulnerable to flooding, particularly in the low-lying eastern areas of Christchurch and areas surrounding Kaiapoi; while coastal areas are vulnerable to sea level rise, coastal inundation and erosion, and tsunamis (see Map 7).

Earthquakes are also a significant risk factor. The related risks of cliff collapse, rockfall and mass movement are constraints on development that particularly affect the hill suburbs of Christchurch.

It is essential that urban development is directed away from areas that are at significant risk from natural hazards, to ensure the safety and wellbeing

of people, and the protection of buildings, infrastructure and assets. This will also reduce levels of exposure to the effects of climate change.

There are also some areas subject to natural hazards, but where these risks can be mitigated by building differently, such as increasing the floor levels of a building or ensuring building foundations meet a higher standard. These areas are categorised as having negotiable constraints (see Map 8).

### **2.2 Strengthen the resilience of communities and ecosystems to climate change and natural hazards**

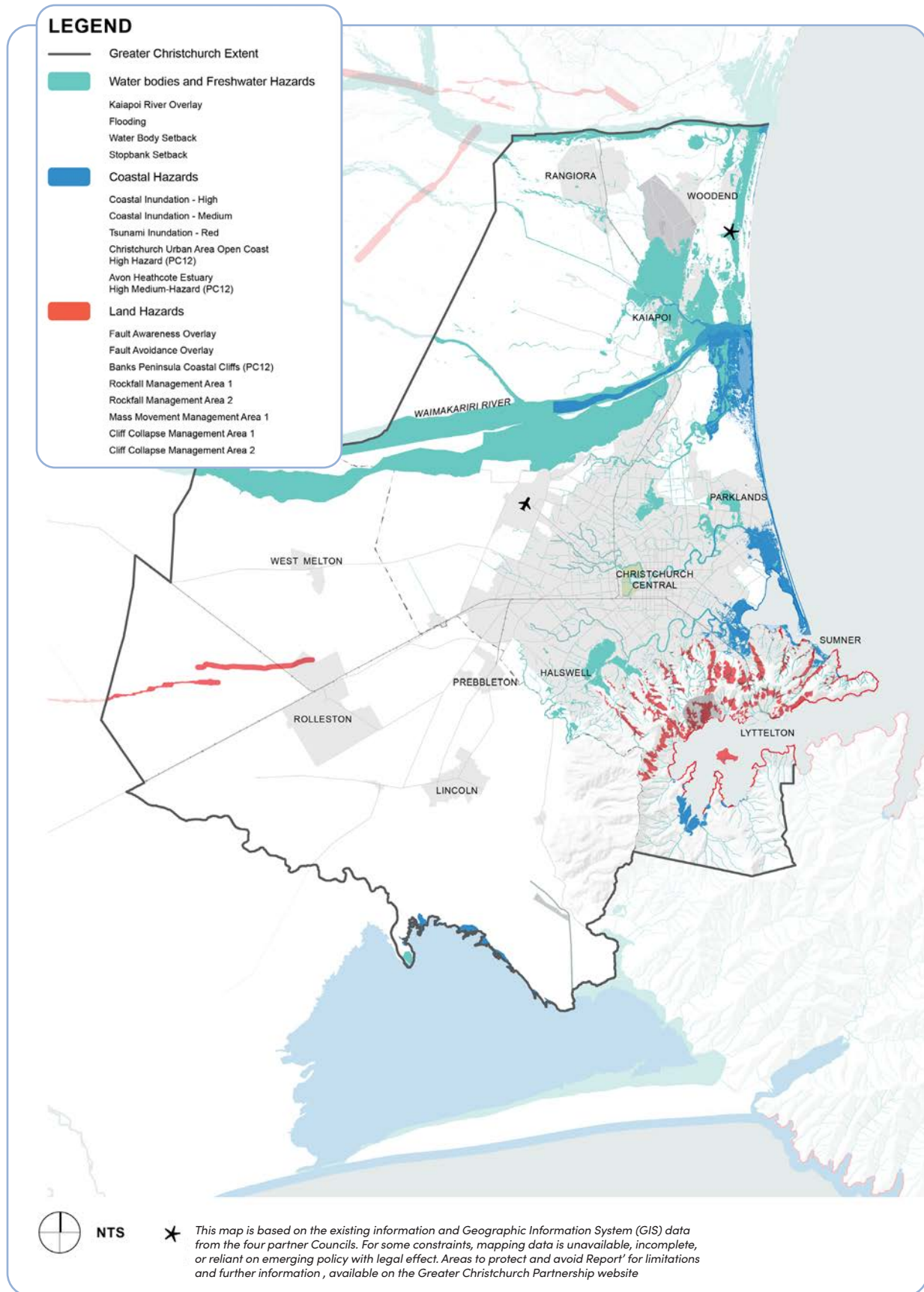
Climate resilience means reducing greenhouse gas emissions, responding to known risks from climate change, and enhancing the capacity of communities and ecosystems to recover and adapt to a changing environment.

Key ways to build resilience to climate change and natural hazards in Greater Christchurch include:

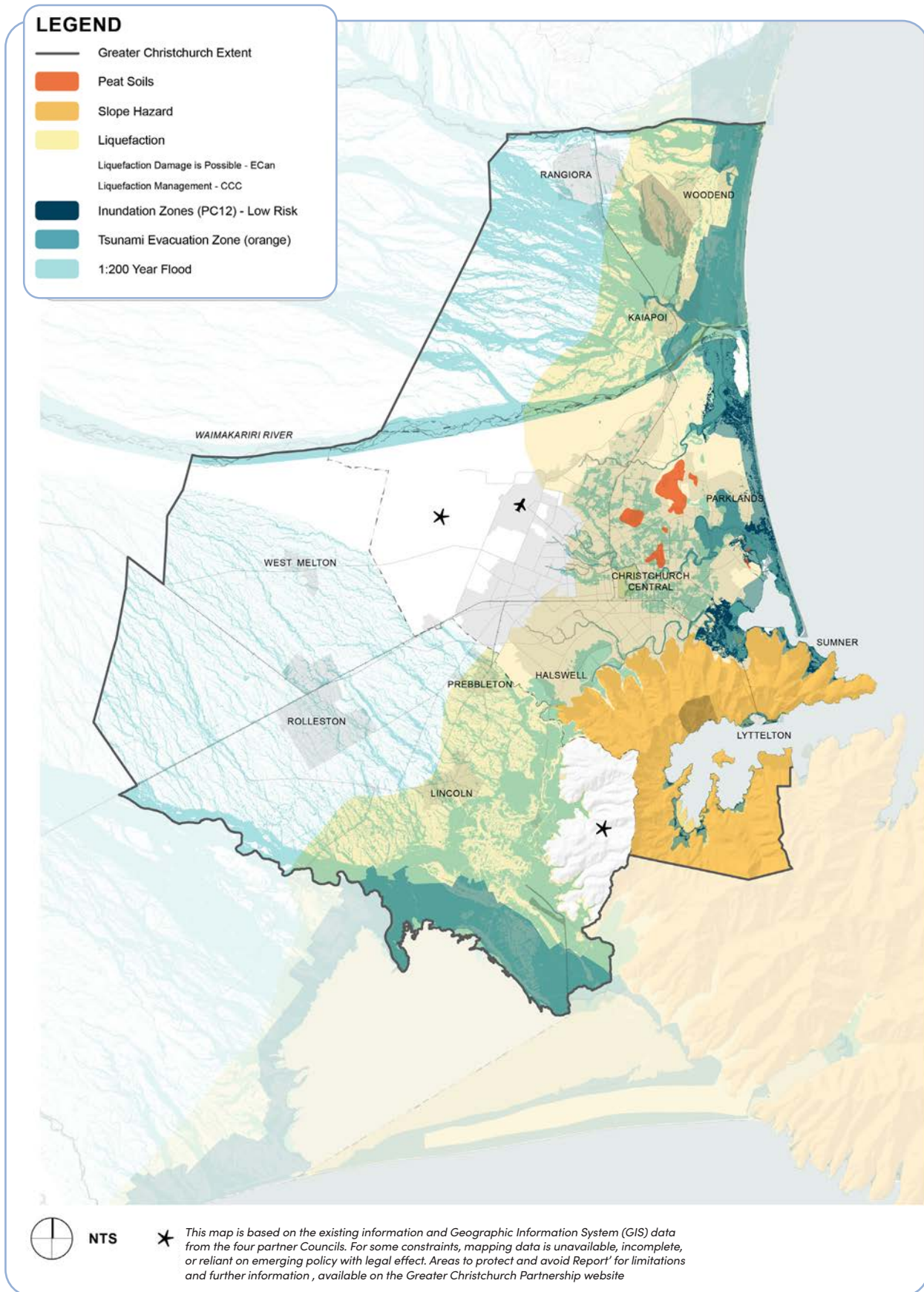
- Reducing transport emissions by supporting more people to live, work, shop, recreate and socialise within close proximity, and to use public transport when they do need to travel, by focusing growth through targeted intensification around centres and along public transport corridors

- Focusing growth away from areas likely to be more exposed to natural hazards that will be exacerbated by climate change, such as flooding and coastal erosion
- Protecting and restoring the natural environment to support communities and ecosystems be more resilient to climate change and natural hazards. Opportunities for Greater Christchurch include promoting enhanced coastal and wetland reserves to reduce flood risk, establishing new green spaces to help absorb and treat rainwater, planting trees to shade and cool urban areas, and creating new or enhanced forested areas.

Map 7: Areas subject to natural hazard risks



Map 8: Areas subject to negotiable natural hazard risks

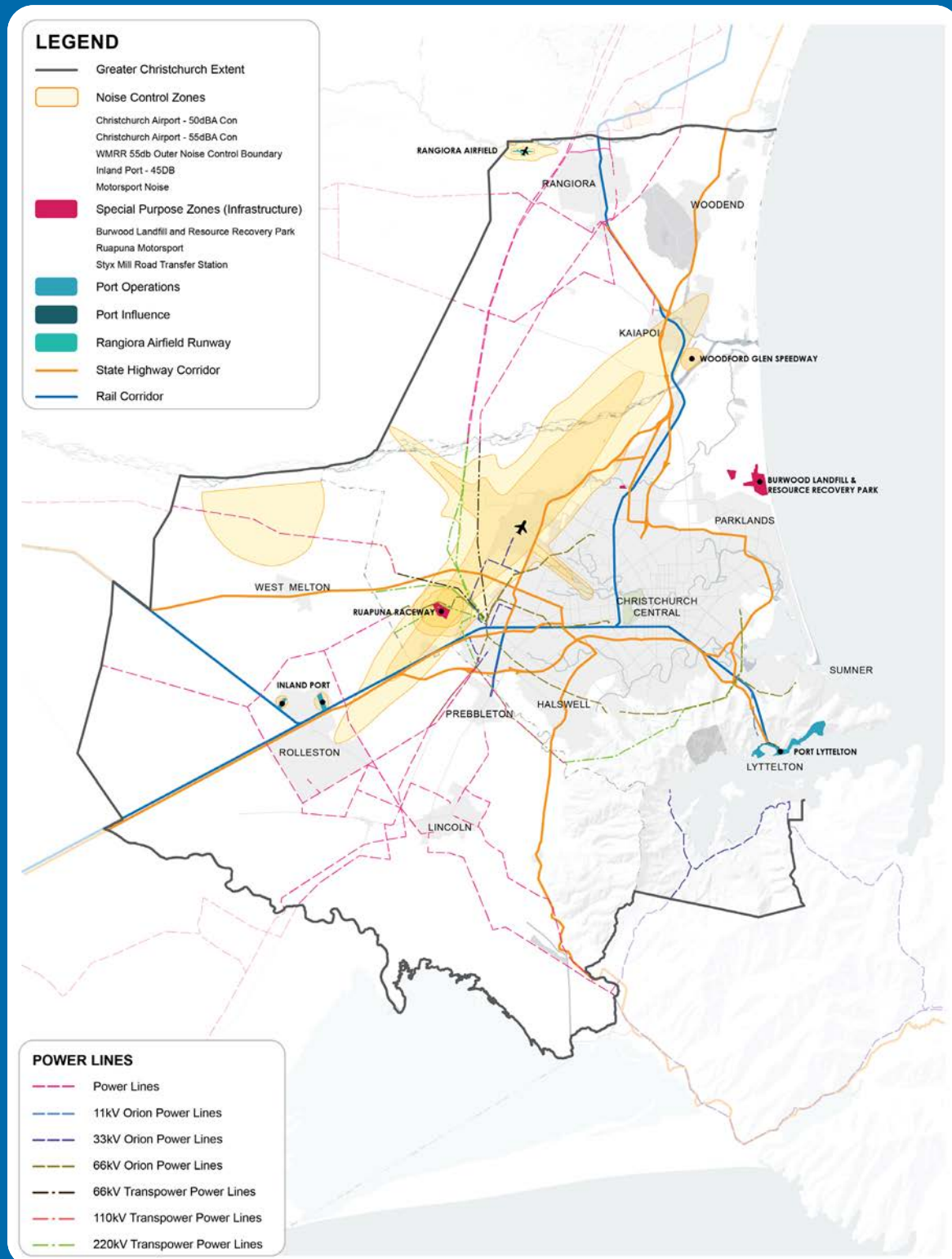


## Protecting strategic infrastructure

Urban development should be avoided around strategic infrastructure to ensure the safety and wellbeing of residents, and to safeguard the effective operation, maintenance and potential for upgrades of this infrastructure. Key strategic

infrastructure in Greater Christchurch includes Christchurch Airport, the Port of Lyttelton, the inland ports at Rolleston and Woolston, state highway and rail corridors, and the electricity transmission network (see Map 9).

**Map 9: Strategic infrastructure**





### Opportunity 3: Protect, restore and enhance the natural environment, with particular focus on te ao Māori, the enhancement of biodiversity, the connectivity between natural areas and accessibility for people

*A healthy natural environment is intrinsically linked with the wellbeing of people and places. The Spatial Plan recognises the importance of the natural environment as the foundation for the future of Greater Christchurch, particularly in the context of climate change and the urgent need to strengthen climate resilience. It commits to working with nature, not taking it over, when looking to the future.*

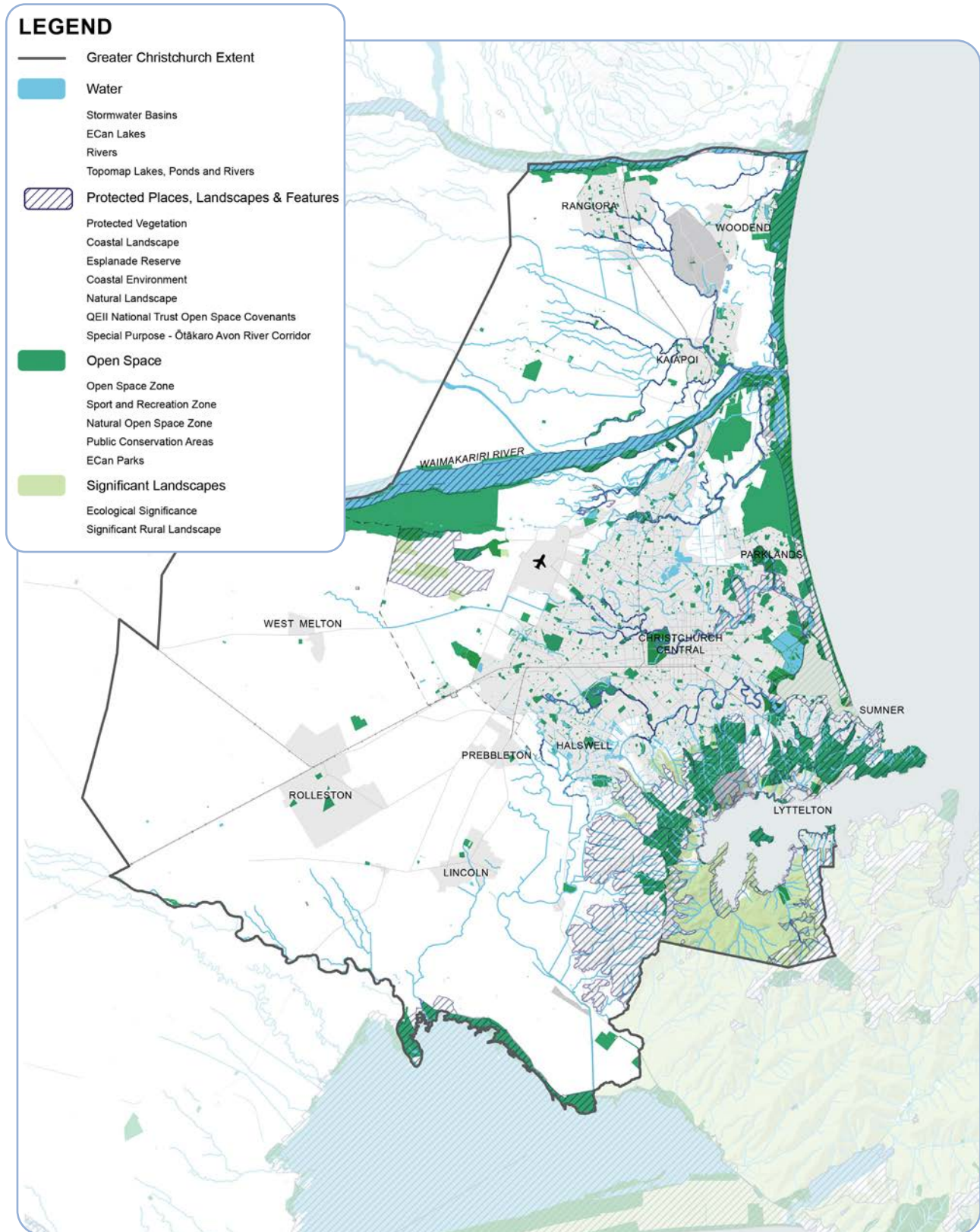
#### Context

- The state of water bodies continues to degrade, with most having water quality issues and being in a poor state of cultural health. Groundwater that supplies Greater Christchurch's drinking water is at risk from changes to land use, increasing demands for water and the effects of climate change.
- There is currently good access to green spaces, although further planning and investment into parks and open spaces will be needed as the population grows.
- The tree canopy has declined over time, which has reduced habitats for wildlife, the amenity of urban environments, community wellbeing and climate resilience.
- Reductions in the extent and quality of the environment have had a detrimental effect on mana whenua and their relationship with water and natural resources.
- Highly productive soils have been lost to urban development and land fragmentation.
- Air quality has improved overall over the last decade, albeit some areas and communities still experience poor air quality.
- Te ao Māori provides a holistic and integrated approach to using, managing and protecting natural resources by acknowledging the inter-connectedness of all elements of the natural and physical world.

#### Direction

- 3.1 Avoid development in areas with significant natural values
- 3.2 Prioritise the health and wellbeing of water bodies
- 3.3 Enhance and expand the network of green spaces
- 3.4 Protect highly productive land for food production
- 3.5 Explore the opportunity of a green belt around urban areas

Map 10: Environmental areas and features





The Greater Christchurch area is defined by a unique network of water bodies, including braided rivers with alpine origins, and spring-fed rivers and streams that flow through the urban environment and estuaries before reaching the coast. Its key blue elements include the Waimakariri, Ōtākaro / Avon and Ōpāwaho / Heathcote rivers, and Te Ihutai / Avon-Heathcote Estuary. The north-eastern shores of Te Waihora / Lake Ellesmere are also within the defined area of Greater Christchurch.

Key green elements in the Greater Christchurch area include the Ashley Rakahuri Regional Park, Waimakariri River Regional Park, Waitākiri / Bottle Lake Forest Park, Tūhaitara Coastal Park, the coastal environment, the Port Hills, parts of Te Pātaka a Rākaihautū / Banks Peninsula, local parks and open spaces, and the larger green spaces found in Christchurch – namely Hagley Park and the Ōtākaro Avon River Corridor. The dry grasslands of the Canterbury Plains also connect the city region to the wider Waitaha / Canterbury region.

## Direction

### **3.1 Avoid development in areas with significant natural values**

Te ao Māori acknowledges the interconnectedness of people and te taiao – the environment. Based on this Māori world view, kaitiakitanga is a way of managing the environment that recognises that people are an integral part of the natural world, not separate from it; and that there is an intergenerational duty to restore and enhance the mauri (life force) of water, land and ecosystems.

Greater Christchurch has many outstanding environmental areas, features and landscapes (see Map 10). Urban development must be focused away from areas with significant natural values and areas of cultural significance that include Wāhi Tapu and Wāhi Taonga. It is important that any possible encroachment of development on these areas is avoided, or involves early engagement and agreement with mana whenua.

### **3.2 Prioritise the health and wellbeing of water bodies**

Water is a taonga that is culturally significant to Māori and essential to the wellbeing of all communities. Greater Christchurch has an integrated network of rivers, streams, springs, groundwater and aquifers, linked to estuaries and wetlands in the coastal environment. Restoring the health and wellbeing of water bodies is a priority for the city region.

Taking an integrated, catchment-based approach will support a higher quality water environment in Greater Christchurch. Examples of how this could be achieved include supporting waterway and wetland restoration and enhancement projects, setting extensive development setbacks

from waterways, day-lighting urban waterways, and incorporating water sensitive urban design. Buffering water bodies with a riparian zone will also improve water quality and biodiversity, protect banks from erosion, alleviate the impacts of flooding, and support other amenity and recreational values.

The groundwater protection zone in Greater Christchurch must also be protected (see Map 11). This area covers the aquifers that provide the city region with its drinking water, which are vulnerable to contamination.

### 3.3 Enhance and expand the network of green spaces

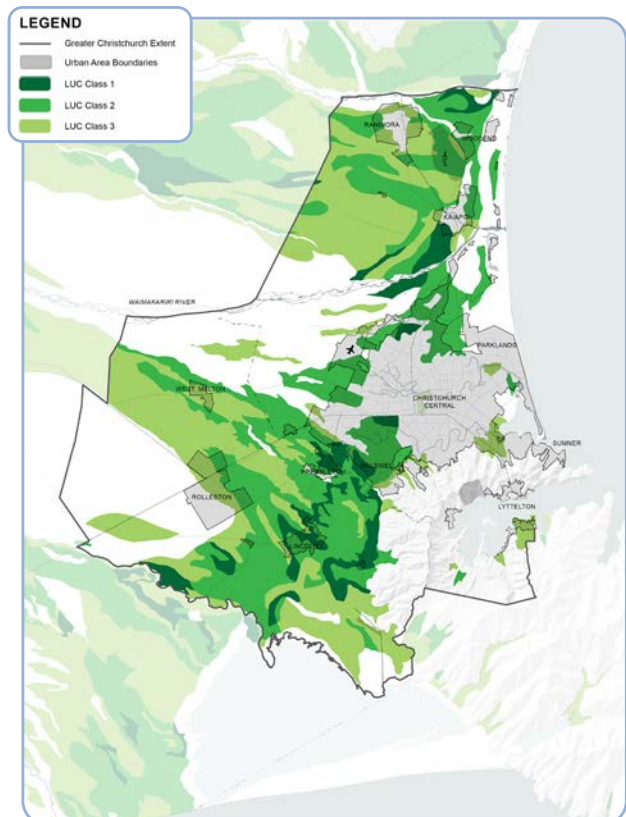
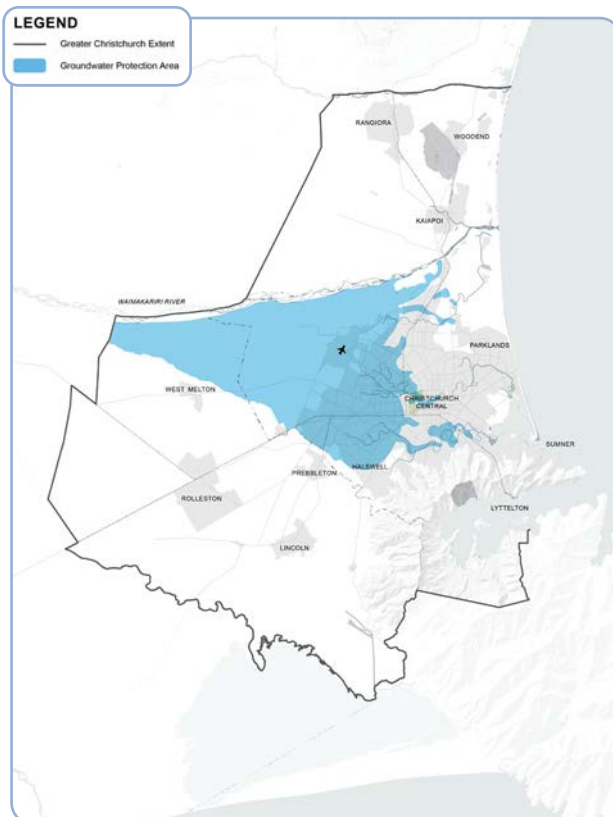
Indigenous biodiversity is important to the environment, culture, society and economy of Greater Christchurch. For Māori, the connection with nature is one of whakapapa.

An enhanced and expanded network of green spaces will improve biodiversity, support access and connectivity, and promote active travel. The vision is that every centre and town is connected to another via a green corridor. Opportunities to improve green connections include creating new green spaces; planting along waterways, streets and major transport routes; growing urban forests; and integrating public green spaces into major

development projects. Creating stronger links to the Port Hills and Te Pātaka a Rākaihautū / Banks Peninsula is a particular opportunity to support increased biodiversity.

Improving the quality of the environment in higher density areas is critical. This can be achieved by designing and integrating vegetation (particularly trees) and indigenous biodiversity into these areas through enhanced streetscapes, parks and other public spaces, and with green spaces incorporated into private developments.

**Map 11: Groundwater protection zone / Map 12: Highly productive soils**



### 3.4 Protect highly productive land for food production

Land that is particularly good for food production is a scarce and finite resource that has been lost as a result of urban expansion and land fragmentation. The highly productive soils found in parts of Greater Christchurch are a valuable resource (see Map 12).

The National Policy Statement for Highly Productive Land requires highly productive land to be protected from urban development, with some exceptions. Focusing urban development within the existing urban area – growing ‘up’ rather than ‘out’ – will help protect the best soils for agriculture. Where development does need to occur outside the existing urban area, this should avoid highly productive land where possible.

Implementation of the National Policy Statement for Highly Productive Land is subject to a regional planning process. The mapping of highly productive land, as per the definition in the National Policy Statement, has not yet been notified by the Canterbury Regional Council. The interim definition of highly productive land is land that is Land Use Capability Class 1, 2, or 3 (with some exceptions relating to identified growth areas). For the purposes of the Spatial Plan, these Land Use Capability Classes have been shown in Map 12, noting that exceptions do apply.

### 3.5 Explore the opportunity of a green belt around urban areas

A green belt is a planning tool used to maintain areas of green space around urban areas, often acting as a buffer between urban and rural areas. A green belt around Greater Christchurch’s urban areas could help limit urban expansion; protect food producing land and green spaces for future generations; provide space for urban

forests, wetlands and ecological restoration areas; increase resilience to the effects of climate change; and support recreational activities.

The concept of a green belt in Greater Christchurch needs to be explored in more detail and will be undertaken as part of the development of a blue-green network strategy.



# Part 2 – An urban form for people and business

Wāhanga 2 – He āhua  
tāone mō ngā tāngata  
me ngā pakihi



## Opportunity 4: Enable diverse and affordable housing in locations that support thriving neighbourhoods that provide for people's day-to-day needs

*The homes and communities that people live in provide the foundations for their wellbeing. Greater Christchurch's population is growing and changing, which will impact how and where people live. The Spatial Plan focuses on providing greater housing choice to meet the diverse needs of the community, including the need for more affordable homes; as well as enabling more people to live in places that are well-connected to employment, education, social and cultural opportunities.*

### Context

- Greater Christchurch has maintained a good supply of housing that is relatively affordable for middle to high income households, especially compared to other parts of the country.
- Delivering enough affordable housing continues to be a significant challenge, with an estimated 35,000 households in Greater Christchurch defined as being under housing stress in 2021.
- The current mix of housing types will not be suitable to meet needs in the future, particularly with the increase in one-person households and need for more multi-generational housing.
- The prosperity and wellbeing of Māori have been impacted by legislation, planning provisions and urban development strategies that have failed to recognise and prioritise the development of Māori Reserves or recognise the housing needs of Māori within urban areas. Housing options that meet the needs of Māori whānau are very limited in Greater Christchurch's urban areas.
- The level of accessibility to employment, services, green spaces and public transport varies across different parts of Greater Christchurch.
- The National Policy Statement on Urban Development and the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act have removed barriers to development to allow growth 'up' and 'out' in locations with good access to existing services, infrastructure and public transport.

### Direction

- 4.1 Enable the prosperous development of kāinga nohoanga on Māori Reserve Land, supported by infrastructure and improved accessibility to transport networks and services; along with the development of kāinga nohoanga within urban areas
- 4.2 Ensure sufficient development capacity is provided or planned for to meet demand
- 4.3 Focus and incentivise intensification of housing to areas that support the desired pattern of growth
- 4.4 Provide housing choice and affordability
- 4.5 Deliver thriving neighbourhoods with quality developments and supporting community infrastructure

## Direction

### *4.1 Enable the prosperous development of kāinga nohoanga on Māori Reserve Land, supported by infrastructure and improved accessibility to transport networks and services; along with the development of kāinga nohoanga within urban areas*

As outlined in 4.1 *The prosperous development of kāinga nohoanga* section, legislation and a failure of strategic planning have prevented the development of Māori Reserves for subdivision, housing, and social and educational infrastructure, as well as the development of prosperous economic activities. This has impacted the prosperity and wellbeing of mana whenua.

Many Māori live within Greater Christchurch's urban areas where existing zonings do not contemplate or appropriately provide for kāinga nohoanga as a housing outcome. Consequently, the cultural needs of Māori have been overlooked.

A particular issue in supporting kāinga nohoanga is to ensure that infrastructure is provided that meets the needs of mana whenua for future development of kāinga nohoanga on Māori Land, with a specific focus on MR873 at Tuahiwi. Whilst policy and plan changes have occurred to enable kāinga nohoanga, this has not been supported with investment in infrastructure.

Within urban areas, it is assumed that the development of kāinga nohoanga will be able to be accommodated within the capacity of existing infrastructure or planned infrastructure upgrades.

Development of kāinga nohoanga is to be supported by partners as part of the commitment to give effect to mana whenua expectations and priorities. This will require a partnership with mana whenua to identify and respond to the specific infrastructure needs for Māori Reserve Land and within urban areas to ensure that there is sufficient capacity in, and feasible access to, local networks to enable this.

Further work between mana whenua and councils is needed to remove residual barriers in the planning framework, including the rezoning of all Māori Reserves and partnership in the provision of infrastructure to enable the development of Kāinga Nohoanga on Māori Land and within urban areas.

#### **Key commitments and actions required to deliver this direction**

- Partner with mana whenua to identify and respond to the specific infrastructure needs for Māori Reserve Land to ensure that there is sufficient capacity in, and feasible access to, local networks, to enable this.
- Partners to invest and provide infrastructure to support the development of MR873 and ensure mana whenua are active partners in decision making for these investments.
- Support mana whenua with upgraded infrastructure where needed in urban areas to enable kāinga nohoanga.
- Ensure that any future urban form for Greater Christchurch does not preclude or prevent the growth and development of Māori Reserve Land as settlements to the fullest extent possible. This includes ensuring Māori Land is not used or taken for public infrastructure required to service development on adjoining or proximate land.
- Ensure policy does not impede the ability to establish urban kāinga nohoanga.
- Enable and support the implementation of the Kāinga Nohoanga Strategy, which will set the expectations and implementation requirements to enable and support kāinga nohoanga.
- Initiate a process to rezone MR892 and MR959.

#### 4.2 Ensure sufficient development capacity is provided or planned for to meet demand

Meeting the projected demand for housing over the next 30 years is not a major issue for Greater Christchurch. This is particularly with additional greenfield areas being recently rezoned through private plan changes, and further intensification enabled across the city region as required by the National Policy Statement on Urban Development

and Resource Management (Enabling Housing Supply and Other Matters) Amendment Act. In addition to these recent rezonings, greenfield areas are also being considered through rezoning submissions on the Selwyn and Waimakariri District Plan Review processes – the outcomes of which are yet to be determined.

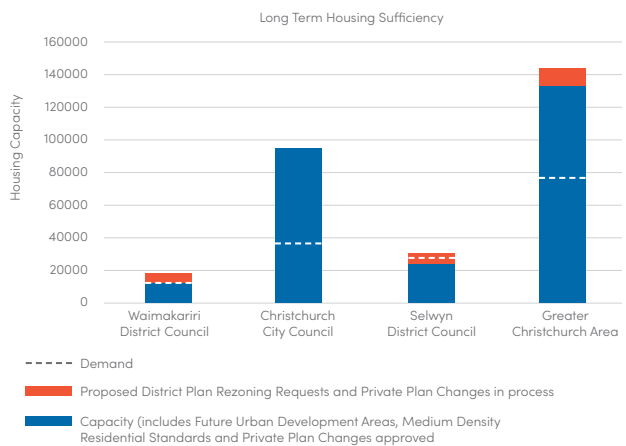
**Table 2: Sufficiency of housing development capacity to meet projected demand (2022 – 2052)**

	Feasible capacity		Demand with margin		Surplus / Shortfall	
	Medium term (0 – 10 years)	Long term (0 – 30 years)	Medium term (0 – 10 years)	Long term (0 – 30 years)	Medium term (0 – 10 years)	Long term (0 – 30 years)
Waimakariri	5,950	14,450	5,600	13,250	+350	+1,200
Christchurch	94,000	94,000	14,150	37,500	+79,850	+56,500
Selwyn	11,550	24,100	10,000	27,350	+1,550	-3,250
<b>Total</b>	<b>111,500</b>	<b>132,550</b>	<b>29,750</b>	<b>78,100</b>	<b>+81,750</b>	<b>+54,450</b>

Based on the assumption that housing demand remains constant over time, a 60-year housing bottom line could translate into a requirement to accommodate an additional 160,000 households in Greater Christchurch – the equivalent to almost one million people living in the city region. This longer term growth could still be largely accommodated by the current housing development capacity in the city region as a whole as these figures also do not take account of the potential capacity from higher densities, which during the long term is likely to become more feasible and common in the market.

The response to long term shortfalls will be through exploring the feasibility of intensification, especially around centres and public transport routes, and increasing minimum densities for new greenfield areas. The broad locations for residential growth are shown in Map 14 under Opportunity 5. The Priority Development Areas will also be a

**Figure 9: Sufficiency of housing development capacity to meet projected demand (2022 – 2052)**



significant tool to incentivise redevelopment and higher density housing (see the A collective focus on unlocking the potential of Priority Areas section). Further to this, locations for development to provide additional capacity should align with the direction in the Spatial Plan and desired pattern of growth.

### 4.3 Focus and incentivise intensification of housing to areas that support the desired pattern of growth

The focus of the Spatial Plan is to encourage greater intensification and higher densities around centres and public transport routes. The benefits of intensification in line with this desired pattern of growth include:

- More people living in closer proximity to services and employment
- A competitive public transport system to encourage mode shift
- Less reliance on private vehicle use
- A reduction in greenhouse gas emissions
- Efficient and effective use of existing infrastructure
- More affordable and diverse housing choices
- Less need for urban expansion onto highly productive land.

Greater intensification (medium and high density) is also being enabled as directed under the Resource Management Act (Intensification Instruments) and the National Policy Statement on Urban Development. This national direction enables greater intensification to occur across large parts of the urban area that may not necessarily be in close proximity to centres and public transport routes. The approach to focus intensification around centres and public transport routes will need to rely less on traditional planning tools (e.g. zoning) and look more at incentivisation, partnerships and investment.

A key approach to targeting intensification in the preferred locations is to identify Priority Development Areas, which are areas that the partnership will take a coordinated effort at a given time. They provide a mechanism for coordinated and aligned action across multiple agencies; to inform, prioritise and unlock investment, and drive collective accountability.

### 4.4 Provide housing choice and affordability

Greater intensification around centres and along public transport routes will help provide a range of dwelling types to meet the changing demand profile in Greater Christchurch, particularly from an aging population. This includes providing for the projected higher demand for smaller, more affordable units.

This will mean new housing will increasingly move towards medium and higher density housing types, such as townhouses, terraced housing and apartments. This will help to increase the variety

of housing, including more affordable options. However, to do this across a spectrum of housing choice and demand, the intensification focus needs to be combined with continuing to provide for some greenfield areas in appropriate locations.

The focus on targeted intensification will support an urban form that helps address the strategic opportunities and challenges facing the city region, and to help address housing affordability for low income households.

**Figure 10: Population growth by age group in Greater Christchurch**

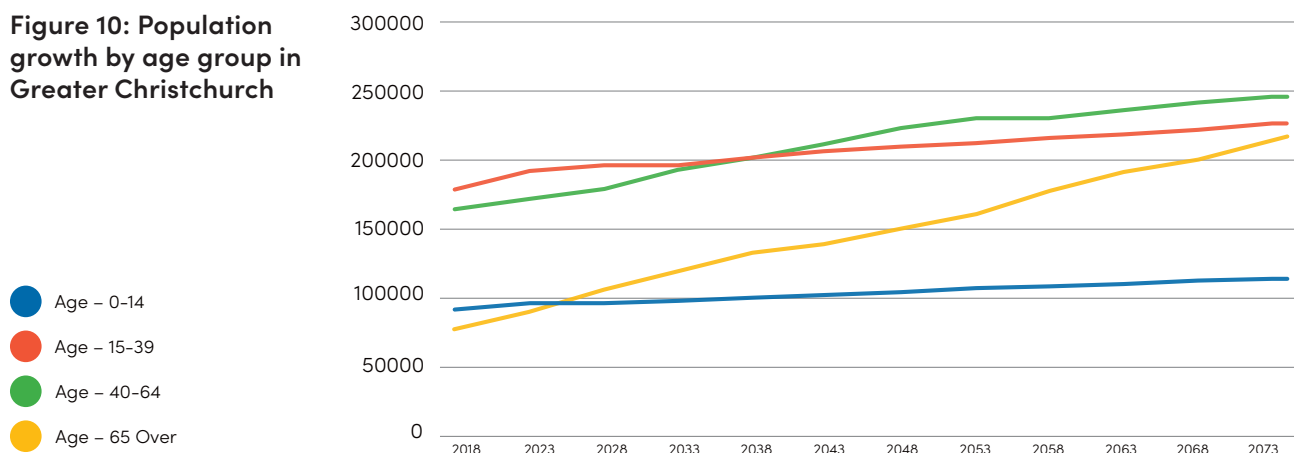




Figure 11: Housing typologies by density



## Social and affordable housing needs

In comparison to other major urban centres in Aotearoa New Zealand, housing in Greater Christchurch is relatively affordable. However, the provision of social and affordable housing will become an increasingly critical issue.

Enabling higher density housing developments at different price points will be vital to meeting the projected increase in demand for smaller, more affordable dwellings. The cost of housing, both home ownership and renting, will continue to represent a significant component of household expenditure. New households will have different housing preferences and affordability constraints, but to better align the total housing stock across

Greater Christchurch with the overall household composition, new development would need to favour smaller and more affordable housing types.

Smaller and multi-unit dwellings that take advantage of more efficient building construction techniques, and adopt new home ownership and rental models, can aid the provision of more affordable homes. Housing should meet the needs of the population at all stages of life.

Housing need in Greater Christchurch will be further addressed through the development of a joint social and affordable housing action plan, and through the key moves detailed earlier in the plan.

## Greenfield

The creation of 'greenfield' areas will continue to be part of how we accommodate more people so that we can provide a range of lifestyle choices that our communities' value. The focus of our spatial plan and greenfield development, is to encourage positive change in our urban form and function, recognising that while housing capacity needs to be provided, this must achieve and not undermine other directions and principles. To achieve this, successful future greenfield development needs to:

1. Be well connected with employment, services and leisure through public and active transport networks
2. Be integrated with existing urban areas
3. Meet a need identified by the latest Housing and Business Development Capacity Assessment
4. Be at the right scale, density and location to minimise impact on highly productive land and existing permitted or consented primary production activities.

Further additional greenfield development may be required for the longer term and to provide for a population towards one million. Additional greenfield will be assessed through other statutory processes.

While there has been a trend towards increasing greenfield density over the last few years, the rate of change will need to increase to support the overall outcomes of the Spatial Plan. A technical report prepared to evaluate greenfield density uptake in Greater Christchurch included a density outcomes analysis of case study areas, as well as a national and international literature review to assess the implications of increasing residential density. The analysis found that there is a positive relationship between increases in density, more diverse housing typologies and the utilisation of more sustainable transport modes. The analysis found that the benefits of residential density increase incrementally. However, there are 'tipping points' of 25 to 30 households per hectare where residential density can deliver greater benefits.

#### 4.5 Deliver thriving neighbourhoods with quality developments and supporting community infrastructure

Thriving neighbourhoods enable people and communities to meet their day-to-day needs, strengthen quality of life, and increase community connection and resilience. They are

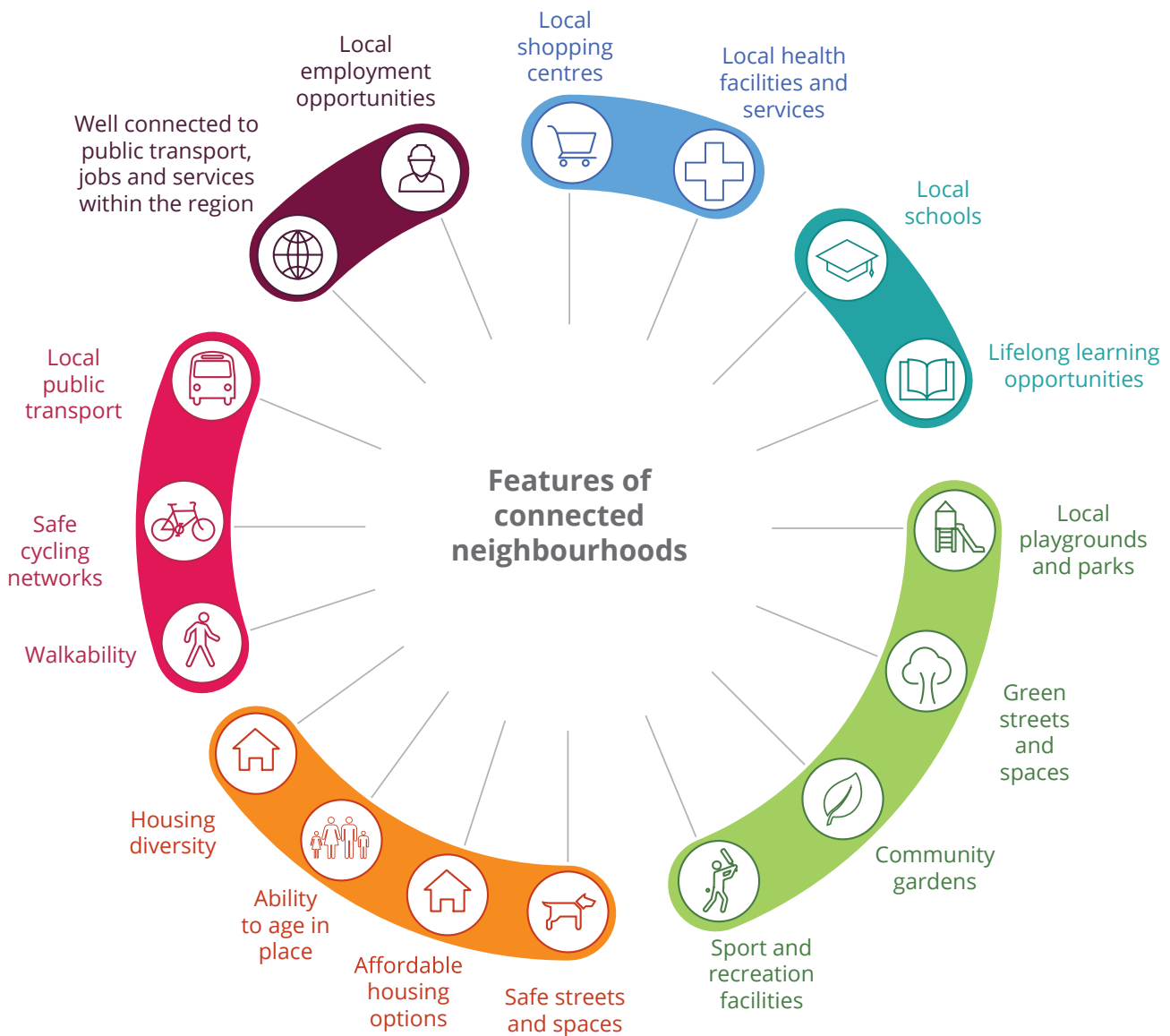
neighbourhoods that enable safe and equitable access for all; have high quality and safe open spaces, green spaces and public realm; and provide choice for social and affordable housing.

##### Vibrant communities with access to services

With good urban design, neighbourhoods and their centres can include communal spaces that are liveable, walkable, safe and attractive, and have good connectivity and accessibility. A network of

vibrant and diverse urban and town centres that incorporates mixed-use and transport orientated development helps to improve access and add to people's wellbeing.

Figure 12: Features of connected neighbourhoods



## Community facilities and open, green and public spaces

Community facilities contribute to strong, healthy and vibrant communities by providing spaces where residents can connect, socialise, learn and participate in a wide range of social, cultural, art and recreational activities. There has been extensive rebuilding and repairing of community facilities within Greater Christchurch, resulting overall in a modern network of well-designed buildings able to cater for optimal usage and meet residents' expectations. Following the completion of key facilities, such as the Parakiore Recreation and Sport Centre and Te Kaha Multi-Use Arena, the city region will be well serviced to support a broad range of community, tourist, recreational and sporting events.

Open, green and public spaces are areas for people to gather, meet, play and talk. These are places that can be used for cultural purposes, for social events or to engage in recreational activities

with one another. There is an extensive network of open spaces across Greater Christchurch; ranging from regional parks, to local area and neighbourhood parks, to sports fields. As the population grows and urban areas densify, it will be important to ensure that open space provision is meeting the required levels of service for communities. Local area planning will be critical to guide future investment in open spaces, and importantly the prioritisation of new developments and upgrades to ensure equitable provision across the city region.

It is important to have neighbourhood meeting places, and community facilities and services, that support the needs of individuals and whānau. Such facilities and services also need to keep up with growth and adapt to the particular needs of each community.

## Community facilities and open, green and public spaces

How neighbourhoods, towns and cities are planned and develop impacts on the health and wellbeing of people and communities. Connected neighbourhoods and communities are safer, more resilient, and contribute to increased health and

wellbeing. A sense of connection and safety also contributes to the conditions in which people live and work, their access to facilities and services, their lifestyles, and their ability to develop strong social networks.





## Opportunity 5: Provide space for businesses and the economy to prosper in a low carbon future

*Greater Christchurch has a strong and diverse economy. Leveraging the economic assets and strengths of the city region is important for supporting business growth and increasing quality employment opportunities for the growing population. The Spatial Plan provides for the needs of businesses through a network of centres that are well connected and serviced by infrastructure.*

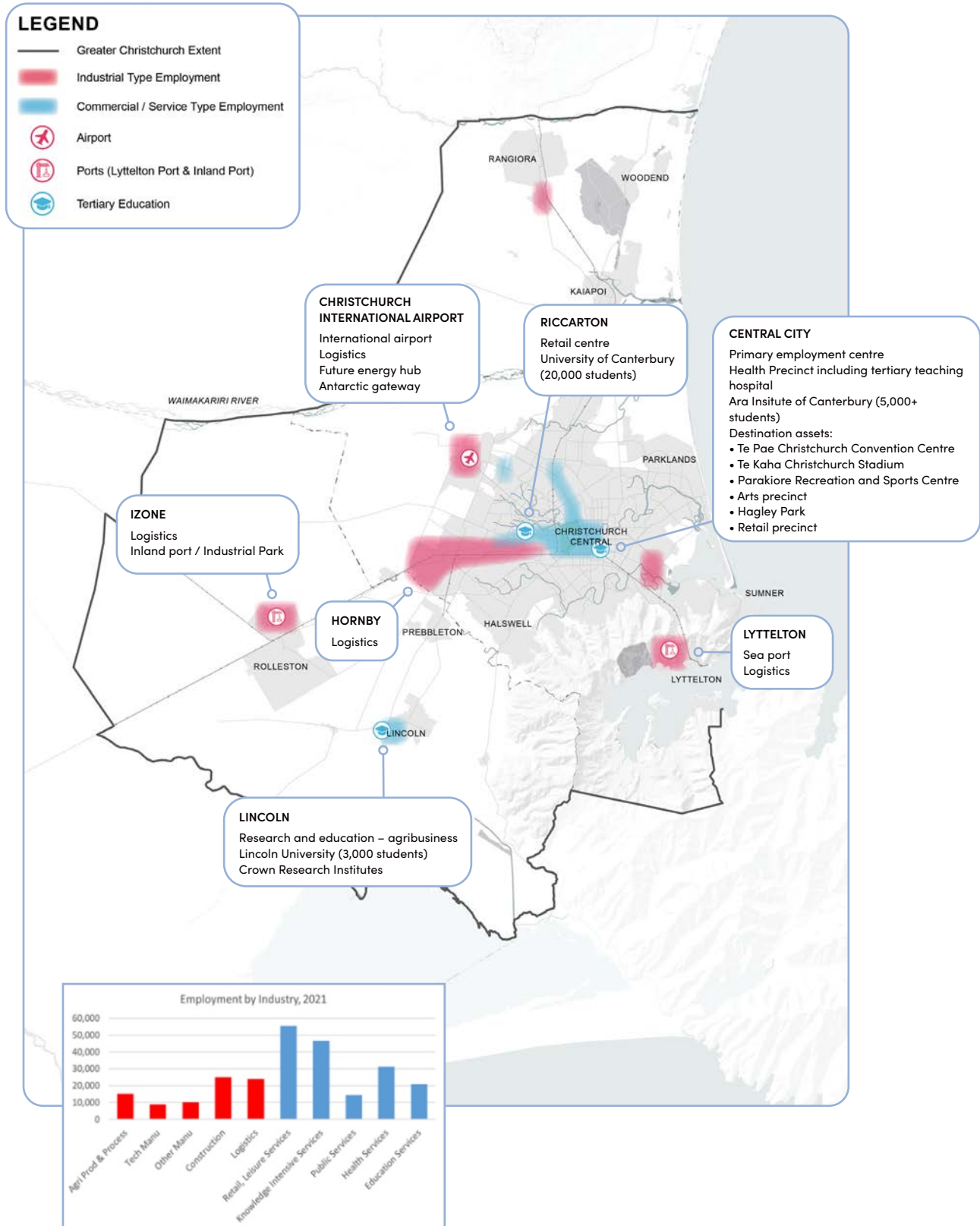
### Context

- Greater Christchurch is the principal economic, services and logistics centre for Te Waipounamu / South Island. The goods produced in Waitaha / Canterbury for export are primarily distributed via the Port of Lyttelton, Christchurch Airport, and the inland ports at Rolleston and Woolston.
- Hubs of tertiary and research institutions are found in Christchurch's Central City, including the Ara Institute of Canterbury, the tertiary teaching hospital and the health precinct; and at the University of Canterbury campus in Riccarton, and the Lincoln University and research campus in Lincoln.
- Six of the seven Crown Research Institutes in Aotearoa New Zealand are in Greater Christchurch.
- Employment in the Central City remains below pre-earthquake levels. Even prior to the earthquakes, the Central City was underperforming economically.
- Significant investment after the earthquakes in modern and resilient infrastructure, civic assets, and urban redevelopment, particularly in the Central City, has provided the capacity to cater for much higher levels of economic and population growth.
- The changing nature of business in the context of climate and technological changes will impact where businesses choose to locate and what they require from the urban environment.

### Direction

- 5.1 Sufficient land is provided for commercial and industrial uses well integrated with transport links and the centres network
- 5.2 A well connected centres network that strengthens Greater Christchurch's economic competitiveness and performance, leverages economic assets, and provides people with easy access to employment and services
- 5.3 Provision of strategic infrastructure that is resilient, efficient and meets the needs of a modern society and economy

Map 13: Key employment areas and economic assets



## Direction

### 5.1 Sufficient land is provided for commercial and industrial uses well integrated with transport links and the centres network

There are two types of business land:

- Commercial land – for offices, shops and services; often co-located with housing and other activities.
- Industrial land – for manufacturing and warehousing activities; often located close to freight routes and usually separated from housing.

Greater Christchurch is well placed to meet the projected demands for commercial and industrial land over the next 10 years, and for industrial land over the next 30 years and beyond. However, the current supply of commercial land in the city region is not likely to be enough to meet the demand over the next 30 years.

More than enough industrial land is supplied in Christchurch, Selwyn and Waimakariri to meet demand over the next 30 years, with a particularly

significant surplus in Christchurch. Assuming that demand for industrial land will decline in the long term due to global economic trends, the total supply of industrial land in Greater Christchurch may never be fully utilised.

Enough commercial land is also supplied in Christchurch, Selwyn and Waimakariri to meet demand over the next 10 years, but there is a shortfall of 110ha in Christchurch and 20ha in Selwyn when looking over the next 30 years. Shortfalls in commercial land are expected to be met through intensification in significant urban centres, major towns, and locally important urban centres and towns, as well as through rezoning of industrial land close to Christchurch’s Central City to commercial and mixed-use. A focus for providing for commercial land will be those centres identified in Map 14, including the Priority Areas.

**Table 3: Sufficiency of industrial land to meet projected demand (2022 – 2052)**

	Feasible capacity		Demand with margin		Surplus / Shortfall	
	Medium term (0 – 10 years)	Long term (0 – 30 years)	Medium term (0 – 10 years)	Long term (0 – 30 years)	Medium term (0 – 10 years)	Long term (0 – 30 years)
Waimakariri	32ha	102ha	31ha	79ha	1ha	23ha
Christchurch	663ha	663ha	36ha	119ha	627ha	544ha
Selwyn	377ha	425ha	131ha	347ha	246ha	78ha
<b>Total</b>	<b>1,073ha</b>	<b>1,190ha</b>	<b>198ha</b>	<b>545ha</b>	<b>874ha</b>	<b>645ha</b>

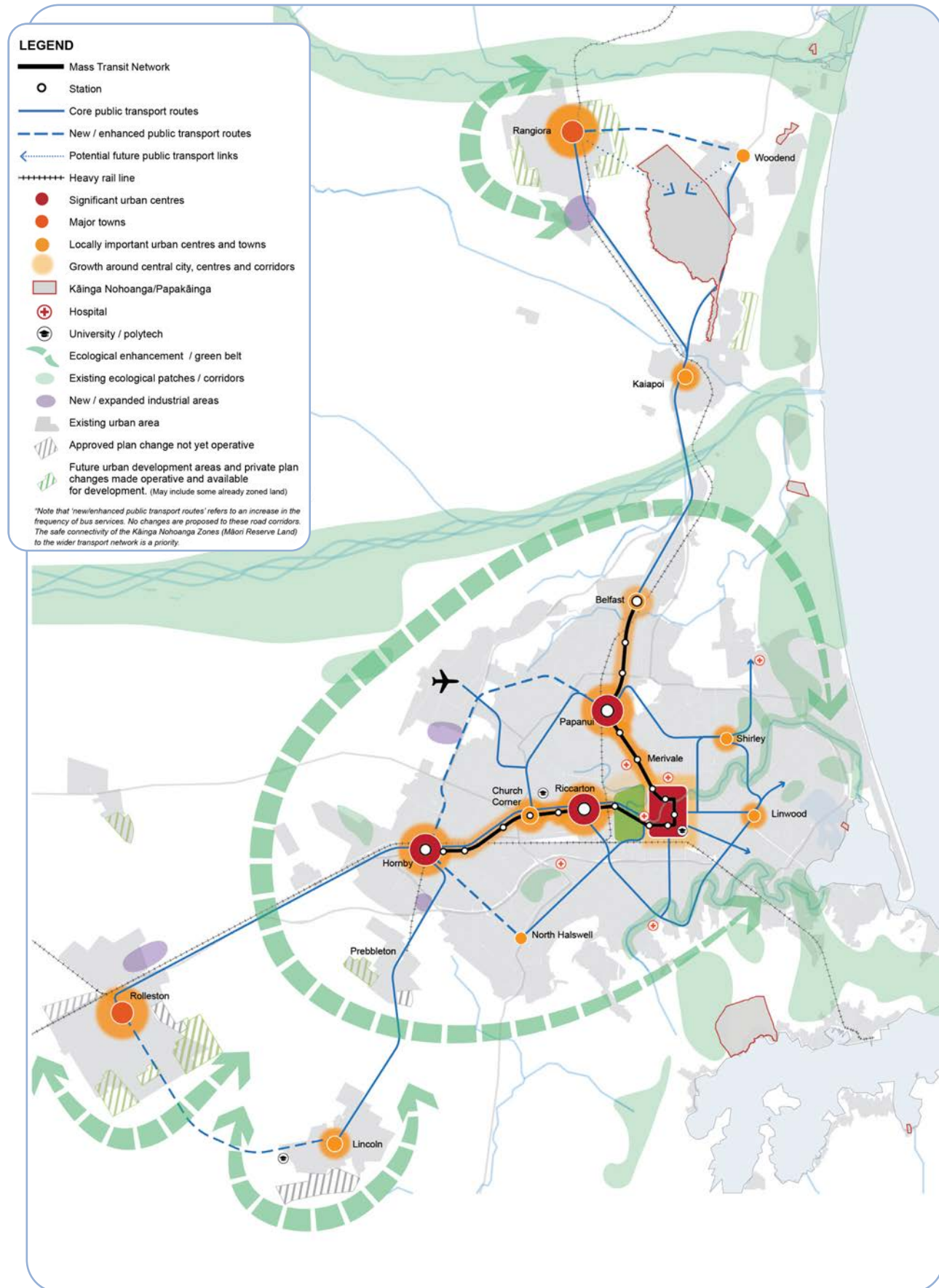
Table 4: Sufficiency of commercial land to meet projected demand (2022 – 2052)

	Feasible capacity		Demand with margin		Surplus / Shortfall	
	Medium term (0 – 10 years)	Long term (0 – 30 years)	Medium term (0 – 10 years)	Long term (0 – 30 years)	Medium term (0 – 10 years)	Long term (0 – 30 years)
Waimakariri	36ha	63ha	12ha	32ha	24ha	31ha
Christchurch	102ha	102ha	85ha	212ha	17ha	-110ha
Selwyn	19ha	30ha	18ha	50ha	1ha	-20ha
<b>Total</b>	<b>157ha</b>	<b>195ha</b>	<b>115ha</b>	<b>294ha</b>	<b>42ha</b>	<b>-99ha</b>





Map 14: Broad locations of housing and business development capacity (700,000 people)



## **5.2 A well connected centres network that strengthens Greater Christchurch's economic competitiveness and performance, leverages economic assets, and provides people with easy access to employment and services**

Centres are places where people congregate for business, education and leisure; where business happens; and where people are able to meet their everyday needs close to where they live.

A strong centres network will:

- Efficiently utilise existing infrastructure, including public transport and freight networks; and support efficient investments in future infrastructure
- Realise gains in economic productivity that can be achieved when related businesses and activities (such as tertiary institutions) are concentrated and co-located, including

improved productivity by supporting knowledge transfer, attracting talent, and providing economies of scale of similar businesses that can attract other businesses and customers

- Co-locate economic activity where people live so that people can access employment and services easily by walking and cycling.

The focus on supporting future population and business growth in key urban and town centres, coupled with the planned enhancements to the public transport network, will support a strong network of centres in Greater Christchurch.

## **5.3 Provision of strategic infrastructure that is resilient, efficient and meets the needs of a modern society and economy**

Strategic infrastructure networks include those required to:

- Manage wastewater and stormwater, and provide safe drinking water
- Provide for energy needs – household, business and transport
- Provide communication and digital connectivity
- Transport people and goods (covered under Opportunity 6: Prioritise sustainable transport choices to move people and goods in a way that significantly reduces greenhouse gas emissions and enables access to social, cultural and economic opportunities).

For infrastructure networks provided by local councils, including water infrastructure, each council is required to prepare an infrastructure strategy, and supporting network and catchment plans, to ensure there is sufficient capacity to

meet current and future demands, and that environmental standards are met. Infrastructure strategies are updated based on changes to growth projections, such to inform decisions on infrastructure investment.

Telecommunications and energy infrastructure are provided by state-owned enterprises and the private sector. Telecommunications infrastructure is fundamental to the digital transformation of public and private infrastructure, while electricity infrastructure is fundamental to the transition to a low emissions future.

A key issue is the need to ensure that infrastructure is provided that meets the needs of mana whenua for the development of kāinga nohoanga on Māori Land, with a particular focus on MR873 at Tuahiwi. While policy and plan changes have occurred to enable kāinga nohoanga in Greater Christchurch, this has not been supported with investment in

infrastructure. Within Greater Christchurch's urban areas, it is assumed that the development of kāinga nohoanga will be able to be accommodated within the capacity of existing infrastructure or through planned infrastructure upgrades.

The close alignment of infrastructure provision with the growing and changing needs of people, communities and businesses requires strong partnerships and joint planning, including:

- Partnering with mana whenua to identify and respond to the specific infrastructure needs for Māori Reserve Land to ensure that there is sufficient capacity, and feasible access to, local networks; while also supporting mana whenua with upgraded infrastructure where needed within urban areas to enable kāinga nohoanga
- Establishing strong partnerships with providers of energy and digital technologies, and ensuring that planning for telecommunications and energy infrastructure is well integrated with new development.

### Current and planned state of strategic infrastructure networks

- Wastewater networks have capacity to meet growth over the next decade, although some specific locations or sites may require infrastructure upgrades or alternative solutions to enable development. This includes MR873 at Tuahiwi, where a bespoke approach to the funding and delivery of services may be needed.
- The suburbs of Shirley and Aranui in Christchurch are serviced by a vacuum sewer system, which are at or near operational capacity and currently with no feasible solution to increase capacity.
- Most sites have the ability to mitigate stormwater effects on-site, or have planned local catchment solutions and programmes to address water quality and quantity issues. For some sites, on-site mitigation infrastructure may be required that will add to development costs. However, this does not preclude development from occurring.
- In Christchurch, major water supply upgrades have been completed or are planned for completion over the next 10 years. A focus for water supply assets will be over \$200 million invested in the improvement and maintenance of the reticulation network. This will reduce leakages and improve the long term sustainability of the water supply, ensuring these assets remain fit-for-purpose to accommodate future growth and to meet required water quality and health standards.
- Growth in the use of electricity for transport will necessitate greater provision of electric charging networks in Greater Christchurch. This is expected to be provided by the private sector. Over time, there may be a requirement for greater local generation of green energy.
- Telecommunications technology is continually changing to meet the expectations of customers for new, faster and uninterrupted digital experiences. The challenge is finding locations to increase the density of telecommunications networks to meet the demand generated by growth. Redevelopment and new growth areas need to integrate network infrastructure with land use and the needs of communities.

# Part 3 – Connecting people and places

Wāhanga 3 – Te tūhono i  
ngā tāngata me ngā wāhi



## Opportunity 6: Prioritise sustainable transport choices to move people and goods in a way that significantly reduces greenhouse gas emissions and enables access to social, cultural and economic opportunities

*A transformational shift in how people travel is needed to achieve major reductions in transport emissions. This is one of the biggest challenges facing Greater Christchurch and will require substantial improvements in its transport system. The Spatial Plan takes an integrated approach to strategic land use and transport planning to provide a pathway to achieving a more sustainable, accessible and equitable transport future.*

### Context

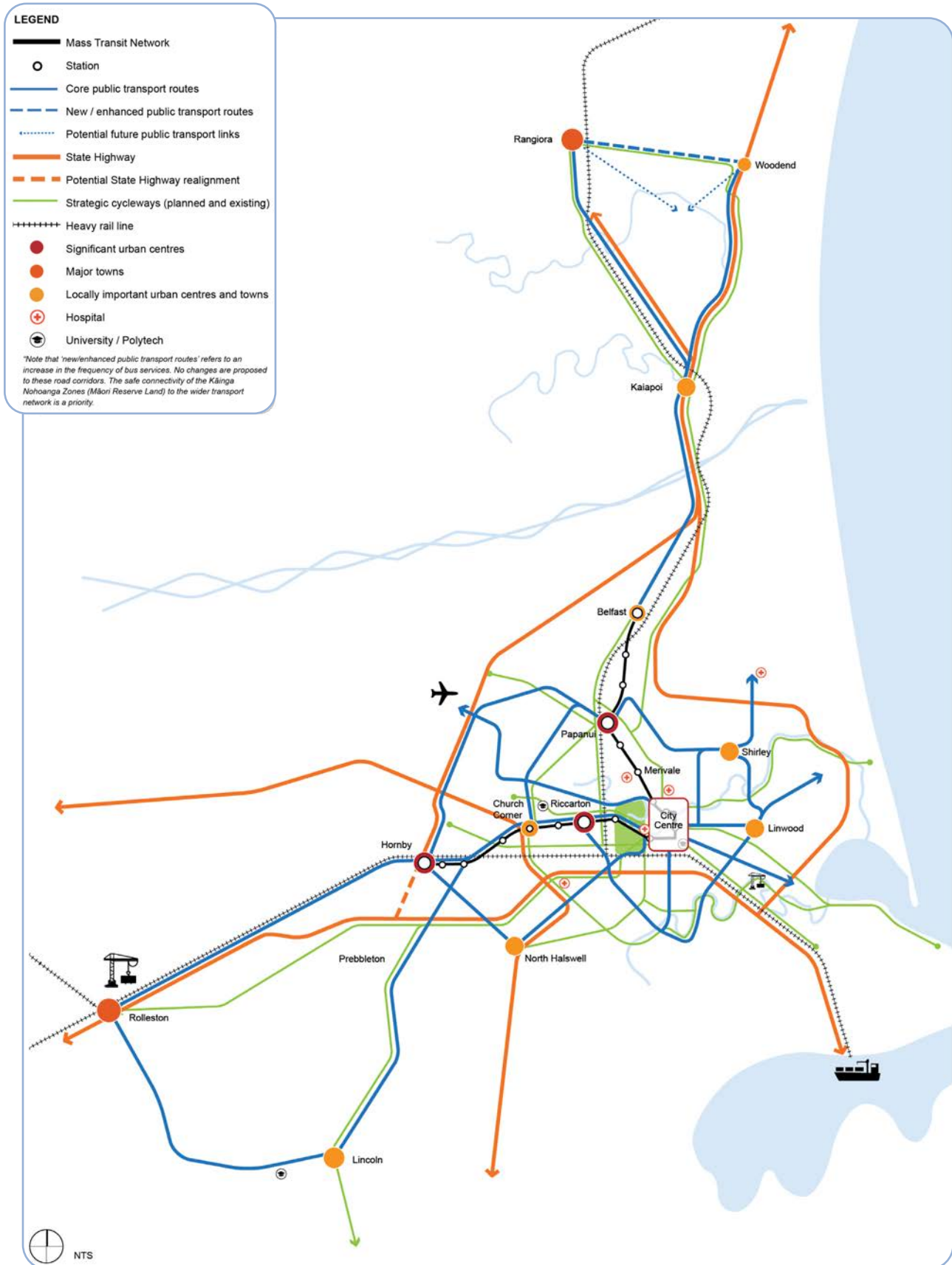
- There is a strong dependence on cars to travel in Greater Christchurch.
- Population growth will continue to increase the vehicle kilometres travelled by cars and other light vehicles based on current travel patterns. Substantial reductions in vehicle kilometres travelled by the light fleet is needed to achieve emissions reductions targets.
- Growth in vehicle kilometres travelled will also increase congestion, which has implications for health, safety, amenity, productivity and the environment.
- Shifting transport choices away from cars requires significant improvements to public and active transport, and measures to encourage people to change their travel behaviour; along with an urban form that supports people to take shorter trips to meet their daily needs and activities.
- The prosperous development of kāinga nohoanga on Māori Reserve Land requires significant improvements to levels of accessibility to surrounding transport networks and services.
- The volume of freight is forecast to continue to increase in the future, while the emissions from heavy transport needs to decrease to support reductions in transport emissions.
- The strategic road and rail networks are essential for moving goods into, out of and within the city region, and supporting it to be the primary logistics hub for Te Waipounamu / South Island.

### Direction

- 6.1 Enable safe, attractive and connected opportunities for walking, cycling and other micro mobility
- 6.2 Significantly improve public transport connections between key centres
- 6.3 Improve accessibility to Māori Reserve Land to support kāinga nohoanga
- 6.4 Develop innovative measures to encourage people to change their travel behaviours
- 6.5 Protect the effective operation of the freight network



Map 15: Transport network



## Direction

### **6.1 Enable safe, attractive and connected opportunities for walking, cycling and other micromobility**

A key component of the focus on targeted intensification is the creation of an urban form that supports and encourages as many trips as possible being made by active travel – walking, cycling and other modes of micro mobility (such as scooters). Achieving this requires not only an increase in density of development in centres, but also a commitment to urban design that prioritises active travel within and between communities – making it safe and convenient.

Some ways that active travel could be supported include ensuring good walking and cycling access within local communities and to local centres; extending the network of dedicated cycleways and cycle lanes to create a comprehensive network that connects key centres and destinations; creating low speed zones and limited access streets in residential areas; and rebalancing the use of roads and streets to reflect the functions of place and movement.

### **6.2 Significantly improve public transport connections between key centres**

Reducing the reliance on cars means encouraging people to use public transport more often. This requires significant improvements to public transport services to ensure they offer an attractive alternative to cars for a broader range of trips, particularly those less suited to active travel.

An important first step to improving Greater Christchurch's public transport network is to accelerate the implementation of planned improvements to the existing bus network, as set out in the Greater Christchurch Public Transport Futures programme. This involves frequency improvements coupled with infrastructure investments that will support faster and more reliable journey times on core bus routes. These core routes provide connections to Christchurch's Central City and other key centres where more intensive development is planned. The programme includes reallocation of road space on core routes

to enable priority way for buses.

A key feature of the future public transport network in Greater Christchurch is the proposed mass rapid transit service that would offer a high frequency and capacity 'turn-up-and-go' service on the strategic growth corridors along Papanui Road and Riccarton Road, linking with the Central City. The delivery of this service would involve a phased implementation, starting initially between Papanui and Church Corner, then extending to Belfast and Hornby, and with improved connections to key towns in Selwyn and Waimakariri.

Higher density residential and commercial development within the walkable catchments of mass rapid transit stations would support a higher share of trips being made using public transport, which would in turn support frequency and capacity improvements.

### **6.3 Improve accessibility to Māori Reserve Land to support kāinga nohoanga**

Planning and investing in improved accessibility to Māori Reserve Land by public and active modes of transport is necessary to support the prosperous development of kāinga nohoanga in Greater Christchurch. Delivering better connections to Māori Land, as well as supporting kāinga nohoanga within urban areas with improved accessibility, will involve a partnership approach between mana whenua, and councils and Waka Kotahi.

The development of Greater Christchurch's transport network in the future must also not preclude or prevent the development of Māori Reserve Land as settlements to their fullest extent possible. This includes ensuring that Māori Land is not used or taken for public infrastructure required to service development on adjoining or proximate land.

#### **6.4 Develop innovative measures to encourage people to change their travel behaviours**

A significant change in travel behaviour needs to occur to meet the objective for a more sustainable, accessible and equitable transport system in Greater Christchurch. Achieving mode shift from cars to public and active modes of transport will be particularly important for reducing vehicle kilometres travelled by cars and other light vehicles, and contributing to emissions reduction targets.

The focus on targeted intensification in urban and town centres, and along public transport corridors, together with the proposed improvements to public and active modes of transport, will provide a strong platform for the shift away from cars. However, reducing the reliance on cars will also need to be supported by planning and investing in systemic

changes in travel behaviours, recognising the massive shift that needs to occur largely within the next decade.

Some ways that effective travel demand management and behaviour change initiatives could be delivered include building awareness and understanding about the range of low emissions travel options through information and education initiatives; incentivising the use of public and active transport through appropriate pricing and promotions; managing car parking policies; and supporting central government investigations into future road pricing options.

#### **6.5 Protect the effective operation of the freight network**

As the main freight and logistics hub for Te Waipounamu / South Island, it is essential that the development of Greater Christchurch continues to support a well-functioning freight network. This means ensuring that the strategic road and rail connections to key freight and logistics hubs, including the Port of Lyttelton, Christchurch Airport and the inland ports at Rolleston and Woolston, are not compromised by development and uncontrolled growth in travel demands on the network.

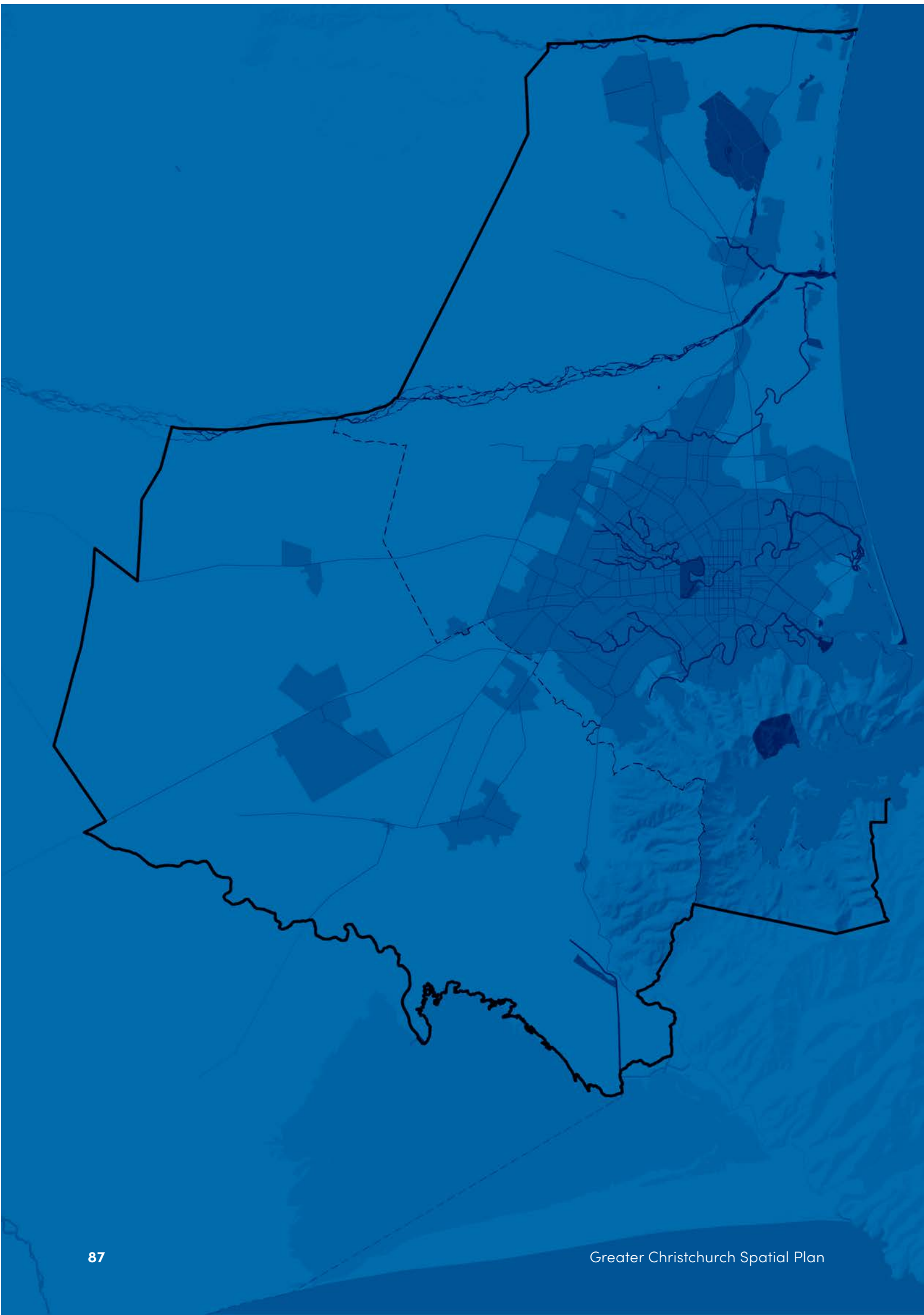
This is likely to require steps in the future to prioritise the use of road space on strategic freight

routes, primarily the state highways, and to direct housing development away from those routes to ensure that the amenity of residential areas are not compromised. In some cases, it may be necessary to consider relocating strategic freight routes to reduce the potential conflict with residential and commercial intensification.

Shifting freight from road to rail and coastal shipping will help to reduce emissions from freight, as well as reduce the pressure on the road network in Greater Christchurch.







# Implementation

## Te Whakatinanatanga

# Joint work programme

The partnership has developed a joint work programme comprising key actions and initiatives, and a selection of Priority Areas, that will help to implement the direction of the Spatial Plan. The work programme will also inform the investment decisions made by partners.

An indication of what each component of the joint work programme will entail is provided below, along with how they align with the six opportunities of the Spatial Plan.

The partnership will agree the scope and resources needed to deliver the joint work programme.

The Whakawhanake Kāinga Komiti will receive biannual updates on the progress of the joint work programme.

The Spatial Plan is an enduring document, with the scope for new Priority Areas, key actions and initiatives, and tools being added to the joint work programme if they should arise in the future. The plan will be reviewed and updated (as needed) every five years.



# Joint work programme

Action / Initiative	Purpose	Supporting Agencies	Timing
Greater Christchurch Transport Plan (including Mass Rapid Transit)	To plan and coordinate the development of an integrated transport system that will encourage mode shift, reduce vehicle kilometres travelled and transport emissions, and help shape the urban form.	Urban Growth Partners	Ongoing
Kāinga Nohoanga Strategy	To provide direction to partners on how to support and enable kāinga nohoanga on Māori Land and within urban areas.	Urban Growth Partners	Ongoing
Priority Areas	To enable aligned and coordinated action across multiple agencies to inform and prioritise investment to achieve change and growth that will not be delivered by the market on its own.	Urban Growth Partners, Developer Sector	To be determined
Joint Housing Action Plan	To create a housing action plan that ensures the entire housing continuum is working effectively to provide affordable housing choice and diversity.	Urban Growth Partners, Community Housing Providers, Developer Sector	Short term
Blue-Green Network Strategy (including Green Belt Concept)	To develop an integrated blue-green network strategy reflecting the blue-green network principles and environmental directions. This strategy will also include investigating options to establish a Green Belt Action Plan.	Urban Growth Partners	Medium term
Economic Development Plan	To create a comprehensive economic development plan that integrates and coordinates existing strategies and plans to realise the Spatial Plan's aspirations for economic prosperity.	Urban Growth Partners, Economic Development Agencies, Canterbury Employers Chamber of Commerce, Tertiary Education Providers	Medium term
Statutory tools	To assess, propose and implement the suite of statutory tools that will give effect to the Spatial Plan and enable delivery of the joint work programme.	Urban Growth Partners	Short term
Non-statutory tools	To assess, propose and implement the suite of non-statutory tools that will give effect to the Spatial Plan and enable delivery of the joint work programme.	Urban Growth Partners	Medium term

**Opportunity 1:**  
Protect historic  
heritage and  
sites and areas of  
significance to Māori

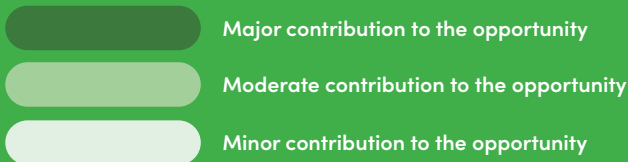
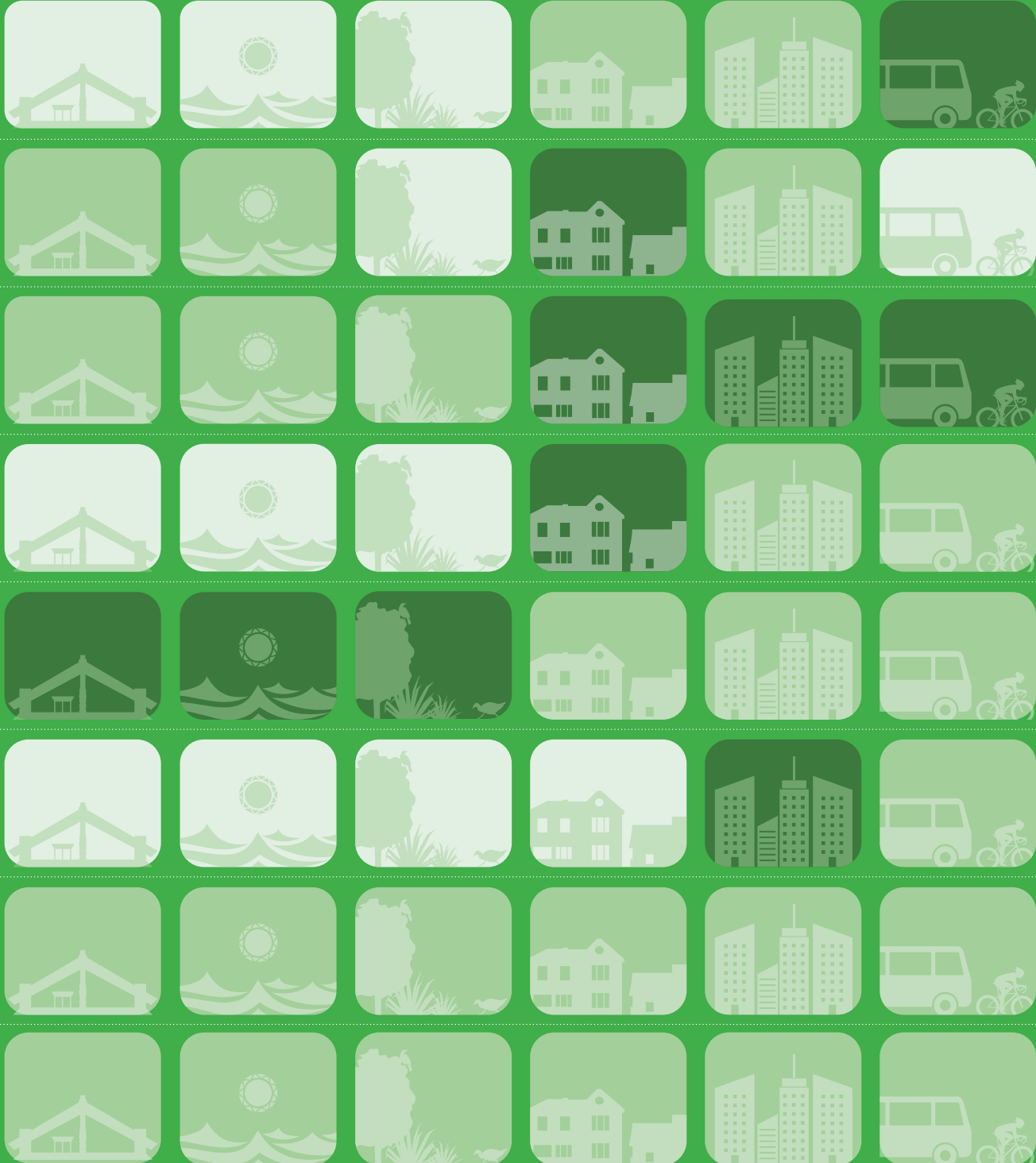
**Opportunity 2:**  
Reduce risks from  
natural hazards  
and climate change

**Opportunity 3:**  
Protect, restore  
and enhance  
the natural  
environment

**Opportunity 4:**  
Support thriving  
communities  
with diverse and  
affordable housing

**Opportunity 5:**  
Provide space for  
businesses and the  
economy to prosper

**Opportunity 6:**  
Prioritise more  
sustainable modes  
of travel



## Tools

Tools that enable the Spatial Plan to deliver on its directions can either be statutory or non-statutory. Previous growth plans and strategies have predominantly focused on statutory tools, which have been implemented by councils. The partnership believes a more flexible approach comprising a mix of statutory and non-statutory tools will be more effective in delivering on the outcomes sought by the plan.

The joint work programme will consider a broad range of both statutory and non-statutory tools to be used for selection by the partnership. The responsibility for implementing these tools will reside with the partner that has the authority or is best suited to deliver the tool.

## Partnerships

The partnership is committed to showing visible leadership and using a collaborative approach to address the issues identified for Greater Christchurch. Although implementation of the Spatial Plan will principally be the domain of councils, mana whenua and government agencies, the private sector, third sector and community also have a key role to play in ensuring the shared vision for the future is realised.

Coordinated action with infrastructure providers and the development sector will be of particular importance to enabling the type and scale of development needed to achieve the desired pattern of growth. It will be crucial that investments are aligned with the planned direction set out in the Spatial Plan, which will require strong working relationships between councils, infrastructure providers, developers and the property sector.

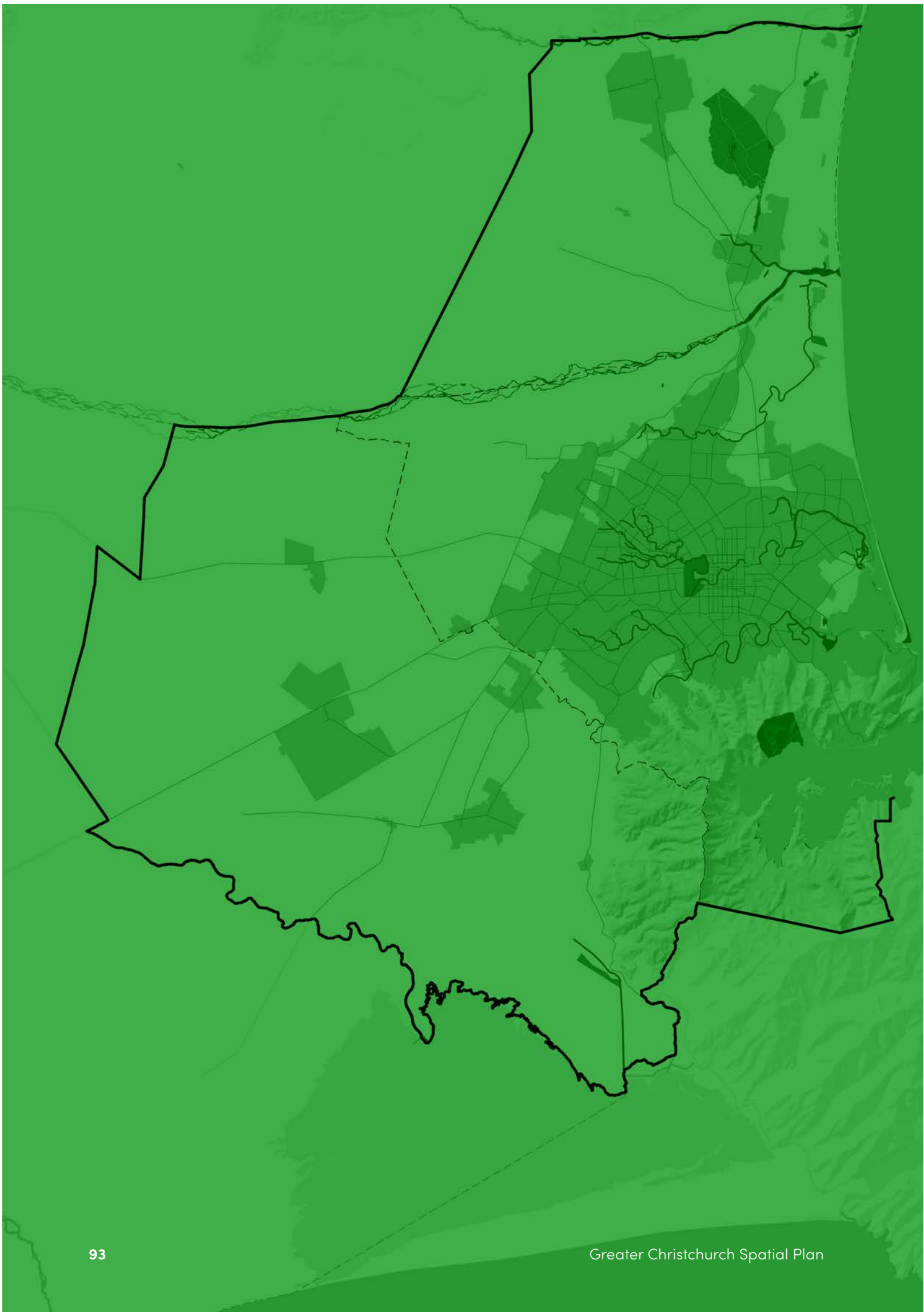
## Monitoring

The partnership will establish an implementation plan and mechanisms to monitor progress in achieving the opportunities, directions and key moves set out in the Spatial Plan, and for reporting on progress of the joint work programme. The progress made on the work programme will be reported bi-annually to the Whakawhanake Kāinga Komiti.

The Spatial Plan will be reviewed every five years, incorporating the latest release of census information from Stats NZ. This will ensure that

future iterations of the plan can respond to changing demographic, social, economic and cultural factors.

The joint work programme should be reviewed and updated every three years to coincide with council's long term planning processes to ensure the partnership prioritises and adequately resources the delivery of the Spatial Plan (and its future iterations).



# Greater Christchurch Spatial Plan

Draft plan for  
consultation

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**Whakawhanake  
Kāinga Komiti**

Urban Growth Partnership  
for Greater Christchurch

