

**BEFORE AN INDEPENDENT HEARINGS PANEL  
IN CHRISTCHURCH**

**TE MAHERE Ā-ROHE I TŪTOHUA MŌ TE TĀONE O ŌTAUTAHI**

**UNDER** the Resource Management Act 1991 (the **RMA**)

**AND**

**IN THE MATTER OF** the hearing of submissions on Plan Change 14 (Housing  
and Business Choice) to the Christchurch District Plan

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**SUPPLEMENTARY STATEMENT OF EVIDENCE OF HOLLY GARDINER ON  
BEHALF OF CHRISTCHURCH CITY COUNCIL**

**PLANNING – WELL-FUNCTIONING URBAN ENVIRONMENTS**

**Dated: 13 December 2023**

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<b>TABLE OF CONTENTS</b>	
<b>EXECUTIVE SUMMARY</b>	<b>1</b>
<b>INTRODUCTION</b>	<b>1</b>
<b>WELL-FUNCTIONING URBAN ENVIRONMENTS</b>	<b>2</b>

## EXECUTIVE SUMMARY

1. My name is **Holly Elizabeth Gardiner**. I am employed as a Policy Planner at the Christchurch City Council.
2. I have prepared this supplementary statement of evidence in response to requests by the Independent Hearings Panel (**IHP**) to provide a list of factors I had understood to contribute to a "*well-functioning urban environment*" (**WFUE**) when preparing my primary evidence and rebuttal evidence.
3. In summary, when preparing my primary and rebuttal evidence, I considered the following as factors that contribute to a WFUE, in addition to those described listed in Policy 1 of the National Policy Statement on Urban Development 2020 (**NPS-UD**): the variety and scale of activities, the built form, public open spaces and transport networks, accessibility at all scales, the behaviour of people and their needs within an urban environment, and the Christchurch specific features that I discuss below, including Cathedral Square. These aspects interacting together form the WFUE for Ōtautahi Christchurch that I considered.

## INTRODUCTION

4. My name is **Holly Elizabeth Gardiner**. I am employed as a Policy Planner at the Christchurch City Council.
5. I prepared a section 42A report, dated 11 August 2023, on behalf of the Christchurch City Council (the **Council**) in respect of Plan Change 14 to the Christchurch District Plan (the **District Plan; PC14**). My section 42A report addressed submission points relating to the City Centre Zone, Central City Mixed Use Zone and the Central City Mixed Use (South Frame) Zone.
6. I have the qualifications and experience set out at paragraphs 2.1.2 and 2.1.3 of my section 42A report.
7. I also provided a statement of rebuttal evidence dated 9 October 2023.
8. I repeat the confirmation given in my primary evidence that I have read the Code of Conduct for Expert Witnesses contained in the Environment Court Practice Note 2023, and that my evidence has been prepared in compliance with that Code.

## WELL-FUNCTIONING URBAN ENVIRONMENTS

9. In my primary evidence at paragraphs 5.7.9 to 5.7.12 I set out what I considered to be a well-functioning environment as follows:

5.7.9 *Given the direction in Policy 3, to effectively ensure the implementation of the NPS-UD we need to understand what a WFUE looks like for Christchurch’s central city. Many of the issues raised by submitters, particularly relating to the enabling of greater height limits in the central city but also the overall urban form, urban design and amenity considerations, the enabling of activities in particular zones, and the rezoning of sites, all relate to the question of what the WFUE is that we are seeking to achieve in the central city over the next 20, 40, 100 years. In the Section 32 Report – Industrial and Commercial, the background outlined above (paragraph 5.6.1) is further built on and applied to the Christchurch commercial context<sup>1</sup>, concluding that “the areas with the most scale and range of activities, are more likely to have greater potential for adverse effects that need to be managed through the district plan.”*

5.7.10 *Proposed Strategic Objective 3.3.7 – Well-functioning urban environment sets out what a WFUE looks like for the overall city, which all underlying Plan provisions need to have regard to, as is discussed further in Ms. Oliver’s section 42A report<sup>2</sup>. For the Central City, the objective seeks to establish a distinctive, legible urban form and strong sense of place across the cityspace that is articulated by the pre-eminence of the CCZ built form, supported by enabling the highest buildings in this location. I have considered this provision in my discussion below.*

5.7.11 *To further understand what a WFUE is for the Central City context, I adopt the broad view of WFUE in Mr Willis’ section 42A report<sup>3</sup>, in which he draws on the evidence of both Mr Ray and Mr Heath. Namely that a WFUE is not only its built form, but the variety and scale of activities within it, the accessibility between spaces, the behaviour of people and their needs within a particular place, and the need to apply a contextual approach as to what constitutes a WFUE specific to Ōtautahi Christchurch.*

5.7.12 *To further refine what a WFUE looks like for the central city, I utilise the Section 32 Technical Report by Mr. David Hattam in which the key features that contribute to a well-functioning central city in Christchurch and its urban form are outlined<sup>4</sup>. These features include the Ōtākaro Avon River corridor, significant public spaces including Cathedral Square, Victoria Square, Tākaro ā Poi Margaret Mahy playground, Cranmer and Latimer Squares, Hagley Park, and the East and South Frames which in conjunction with the Ōtākaro Avon River define the city edges. Further, the street*

<sup>1</sup> Section 32 – Industrial and Commercial, Paragraph 2.3.10

<sup>2</sup> S42a Report – Strategic Directions – Ms. Sarah Oliver, section 9.1

<sup>3</sup> Evidence of Mr Andrew Willis, section ‘What is a well-functioning urban environment?’

<sup>4</sup> Appendix 6 – Technical Report – Urban Design – Commercial Zones – Christchurch City Council, section 2.3 Central City Built Form <https://www.ccc.govt.nz/assets/Documents/The-Council/Plans-Strategies-Policies-Bylaws/Plans/district-plan/Proposed-changes/2023/PC14/Section-32-Appendices-1/PC-14-Commercial-Chapter-Technical-Report-Urban-Design.pdf>

*grid is noted as a key feature of the urban form, along with the overall built form currently being of predominantly low to mid rise.*

10. As noted in my primary evidence as quoted above, I drew on content from the Section 32 Report – Industrial and Commercial, Ms Oliver's section 42A report, Mr Willis' section 42A report, and the section 32 Technical Report to inform the factors I considered as contributing to a WFUE when preparing my evidence.
11. Based on that content, the factors I considered as contributing to a WFUE when preparing my evidence, in addition to those already listed in Policy 1 of the NPS-UD, are as follows (with footnotes indicating the sources from where I derived the factors I considered):
  - (a) The variety and scale of activities within the environment<sup>5</sup>;
  - (b) A human-scaled city form with buildings and streets and spaces in excellent proportions; that define space and create clearly articulated public streets and spaces<sup>6</sup>;
  - (c) A network of high-quality attractive public open spaces and routes, with well-designed streets that promote active transport modes<sup>7</sup>;
  - (d) Accessibility between spaces<sup>8</sup>, at the wider city scale and between suburbs, and at the smaller scale between buildings and places within the central city;
  - (e) The behaviour of people and their needs within a particular place<sup>9</sup>; and
  - (f) Specific to a well-functioning central city in Christchurch and its urban form<sup>10</sup>, the key features are:
    - (i) the Otākaro Avon River corridor;
    - (ii) significant public spaces including Cathedral Square, Victoria Square, Tākaro ā Poi Margaret Mahy playground, Cranmer and Latimer Squares, Hagley Park, and the East and South Frames

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<sup>5</sup> Evidence of Mr Andrew Willis, section 'What is a well-functioning urban environment?'

<sup>6</sup> Evidence of Mr. Alastair Ray, paragraph 39.

<sup>7</sup> Evidence of Mr. Alastair Ray, paragraph 39.

<sup>8</sup> Evidence of Mr Andrew Willis, section 'What is a well-functioning urban environment?'

<sup>9</sup> Evidence of Mr Andrew Willis, section 'What is a well-functioning urban environment?'

<sup>10</sup> Appendix 6 – Technical Report – Urban Design – Commercial Zones – Christchurch City Council, section 2.3 Central City Built Form <https://www.ccc.govt.nz/assets/Documents/The-Council/Plans-Strategies-Policies-Bylaws/Plans/district-plan/Proposed-changes/2023/PC14/Section-32-Appendices-1/PC-14-Commercial-Chapter-Technical-Report-Urban-Design.pdf>

which in conjunction with the Otākaro Avon River define the city edges; and

- (iii) the street grid is noted as a key feature of the urban form, along with the overall built form in the city currently being of predominantly low to mid rise.

**Holly Gardiner**  
13 December 2023