

UPDATE OF HISTORIC HERITAGE PROVISIONS

Overview

The following report has been prepared to support Plan Change 13 to the Christchurch District Plan, which proposes to update the provisions of Chapter 9.3 Historic Heritage of the District Plan.

The Plan change proposes:

- 1) An overall revision of the historic heritage rules;
- 2) Corrections to the Schedule of Significant Historic Heritage in Appendix 9.3.7.2;
- 3) The scheduling of 44 additional items for protection;
- 4) The scheduling of 26 additional heritage interiors for protection (including 10 for new listings);
- 5) The introduction of 11 residential heritage areas to the District Plan.

The primary purpose of the Plan change is to better reflect aspects of the City's history and development through adding to the schedule of heritage items, adding further interiors for protection and introducing residential heritage areas as a mechanism to protect buildings and features which collectively rather than individually are of significance to the City's heritage and identity. A further purpose is to simplify and clarify the rule provisions in the light of experience, to strengthen a small number of rules by requiring a higher category of consent, and to reflect changes in circumstances over time. Wording changes are also proposed to five of the policies.

All new items and areas meet the criteria set out in Policies 9.3.2.2.1 and 9.3.2.2.2 for scheduling, and the Plan change is expected to contribute to the achievement of the heritage outcomes already sought in the District Plan.

The Plan change has been prepared in accordance with the requirements of Section 32 (s32) of the Resource Management Act 1991 (RMA).

Relationship of Plan Change 13 with Plan Change 14 (PC14)

Plan Change 13 (Update of Historic Heritage Provisions) is being notified concurrently with Plan Change 14 (Housing and Business Choice).

PC14 proposes to give effect to policies 3 and 4 of the National Policy Statement on Urban Development 2020 (NPSUD) and incorporate the Medium Density Residential Standards introduced through the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021 (RMEHS Amendment Act). PC14 is an intensification planning instrument notified pursuant to the intensification streamlined planning process introduced into the Resource Management Act 1991 by the RMEHS Amendment Act.

As heritage is a qualifying matter under the NPSUD and the RMEHS Amendment Act (which means that there can be lesser degrees of intensification provided for in regard to heritage sites and areas), PC14 proposes many of the same changes being proposed in Plan Change 13. The proposed Schedule

of Significant Historic Heritage Items attached in Appendix 1 identifies in green highlight where there are proposed changes to scheduled heritage items in locations which fall outside the scope of PC14. The proposed historic heritage provisions (also shown in Appendix 2 of this report) identify in yellow highlight the provisions specific to locations which fall outside the scope of PC14.

For the avoidance of doubt, Plan Change 13 is not an intensification planning instrument being notified pursuant to the intensification streamlined planning process.

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1 Introduction

1.1 Purpose of this report

- 1.1.1 The overarching purpose of section 32 (s32) of the Resource Management Act 1991 (RMA / Act) is to ensure that plans are developed using sound evidence and rigorous policy analysis, leading to more robust and enduring provisions.
- 1.1.2 Section 32 requires that the Council provides an evaluation of the changes proposed in Plan Change 13 to the Christchurch District Plan (the Plan). The evaluation must examine whether the proposed objectives are the most appropriate way to achieve the purpose of the RMA, and whether the proposed provisions are the most appropriate way to achieve the objectives of the Plan. The report must consider reasonably practicable options, and assess the efficiency and effectiveness of the provisions in achieving the objectives. This will involve identifying and assessing the benefits and costs of the environmental, economic, social and cultural effects anticipated from implementing the provisions. The report must also assess the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions.
- 1.1.3 The purpose of this report is to fulfil the s32 requirements for proposed Plan Change 13 - Update to Historic Heritage Provisions. In addition, the report examines any relevant directions from the statutory context including higher order documents.

2 Resource management issues

2.1 Council's legal obligations and strategic planning documents

- 2.1.1 Sections 74 and 75 of the RMA set out Council's obligations when preparing a change to its District Plan. The Council has a responsibility under section 31 of the RMA to establish, implement and review objectives and provisions for, among other things, achieving integrated management of the effects of the use, development, or protection of land and associated resources. One of the Council's functions is to control the actual and potential effects of land use or development on the environment, and to do so in accordance with the provisions of Part 2.
- 2.1.2 Under section 6 of the RMA, the Council must "recognise and provide for...the protection of historic heritage from inappropriate subdivision, use, and development" (section 6(f)). The definition of "historic heritage" under the RMA includes "historic sites, structures, places, and areas", and "surroundings associated with the natural and physical resources" which are dealt with in Chapter 9.3 of the District Plan and in this plan change. It also includes "archaeological sites" and "sites of significance to Māori including wāhi tapu" which are dealt with in other parts of the District Plan and are not addressed in this plan change. The section 6(f) matter of national importance is at the heart of this plan change, which is intended to better reflect aspects of the City's history and communities through adding places including buildings and items to the heritage schedule, adding further building interiors for protection and adding areas as Residential Heritage Areas with regulatory protection for collective values.
- 2.1.3 Decision 45 of the Independent Hearings Panel (IHP) on Chapter 9.3 Historic Heritage of the Christchurch District Plan (at paragraphs 14 and 15) states that section 6, in using the words "recognise and provide for", does not seek to protect historic heritage at all costs but allows

Council to make a choice, subject to section 32 evaluation, as to what historic heritage is to be protected and the method of protection. The Decision also says that protection against “inappropriate” subdivision, use and development allows for the possibility of some forms of “appropriate” subdivision, use and development, to be assessed on a case by case basis by reference to what is sought to be protected (at paragraph 12).

- 2.1.4 Under section 7 of the RMA Council is also required to have particular regard to:
- (b) the efficient use and development of natural and physical resources; and
 - (c) the maintenance and enhancement of amenity values.
- 2.1.5 As required by s74 and s75 of the RMA, a Plan Change must specifically give effect to, not be inconsistent with, take into account, or have regard to the following “higher order” documents / provisions which provide directions for the issues relevant to this plan change:
- a. National Policy Statement on Urban Development 2020 and the Medium Density Residential Standards introduced through the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021. Council must give effect to these including through an Intensification Planning Instrument which must be notified before 20 August 2022. For Christchurch this will be Plan Change 14. Heritage is a Qualifying matter under the NPSUD, which means that there can be lesser degrees of intensification provided for in regard to heritage sites and areas. For further discussion on this see the Section 32 report for Plan Change 14.
 - b. Canterbury Regional Policy Statement (CRPS) – Council must give effect to:
 - i. Objective 6.2.3 – Sustainability – recovery and rebuilding should retain identified areas of special amenity and historic heritage value;
 - ii. Objective 6.3.2(1) - Tūrangawaewae – the sense of place and belonging – recognition and incorporation of the identity of the place, the context and the core elements that comprise the (sic) Through context and site analysis, the following elements should be used to reflect the appropriateness of the development to its location: landmarks and features, historic heritage, the character and quality of the existing built and natural environment, historic and cultural markers and local stories.
 - iii. Objective 13.2.1 – Identification and protection of significant historic heritage items, places and areas and their particular values that contribute to Canterbury’s distinctive character and sense of identity, from inappropriate subdivision, use and development;
 - iv. Objective 13.2.3 – Repair, reconstruction, seismic strengthening, ongoing conservation and maintenance of built historic heritage.
 - v. Policy 13.3.1 – Recognise and provide for the protection of significant historic and cultural heritage items, places and areas, from inappropriate subdivision, use and development;
 - vi. Policy 13.3.4 – Appropriate management of historic buildings – recognise and provide for the social, economic and cultural wellbeing of people and communities by enabling appropriate repair, rebuilding, upgrading, seismic strengthening and adaptive reuse of historic buildings in a manner that is sensitive to their historic values. The explanation to this policy recognises that economics will often be a factor as to how quickly or easily reuse can be achieved.
 - c. Recovery/Regeneration Plans prepared under the Greater Christchurch Regeneration Act 2016 (GCRA):
 - i. Christchurch Central Recovery Plan (CCRP) – Council shall have regard to:
 - A. the need to recognise the character and sensitivity of certain areas (p40).
 - d. Christchurch City Council’s Our Heritage, Our Taonga Heritage Strategy (2019- 2029) – Council shall have regard to this document:

- i. This non-statutory strategy presents a broadened view of heritage including the natural and built environment, tangible and intangible heritage, including stories, memories and traditions and moveable heritage.
 - ii. The Heritage Strategy was produced in partnership with the six papatipu rūnanga¹ and the involvement of the communities of Christchurch and Banks Peninsula.
 - iii. The heritage of the City's diverse cultures and communities is respected and provided for in the Strategy.
 - iv. Goals of the Heritage Strategy include "seeking to develop the strongest possible regulatory framework to ensure effective protection of significant and highly significant heritage places" and "seeking to increase the scope and breadth of regulatory and non-regulatory protection measures which could achieve recognition of heritage interiors ... a broadened range of heritage places and values ... heritage areas..."
- e. Under section 74 (2)(b)(ia), Council is also required to have regard to any relevant entry on the New Zealand Heritage List required by the Heritage NZ Pouhere Taonga Act 2014.

2.1.6 The higher order documents broadly identify the resource management issues relevant to the district and provide a consistent direction in resolving these issues. Section 6 of the RMA is relatively prescriptive in requiring that Council must recognise and provide for the protection of historic heritage, but both the Independent Hearings Panel's Decision 45 and the CRPS indicate that this direction is to be tempered with consideration of, and allowance for, on a case by case basis, what might be appropriate subdivision, use and development in a location of historic heritage. As noted in Policy 13.3.4 of the CRPS, economics will often be a factor as to how quickly and easily reuse can be achieved and in providing for the social, economic and cultural wellbeing of people and communities under section 5 of the Act. Nevertheless appropriate repair, rebuilding, upgrading, seismic strengthening and adaptive reuse of heritage buildings and places needs to occur in a manner that is sensitive to their heritage values.

2.1.7 Council's Heritage Strategy adopts a best practice heritage conservation approach, and includes the ICOMOS New Zealand Charter for the Conservation of Places of Cultural Heritage Value (ICOMOS New Zealand Charter 2010). The Strategy and Charter underlie all Council's heritage advice and decision making, since they encompass Ngāi Tahu, community and Council perspectives, objectives and goals around heritage identification and management in the district. As non-statutory documents, they are not higher order documents in terms of statutory weight. It is noted however that best practice conservation management principles and processes are not incompatible with statutory directives under section 6 of the RMA and the CRPS.

2.1.8 No other management plans or strategies prepared under other Acts are relevant to the resource management issue identified.

2.1.9 As mentioned above, the RMA prescribes certain requirements for how district plans are to align with other instruments. How this is achieved with the current and proposed District Plan objectives and provisions relevant to heritage matters will be discussed in section 5 of the report.

2.2 Problem definition - the issues being addressed

¹ Ngāi Tahu values including sites of cultural significance are primarily considered under Chapter 9.5 of the District Plan, Ngāi Tahu Values and the Natural Environment.

- 2.2.1 ISSUE 1 - Elements of the rules for heritage are causing confusion or are poorly worded. The rules need to be clarified, simplified, and in some cases strengthened.
- 2.2.2 There is a need to undertake an overall revision of the rules in Chapter 9.3 Historic Heritage as a result of experience working with them in the last few years. The issues have predominantly been raised by Council heritage team staff through dealing with applicants and other users of the Plan. Rules or elements of the rules are causing confusion and are poorly worded or ambiguous, and are not effectively achieving the outcomes anticipated in the objective for the heritage chapter.
- 2.2.3 The aim of the rule revision is to simplify and clarify the rule provisions and improve workability, both for applicants and for Council. The rule revision also includes some minor strengthening of the rules as set out below. Wording changes to five of the policies are also proposed to provide a clearer context and policy direction for the reviewed rules. However the broad intent of the objectives and policies is proposed to remain the same as under Decision 45 of the Independent Hearings Panel (IHP). Appendix 2 sets out the proposed amendments to Chapter 9.3 and heritage provisions in other chapters of the Plan (Chapter 6.8 Signage, Chapter 8 Subdivision, Development and Earthworks (including minimum net site areas for sites in Residential Heritage Areas), Chapter 13.2 Special Purpose (Cemetery) Zone, Chapter 14 Residential (new activity rules and built form standards for Residential Heritage Areas), and Chapter 15 (Commercial)), and provides reasons for each of the amendments.
- 2.2.4 The changes should improve the efficiency and effectiveness of the rules in achieving the policies and therefore the existing objective of the Plan chapter. In particular, policy direction comes from Strategic Objective 3.3.2 which requires that the Plan provisions use clear concise language so that the Plan is easy to understand and use.
- 2.2.5 A series of very minor wording amendments are proposed to definitions and rules, which should make them clearer and better reflect the intention of the existing objective and policies. This includes combining some activity listings which are not significantly different to each other or where activity standards are very similar or the same, and deleting some activity listings which are no longer required. This may be due to changing circumstances such as the demolition of the Cathedral of the Blessed Sacrament or because the relevant activity listing is ambiguous or duplicates other provisions. The table in Appendix 2 provides reasons for each of these rule amendments.
- 2.2.6 There are several changes proposed to the heritage policies and rules in Chapter 9.3, Chapter 6.8 Signage, and Chapter 8 of the District Plan which are of potentially greater significance to heritage building owners, as they represent a strengthening of rules or introduction of additional policy considerations. These are:
- a. Expanding the existing Heritage Areas policy (Policy 9.3.2.2.2) to provide for the introduction of proposed Residential Heritage Areas. In policies on management of scheduled historic heritage (Policy 9.3.2.2.3) and demolition (Policy 9.3.2.2.8), introducing more explicitly the consideration of retaining the level of significance of the item through use and development in the management policy, and having regard to whether the heritage item would no longer meet the criteria for scheduling in the demolition policy. In the Ongoing Use policy (Policy 9.3.2.2.5) adding consideration of access which is a fundamental consideration in maintaining use of heritage items. And adding consideration of heritage areas to all four of these policies.
 - b. Clearly separating out "Heritage Building Code works" (as heritage upgrade works will now be termed) from the definition of "repairs" (a permitted activity), which currently overlap,

and making the definition of repairs more specific. Heritage Building Code works are works to satisfy or increase compliance with the Building Code in terms of matters such as seismic upgrades, fire protection and the provision of safe access. It is proposed to include rather than exclude Building Code work associated with repairs in the Heritage Building Code works definition, to simplify the interpretation of the provisions and enable these works to be assessed together with other related works via a Heritage Works Plan or resource consent.

- c. Shifting some activities from the Controlled activity consent category to requiring Restricted Discretionary consent under a renumbered RD4. These are:
 - i. Heritage Building Code works (currently Heritage Upgrade Works)
 - ii. Reconstruction
 - iii. Restoration.

This will apply where the activity standard for a permitted activity is not met, that is, where a Heritage Works Plan (alternative to a resource consent as set out in Appendix 9.3.7.5) has not been prepared and certified by the Council for the work.

The current matters of control do not allow for the refusal of consent in limited cases where the effects of what is proposed are judged to be likely to be more than minor.

- d. Deletion of the non-notification rule for some of the activities listed in the permitted activity standards in Rule 9.3.4.1.1 that do not meet the activity standards and therefore become restricted discretionary activities under RD4. These categories are temporary buildings (if they are not removed and result in permanent changes) and Heritage Building Code works, reconstruction or restoration (discussed in sections above). A non-notification rule is retained or added for some other activities, which if not meeting the activity standard, are not likely to result in more than minor adverse effects. These are maintenance, repairs, fixing signs to buildings and works above underground heritage items.
- e. New standards or addition of standards for permitted works, including repair and temporary or investigative works, earthworks, signage, temporary buildings, development above underground items, service systems and tree removal in heritage items which are open spaces.

2.2.7 ISSUE 2 - There are inaccuracies in the Schedule of Significant Historic Heritage, Heritage Aerial Maps and Planning Maps which need to be remedied.

2.2.8 The plan change includes corrections to the Schedule of Significant Historic Heritage in Appendix 9.3.7.2 (to be known as the Schedule of Significant Historic Heritage Items), the Heritage Aerial Maps and the Planning Maps in respect of heritage items, for example corrections to addresses, or which reflect changes in circumstances over time. Changes in address for items on corner sites may cause entries for heritage items to shift in the order of the schedule rather than the item actually being deleted, for example the address of the (central city) Red House was Armagh Street and is now Cranmer Square, and the address of the former MED Converter station and substation was Manchester Street and is now Armagh Street.

2.2.9 There are five cases of deletion of items which have been demolished. These include the Cathedral of the Blessed Sacrament in Barbadoes Street, the original house at 19 Kotare Street, Fendalton, and the Phillipstown Church of the Good Shepherd Vicarage at 38 Phillips Street. The dwelling at 14 Kirkwood Avenue was destroyed by a fire in September 2022, and the

dwelling Devonian at 10A Bridle Path Road in Lyttelton suffered the same fate in November 2022. Two other items have been granted resource consent for demolition, and have also been removed from the Schedule. These are the Riccarton Racecourse Grandstand, and the dwelling at 300 Hereford Street.

- 2.2.10 There are nine instances of the level of significance of a building or item being corrected/upgraded from Significant to Highly Significant. This is because the level of significance recorded in the schedule does not accurately reflect the assessment that was carried out for the building or item and the peer review of that assessment. These items are a commercial building at 65 Cambridge Terrace (offices designed by Sir Miles Warren), the Canterbury Club Gas Lamp, Eliza's Boutique Hotel at 82 Bealey Avenue, the Knox Presbyterian Church (in this instance the protection of the building has been extended to the exterior of the building where only the interior is currently scheduled - new items are discussed separately under Issue 3), the millhouse at Orton Bradley Park (Charteris Bay Road), the dwelling at 52 Longfellow Street, the Coronation Library at Akaroa, the church Te Whare Karakia o Ōnuku and the Curator's House at 7 Riccarton Avenue. These changes mean that demolition of these items becomes a Non-complying activity rather than a Discretionary activity for "Significant" heritage items. There are also some differences between a heritage item being classified as Significant or Highly Significant with regard to the application of matters of discretion.
- 2.2.11 A small group of scheduled items have had the outline of the heritage item on the Heritage Aerial Maps (HAMs) modified for reasons such as partial demolition of the building, or the extent of the setting has been reduced because part of the property has been subdivided. Since this changes the extent of protection of the item or its setting, these changes to HAMs have statutory effect and are appended to Plan Change 13 itself. Appendix 3 contains HAMs for updated heritage items and settings.
- 2.2.12 While the schedule was being updated, some other minor updates were made to the Statements of Significance which sit behind items on the schedule where other changes are being proposed (for example under Issues 3 and 4 below). The changed statements are included in Appendix 4. The Statements of Significance provide a rationale for the level of significance of the particular item and are not themselves part of the District Plan, and consequently these changes do not form part of this Plan change. They are further mentioned in regard to adding information on interiors of buildings in Issue 4 below.
- 2.2.13 Other amendments to the schedule to add in new items or new interiors and the information supporting their inclusion, are described separately under Issues 3 and 4 below.
- 2.2.14 ISSUE 3 - Further heritage items justify protection in the Schedule of Significant Historic Heritage Items.
- 2.2.15 The current District Plan heritage schedule entries do not represent all aspects of the City's history and development, although there is an ongoing work programme to better represent the extent of the District's heritage in the District Plan. Some areas of the city (e.g. North West Christchurch) and some types of heritage (e.g. early dwellings) are well represented whereas other areas (e.g. East Christchurch) or types (e.g. industrial and post-war/modernist) are still poorly represented on the list², despite 28 new listings being added as part of the recent District Plan review.

² <http://resources.ccc.govt.nz/files/policiesreportsstrategies/chapter9-naturalandculturalheritage-s32-appendix4-heritagetechnicalreport.pdf>

- 2.2.16 The Canterbury Earthquakes in 2010 and 2011 resulted in large scale loss of heritage buildings, particularly in the Central City. In Christchurch City 204 out of 588 protected buildings were lost, including 135 protected buildings in the Central City. In the former Banks Peninsula area, 34 out of 334 protected buildings were lost, primarily in Lyttelton. The Council's Heritage Strategy notes that as a result, feedback from the community is that our remaining built heritage is considered even more precious and valuable.
- 2.2.17 The Heritage Strategy goals and actions support additions to the schedule, and public consultation on the Strategy indicated strong community support for effective protection of significant and highly significant heritage places and areas, as well as for widening the concept of heritage to include both visible and less visible aspects, and to include a range of places which reflect our diverse communities.
- 2.2.18 Further potential listings are identified through the ongoing application of a thematic framework aimed at representing the District's heritage in a comprehensive and unbiased way. A thematic approach involves an analysis of the important aspects of the District's history as the basis for identification of a range of (significant) places which best represent those aspects. Thematic frameworks are a widely accepted approach in heritage nationally and internationally. The previous City Plan had low representations of "land and people", "infrastructure", "governing and administration" and "life in the City" including sport, health, military, popular entertainment and political life. Slightly different themes were identified for Banks Peninsula, the previous Plan for which had a high representations of 19th and early 20th century residences in Akaroa and Lyttelton, but low representations of military and defence, communications, utilities and services, local government, whaling, fishing, farming and sport and recreation. As previously noted, the District Plan Review added a group of new scheduled items, making a contribution towards improving representation.
- 2.2.19 Appendix 5 lists 44 additional items which are now proposed to be scheduled for protection under Appendix 9.3.7.2 Schedule of Significant Historic Heritage Items. The scheduling of these items are all supported by their owners. These items have been assessed since the District Plan review as meeting the criteria for protection in Chapter 9.3, Policy 9.3.2.2.1.
- 2.2.20 The current round of additions includes five surviving buildings in or around the fringes of the CBD, a category of buildings that the community identified as important to them through consultation on the Heritage Strategy. These have been repaired and restored post-earthquakes. Two of them were previously proposed for scheduling but this was not supported by the IHP. Fourteen proposed additions to the schedule are located outside the Central City. This includes several halls and cemeteries which are Council owned assets with community values. Halls are not well represented in the current schedule, and while cemeteries are reasonably represented in some areas, this is not the case for other areas. 25 new items are the remaining baches at Taylors Mistake which are not yet scheduled in the District Plan and which the owners wish to have protected.
- 2.2.21 The new items (also shown in the plan change as additions in red font to Appendix 9.3.7.2 - Schedule of Significant Historic Heritage Items) are:
- The Public Trust building on Oxford Terrace which was previously scheduled but deleted from the schedule by the IHP at the request of the previous owner. The building has since changed ownership and has been restored. It has been the recipient of a heritage grant from Council.
 - Knox Church on Bealey Avenue, where the whole building is proposed to be scheduled to align with the Heritage New Zealand Pouhere Taonga listing. With time and recent

analysis, the exterior has been assessed as meeting the threshold for listing along with the currently scheduled interior.

- c. The Former Canterbury Terminating Society Building at 159 Manchester Street (now the Muse Art Hotel) –new owners received a Council grant to repair and strengthen.
- d. 167 Hereford Street - an early office block of brick and Oamaru stone.
- e. The former Bank of New Zealand commercial building on the High Street corner with St Asaph Street. Important in the streetscape as it adjoins the Duncan's building in High Street. Owner has recently strengthened and refurbished.
- f. The Hereford Street Bridge is a 1930's bridge, which evidences engineering and design of this period when Council was upgrading the remaining early bridges in the city. Whilst the city's Victorian era bridges are well represented in the schedule, later bridges are not.
- g. House in Rata Street associated with Kate Dewes, an important peace activist. Recognition of the heritage associated with social movements and the peace movement came through strongly in consultation for the Heritage Strategy.
- h. The Sutton Heritage House and Garden in the residential red zone. Now owned by the Council as an important earthquake survivor. This former home of significant New Zealand artist William Sutton is being used as an artists' residence.
- i. The Frankel modernist house, Ford Road, Opawa.
- j. Three community halls owned by the Council in a range of locations. Two of these are War Memorial Halls (Somerfield and Yaldhurst).
- k. Three cemeteries – Sydenham Cemetery, Linwood Cemetery and the French Cemetery at Akaroa, the latter of which Council does not own but does maintain.
- l. 25 baches at Taylors Mistake and Boulder Bay. (A number of baches are already scheduled in the District Plan). This is to ensure all baches of value are scheduled (where not subject to high hazard of cliff collapse or rock fall risk), following Council decisions on leases for the baches in 2019. Of the baches to be added, 13 adjoin each other at Rotten Row, which is listed by Heritage New Zealand Pouhere Taonga as an Historic Area.
- m. Carlton Bridge at the edge of Hagley Park reflects Council bridge design and the bridge renewal programme of the 1920s and 30s. It has recently been refurbished by Council.
- n. The Former Woodham Park Caretaker's Dwelling is an example of 1940's residential design by the City Architect and is one of the few remaining caretaker's dwellings in the city.
- o. The Former Cashmere Sanatorium Tuberculosis Hut evidences early healthcare in the city, and is located on a Council reserve.
- p. Sixteen Papanui War Memorial Avenues – these are proposed to be scheduled as one item, with scheduling protection of the trees and plaques.

2.2.22 New Heritage Aerial Maps are provided for new buildings and items to be scheduled, since they also define the extent of protection of the building/item and its setting. These are appended to the Plan Change itself.

2.2.23 The Statements of Significance for new buildings and items are appended to this report as Appendix 6, for information purposes only. They do not form part of the Plan change. HAMs for new items are in Appendix 7.

2.2.24 ISSUE 4 - Further building interiors justify protection in the Schedule of Significant Historic Heritage Items.

2.2.25 The ICOMOS New Zealand Charter for the Conservation of Places of Cultural Heritage Value (ICOMOS New Zealand Charter 2010), which promotes best practice heritage management, recognises that all the heritage values of a place including building interiors contribute to its

significance. This was the approach in the previous City Plan, albeit an implicit one. Interior alterations were permitted in the Banks Peninsula District Plan. The interior of buildings can illustrate past and continued ways of life, work, worship and industry and how people lived through room layouts, features and finishes and can embody important historical, social, cultural, architectural, aesthetic, craftsmanship and technological values.

- 2.2.26 The IHP for the Christchurch Replacement District Plan did not share the view above and stated that it is more appropriate that interior fabric is not the subject of heritage protection unless and to the extent that the fabric is itemised in the Schedule, so that restrictions could be certain and properly targeted. It also emphasised a need to engage with landowners in the process of identification of that fabric, as it directly impacts on certainty and the capacity of landowners to adaptively reuse their property.³
- 2.2.27 In light of insufficient time to properly engage with building owners, undertake site visits and compile the level of detail required by the IHP for all scheduled items, it was decided at that time that 48 Council buildings which had existing conservation management plans with interior fabric inventories or were readily able to have the interior fabric identified, would have their interiors scheduled in the District Plan. This was done by reviewing the conservation plan and subsequent changes to the buildings using resource consent records. This information was then entered into the Scheduled Interior Fabric forms, containing a table identifying the location and details of all heritage fabric, and accompanied by floor plans indicating the location of spaces referred to in the table. The level of detail provided in the conservation plan documents was such that items such as door numbers and coat hooks were able to be identified, as well as spaces and forms of parts of the interiors. The Schedule of Interior Fabric forms were linked to the relevant items on the District Plan Schedule of Significant Historic Heritage. This approach was taken with the understanding that work would subsequently continue to identify and protect the interiors of other items on the schedule.
- 2.2.28 This Plan change proposes to continue the work begun through the District Plan review and signalled in Policy 9.3.2.2.11 Future work programme, to add to the schedule of interiors for protection. The interiors of 26 significant buildings (now including some privately owned buildings) are proposed to be added to the schedule in this plan change. All of the owners of these buildings are supportive of their interiors being protected. These are shown in the plan change as additions in red font in Appendix 9.3.7.2 - Schedule of Significant Historic Heritage Items.
- 2.2.29 Initial phases of this work began in 2017. Conservation plans are only available for a small percentage of scheduled heritage items, and so, where not available, the heritage fabric inventory had to be developed from scratch. Heritage consultants were engaged to visit a discrete number of scheduled buildings with known intact interiors, which had owner approval to visit and inspect the interior. Consultants recorded every part of the interior and then itemised the interior features of heritage value on Scheduled Interior Fabric forms in the same manner as in 2.2.26 above for conservation plans. However continuing this approach and level of detail proved unsustainable and inefficient in terms of the time and costs involved, and the outcomes which could be achieved. Nor does this method align with the lesser level of detail of information required for exterior protection for buildings.
- 2.2.30 As Council remains committed to providing interior protection for scheduled heritage buildings, the methodology was reviewed and revised in 2021. The methodology to provide an evidential

³ <http://chchplan.ihp.govt.nz/wp-content/uploads/2015/08/Minute-Regarding-Topics-9.1-9.5-22-2-2016.pdf>

base for protecting interiors has been refined and simplified, in order to be fit for purpose and more efficient going forward. The proposed approach was shared with Heritage New Zealand Pouhere Taonga staff in early 2021, including some sample statements of significance. Feedback was received and the approach refined to ensure that key interior features were identified in the statement of significance, that these were specific to the place (not a generic list) and that sufficient justification for their protection was provided in the statement of significance.

2.2.31 The proposed methodology for protecting interiors will now be:

- a. Rather than linking to the interior schedules, the interior column in the primary Schedule will indicate whether or not interiors have been assessed and are protected by using the words "Yes"; "Yes - limited to..."; "No - not yet assessed"; and "N/A" or not applicable.
- b. The 48 existing interiors will have their interior inventories appended to their statements of significance (this is not part of this Plan change as these interiors are already protected).
- c. 16 new interiors of existing listed scheduled are proposed to be protected based on work undertaken in 2017. These interiors have inventories of heritage fabric which have informed the summary paragraphs of key features added to the statements of significance.
- d. Interiors of 10 of the new scheduled items are proposed for protection. These interiors were visited by the Council's heritage staff, and a photographic record placed on file. An assessment of the interior has been incorporated into each statement of significance. This includes identification of key features and the reasons the interior contributes to the heritage significance of the place. The extent of interior protection is also identified in the Schedule as set out above. This methodology is the proposed model for interior assessment and protection going forward. A list of all new interiors is in Appendix 8.

2.2.32 The new interiors to be scheduled for existing scheduled items are:

- a. St Johns Methodist Church, 49 Bryndwr Road.
- b. 65 Cambridge Terrace, Central City- Commercial building by Warren and Mahoney
- c. 86-88 Chester Street East –Dwellings
- d. 88A Clyde Road – Dwelling – Koorunga
- e. 2 Cunningham Terrace, Lyttelton – Dwelling
- f. 66 Derby Street, St Albans – Dwelling
- g. 66 Gloucester Street, Central City – CoCA Gallery
- h. 272 Hereford Street – St Luke's Chapel
- i. 59 Hewitts Road, Merivale – St Andrew's Church
- j. 16 Kahu Road – Deans Cottage
- k. 24 McDougall Avenue, St Albans – Dwelling – Fitzroy
- l. 381 Montreal Street – Dwelling – Ironside House
- m. 399 Papanui Road, Merivale- Dwelling – Woodford
- n. 51 Radley Street, Woolston – Dwelling
- o. 33 Rolleston Avenue, Christs College – Former Hare Memorial Library
- p. 37 Valley Road, Cashmere – Former Dwelling – Ngaio Marsh House.

2.2.33 The following proposed new scheduled items include interiors to be protected:

- a. 9 Ford Road Opawa - Dwelling
- b. 129 High Street – Former BNZ
- c. 159 Manchester Street – Former Canterbury Terminating Building Society
- d. 152 Oxford Terrace – Former Public Trust Building

- e. 524 Pound Road – Yaldhurst Memorial Hall
- f. 35 Rata Street – Dwelling
- g. 47 Studholme Street – War Memorial Community Centre
- h. 20 Templar Street – The Sutton Heritage House and Garden
- i. 157 Woodham Road – Former Woodham Park Caretaker's Dwelling
- j. 29 Major Aitken Drive – Former Cashmere Sanatorium Tuberculosis Hut

- 2.2.34 The interior changes that can be made without resource consent are, as for exterior works, set by the permitted activities and the associated activity standards, for example maintenance and repairs would normally be permitted.
- 2.2.35 Alteration of interior fixtures, fittings or interior detailing which constitute heritage fabric would normally be considered an alteration to the heritage fabric, requiring resource consent as a restricted discretionary activity, as for exterior works. The rule amendments discussed under Issue 1 above include a proposed new activity standards for P1 requiring the submission of a scope of works to Council for comment, reinstatement of undamaged heritage fabric and provision of a photographic record. The interiors already protected in the District Plan or proposed to be protected are either public buildings (in many instances Council buildings), or private buildings where the owners support protection of the interiors.
- 2.2.36 The Statements of Significance for new interiors are appended to this report as Appendix 9, for information purposes only. They do not form part of this Plan Change.
- 2.2.37 ISSUE 5 - Some specific areas merit protection for their collective residential heritage values.
- 2.2.38 The definition of historic heritage under the RMA includes historic sites, structures, places and areas, but other than the Akaroa Heritage Area (HA1) there are no historic areas in Christchurch protected in the District Plan. However there are particular residential areas of the City where buildings and features have collective heritage values as distinctive and significant residential environments. They are made up of multiple buildings and features (including vegetation and trees, landscaping, street layout, and fencing) which collectively rather than individually are of significance to the City's heritage, and character. Along with individually scheduled buildings or other items of significant historic heritage, these areas contribute to the overall heritage values, identity and amenity of the City. Where these areas have a high degree of intact physical evidence, they can effectively communicate a historical narrative of the development of areas in Christchurch, and justify heritage protection as Residential Heritage Areas on a similar basis to that for individual items as outlined above under Issue 3.
- 2.2.39 The City Plan which preceded the current District Plan, included around 40 Special Amenity Areas or SAMs. These areas had a focus on coherence of patterns of subdivision, built form and appearance of buildings in terms of their scale, form and materials, and coherence of landscape elements and streetscapes. Together these physical elements of buildings and streetscapes generate a character that residents often identify with and wish to preserve. The original Special Amenity Areas were reviewed during the District Plan review of 2014-2016 in terms of their integrity and cohesiveness and the effectiveness or otherwise of their rules, and replaced with 15 Character Areas. Those Character Areas are now being further reviewed via Plan Change 14, as Character Areas are proposed and considered to be a Qualifying Matter which affects where and to what extent intensification should occur.
- 2.2.40 There has always been a recognition by Council staff that some (although not all) of the Character Areas had additional heritage values as residential environments representing important aspects of the City's history, for example Englefield Avonville and Lyttelton. Over time there has been a

realisation that that for some areas, protection of coherent heritage values is the most important consideration, and should occur under section 6(f) of the RMA, and therefore there has been a move towards separating out the two concepts and separately identifying Heritage Areas. There is still some overlap between the two types of areas, but only some Character Areas have this additional layer of shared history (in which case there may also be a proposed Residential Heritage Area for the same or a similar area). This applies to the Englefield Avonville, Church Property Trustees North St Albans Subdivision (1923), Heaton Street, Macmillan Avenue, Piko/Shand (Riccarton Block) State Housing, and Lyttelton Residential Heritage Areas, where there is also an associated Character Area. Some Residential Heritage Areas are not Character Areas because, despite the shared history in the area, they are much more diverse in character.

- 2.2.41 The following sections describe the development of the 11 Residential Heritage Areas that are now proposed as part of Plan Change 13, and which are also proposed to be a Qualifying Matter for the purposes of Plan Change 14.
- 2.2.42 In 2010 a study by Harrison Grierson for the Council identified 89 candidate areas for further evaluation within the City Plan area (thus excluding Lyttelton and Banks Peninsula), as potential “Residential Heritage Conservation Areas”. In Plan Change 13 this term has been changed to “Residential Heritage Areas” to more accurately reflect what the concept is, and what it is intended to achieve, which is protection of coherent heritage values across an area while still enabling sensitive change to occur.
- 2.2.43 The 89 potential areas examined in 2010 were a mix of the (then) existing Special Amenity Areas or SAMs (some of which are now represented as Character Areas in the reviewed District Plan) and areas with no formal recognition in the City Plan at the time. The potential areas ranged from a single street, to groups of streets and whole suburbs. The 2010 study established the methodology for identifying and assessing heritage areas. This included the following criteria:
- i. Incorporates a collection of elements that together addresses the interconnectedness of people, place and activities;
 - ii. Contributes to the overall heritage values, identity and amenity of the city;
 - iii. Has a coherent heritage fabric which meets recognised criteria for heritage assessment;
 - iv. Demonstrates authenticity and has integrity, applying to both tangible and intangible heritage values;
 - v. Contains a majority of sites/buildings that are of Defining or Contributory importance to the Heritage area;
 - vi. Has been predominantly developed more than 30 years ago; and
 - vii. Fulfils one or more of Council’s standard heritage assessment criteria (historical/social, cultural/spiritual, aesthetic/architectural, technological and craftsmanship, context/environment, archaeological or scientific significance).
- 2.2.44 Of the 89 potential areas, a subset of 25 were identified for further investigation. Of these 25, 12 areas were identified through a representative matrix to test the approach. Full research and assessment was undertaken for those 12 areas, including a site by site assessment.
- 2.2.45 Work to identify residential heritage areas for protection was therefore well advanced prior to the Christchurch earthquakes in 2010 and 2011, but then had to be put on hold, with the recognition that the work would need to be updated in the future to reflect not only earthquake damage and demolition but the extent of change that would occur. The concept of heritage areas was not able to be further developed during the District Plan review process, because of the speed with which the review had to be undertaken.

- 2.2.46 Plan Change 13 on heritage began to be developed in 2020 and initially covered the addition of new buildings/items and interiors to the schedule and a review of some elements of the heritage rules. In late 2020 it became evident that the National Policy Statement on Urban Development 2020 (NPSUD) would require provision for intensification of residential development in the major cities of New Zealand including Christchurch. The revised NPSUD required more intensification to be provided for over and above those locations and levels where the District Plan already provided for it. It also meant that it was necessary to identify areas that should not be intensified or should not be intensified to such a degree for reasons such as heritage protection. Later in the intensification planning work, the original focus of planned intensification around centres and arterial routes was widened by the passing of the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act, at the end of 2021. This introduced Medium Density Residential Standards, and the possibility of further intensification as a permitted activity (to three storey heights and 50% coverage on any site in any residential zone in the City).
- 2.2.47 These national directives highlighted the need to review all areas of the City to ensure that there was adequate protection and representation of Christchurch's residential history. The criteria and the methodology for identifying residential heritage areas which had been used in 2010 were therefore reviewed in 2021, and confirmed as still being robust and applicable. All of the original 89 candidate areas from the 2010 study were then reviewed to identify those which still met the definition of a Heritage Conservation Area (to be renamed Residential Heritage Area).
- 2.2.48 Of the 12 representative areas fully researched and assessed in 2010, seven remained sufficiently intact following the earthquakes and post-earthquake change. The reports for these areas were updated. This included site by site assessment on the ground, updating of the boundaries of the areas and updating of a Field Record form for every property. The rating of each property was reviewed and categorised as defining, contributory, neutral or intrusive. Five of the 12 representative areas from 2010 fell short of the threshold of the majority of the sites/buildings having primary or contributory importance to the heritage area, predominantly because they were not sufficiently intact following the earthquakes and post-earthquake change. In some cases there was character in line with the Character Area provisions of the Plan, but there was compromise to the historic heritage values of the area as a result of demolition, housing modification or new development, intrusive fencing etc.
- 2.2.49 The remaining 77 of the 89 potential areas were also further considered. Six potential areas were ruled out as not requiring further consideration due to them being red-zoned areas of large scale demolition after the earthquakes. Two areas of baches – in Taylors Mistake and Boulder Bay were not progressed as the baches have already been individually scheduled or are currently proposed for scheduling as heritage items.
- 2.2.50 The remaining 69 potential residential heritage areas identified in 2010 were reviewed in 2021 using a standard template (Appendix 10) and desktop resources. 66 potential areas were assessed as not meeting the definition of a Heritage Conservation Area/Residential Heritage Area– in most cases due to a lack of sufficient heritage values, and/ or a lack of integrity and authenticity. Three areas were identified as warranting further investigation /research and assessment through this process. These were researched and assessed for their heritage values in line with the 2010 methodology. This included site by site recording and assessment. These areas are Church Property Trustees North St Albans Subdivision (1923), Shelley / Forbes Street and Chester Street East/Dawson Street. In 2021 Lyttelton was identified as another potential area warranting further investigation, because of the HNZPT Lyttelton Historic Area listing. Lyttelton was researched and assessed in 2021/22 for the purposes of considering a Residential

Heritage Area. Site by site recording and assessment were eventually undertaken in the second half of 2022.

- 2.2.51 As a result of this screening and more detailed reconsideration process, a total of 11 new Residential Heritage Areas are proposed to be created in this plan change, being Chester St East/Dawson Street, Church Property Trustees North St Albans Subdivision (1923), Englefield Avonville, Heaton Street, Inner City West, Lyttelton, Macmillan Avenue, Piko/Shand (Riccarton Block) State housing, Shelley/Forbes Street, RNZAF Station Wigram Staff Housing and Wayside Avenue 'Parade of Homes'. Appendix 11 shows the boundaries of these areas on aerial photos and Appendix 12 includes overall heritage reports for each of these areas, setting out the history of each area.
- 2.2.52 The boundaries of the areas and the heritage status of each property were assessed or updated via a site by site review, with properties categorised as defining, contributory, neutral or intrusive. (This makes a difference to the planning rules which will apply as will be explained below). Each overall heritage report in Appendix 12 further explains the categorisation, lists the contributions of properties within the area (see Appendix 13 for maps of the "ratings" or contributions of each property to the heritage area), and includes notes and categorisations of the heritage values of public realm features in the area such as open space, fences and walls, positioning of garages, street lighting, street layout and street trees.
- 2.2.53 At the time of pre-notification consultation it was thought that the heritage area provisions for Lyttelton should probably match those currently in the District Plan for Akaroa, since Akaroa has an area listed by Heritage New Zealand Pouhere Taonga which formed the basis for the only heritage area currently in the District Plan (see Appendix 9.3.7.3 of the District Plan), and nearly all of Lyttelton Township is also registered as a HNZ Historic Area. However it was subsequently decided that it was more appropriate for the Lyttelton Residential Heritage Area provisions to match those for the rest of the city, since Lyttelton is part of the Christchurch Urban Area for the purposes of the National Policy Statement for Urban Development (NPSUD). As well, the proposed provisions for the City RHAs are stronger and more protective than those for the Akaroa Heritage Area. For the Akaroa Heritage Area there are no specific protection rules, but any resource consent within the area in respect of another matter, triggers additional matters of discretion relating to the effect of the proposal on the heritage values of the area.
- 2.2.54 The Lyttelton Residential Heritage Area now being notified differs from the Heritage New Zealand Pouhere Taonga Historic Area covering most of the township by excluding the commercial, industrial and port zonings within the town. In addition the more recent development at the uphill ends of many streets has been excluded from the RHA as not having heritage significance. The revised boundaries of the RHA still include 793 properties. Because of the large number of properties in the defined area, a site by site assessment and contributions map has only recently been completed. The RHA methodology also provides for all currently scheduled heritage items to be protected as defining buildings within RHAs.
- 2.2.55 The boundaries for Residential Heritage Areas have been defined so as to be as robust as possible based on the criteria and to maintain the highest possible level of authenticity and integrity. While early subdivision plans have been the starting point for most areas, this has had to be tempered by the individual circumstances of each area. This has meant that in some cases boundaries have been drawn to exclude rear properties where they are on the edges of the area and are not visible from the street, thus contributing less to contextual heritage values. This was not done for some rear sites located further into the areas (mostly recent infill development e.g. in the Piko/Shand (Riccarton Block) State Housing Area), because this would have resulted in "holes" in the area; however most of these sites have been rated as neutral so

are subject to fewer rules overall. For blocks of flats, one contributions rating has been given to the whole building, which means that some flats on “rear” sites are included in the areas (for example Chester Street East/Dawson Street).

- 2.2.56 Across the 11 Residential Heritage Areas, the degree of intactness measured by the percentage of properties still retaining defining or contributory values, is almost 65% (see Table 4, section 4, noting that most areas are more intact than this), with the least intact area being Shelley/Forbes Street at only around 55%. It is possible that over time, change in some of these areas will cause them to drop below the 50% threshold of intactness, so that any future plan changes could remove the Heritage Area categorisation/overlay from these areas, with the purpose of protective provisions being to prevent this needing to happen.
- 2.2.57 Several other New Zealand centres have previously included heritage areas or precincts in their operative or proposed District Plans, e.g. Thames Coromandel District Council, Whanganui District Council, Wellington City Council, Nelson City Council, Waitaki District Council, and Dunedin City Council. Most of these heritage areas are focused on original commercial centres rather than residential development, although Whanganui and Dunedin have a number of residential heritage precincts. Several of these Districts also make considerable use of design guides to identify elements of heritage significance and consistent building character. Some Tier I local authorities under the NPSUD have proposed additional heritage areas as qualifying matters eg Hamilton City Council, and Hutt City Council.
- 2.2.58 Plan Provisions for Residential Heritage Areas. This plan change proposes to amend the wording of Policy 9.3.2.2.2 Heritage Areas to be more consistent with the wording of Policy 9.3.2.2.1 for heritage items and to more accurately reflect the criteria for scheduling of heritage areas. These wording amendments do not fundamentally change the direction of the policy, but rather refine it so that it is more useful and informative in setting out Council’s approach to heritage areas. The wording of the policy is wide enough that commercial or industrial heritage areas could be covered if this is required in future. The management, ongoing use and demolition policies have been amended to encompass heritage areas (discussed further in section 6.2).
- 2.2.59 There are no rules currently in Chapter 9.3 of the Christchurch District Plan for Residential Heritage Areas, so to achieve a level of protection, the plan change proposes new activity rules based on Restricted Discretionary activity status for new buildings, and alterations or additions to existing building exteriors, as well as for new fences and walls over 1.5m (with some exceptions). The purpose of these rules is to enable assessment of proposals for change in light of the identified heritage values of the particular area, and to promote sensitivity to those values. Demolition or relocation of a defining or contributory building would also be subject to a Restricted Discretionary consent, although this rule would not apply to neutral or intrusive buildings, the demolition or relocation of which would be permitted. The proposed Residential Heritage Area rules are not as strong as the rules for heritage items which are individually scheduled in Appendix 9.3.7.2, as for heritage items demolition of a scheduled building is either a discretionary or non-complying activity depending on level of significance. Relocation of a heritage item beyond its heritage setting is a discretionary activity.
- 2.2.60 Amendments to and amplification of Policy 9.3.2.2.2 for Heritage Areas, to more accurately reflect the criteria Council uses for scheduling of heritage areas, new rules for heritage areas in terms of resource consents required, and mapping of the areas on the Planning Maps, are supported by Council heritage reports for each area. These reports contain the history and heritage values assessment of the area, record forms for individual properties within the area, and tables indicating the contributory values of individual properties. The reports, aerial maps

showing the area boundaries and mapping of the contributory values of individual properties will be linked from the District Plan and are found in the appendices to this section 32 report.

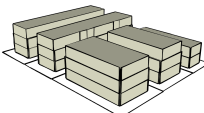
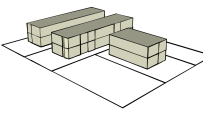
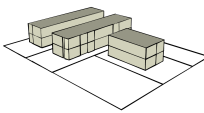
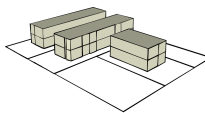
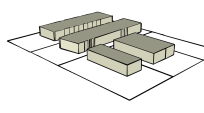
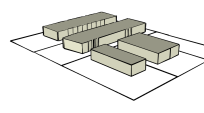
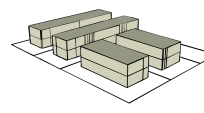
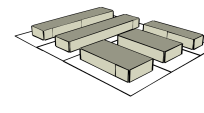
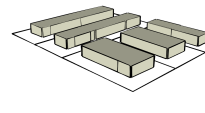
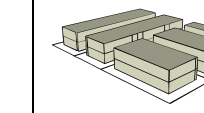
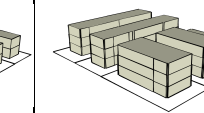
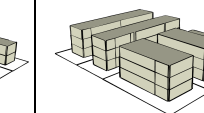
- 2.2.61 As heritage is a Qualifying Matter under the NPSUD, it has been necessary to also specify what density and built form standards should apply in Residential Heritage Areas since Plan Change 14, the Council's intensification planning instrument will be notified at the same time as PC13. Otherwise the new MDRZ zone provisions would apply.
- 2.2.62 Under the NPSUD clause 3.33(2), for a Qualifying Matter it is necessary to demonstrate why it is considered that the qualifying matter is incompatible with the level of development that would otherwise be provided for in that area(s); and also to assess the impact that limiting development capacity, building height or density will have on the provision of development capacity. Discussion on these matters can also be found in the PC14 section 32 evaluation report.
- 2.2.63 Rules for density and built form standards in each of the Residential Heritage Areas have been proposed for Chapter 8 Subdivision and Chapter 14 Residential of the District Plan. These take account of the existing site sizes and density in these areas and are generally more restrictive than the proposed Medium Density zone provisions in the zones in question (see table below). Heaton Street, Wayside Avenue Parade of Homes and RNZAF Station Wigram Staff Housing are currently zoned Residential Suburban (RS); Church Property Trustees North St Albans Subdivision (1923) and Piko/Shand (Riccarton Block) State Housing Area are currently zoned Residential Suburban Density Transition (RSDT); Macmillan is currently zoned Residential Hills (RH); Shelley/Forbes and Englefield are currently zoned Residential Medium Density (RMD); Chester Street East/Dawson Street and Inner City West are zoned Residential Central City (RCC) and Lyttelton is currently zoned Residential Banks Peninsula (RBP). These zones are proposed to change via PC14 as they are inconsistent with the intensification rules, with the greatest change being in the density and built form rules of these current zones, but heritage values in the Residential Heritage Areas mean that only a limited degree of intensification can be considered appropriate in these areas.
- 2.2.64 The proposed density standards for Residential Heritage Areas (see Table 1 below) allows two residential units per site, with the exception in Lyttelton where sites are typically narrow and one unit plus a minor residential unit is allowed, in line with the Lyttelton Character Area. This will provide for more one and two bedroom units to be constructed, likely as infill on the back of existing sites, making a contribution to the supply of smaller residential units, which are anticipated to be in increasing demand in the future. Activity standards for these minor residential units are proposed (again aligning with those proposed for the Character Area).
- 2.2.65 The proposed built form standards for Residential Heritage Areas are intended to add a layer of protection for RHA values from development within RHAs, by striking a balance between the operative zone built form standards and the proposed zone built form standards which are directed by the NPSUD at greater than current levels of intensification. They seek to retain existing heritage values as far as possible, including existing built form. Some standards are equivalent to operative or more restrictive than operative, while others are more permissive than operative standards to allow a limited level of required intensification. As heritage is a Qualifying Matter under the NPSUD, the RHA built form standards are proposed to be more restrictive than the underlining zone provisions proposed under PC14 to support intensification under the NPSUD, in order to limit the erosion of existing built form, including the historic pattern of subdivision, buildings and fencing which contributes to the contextual heritage values of the heritage area. The standards are intended to assist in providing for new

development that is sensitive to the scale, form and materials of the defining buildings and contributory buildings within the heritage area.

- 2.2.66 Residential Heritage Area built form standards align with relevant Character Area standards where the boundaries of these areas overlap, and the same standards have been applied to groups of RHAs with comparable operative zoning. Character Area built form standards have been developed from modelling existing built form to identify the level of additional development which is possible to meet the expectations of the NPSUD while still protecting the existing built form, which is a shared goal of Residential Heritage Areas. Consistency between Character Area and RHA built form standards supports ease of use of the provisions and provides clarity on expectations and shared outcomes. Larger setbacks are proposed where this is characteristic of the existing built form of an area and building heights are limited to single and two storey outside of the central city areas in keeping with the scale of existing development.
- 2.2.67 No recession plane built form standards are proposed for RHAs, which aligns with the approach for Character Area built form standards, instead relying on RHA height and setback standards and the MDRS recession plane standard.
- 2.2.68 The Heaton Street RHA standards have been aligned with the adjoining Character Area which has a similar built form as the areas overlap, and the same standards have been applied to Wayside Avenue and RNZAF Station Wigram RHAs which have the same operative and proposed zoning.
- 2.2.69 Church Property Trustees North St Albans Subdivision (1923) RHA built form standards align with the adjoining Malvern Character Area which has a similar built form as the areas overlap and have the same operative and proposed zoning.
- 2.2.70 Piko/Shand (Riccarton Block) State Housing RHA built form standards align with the Piko Character Area standards as they have a similar built form as the Character Area is contained within the RHA boundaries and have the same operative and proposed zoning.
- 2.2.71 Macmillan Avenue RHA built form standards align with the adjoining Cashmere Character Area standards which has a similar built form as the areas overlap and have the same operative and proposed zoning.
- 2.2.72 Englefield Avonville RHA built form standards align with Englefield Character Area standards which has a similar built form as the areas overlap and have the same operative and proposed zoning. The same standards have been applied to Shelley/Forbes Street RHA which have the same operative and proposed zoning, with the exception of building coverage for Shelley/Forbes Street RHA which is aligned with the building coverage standard for the other city RHAs. The lower building coverage standard proposed for Englefield Avonville aligns with the Character Area modelling to reflect the specific characteristics of the built form of the area.
- 2.2.73 Lyttelton RHA built form standards align with the Lyttelton Character Area as the Character Area is contained within the RHA boundaries and the areas have the same operative and proposed zoning. The variation in the standards applied to Lyttelton reflects the distinctive site and existing built form characteristics - narrow sites and houses located near the road boundary.
- 2.2.74 The proposed built form standards for Chester Street East/Dawson Street and Inner City West RHAs are similar to those proposed in Shelley/Forbes Street and Englefield RHAs which are currently zoned Residential Medium Density, although a greater height standard of 11 metres is

proposed, to reflect the greater height limits provided for in the underlying Medium Density zone within the central city (11-12 metres permitted and up to 20 metres provided for via restricted discretionary resource consent). It is considered that new development within the RHA greater than three storeys has the potential to cause significant adverse visual dominance effects (see three-dimensional modelling of high density development adjoining RHAs in relation to the RHA interface rule in Appendix 15.)

Table 1: Proposed Density and Built Form Standards for Residential Heritage Areas (RHAs) – plus Visual Representation of Maximum Floor Area compared to MDRS. See also paragraph 6.3.8 on this topic

	MDRS Medium Density Base	Heaton Street RHA (HA5)	Wayside Avenue RHA (HA12)	RNZAF Station Wigram Staff Housing RHA (HA10)	Church Property Trustees North St Albans Subdivision (1923) RHA (HA3)	Piko/Shand (Riccarton Block) State Housing RHA (HA9)	Macmillan Avenue RHA (HA8)	Shelley /Forbes Street RHA (HA11)	Englefield Avonville RHA (HA4)	Lyttelton RHA (HA7)	Chester Street East/Dawson Street RHA (HA2)	Inner City West RHA (HA6)
Proposed Min Subdivision size/density standard if not subdivided	N/A	800m ² 2/800m ²	800m ² 2/800m ²	800m ² 2/800m ²	600m ² 2/600m ²	700m ² 2/700m ²	800m ² or 2/800m ²	450m ² or 2/450m ²	450m ² or 2/450m ²	450m ² or 1/450m ²	450m ² or 2/450m ²	450m ² or 2/450m ²
Max units per site if subdivided	N/A	2	2	2	2	2	2	2	2	1 plus minor residential unit	2	2
Building coverage	50%	40%	40%	40%	40%	40%	40%	40%	35%	50%	40%	40%
Outdoor living space	N/A	80m ²	80m ²	80m ²	50m ²	50m ²	50m ²	50m ²	50m ²	Total 50m ² but can be divided in two - see 14.8.3.1.1 P5	50m ²	50m ²
Road boundary setback	1.5m	6m (where existing house retained) or 8m	6m (where existing house retained) or 8m	6m (where existing house retained) or 8m	6m (where original house retained) or 8m	6m (where original house retained) or 8m	5m	3m min, 5m max	3m min, 5m max	3m	3m min, 5m max	3m min, 5m max
Internal boundary setbacks	1m	3m	3m	3m	2m side, 3m side, 3m rear	2m side, 3m side, 3m rear	3m side, 3m rear	1m side, 3m side, 3m rear	1m side, 3m side, 3m rear	1.5m side, 3m side, 2m rear	1m side, 3m side, 3m rear	1m side, 3m side, 3m rear
Building heights	11m+1m	9m (7m + 2m roof form)	9m (7m + 2m roof form)	9m (7m + 2m roof form)	5.5m	5.5m	9m (7m + 2m roof form)	5m	5m	7m, and 5m for accessory buildings	11m	11m
Sample sites building envelope built to maximum site coverage (see 6.3.8 for further explanation)												

- 2.2.75 Rule controlling new buildings on sites in some zones sharing a boundary with a Residential Heritage Area. A design rule is proposed to apply to any new building (except buildings of less than five metres in height) on a site in the High Density Residential zone which shares a boundary with a site or sites in a Residential Heritage Area. These properties will be subject to a restricted discretionary activity consent, but only in regard to a limited number of matters of discretion: the effect of the proposed building on the heritage values of sites within the Residential Heritage Area and of the Area as a whole, whether the proposed building would visually dominate sites within the Residential Heritage Area, as well as the amenity effects considered by the zone built form standards.
- 2.2.76 This is a new rule to support the introduction of 11 Residential Heritage Areas (RHAs), which like heritage items, have been recognised as significant at a district level, and to better provide for heritage as a Qualifying Matter under the NPSUD and section 6 of the RMA. This takes the form of a targeted rule, which rather than constraining development on all sites sharing a boundary with a Residential Heritage Area, limits this new constraint to the minority of these sites (when considering the 11 RHAs overall) where the proposed permitted density for those sites is greater than in other zones sharing boundaries with RHAs (which are otherwise predominantly zoned Medium Density Residential).
- 2.2.77 This rule adds a development constraint to approximately 97 sites sharing boundaries with Residential Heritage Areas in five of the 11 areas: Heaton Street (8), Piko/Shand (Riccarton Block) State Housing (19), Englefield Avonville (21), Chester Street East/Dawson Street (45) and Inner City West Residential Heritage Area (3). These sites will be shown on the Planning Maps and on the RHA heritage aerial maps. The rule is proposed to be included alongside the Residential Heritage Area rules in Chapter 9.3, with cross-references in the relevant zone chapters to alert owners of these sites to the rule.
- 2.2.78 These High Density Residential sites have a greater potential for causing significant visual dominance effects on the RHAs due to permitting taller multi-storey buildings closer to the boundary. On sites zoned High Density Residential adjoining these RHAs, buildings could be constructed up to 14 metres in height without resource consent, and up to 20-32 metres in height with resource consent (see modelling in Appendix 15).
- 2.2.79 The rule is a design rule rather than imposing an additional layer of built form standards outside of the RHA, such as a setback buffer, so that the applicant has the built form standards for the zone to use as a guide, but is required to develop a contextual design which provides some flexibility in balancing each of the bulk and location attributes, form and materials to respond to the adjoining RHA and limit visual impact on it. Applicants will be encouraged to engage with Council's Heritage team at pre-application stage. Council's heritage advice is currently free to act as an incentive to improving heritage outcomes. Council consent planners and heritage specialists can work with the applicant to manage expectations as to the design options which would limit effects on the RHA to an acceptable level that could be supported on a non-notified basis. Over time design guidance including examples of good outcomes can be developed to support developers and guide good design that will maximise development opportunities while protecting RHA values.
- 2.2.80 New single storey rear buildings on these neighbouring sites have been excluded from the rule, as they are not readily visible from the street and are not of a scale that will cause significant visual dominance effects that overwhelm RHA buildings.

- 2.2.81 The wording “sharing a boundary with” has been used in preference to “adjoining” (which is a defined term), so that development on sites separated from an RHA by a road, which will generally have reduced dominance effects due to their separation distance, are not captured by this rule.

3 Development of the plan change

3.1 Background and Technical Reports

- 3.1.1 The resource management issues set out above have in the main been identified by Council Heritage team staff through dealing with applicants and other users of the District Plan, and advising on resource consent applications and the need for resource consent. Some of them are essentially clarifications and corrections resulting from the speed at which the District Plan review process was undertaken, the lack of time to consult with landowners at that point, and the enormous amount of detail contained in the Schedule of Significant Historic Heritage, which made it difficult to get all detail completely correct.
- 3.1.2 Additional heritage items and interiors proposed for scheduling are a result of ongoing work programmes aimed at improving representation of the District’s heritage in the Schedule, as set out in section 2. Council’s Heritage Strategy, completed in 2019, which involved considerable consultation with the public, is also a significant driver for adding to the schedule, with strong community support for effective protection of significant and highly significant heritage places and areas.
- 3.1.3 As noted in section 2, it has been the view of heritage staff for some time that the introduction of Residential Heritage Areas into the District Plan could be justified, as areas of collective heritage have different features and characteristics to individual items of heritage. Change has been occurring in these areas, not all of which is sympathetic to heritage values, and the rate of change could be accelerated by recent government directives to provide for greater intensification. Intactness and coherence could well reduce over time to the point that the collective heritage values of these areas, which are and should continue to be an important part of Christchurch’s identity, are significantly eroded.
- 3.1.4 The current District Plan provisions are the outcome of the Independent Hearings Panel process, with the Panel requiring a significant amount of rewriting of the notified provisions to place more emphasis on the balancing of RMA section 6 considerations with landowners’ opportunities to subdivide, use and develop their land, including taking the economics of use and reuse into account. The provisions of this plan change are largely consistent with this approach and do not seek to schedule additional buildings or interiors where landowners would oppose this protection. The plan change does aim to take a more pragmatic approach to the level of detail required for scheduling interiors, and to simplify and clarify the rule provisions to improve workability. The introduction of Residential Heritage Areas into the District Plan is new in this plan change, but this direction was signalled in the Independent Hearings Panel’s inclusion of Policy 9.3.2.2.2 which stated that areas of related historic heritage would be assessed and scheduled. The IHP also introduced a heritage area in Akaroa, but as noted in paragraph 2.2.53, there are no specific protection rules for this area.
- 3.1.5 Scheduling of heritage items with rules requiring assessment via resource consents of proposals for change to them is a standard method of protection in District Plans in New Zealand. Only a minority of District Plans protect interiors however, and then only interiors of selected buildings, which is likely a result of concern about how far land use regulation should go in

restricting owners' rights, and the difficulties of achieving a sufficient degree of certainty over what may or may not be changed (see section 2 above). Lack of in-house heritage technical expertise in smaller Councils is also likely to be a factor. For comparison, in the other major centres - Auckland excludes the majority of interiors of scheduled heritage items, Wellington and Dunedin specify interior features for some scheduled heritage items, and have a number of façade-only listings.

- 3.1.6 As noted in section 2, several other New Zealand centres include heritage areas or precincts in their District Plans, possibly due to the obvious degree of intactness of some of these, for example the Oamaru historic precinct. Whanganui District Council has had residential heritage precinct areas in its District Plan for approximately a decade. It is understood that as there has been little development pressure within them to date, this has not generated a large number of resource consents. Dunedin City has residential heritage precincts with a level of restriction which appears to have been strengthened through their recent District Plan review. It is likely that more Councils are in the process of identifying and proposing residential heritage areas as qualifying matters as part of the work being undertaken at present to prepare for the notification of intensification plan changes. For example the draft reviewed Wellington District Plan contains a number of new residential heritage areas.
- 3.1.7 While the proposals for new scheduled heritage items and protection of new interiors have largely been generated through the work of Council's heritage staff⁴, external advice has been obtained from, and a further stage of work on residential heritage areas undertaken by a heritage consultant, Dr Ann McEwan who was a joint author of the 2010 study of potential heritage conservation areas by Harrison Grierson. (The Heritage Area technical reports including site record forms are attached as Appendix 12 to this evaluation and will be linked in the Plan.) This advice includes the following:

Table 2: Technical Reports Informing Plan Change 13

	Title	Author	Description of Report
i.	Residential Heritage Areas study	Dr Ann McEwan Heritage Consultancy Services	Oct 2021 - Overview and Summary report on first 13 areas considered
ii.	Piko/Shand (Riccarton Block) State Housing RHA report	Dr Ann McEwan Heritage Consultancy Services	Historical overview and heritage values assessment report for the area. Record Forms for each property in the area. (August 2021)
iii.	Inner City West RHA report	Dr Ann McEwan Heritage Consultancy Services	Historical overview and heritage values assessment report for the area. Record Forms for each property in the area. (August 2021)
iv.	Englefield Avonville RHA Report	Dr Ann McEwan Heritage Consultancy Services	Historical overview and heritage values assessment report for the area. Record Forms for each property in the area. (August 2021)
v.	Chester St East / Dawson St RHA	Dr Ann McEwan	Historical overview and heritage values assessment report for the area. Record Forms for each property in

⁴ Paragraph 3.5.6 records that five items were added as a result of pre-notification feedback.

	Report	Heritage Consultancy Services	the area. (August 2021)
vi.	Church Property Trustees North St Albans Subdivision (1923) RHA report	Dr Ann McEwan Heritage Consultancy Services	Historical overview and heritage values assessment report for the area. Record Forms for each property in the area. (December 2021)
vii.	Heaton Street RHA report	Dr Ann McEwan Heritage Consultancy Services	Historical overview and heritage values assessment report for the area. Record Forms for each property in the area. (February 2022)
viii.	Wayside Avenue 'Parade of Homes' RHA report	Dr Ann McEwan Heritage Consultancy Services	Historical overview and heritage values assessment report for the area. Record Forms for each property in the area. (February 2022)
ix.	RNZAF Station Wigram Staff Housing RHA report	Dr Ann McEwan Heritage Consultancy Services	Historical overview and heritage values assessment report for the area. Record Forms for each property in the area. (February 2022)
x.	Shelley/Forbes Street RHA report	Dr Ann McEwan Heritage Consultancy Services	Historical overview and heritage values assessment report for the area. Record Forms for each property in the area. (March 2022)
xi.	Macmillan Avenue RHA report	Dr Ann McEwan Heritage Consultancy Services	Historical overview and heritage values assessment report for the area. Record Forms for each property in the area. (February 2022)
xii.	Lyttelton RHA overall heritage report	Dr Ann McEwan Heritage Consultancy Services	March 2022 – Overview history and heritage values assessment of heritage area Photographic survey of streets (April 2022), Record forms for each property in the area (September to November 2022).
xiii.	Plan Change 13 Heritage – Cost Benefit Analysis	Property Economics	August 2022 – Costs and benefits of Plan Change 13 including in relation to qualifying matters under Plan Change 14.

3.1.8 There is further description of the methodology for undertaking the identification and assessment of Residential Heritage Areas and the proposed provisions for Residential Heritage Areas in section 2 above.

3.1.9 The provisions of this plan change have been influenced by Strategic Objective 3.3.2. which as well as requiring that the District Plan is easy to understand and use, requires that transaction costs and reliance on resource consents are minimised. Objective 9.3.2.1.1 of the District Plan requires a balancing of protection and conservation with supporting retention, use and adaptive re-use. The proposed new Residential Heritage Area areas and provisions have been carefully defined to ensure that the whole of each area meets the criteria for an RHA and that the requirements of section 32 can be met.

3.2 Economic impacts of heritage protection measures

- 3.2.1 Land use restrictions, that is resource consents required, have economic impacts in terms of the costs of applications and expert advice, and potentially opportunity costs if proposed developments are refused or conditions attached to consents in a way which reduces the scale of change or reduces economic efficiency. This must be qualified by the fact that a significant proportion of heritage buildings are publicly owned, so that the costs of maintenance or repair fall on public funding.
- 3.2.2 Economic evidence on the benefits and costs of heritage policy was provided to the Independent Hearings Panel in 2015, particularly in the context of earthquake recovery, by Dr Douglas Fairgray. Staff have reviewed this and determined that much of this evidence remains relevant in the city's regeneration phase.⁵
- 3.2.3 Important points from this evidence that remain relevant include:
- a. Financial viability should be part of the economic viability assessment, but assessment of heritage assets, including for demolition, should not be based only on their financial viability.
 - b. In the case of heritage assets (most frequently buildings), there are two key types of externalities – the wider public good associated with the heritage or historic asset, and improved neighbourhood amenity. These two benefits are not always considered by the individual owners of heritage buildings. Many of the benefits of heritage are a public good, whereas many of the costs associated with heritage buildings and property are borne by private owners. Public benefits, which accrue to the community at large, are generally not reflected in revenue flows.
 - c. The costs and benefits associated with heritage and character provisions can be difficult to quantify, especially because they do not all relate to a measurable financial cost or a market value⁶. In particular, a number of the key benefits of heritage provisions are intangible, for example in terms of identity, sense of place and stability, and of 'membership' or belonging to the community. Works to heritage buildings also contribute to employment including for project managers, tradespeople, stonemasons, engineers, architects and historians.
- 3.2.4 An Australian research report from 2005⁷ makes similar points, including in relation to assessing the value of heritage places. It notes that value can be looked at in terms of:
- a. value derived from individual perceptions (direct use value, indirect use value – broader social benefits such as a sense of identity- and non-use values eg where a person values the option to visit a heritage place although they may not have immediate plans to visit it);
 - b. value derived from social interaction – the extent to which heritage places enhance social capital and community welfare more generally. It is difficult to draw firm links between the conservation of heritage places and community welfare more generally;
 - c. The intrinsic value of heritage.

⁵ Source: <http://chchplan.ihp.govt.nz/wp-content/uploads/2015/08/3723-CCC-Evidence-of-Douglas-Fairgray-4-12-2015.pdf>

⁶ Even where financial costs and market value are measurable, estimates of market or rental value in particular can vary widely depending on the circumstances of the heritage building, for example see *Lambton Quay Properties v Wellington CC*, [2014] NZ EnvC 229.

⁷ Allen Consulting Group (2005): *Valuing the Priceless: The Value of Historic Heritage in Australia*.

- 3.2.5 This study notes that choice modelling indicates that “respondent utility” (the level of satisfaction a person gets from consuming a good or undertaking an activity) is increased by an increase in the number of heritage places protected, an increase in the proportion of heritage places that are in good condition, and an increase in the proportion of places that are accessible to the public. As well, in this study at least, respondents preferred heritage protection outcomes in which there was a greater mix of young and old places, relative to outcomes where most places are over 100 years old. These findings correlate well with the proposed protection for residential heritage areas from different eras of residential development in this plan change.
- 3.2.6 Similar points are made in the 2013 report “The Value of Built Heritage Assets in Wanganui – An Update”.⁸ For contextual heritage (particularly relevant to Residential Heritage Areas), this report notes that the value inherent in built heritage is a collective rather than individual building phenomena, and that value is likely to be enhanced where there is a consistency of style and development such that an integrated and coherent impression is created and preserved. Additionally the development and erosion of built heritage assets both tend to be cumulative and incremental processes, where any one individual development, demolition or “out of style” alteration may be of no great significance, but cumulatively the impacts can be greater, leading to loss of “portfolio value”.
- 3.2.7 Eric Crampton of the NZ Initiative has argued that where public benefits accrue from heritage then there should be some public subsidy for heritage protection rather than private landowners being required to bear all the cost. He has also noted that budgetary constraints in central and local government make this spending difficult, meaning it is cheaper to rely on regulation. This ignores the provision of free specialist advice by Council in regard to repair options and processes, and conservation advice generally, which is likely to incentivise appropriate redevelopment where such advice is sought.⁹
- 3.2.8 Christchurch City Council does have a Council Heritage Incentive Grant scheme to incentivise maintenance, repair and upgrades, by providing a proportion of the costs, but overall funding is limited (currently there is \$774,000 approved to be spread over a two year period until the next Long Term Plan, which is considerably less than in past years) so grant funding has to be very focused, and there is no guarantee for owners of funding approval. The Intangible Heritage Grant scheme has Long Term Plan funding of approximately \$160,000 per annum.
- 3.2.9 Two new targeted property rates were introduced in 2021 to help pay for completion of restoration of the Arts Centre and help to fund restoration of some other high profile city buildings (not including the Christ Church Cathedral, for which there was already a separate rate). These projects are not comparable to the buildings proposed to be added to the Schedule of Significant Historic Heritage Items in this Plan Change.
- 3.2.10 Appendix 14 is a high level cost benefit analysis of Plan Change 13 Heritage by Property Economics. It includes a general discussion of residential capacity loss as a result of the proposed Residential Heritage Areas, and notes that at a city level any reduced residential capacity as a result of limitations on density in these areas is likely to be immaterial, given the small total extent of Heritage Areas other than the Lyttelton RHA and in light of the amount of

⁸ Source: “The Value of Built Heritage Assets in Wanganui – An Update”, Brent Wheeler, 2013.

⁹ Source: <https://www.nzinitiative.org.nz/reports-and-media/opinion/bring-heritage-onto-the-balance-sheet/>

housing capacity already enabled in Christchurch even prior to the capacity which may be provided in the MDRS zones via PC14.

3.2.11 Table 4 of the Property Economics report (Appendix 14, p18) provides a useful summary of the types of economic costs and benefits which may be associated with restriction on new construction in residential heritage areas, and restriction of demolition of buildings assessed as defining or contributory buildings in these areas. Note that numbers of properties by area used in Table 3 of that report (p17) vary in some cases from the updated figures set out in Table 4 of this evaluation, however this does not materially affect the conclusions drawn.

3.2.12 A different aspect of the costs and benefits of heritage protection was raised in the ICOMOS (NZ) newsletter of September 2022. The Chairperson's report notes that the life-cycle and embodied energy costs of existing (well built) housing stock in heritage areas (given regular maintenance and repairs) e.g. buildings of hard wood such as kauri and rimu, as well as masonry, may be considerably lower than modern replacements, due to the longer length of life of these buildings. Also the BRANZ website notes that the construction and demolition industries may be responsible for up to 50% of all waste generated in New Zealand¹⁰.

3.3 Current Christchurch District Plan provisions

3.3.1 The District Plan's Strategic Directions objectives include Objective 3.3.9.a.iii, which provides an overall direction for matters relating to heritage, and which this plan change does not propose to alter:

3.3.9. Objective - Natural and cultural environment

a. iii. A natural and cultural environment where:

Objects, structures, places, water/wai, landscapes and areas that are historically important, or of cultural or spiritual importance to Ngāi Tahu mana whenua, are identified and appropriately managed.

3.3.2 This sets the context for the heritage sub-chapter objective, which this plan change does not propose to alter:

9.3.2.1.1 Objective – Historic heritage

a. The overall contribution of historic heritage to the Christchurch District's character and identity is maintained through the protection and conservation of significant historic heritage across the Christchurch District in a way which:

i. enables and supports:

A. the ongoing retention, use and adaptive re-use; and
the maintenance, repair, upgrade, restoration and reconstruction;
of historic heritage; and

¹⁰ <https://www.branz.co.nz/sustainable-building/reducing-building-waste/>

- ii. recognises the condition of **buildings**, particularly those that have suffered earthquake damage, and the effect of engineering and financial factors on the ability to retain, restore, and continue using them; and
- iii. acknowledges that in some situations demolition may be justified by reference to the matters in Policy [9.3.2.2.8](#).

3.3.3 There are several existing heritage sub-chapter policies which are relevant to this plan change. Policy 9.3.2.2.1 – Identification and assessment of historic heritage for scheduling in the District Plan is the base policy for assessing items which are proposed to be added to the Schedule of Significant Historic Heritage Items, as well as interiors that it is proposed to schedule. The full operative text of this policy is:

9.3.2.2.1 Policy – Identification and assessment of historic heritage for scheduling in the District Plan

- a. Identify **historic heritage** throughout the **Christchurch District** which represents cultural and historic themes and activities of importance to the **Christchurch District**, and assess their **heritage values** for significance in accordance with the criteria set out in [Appendix 9.3.7.1](#).
- b. Assess the identified **historic heritage** in order to determine whether each qualifies as 'Significant' or 'Highly Significant' according to the following:
 - i. to be categorised as meeting the level of 'Significant' (Group 2), the **historic heritage** shall:
 - A. meet at least one of the **heritage values** in [Appendix 9.3.7.1](#) at a significant or highly significant level; and
 - B. be of significance to the **Christchurch District** (and may also be of significance nationally or internationally), because it conveys aspects of the **Christchurch District's** cultural and historical themes and activities, and thereby contributes to the **Christchurch District's** sense of place and identity; and
 - C. have a moderate degree of authenticity (based on physical and documentary evidence) to justify that it is of significance to the **Christchurch District**; and
 - D. have a moderate degree of integrity (based on how whole or intact it is) to clearly demonstrate that it is of significance to the **Christchurch District**.
 - ii. to be categorised as meeting the level of 'Highly Significant' (Group 1), the **historic heritage** shall:
 - A. meet at least one of the **heritage values** in [Appendix 9.3.7.1](#) at a highly significant level; and
 - B. be of high overall significance to the **Christchurch District** (and may also be of significance nationally or internationally), because it conveys important aspects of the **Christchurch District's** cultural and historical themes and activities, and thereby makes a strong contribution to the **Christchurch District's** sense of place and identity; and
 - C. have a high degree of authenticity (based on physical and documentary evidence); and

D. have a high degree of integrity (particularly whole or intact **heritage fabric** and **heritage values**).

c. Schedule significant **historic heritage** as **heritage items** and **heritage settings** where each of the following are met:

- i. the thresholds for Significant (Group 2) or Highly Significant (Group 1) as outlined in [Policy 9.3.2.2.1](#) b(i) or (ii) are met; and
- ii. in the case of interior **heritage fabric**, it is specifically identified in the schedule; unless
- iii. the physical condition of the **heritage item**, and any **restoration, reconstruction, maintenance, repair** or upgrade work would result in the **heritage values** and integrity of the **heritage item** being compromised to the extent that it would no longer retain its heritage significance; and/or
- iv. there are engineering and financial factors related to the physical condition of the **heritage item** that would make it unreasonable or inappropriate to schedule the **heritage item**.

3.3.4 Policy 9.3.2.2.3 Management of scheduled historic heritage is especially relevant to how the rules are drafted and amended through this plan change. It emphasises managing the use and development of heritage items, settings and heritage areas to provide for use and adaptive reuse, and recognising the need for a flexible approach to heritage management. It sets out principles for undertaking any work on heritage items and settings, including conserving or where possible enhancing the authenticity of heritage items or settings, especially those classified as highly significant.

3.3.5 Policy 9.3.2.2.5 Ongoing use of heritage items and settings complements Policy 9.3.2.2.3., with more specificity.

3.3.6 Policy 9.3.2.2.11 Future Work Programme is key to this plan change as it signals additions to the list of scheduled heritage items and interiors and additional heritage areas.

9.3.2.2.11 Policy – Future Work Programme

The **Council** will facilitate further identification and assessment of **heritage items**, including interior **heritage fabric**, **heritage settings** and **heritage areas** for inclusion in the **District Plan** over time.

3.3.7 Policy 9.3.2.2.2 Heritage Areas also signals additions to heritage areas:

9.3.2.2.2 Policy – Heritage areas

- a. Identify groups of related **historic heritage** within a geographical area which represent important aspects of the **Christchurch District's** cultural and historic themes and activities and assess them for significance and their relationship to one another according to:
 - i. the matters set out in Policy 9.3.2.2.1; and
 - ii. the extent to which the area is a comprehensive, collective and integrated place.

- b. Schedule historic **heritage areas** that have been assessed as significant in accordance with Policy 9.3.2.2.2(a).

3.3.8 As noted above under Issue 5, the plan change does however propose to amend the wording of Policy 9.3.2.2.2 Heritage Areas, and makes minor changes to three other policies.

3.4 Description and scope of the changes proposed

3.4.1 The Plan Change does not propose any changes to the objective of the Plan in relation to historic heritage (Objective 9.3.2.1.1).

3.4.2 The purposes of the Plan Change are:

- a. To revise the historic heritage rules to simplify and clarify them; and to strengthen a small number of policies and rules.
- b. To correct the Schedule of Significant Historic Heritage Items to reflect changes in circumstances over time and to correct errors.
- c. To schedule additional heritage items for protection.
- d. To schedule additional heritage building interiors for protection.
- e. To introduce 11 residential heritage areas into the District Plan for protection.

3.4.3 The Plan Change proposes amendments to the wording of existing Policy 9.3.2.2.2 Heritage Areas so that it is more consistent with the wording of Policy 9.3.2.2.1 for heritage items and to more accurately reflect the criteria for scheduling of heritage areas.

3.4.4 The Plan Change also proposes changes to the following policies of the Plan:

- a. Policy 9.3.2.2.1 Identification and assessment of historic heritage items for scheduling in the District Plan:
 - i. delete reference to Groups 1 and 2 in the Schedule, which are little used, in favour of using only the terms Highly Significant and Significant, which are more descriptive;
 - ii. refer to the "extent of protection" now being identified in the schedule for interior heritage fabric; and
 - iii. expand application of policy to heritage areas.
- b. Policy 9.3.2.2.3 Management of scheduled historic heritage:
 - i. refer to retaining the level of significance of the item or area so that they continue to meet the criteria for scheduling;
 - ii. delete the wording about Significant items being capable of accommodating a greater degree of change than Highly Significant items; and
 - iii. expand application of policy to heritage areas.
- c. Policy 9.3.2.2.5 Ongoing use of scheduled historic heritage (amended policy name):
 - i. Addition of reference to maintaining or enhancing access to recognise that this is an important consideration in subdivision and new development involving heritage items and areas; and
 - ii. expand application of policy to heritage areas.
- d. Policy 9.3.2.2.8 Demolition of scheduled historic heritage (amended policy name):
 - i. A wording change is proposed to whether work required to retain or repair the item is of such a scale that "the heritage item would no longer meet the criteria for scheduling in Policy 9.3.2.2.1"; and
 - ii. expand application of policy to heritage areas.

3.4.5 The Plan Change proposes a large number of mainly minor changes to the rules for heritage items to address Issue 1 (elements of the rules are causing confusion or are poorly worded) in order to simplify and clarify the rules, and to better ensure that the relevant Plan objectives are achieved. These changes are detailed in Appendix 2 Table of Reasons for Rule Amendments and include:

- a. Combining some activity listings which are not significantly different to each other or where activity standards are very similar or the same, and deleting some activity listings which are no longer required.
- b. Combining all aspects of “Heritage Building Code works” (as heritage upgrade works will now be termed) into one activity and considering them together as a Heritage Works Plan (existing permitted activity standard) or resource consent. Heritage Building Code works will include Building Code work associated with Repairs (currently permitted) and Temporary Lifting and Temporary Moving (currently separate Permitted activities subject to standards or Controlled activities where standards not met). The distinction between whether or not works are damage-related will also be removed. The Heritage Works Plan (Appendix 9.3.7.5) is an existing alternative approval process to a resource consent. Where the activity standard is not met resource consent is still required.
- c. For Heritage Building Code works, and Reconstruction or Restoration, where a Heritage Works Plan has not been prepared and certified by the Council, or where works are not undertaken in accordance with that Works Plan, then a Restricted Discretionary rather than Controlled resource consent application will be required. The non-notification rule for these activities is also proposed to be deleted.
- d. Removal of the non-notification clause for non-compliance with temporary buildings activity standards.
- e. Adding a limited number of activity standards to activities which do not require resource consent for:
 - i. Repairs and temporary and investigative works
 - ii. Temporary buildings
 - iii. Development above underground heritage items
 - iv. Service systems
 - v. Tree removal
 - vi. Earthworks within building footprints and earthworks in Council parks and reserves.
- f. Removing a standard triggering a consent requirement for earthworks within 5 metres of a heritage item or above zone volumes within heritage settings, and replacing with a permitted activity standard for temporary protection measures.
- g. Deletion of signage activity standards, but continuing reliance on signage rules in Chapter 6.
- h. Removing a resource consent requirement for monumental works in cemeteries which are subject to a monumental works permit from Council.

- i. Adding exemptions for heritage items which have been omitted from zone rules to Appendix 9.3.7.4 to apply the existing types of exemptions more consistently across residential and commercial zones.
- 3.4.6 As discussed in detail in section 2 Issue 5 above, it is proposed to introduce 11 Residential Heritage Areas and associated activity rules which aim to retain the heritage values of these areas. These apply a Restricted Discretionary consent status for new buildings and exterior alterations to buildings (with exceptions), for new road boundary fences and walls over 1.5m in height or alteration to road boundary fences and walls over that height, and for demolition or relocation of defining and contributory buildings. These activity rules are supported by density and built form standards for the RHAs and a design rule/assessment for new buildings on high density zoned sites adjoining RHAs.
- 3.4.7 Appendix 9.3.7.3 Schedule of Heritage Areas is to be amended to include the 11 new Residential Heritage Areas proposed. This schedule will contain links for each Residential Heritage Area to overview assessment reports and individual site record forms, aerial maps, and site contributions maps for each area indicating which sites have been assessed as containing defining and contributory buildings.
- 3.4.8 Height overlays for the Arts Centre and New Regent Street heritage settings and surrounding sites are proposed to be included in the chapter 15 Commercial chapter. These seek to continue height overlays associated with these sites from the operative district plan, and apply a reduced height (compared to the underlying zone) to limited adjoining sites. This is considered a balanced approach to manage the most significant potential visual dominance effects on these Highly Significant central city heritage precincts in an NPSUD context which anticipates intensification.
- 3.4.9 A significant component of the plan change is the addition of a number of new scheduled heritage items (set out separately in Appendix 5 for ease of reference, as well as in the amended Schedule 9.3.7.2 in the Plan change) and a number of new scheduled interiors (set out separately in Appendix 8 for ease of reference, as well as in the amended schedule of heritage items (Appendix 9.3.7.2 Schedule of Significant Historic Heritage Items).
- 3.4.10 There are a number of corrections to the Schedule of Significant Historic Heritage Items, including to the Heritage Aerial Maps showing items and settings, which are reached through links from this Schedule.
- 3.4.11 The Plan Change includes a number of amendments to the Planning Maps to reflect the above, including the mapping of Residential Heritage Areas on the Planning Map C series and relevant H maps.
- 3.5 Community/stakeholder pre-notification engagement
 - 3.5.1 The City's larger heritage groups and organisations were consulted on this plan change at the point of pre-notification consultation under Schedule 1, Clause 3 of the RMA. Discussions have also been held with major property owners, for example Kāinga Ora in respect of the Piko/Shand (Riccarton Block) State Housing Residential Heritage Area.

Table 3: Record of discussions with Stakeholder Organisations

Date	Consultation method	Stakeholders	Feedback and resulting changes to the draft proposal
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Early 2021	Discussion on approach to interior protection	Heritage New Zealand Pouhere Taonga	Approach refined to ensure that key interior features are identified in the statement of significance, with sufficient justification for their protection.
7/3/22	Discussion on key elements of proposed PC13	Heritage New Zealand Pouhere Taonga	Very supportive. Particular matters were discussed, for example Takapūneke and discussions with rūnanga, approach to Lyttelton RHA boundary.
20/12/2021, 17/6/2022	Meetings	Kāinga Ora	Indicated concerns about Residential Heritage Areas affecting their properties, for example in Piko/Shand (Riccarron Block) State Housing area. Council provided more detail on methodology and proposed rules but no changes were made to the proposal as a result.

3.5.2 Pre-notification engagement and consultation on proposed Plan Change 13 Heritage was undertaken between 11 April and 13 May 2022, as part of a package of plan changes including Proposed Plan Change 14 – Housing and Business Choice and related plan changes.

3.5.3 Letters were sent to owners of all properties directly affected by additions of heritage items or interiors to the Schedule of Significant Historic Heritage, owners of all properties where changes are proposed to levels of significance of existing scheduled heritage items or to Heritage Aerial Maps showing the extent of these items or their settings, and to owners of all properties within proposed Residential Heritage Areas.¹¹ The letters provided a very short explanation of changes and links to further information on the Council's webpages. There was an online form (via the Have Your Say Council webpage) and paper form for respondents to provide feedback, and a number of respondents also provided comment via emails to planchange@ccc.govt.nz. Council libraries and service centres were provided with copies of the consultation flyer, and links to the Have your Say consultation page. Most feedback was received via the Have Your Say page and secondly through email.

3.5.4 In addition staff engaged via:

- a. A public webinar on 27 April 2022 on Heritage and Character Areas, which was recorded and made available online.
- b. Council staff attending meetings including a Chester Street East residents' meeting in May 2022 and St Albans Residents Association meeting also in May 2022. These meetings were requested by the groups, but in general face to face meetings with residents were limited as a result of the COVID-19 pandemic.

3.5.5 We heard from a number of individuals and a wide range of organisations, including:

- a. Crown Entities, ECan, Kāinga Ora, Lyttelton Port Company.
- b. Council entities: Community Boards
- c. Residents Associations and Community Groups

¹¹ Most of Lyttelton township was pre-notified based on the originally proposed RHA boundaries, with the RHA having subsequently been reduced in scale for notification.

d. Heritage-related organisations.

- 3.5.6 Approximately 14 buildings and places were put forward for addition to the Schedule of Significant Historic Heritage. Some feedback included documentation of heritage values of the places, and others only provided street addresses. No feedback provided evidence that the owner was supportive of the proposed scheduling. Five of these places were assessed as being able to meet the threshold for significance using available heritage research documentation, and these have been added to the proposed schedule of heritage items. These were: Hereford Street Bridge, Carlton Bridge, Former Cashmere Sanatorium Open Air Hut, Papanui War Memorial Avenues (trees and plaques), and the Former Woodham Park Caretaker's Dwelling. All items are in Council ownership and management.
- 3.5.7 Some items nominated for heritage scheduling through the feedback had previously been researched and partially assessed by heritage staff (Princess Margaret Hospital, Former High Court Building, Former Barnett Avenue Pensioners' Cottages, Upper Riccarton War Memorial Library) as having heritage significance to the District. The owners of these places were contacted to obtain relevant information on any current issues associated with the buildings and to determine owner support or otherwise for scheduling. Factors such as works being currently underway, or planning for alteration/development/demolition/sale were taken into consideration, and it was determined that it would not be appropriate for these buildings to be put forward for scheduling at this time.
- 3.5.8 Some places nominated for scheduling (for example 347 Barbadoes Street and 278 Kilmore Street) were not able to be researched and assessed within the timeframes as insufficient information was provided on their heritage values.
- 3.5.9 A number of areas, suburbs and streets were suggested as additional Residential Heritage Areas (approximately 21), including by Councillors during discussion on the decision as to whether to notify this plan change on 8 and 13 September 2022. Some feedback was unclear as to whether heritage or character status for an area was sought. Limited if any documentation on heritage values was provided in order to enable staff to undertake an assessment against the methodology for Residential Heritage Areas. An initial desktop survey of specific areas not already considered as potential RHAs was undertaken by heritage staff to identify any areas that might warrant further research.
- 3.5.10 Councillors requested staff consider whether specific additional areas also met the criteria and thresholds for scheduling as RHAs. These areas (Woodham Road, an additional area adjoining the eastern end of Chester Street East/Dawson Street Heritage Area, Mersey Street and Woodville Street) were considered by heritage staff and the Council's heritage consultant to not meet the required criteria and threshold of significance for inclusion as RHAs.
- 3.5.11 At this meeting Councillors also requested that staff consider adding a further individual places as scheduled Heritage Items – Upper Riccarton War Memorial Library and 62, 64, 74 and 76 Chancellor Street. Initial research and assessment was undertaken on the Chancellor Street cottages, and owners were contacted by letter. Responses were received from two owners, and a request to view the properties was made, however access has not been possible. Therefore a full assessment has not been able to be completed, and at this time there is not sufficient evidence to put these properties forward for scheduling. While a Statement of Significance has been prepared for the Upper Riccarton War Memorial Library, and the building meets the criteria for scheduling, there is initial advice on engineering and cost factors which could result in the policy for scheduling of heritage items not being met. Council staff are

currently awaiting expert advice on engineering and costings to strengthen and repair the building, to determine whether these should be considered unreasonable in light of the policy.

- 3.5.12 Some feedback sought a reduction and some an enlargement of some of the 11 proposed RHAs. Some feedback related to specific properties within the proposed Residential Heritage Areas, requesting changes or that particular properties be removed from the area. These requested changes were considered by heritage staff and Council's consultant for the RHAs, Dr Ann McEwan, and most were not able to be supported. Feedback requesting the removal of the Fire Station land situated at 91 Chester Street East was considered at a late stage, and a reduction of the site to be included in the Chester Street East/Dawson Street RHA was identified by staff as a possible compromise, however the details of this were not able to be agreed prior to notification. It is anticipated this will be addressed through submissions.
- 3.5.13 Some feedback sought greater or less restriction of development within the 11 proposed RHAs. Specific rule changes for heritage items or areas were sought by some of the respondents. Some of the feedback provided was detailed and specific and was considered when staff reviewed and developed the rules package further, for example the built form standards and a "buffer" provision to control adjoining development. Further consideration was given to continuing provisions for earthquake-damaged buildings and limiting proposed amendments to the management policy, and proposed use of "replica fabric" in the heritage fabric definition. As this could be misinterpreted to allow for poorly replicated material, this was subsequently reworded to provide for cases where new fabric appropriately replicates old fabric.
- 3.5.14 Feedback from heritage building owners sought the removal of four heritage items from the schedule – dwellings at 14 Kirkwood Avenue, 300 Hereford Street, 67 Fendalton Road (Daresbury) and 32 Armagh Street. Some of these buildings have been vacant for some time and one has suffered fire damage and has not been repaired to date. 14 Kirkwood Avenue has now been demolished as a result of fire damage, and 300 Hereford Street has suffered fire damage and has a resource consent for demolition, so they have been removed from the schedule. Insufficient information was provided in the timeframe to enable staff to determine whether it was appropriate to remove the other two items from the schedule prior to the plan change being notified.
- 3.5.15 One heritage setting is proposed to be amended as a result of feedback (Rannerdale House).

3.6 Consultation with iwi authorities

- 3.6.1 Initial consultation on the proposal was undertaken with Mahaanui Kurataiao on behalf of the six papatipu rūnanga of the area. The initial discussions focused on strategic directions of Plan Change 14. Further discussions included the extent of qualifying matters and the extent of the heritage setting for the Ōnuku Wharenuī.

4 Scale and significance evaluation

4.1 The degree of shift in the provisions

- 4.1.1 The level of detail in the evaluation of the proposal has been determined by the degree of shift of the proposed objectives and provisions from the status quo and the scale of effects anticipated from the proposal.

- 4.1.2 There is no shift in the objective for heritage in Chapter 9.3 of the District Plan. Changes to the wording of each of four of the policies and most of the changes to the rules can be considered minor. All reasons for changes to provisions are detailed in Appendix 2 to this evaluation.
- 4.1.3 The new rule set for residential heritage areas is a significant change, as is the application of the existing amended rule set for heritage items and heritage settings for the protection of new items and interiors. The changes to the heritage areas policy to apply to Residential Heritage Areas in combination with the changes to the other policies (including the broadening of these policies to apply to areas) can be considered significant. The elevation of rules for some activities from Controlled to Restricted Discretionary activity status and removal of non-notification clauses for some activities is a significant change, as well as new standards being added to existing activities which do not require consent. Changes which have been identified as significant nonetheless signal a continuation of directions already in the Plan and future work identified in Policy 9.3.2.2.11.
- 4.1.4 Residential Heritage Area provisions represent a shift from the approach of focusing on individual heritage items, including buildings, bridges, monuments, open spaces and groups of trees, to an approach where the collective heritage values of residential areas are also considered important enough to be specified and the areas scheduled for protection. There is an existing heritage area in the Plan for Akaroa brought in through the District Plan Review, but it does not have any rules attached and is only “implemented” through matters of discretion when consents are required for other reasons. Rules for this area are not being introduced at this stage as there are several related overlays for Akaroa which would need to be reviewed, including a Character Area Overlay originating from the Banks Peninsula District Plan which may already be adequate to protect heritage values, as it includes Restricted Discretionary status for new buildings and control on demolition.
- 4.1.5 Lyttelton Township also currently has a Character Area Overlay (on the same basis as Akaroa) which is being reviewed through Plan Change 14. In Plan Change 13, as Lyttelton is within the “urban area” of Christchurch for the purposes of the NPSUD, it has been decided to introduce an RHA using the same approach as for the remainder of the Christchurch urban area. The Lyttelton RHA is larger than the Lyttelton Character Area.
- 4.1.6 Residential Heritage Areas represent a significant change in the rule framework, primarily because they introduce a consent framework for most changes to buildings within the Residential Heritage Areas and because of the number of properties which are within the areas affected.
- 4.1.7 The following table provides numbers, including for numbers of properties classified as defining and contributory (as already noted this affects the proposed rules applying).

Table 4: Numbers of Primary and Contributory Buildings by Residential Heritage Area

Residential Heritage Area	Total No. of Properties ¹² (number of residential	No. Defining Properties ¹³	No. Contributory	% D or C

¹² Note that scheduled buildings are automatically classified as defining. Flats which form a single building are counted as one property and all assigned the same category. Vacant sites (excluding parks) are generally classified as intrusive.

¹³ Includes non-residential properties and reserves where these are defining.

	properties with buildings)			
Piko/Shand (Riccarrton Block) State Housing	104 (100)	53	28	77.9%
Inner City West	76 (65)	38	14	68.4%
Chester Street East/ Dawson Street	50 (44)	21	10	62%
Englefield Avonville	56 (55)	40	5	80.3%
Church Property Trustees North St Albans Subdivision (1923)	115 (113)	74	24	85.2%
Heaton Street	28 (26)	19	1	71.4%
Wayside Avenue 'Parade of Homes'	32 (31)	17	13	93.7%
RNZAF Station Wigram Staff Housing	36 (34)	29	4	91.7%
Macmillan Avenue	24 (21)	15	5	83.3%
Shelley/Forbes Street	33 (33)	11	7	54.5%
Lyttelton	793	225	216	55.6%
TOTAL	1347	542	327	64.5%

4.1.8 A site by site assessment was undertaken in Lyttelton in September and October 2022 and this has enabled further figures for Lyttelton to be added into the table.

4.2 Scale and significance of effects

4.2.1 The scale and significance of the likely effects anticipated from the implementation of the proposal has also been evaluated. The initial assessment of the environmental, economic, social and cultural effects anticipated has been expanded on by the technical reports and specialist advice obtained.

4.2.2 In making this evaluation, it has been considered that the proposed plan change provisions:

- Will result in effects that have been considered, implicitly or explicitly, by higher order documents. The effects of protection via scheduling (additional scheduled items, additional interiors and scheduling of residential heritage areas) and requiring resource consents for changes to the protected places or areas, are consistent with higher order documents including section 6(f) of the RMA, which requires that historic heritage is protected from "inappropriate" subdivision, use and development. The provisions of the plan change are also consistent with Objective 13.2.1 and Policy 13.3.1 of the Regional Policy Statement, which also seeks to "recognise and protect" significant historic heritage, and Objective 13.2.3 and Policy 13.3.4 of the RPS which are directed at appropriate management of historic buildings.
- Will have positive effects on heritage resources which are being managed and protected from inappropriate development under Section 6 of the Act.
- Are not likely to adversely affect any groups with particular interests, including Māori.

- d. Will implement parts of the Council's non-statutory Heritage Strategy, which indicates strong community support for effective protection of significant and highly significant heritage places and areas, as well as for widening the concept of heritage to include to include both tangible and non-tangible values, and a culturally diverse range of places.
- e. Will have positive effects on community identity and community appreciation of the values of heritage places and areas.
- f. Will assist in maintaining the heritage values and character and amenity of particular localised areas and sites.
- g. Represents a very well-tested approach in terms of scheduling of additional heritage items, and a tested but less frequently used (in New Zealand) approach of scheduling of additional interiors and heritage areas.
- h. Will give better effect to Strategic Objective 3.3.9 and Objective 9.3.2.1.1 as the sites and areas being added to the schedules further contribute to Christchurch's character and identity being maintained and enhanced by increased recognition of heritage values, while protection of heritage values and ongoing use and reuse are supported by those policies and rules which are already largely in place and are being slightly strengthened by proposed amendments.
- i. Will correct a number of minor errors in the schedule, update the schedule to reflect changes on the ground such as subdivisions and demolitions and remove uncertainty from the current provisions by clarifying, amending or deleting some of the rules which are proving difficult to administer (more detail can be found in Appendix 2, which sets out reasons for individual rule amendments). This simplification of the rules will make the rules easier to use, and give better effect to Policy 9.3.2.2.3 Management of scheduled historic heritage in achieving a balance between protection of heritage values and the need to be flexible and enable change which is sensitive to heritage values. There are a large number of minor changes to the schedule of heritage items and the rules.
- j. Will correct the level of significance for nine items currently shown on the schedule as Significant which had been assessed as Highly Significant. These changes mean that demolition of these items becomes a Non-complying activity rather than a Discretionary activity for Significant items. There are some slightly higher expectations for Highly Significant items in the matters of discretion. This change has been assessed as significant because it increases compliance requirements but only in relation to existing consents and does not generate additional consents.
- k. Will be of localised significance to individual heritage property owners, while also having a wider impact on some neighbourhoods which contain proposed residential heritage areas, in terms of safeguarding and promoting amenity, character and identity, and identifying and drawing attention to heritage values.

- l. Will affect a number of individual property owners of proposed new heritage items and interiors (60 affected properties¹⁴), sites in proposed heritage areas (1,339 affected properties (see table in section 4.1 above), plus 96 High Density Residential sites and 1 Residential Guest Accommodation site immediately adjoining these areas which are subject to resource consent for design of new buildings). These owners will have new resource consent costs imposed on proposals for change which will potentially limit the changes which can be undertaken, thereby imposing opportunity costs. This change is significant and is supported by a significant change to the heritage areas policy to enable it to be applied to Residential Heritage Areas and associated broadening of other existing policies to apply to areas. Costs and benefits will vary depending on the specific circumstances of individual properties.
- m. Will affect some owners of the 679 existing heritage items already protected in the Plan who seek to undertake works to their heritage items which require consent. Note that the Council processed approximately 55 resource consents in total for heritage items in the year from July 2021 to June 2022 which represents only a small proportion of scheduled items¹⁵. It is anticipated that the changes of significance to the rules for heritage items will generate a very small number of additional resource consents, which is not expected to represent an observable difference from existing levels. Further explanation of these changes and the reasons for them can be found in section 6.3.20 and in Appendix 2, reasons for rule amendments.

5 Evaluation of the proposal

5.1 Statutory evaluation

- 5.1.1 A change to a district plan should be designed to accord with sections 74 and 75 of the Act to assist the territorial authority to carry out its functions, as described in s31, so as to achieve the purpose of the Act. The aim of the analysis in this section of the report is to evaluate whether and/or to what extent the proposed plan change meets the applicable statutory requirements, including the District Plan objectives. The relevant higher order documents and their directions are outlined in section 2.1 of this report. Section 3.2 above sets out the directions provided by the District Plan strategic objectives in Chapter 3 and the heritage specific objective in Chapter 9.3.

5.2 Evaluation of the purpose of the plan change

- 5.2.1 Section 32 requires an evaluation of the extent to which the objectives¹⁶ of the proposal are the most appropriate way to achieve the purpose of the Act (s 32(1)(a)).

¹⁴ This figure represents 44 sites containing proposed heritage items (10 of which have interiors proposed to be protected), plus interiors of 16 existing heritage items proposed to be protected.

¹⁵ Resource consents for scheduled heritage items in the Christchurch District Plan numbered 55 in the year July 2021 to June 2022 and 49 in the previous financial year July 2020 to June 2021 (average 52 per year or one per week).

¹⁶ Section 32(6) defines "objectives" and "proposal" in terms specific to sections 32 – 32A. "Objectives" are defined as meaning:

- (a) for a proposal that contains or states objectives, those objectives;
- (b) for all other proposals, the purpose of the proposal.

5.2.2 The existing objectives of the operative Christchurch District Plan are not proposed to be altered or added to by this Plan Change.

5.2.3 The evaluation, therefore, examines whether:

- a. the purpose of the plan change (s32(6)(b)) is the most appropriate (i.e. most suitable rather than superior) way to achieve the purpose of the Act (s32(1)(a));
- b. the provisions in the proposal are the most appropriate way to achieve the purpose of the plan change (refer to section 5.3 below); and
- c. the provisions in the proposal implement the unaltered objectives of the District Plan (refer to section 5.3 below).

5.2.4 The following table provides an evaluation of the purpose of the proposed Plan Change as well as an alternative purpose of retaining the status quo, to establish which is the most appropriate way to achieve the purpose of the Act (s32(1)(a) and s32(6)(b)).

Purpose of the proposal	Summary of Evaluation
<p>Purposes of the Plan Change as proposed:</p> <ol style="list-style-type: none"> a. To revise the historic heritage rules to simplify and clarify them; and to strengthen a small number of policies and rules. b. To correct the Schedule of Significant Historic Heritage Items to reflect changes in circumstances over time and to correct errors. c. To schedule additional heritage items for protection. d. To schedule additional heritage building interiors for protection. e. To introduce 11 residential heritage areas into the District Plan for protection. 	<ol style="list-style-type: none"> a. The intent of the Plan Change is to update the provisions of Chapter 9.3 Historic Heritage and appendices, and thereby to: <ol style="list-style-type: none"> i. give effect to section 6 (f) of the RMA through providing for the improved protection of existing items, and the protection of further items, interiors and heritage areas from inappropriate subdivision and development; and ii. ensure that the rules are efficient and effective in achieving the outcomes sought by the chapter, and are consistent with Strategic Objective 3.3.2 in using clear and concise language so that the provisions of the chapter are easy to understand and use. b. The Plan change is consistent with strategic directions in the Regional Policy Statement including Objective 6.2.3 (Sustainability) , Objective 13.2.1 and Policy 13.3.1 (Identification and protection of significant historic heritage items, places and areas) and Objective 13.2.3 and Policy 13.3.4 (appropriate management of historic buildings). c. The Plan change is consistent with and better implements Objective 9.3.2.1.1 in the District Plan as it better protects significant historic heritage across the District. d. The plan change is consistent with Council's non-statutory Heritage Strategy, as it provides for a strong regulatory framework to ensure effective protection of significant and highly significant

	<p>heritage places; and for further recognition of heritage interiors and heritage areas.</p> <p>e. The addition of further places to the schedule for protection, including memorial halls, baches and cemeteries will contribute to improving the representativeness of the schedule.</p> <p>f. The addition of further interiors to the schedule is in accord with best practice heritage management which is to protect the whole of a building or place, and those interiors proposed to be added are limited to those where the owners support such protection.</p> <p>g. The addition of a selection of residential heritage areas means the District Plan will take better account of the “historic area” element of the definition of historic heritage in the RMA, which has been a significant gap in the City’s protection of historic heritage to date.</p> <p>h. Residential heritage areas will complement existing character areas in the District Plan by identifying those particular residential areas which have significant historic heritage value, and introducing consent processes aimed at protecting the heritage values of these areas.</p> <p>i. The proposal seeks to address the following resource management issues identified earlier, namely:</p> <ul style="list-style-type: none"> i. Elements of the rules for heritage are causing confusion or are poorly worded. The rules need to be clarified, simplified, and in some cases tightened. (Issue 1) ii. There are inaccuracies in the Schedule of Significant Historic Heritage Items and Planning Maps which need to be remedied. (Issue 2) iii. Further items meet the criteria for protection in the Schedule of Significant Historic Heritage Items. (Issue 3) iv. Further building interiors merit protection in the Schedule of Significant Historic Heritage Items. (Issue 4) v. Some specific areas merit protection for their collective residential heritage values. (Issue 5).
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	<p>The proposed Plan Change would (in the context of Part 2 matters):</p> <ul style="list-style-type: none"> j. Make Chapter 9.3 more consistent with Chapter 13 of the RPS, including Objective 13.2.1 Identification and protection of significant historic heritage items, places and areas and their particular values that contribute to Canterbury's distinctive character and sense of identity. k. Support the social, economic and cultural wellbeing of people and communities in terms of identity and sense of place, as well as by enabling appropriate adaptive re-use of historic buildings (Section 5, RMA). l. Provide more certainty on the extent to which heritage values of particular residential areas can be changed, by enabling the mitigation of adverse effects of development on those values (Section 5, RMA). m. Support the protection of historic heritage from inappropriate subdivision, use and development (section 6, RMA), and promote best practice heritage management. n. Affect a number of individual property owners through imposing resource consent costs on proposals for change, and potentially limiting the changes which can be undertaken, thereby imposing opportunity costs. o. In some cases this could be counterbalanced by some increase in value through recognition and appreciation of heritage, possibilities for reuse which are compatible with heritage values, and potentially heritage tourism, particularly if properties are accessible to the public.
<p>Alternative purpose 1 - Retain status quo / No changes to provisions</p> <ul style="list-style-type: none"> a. Retain historic heritage policies and rules as they are as a result of IHP Decision 45. b. Retain the schedule of significant historic heritage 	<ul style="list-style-type: none"> a. The current unchanged policies and rules and supporting definitions would continue to contain some elements which are causing confusion or are poorly worded which is inefficient for processing by Council and for interpretation by users. In the absence of strengthening of rules and matters of discretion adverse effects for some works on heritage buildings would not be sufficiently mitigated. Some of the outcomes sought by policies would remain unclear.

<p>as it is with no corrections and updates.</p> <p>c. Retain the schedule of places for protection as it is with no additions.</p> <p>d. Retain the current number of building interiors scheduled for protection with the current methodology for recording details of interiors.</p> <p>e. Do not introduce Residential Heritage Areas into the Plan for protection.</p>	<p>b. Inaccuracies in the schedule of significant historic heritage items would not be rectified and updates would not be made to reflect physical and legal changes to protected places so would continue to be misleading as to what is protected and to confuse the processing of resource consents.</p> <p>c. Not adding new items or interiors for protection would not improve the representativeness of the schedule and would ignore the best practice inclusion of interiors. It would also ignore Policy 9.3.2.2.11 Future work programme by foregoing the opportunity to identify and assess additional items, interiors and heritage areas for inclusion in the District Plan over time.</p> <p>d. Not adding Residential Heritage Areas would mean the Plan would continue to ignore and do nothing to protect areas of collective heritage value which contribute to the City's identity and character. Changes occurring in these areas are not all sympathetic to heritage values and change is likely to be accelerated by central government directives for housing intensification.</p> <p>Retaining the status quo would (in the context of Part 2 matters):</p> <p>e. Still be consistent with section 6 (f) of the RMA, but to a lesser extent than if the plan change was implemented.</p> <p>f. Still be consistent with strategic directives in the Regional Policy Statement but to a lesser extent than if the plan change proceeded.</p> <p>g. Support the social, economic and cultural wellbeing of people and communities (section 5 RMA) in terms of identity and sense of place, but to a lesser extent than if the plan change proceeded. Still enable appropriate adaptive re-use of scheduled buildings, but not provide for those which were not added to the schedule.</p> <p>h. Not provide for improvement of the policies and rules in terms of clarity and simplicity (District Plan Objective 3.3.2), or an appropriate activity status for certain activities, or appropriate notification status for activities which have the potential for adverse effects on heritage values.</p> <p>i. Require deferral of protection of new items and interiors, where it is known that the item meets the criteria for scheduling, to a later unspecified time, potentially risking loss of heritage fabric and values</p>
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	through inappropriate development in the interim, which could occur as a result of the required introduction of more permissive Medium Density Residential Standards.
<p>Summary of evaluation:</p> <ul style="list-style-type: none"> The plan change as proposed better implements the higher order directions and Plan objectives than the status quo of making no changes to the Plan. If no changes were made to the Plan, the issues identified in 2.2 would remain, and there is a potential risk of adverse effects, for example through incremental erosion of heritage values of areas and items which have not been scheduled for protection. 	

5.2.5 The above analysis indicates that the purpose of the Plan Change is consistent with and better implements the Plan objectives and higher order directions than the current provisions.

5.2.6 It is, therefore, considered that the purpose of the Plan Change is the most appropriate way to achieve the purpose of the Act.

5.2.7 In establishing the most appropriate provisions for the proposal to achieve the purpose of the plan change, reasonably practicable options for provisions were identified and evaluated.

5.3 Reasonably practicable options for provisions

5.3.1 In considering reasonably practicable options for achieving the objectives of the Plan and the relevant higher order directions, the following options for policies and rules have been identified. Taking into account the environmental, economic, social and cultural effects, the options identified were assessed in terms of their benefits, and costs. Based on that, the overall efficiency and effectiveness of the alternative options was assessed.

5.3.2 Option 1 – Status quo – The heritage provisions of Chapter 9.3 and in other chapters of the Plan remain as they are with no changes, including no changes to the Schedule of Significant Historic Heritage.

5.3.3 Option 2 – Limited change to Chapter 9.3 – adding new items and interiors to the Schedule of Significant Historic Heritage Items and making minor corrections to the schedule.

5.3.4 Option 3 – Proposed Plan Change – As for Option 2, but also undertaking some revision of the policies and rules of Chapter 9.3, and heritage provisions in other chapters of the Plan and adding a number of Residential Heritage Areas to the subchapter for protection.

5.4 Evaluation of options for provisions

5.4.1 The policies of the proposal must implement the objectives of the District Plan (s75(1)(b)), and the rules are to implement the policies of the District Plan (s75(1)(c)).

5.4.2 In addition, each proposed policy or method (including each rule) is to be examined as to whether it is the most appropriate way for achieving the purpose of the plan change (s32(1)(b)).

5.4.3 Before providing a detailed evaluation of the policies and rules proposed to be amended or added in the plan change, the alternative options identified have been considered in terms of

their potential costs and benefits and overall appropriateness in achieving the objectives of the Plan and the relevant directions of the higher order documents.

- 5.4.4 The tables below summarise the assessment of costs and benefits for each option based on their anticipated environmental, economic, social, and cultural effects. The assessments are supported by the information obtained through technical reports and pre-notification consultation.
- 5.4.5 The overall effectiveness and efficiency of each option has been evaluated, as well as the risks of acting or not acting.
- 5.4.6 Option 1 - Status quo – No changes to heritage provisions

Benefits	Appropriateness in achieving the objectives/ higher order document directions
Environmental: <ul style="list-style-type: none"> Existing heritage protection remains in place. 	Efficiency: <ul style="list-style-type: none"> Individual property owners do not have additional restrictions on development put on their properties under this option. However, the existing aspects of the Plan which lack clarity and cause confusion continue to reduce optimum consent processing efficiency. Less efficient than other options.
Economic: <ul style="list-style-type: none"> No opportunity costs to property owners as a result of changes to heritage rules and the heritage schedules. 	
Social: N/A	
Cultural: <ul style="list-style-type: none"> The current schedule of heritage items recognises some well-represented themes in the City's development, and the annual Heritage Festival celebrates scheduled and non-scheduled heritage. 	
Costs	Effectiveness: <ul style="list-style-type: none"> This option does not address the issues which gave rise to this plan change, or better achieve the environmental outcomes sought in the chapter objective and policies.
Environmental: <ul style="list-style-type: none"> Greater risk of unsympathetic change or demolition of places which "should" be protected as they meet the criteria for scheduling. Foregone additional environmental benefit from new items, areas and enhanced rule provisions. Suboptimal protection of heritage as a public good which contributes to the built fabric and form of the city, and is a matter of national importance under s6(f) RMA. 	

Economic: N/A	
Social: <ul style="list-style-type: none">• This option does not reflect the desire of many in the community as expressed in consultation on the Council’s Heritage Strategy for the strongest possible regulatory framework to ensure effective protection of significant and highly significant heritage places, and for a broader range of heritage places and values to be protected.	
Cultural: <ul style="list-style-type: none">• Not adding in obvious candidates for scheduling misses an opportunity to improve the community’s sense of identity and place and appreciation of heritage, amenity and character.	
Risk of acting/not acting: <ul style="list-style-type: none">• The status quo does not promote the improvement of policies and rules over time, or provide for the protection of further items, interiors and heritage areas in accordance with section 6(f) of the RMA.• There is a potential risk of adverse effects through gradual erosion of heritage values, for example as a result of higher order directives for greater housing intensification to be implemented through Plan Change 14.	
Recommendation: <ul style="list-style-type: none">• The status quo is not recommended as it is considered that it is not the most appropriate way to implement the Plan’s objectives and policies for historic heritage.	

5.4.7 Option 2 – Limited change to Chapter 9.3 Historic Heritage – adding new items and interiors to the Schedule of Significant Historic Heritage Items and making minor corrections to the schedule.

Benefits	Appropriateness in achieving the objectives/ higher order document directions
Environmental: <ul style="list-style-type: none"> Protection of heritage values for new items and interiors. More environmental benefit than Option 1. Eliminating confusion with incorrect schedule entries assists in use of the Plan. 	Efficiency: <ul style="list-style-type: none"> A "slimline" plan change could be more efficient than the plan change proposed (Option 3) because it involves fewer landowners and could be progressed more quickly. Adding new items and interiors to the schedule is likely to be easier

<p>Economic:</p> <ul style="list-style-type: none"> • Additional items and interiors could assist in building heritage tourism such as heritage walks. • Increased public good values of more protected heritage items. • Scheduling can raise the perceived and actual value of some heritage places and increase the possibility of successfully obtaining a heritage grant. Less imperative for grant funds to be spread further to cover residential heritage areas as would be the case under Option 3. • Perceived lower transaction costs for owners than option 3 as no policy or rule changes or strengthening. • For heritage areas, these transaction and opportunity costs are less for Option 2 than will occur under Option 3. 	<p>for property owners to understand, than additional changes to a variety of rules and introducing the new concept of Residential Heritage Areas in Option 3.</p> <ul style="list-style-type: none"> • However it could be less efficient with respect to not resolving confusion with interpretation of provisions (offered by Option 3). • Costs would fall on fewer owners than Option 3, but the significant benefits of further heritage protection for the public, through protection of collective heritage values of heritage areas and enhanced protection of items through strengthened policies and rules would be foregone. In some respects more efficient than Option 3.
<p>Social:</p> <ul style="list-style-type: none"> • This option may satisfy those in the community who focus on regulatory protection of individual heritage items. Also improves awareness of the significance of interiors. • Fewer property owners are directly affected so that engagement may be simpler and can be more targeted than may be possible under Option 3. 	<p>Effectiveness:</p> <ul style="list-style-type: none"> • This option addresses some of the issues giving rise to this plan change, and makes a contribution to achieving the environmental outcomes sought in the chapter's objectives and policies, but not to the extent offered by Option 3.
<p>Cultural:</p> <ul style="list-style-type: none"> • This option could improve the community's sense of identity and place and appreciation of the City's history, amenity and character, by recognising and supporting the retention of individual places, but does not recognise the collective values of areas or improve protection via strengthened policies and rules which would occur under Option 3. 	
<p>Costs</p>	
<p>Environmental:</p>	

<ul style="list-style-type: none"> • Foregoing the opportunity to introduce the protection of Residential Heritage Areas is likely to have environmental costs in terms of unsympathetic change and demolitions occurring within those areas, reducing their coherence and intactness, particularly as a result of the provision for more permissive intensification directed via the NPSUD. • Foregoing the opportunity to strengthen the policies and rules for heritage items increases the potential for adverse effects on heritage values for some activities. 	
<p>Economic:</p> <ul style="list-style-type: none"> • Costs to some additional property owners of a resource consent, certification process or compliance standards for changes to additional scheduled items, and potentially limits or conditions on changes that can occur, thereby imposing opportunity cost. • Rules are not simplified and clarified, which could continue to cause confusion and promote delay (addressed under Option 3). 	
<p>Social:</p> <ul style="list-style-type: none"> • For the heritage-minded community the opportunity is lost for the recognition of collective residential heritage values and stronger regulatory protection framework for heritage items. 	
<p>Cultural:</p> <ul style="list-style-type: none"> • This option is a missed opportunity to improve the community's sense of identity and place via enhancing regulatory protection for existing items and appreciation of heritage, amenity and character in residential areas. 	
<p>Risk of acting/not acting:</p> <ul style="list-style-type: none"> • This option represents some action in terms of providing for the protection of further items and interiors in accordance with section 6(f) of the RMA. However it does not address confusion with the rules and there is a potential risk of adverse effects on heritage items where some rules currently offer weak protection. There are also risks to the coherence and intactness of residential heritage areas from gradual change 	

over time and from more rapid potentially unsympathetic change over time, due to greater intensification mandated by the NPSUD.

Recommendation:

- This option is not recommended as it is considered that although it could be more efficient than Option 3 in some respects, it would not be as effective in safeguarding heritage values. On balance it is considered less appropriate than Option 3 as a way to achieve the purpose of the plan change or to implement the Plan's objectives for historic heritage.

5.4.8 Summing up, Option 1 is not considered efficient and effective, as it does not address the issues that gave rise to this plan change. While Option 2 could be more efficient than Option 3, the preferred option, it is not considered as effective in achieving the objectives of the Plan and the relevant directions of higher order documents as Option 3. The detailed evaluation of Option 3, the preferred option, follows.

6 Evaluation of the preferred option for provisions

6.1 Option 3 - Proposed plan change

6.1.1 Option 3 is the proposed plan change, which adds new items and interiors to the Schedule of Significant Historic Heritage Items and makes minor corrections to the Schedule as for Option 2. In addition, Option 3 revises some of the policies and rules of Chapter 9.3 and heritage provisions in other chapters of the Plan, and adds a number of Residential Heritage Areas and associated provisions to the heritage subchapter.

6.2 Assessment of costs and benefits of proposed amended policies

6.2.1 Proposed Amended Policy 9.3.2.2.1 – Identification, ~~and assessment and scheduling of historic heritage items for scheduling in the District Plan~~ - minor changes to clauses b. and c. as follows:

- a. Identify **historic heritage** throughout the **Christchurch District** which represents cultural and historic themes and activities of importance to the **Christchurch District**, and assess their **heritage values** for significance in accordance with the criteria set out in **Appendix 9.3.7.1**.
- b. Assess the identified **historic heritage** in order to determine whether each qualifies as a 'Significant' or 'Highly Significant' **heritage item** according to the following:
 - i. to be categorised as meeting the level of 'Significant' ~~(Group 2)~~, the **historic heritage** shall:
 - A. meet at least one of the **heritage values** in **Appendix 9.3.7.1** at a significant or highly significant level; and
 - B. be of significance to the **Christchurch District** (and may also be of significance nationally or internationally), because it conveys aspects of the **Christchurch District's** cultural and historical themes and activities, and thereby contributes to the **Christchurch District's** sense of place and identity; and

- C. have a moderate degree of authenticity (based on physical and documentary evidence) to justify that it is of significance to the Christchurch District; and
 - D. have a moderate degree of integrity (based on how whole or intact it is) to clearly demonstrate that it is of significance to the Christchurch District.
 - ii. to be categorised as meeting the level of 'Highly Significant' (~~Group 1~~), the historic heritage shall:
 - A. meet at least one of the heritage values in Appendix 9.3.7.1 at a highly significant level; and
 - B. be of high overall significance to the Christchurch District (and may also be of significance nationally or internationally), because it conveys important aspects of the Christchurch District's cultural and historical themes and activities, and thereby makes a strong contribution to the Christchurch District's sense of place and identity; and
 - C. have a high degree of authenticity (based on physical and documentary evidence); and
 - D. have a high degree of integrity (particularly whole or intact heritage fabric and heritage values).
- c. Schedule significant historic heritage as heritage items and heritage settings where each of the following are met:
 - i. the thresholds for Significant (~~Group 2~~) or Highly Significant (~~Group 1~~) as outlined in Policy 9.3.2.2.1 b(i) or (ii) are met; and
 - ii. in the case of interior heritage fabric, it is specifically the extent of protection is identified in the schedule; unless
 - iii. the physical condition of the heritage item, and any restoration, reconstruction, maintenance, repair or upgrade work would result in the heritage values and integrity of the heritage item being compromised to the extent that it would no longer retain its heritage significance; and/or
 - iv. there are engineering and financial factors related to the physical condition of the heritage item that would make it unreasonable or inappropriate to schedule the heritage item.

6.2.2 "Items" has also been added to the title of the Schedule of Significant Historic Heritage to make the distinction from areas in other policies, and in clause b. "heritage item" has been added for the same reason. A number of heritage areas are now proposed and the term "historic heritage" in the RMA encompasses both sites/items and areas. The change to delete "Group 1" and "Group 2" from b. and c. removes the alternative labels for the "Highly Significant" and "Significant" categories of items on the Schedule of Significant Historic Heritage Items, as these labels are rarely used and the remaining labels are more descriptive. This change is also being proposed for the relevant headings in the updated Schedule.

6.2.3 The other change in c. to refer to the extent of protection, is to align it with the schedule, which will indicate for each item the extent of protection. Further detail on this approach can be found in Issue 4, section 2.

6.2.4 The minor changes to Policy 9.3.2.2.1 are proposed for consistency across the chapter and with the updated schedule. They do not change the overall effect of the policy.

6.2.5 Consequently, in the interests of brevity, this section does not include a table of benefits and costs, efficiency and effectiveness. The amended wording in the policy will be more efficient and effective than the current wording in signalling Council's approach in the schedule to identifying what is being protected.

6.2.6 Proposed Amended Policy 9.3.2.2.2 – Identification, assessment and scheduling of heritage areas. This policy is proposed to be significantly modified as follows:

9.3.2.2.2 Policy – Identification, assessment and scheduling of heritage areas

- a. Identify heritage areas ~~groups of related historic heritage within a geographical area~~ which represent important aspects of the Christchurch District's cultural and historic themes and activities and assess them for significance to the Christchurch District ~~and their relationship to one another~~ according to:
 - i. ~~the matters set out in Policy 9.3.2.2.1~~ whether the heritage area meets at least one of the heritage values in Appendix 9.3.7.1 at a significant or higher level; and
 - ii. the extent to which the heritage area and its heritage values contributes to Christchurch District's sense of place and identity; has at least a moderate degree of integrity and authenticity; is a comprehensive, collective and integrated place, and contains a majority of buildings or features that are of defining or contributory importance to the heritage area.
- b. Schedule historic heritage areas that have been assessed as significant in accordance with Policy 9.3.2.2.2 (a).

6.2.7 Amendments proposed to this policy are:

- a. More specificity in the title so that it is equivalent to Policy 9.3.2.2.1 for historic heritage items, Replacement of the wording "groups of related historic heritage within a geographical area" which is more accurately described as heritage areas, and removal of the wording "and their relationship to one another" which forms part of "assess them for their significance" which is already referenced in the policy.
- b. Emphasising the contribution of heritage areas to the District's sense of place and identity.
- c. Deletion of the reference to matters set out in Policy 9.3.2.2.1 so that these two policies stand separately from each other and do not overlap.
- d. Setting out several key criteria for an area to be identified as a residential heritage area.

Benefits
<p>Environmental:</p> <ul style="list-style-type: none"> Proposed amended Policy 9.3.2.2.2 on heritage areas sets out why and how heritage areas including new Residential Heritage Areas would be identified, and supports assessment and scheduling. It is considerably more informative to residents and heritage owners than the current wording of the policy, which provides an overview only. Policy 9.3.2.2.11 – Future Work Programme indicates that Council is to facilitate further identification and assessment of heritage areas. The proposed rewording of

<p>Policy 9.3.2.2.2 articulates the criteria to be used.</p> <ul style="list-style-type: none"> When Residential Heritage Areas are identified, assessed and scheduled in the Plan in accordance with the policy and with associated rules, there will be environmental benefits in terms of greater protection for the collective heritage values and integrity and coherence of those areas.
<p>Economic:</p> <ul style="list-style-type: none"> Economic benefits of a policy supporting the introduction of Residential Heritage Areas could be similar to those for additional items to be scheduled i.e. could assist in building public good benefits such as heritage tourism, for example through heritage walks. These economic benefits are discussed further in the assessment of rules for RHAs in section 6.
<p>Social:</p> <ul style="list-style-type: none"> The expansion of this policy for scheduling Residential Heritage Areas may satisfy those in the community who consider that there should be greater protection of heritage values and recognition of a broader range of heritage places and values, including heritage areas.
<p>Cultural:</p> <ul style="list-style-type: none"> The expansion of the policy supporting Residential Heritage Areas in accordance with section 6(f) could improve the community's as well as specific neighbourhoods' sense of identity and place, and appreciation of the City's history, amenity and character.
<p>Costs</p>
<p>Environmental:</p> <ul style="list-style-type: none"> Owners who wish to develop their properties in Residential Heritage Areas will have additional consent requirements. The introduction of Residential Heritage Areas is a new constraint on intensification.
<p>Economic:</p> <ul style="list-style-type: none"> There will be costs to property owners of a restricted discretionary resource consent process for changes to some buildings, fences and walls, and relocation and demolition of some buildings within Residential Heritage Areas (some exclusions apply), and new development on sites in certain zones adjoining Residential Heritage Areas. There is an associated opportunity cost from restricted development.
<p>Social:</p> <ul style="list-style-type: none"> Owners of the proportion of sites assessed as "neutral" and "intrusive" within Residential Heritage Areas may consider it inappropriate that their development proposals for new buildings or alterations are controlled by rules requiring them to be sympathetic to the heritage character of these areas, when their existing buildings or features do not have heritage values.
<p>Cultural:</p> <ul style="list-style-type: none"> Some groups in the community who do not recognise protection of Residential Heritage Areas as being of cultural benefit, will perceive strengthening of the policy to support their introduction as a cultural cost as they prefer housing stock to be updated rather than passed onto the next generation.

<p>Efficiency:</p> <ul style="list-style-type: none"> • The amended Policy 9.3.2.2.2 is efficient as it clearly sets out key qualifying criteria, and the associated rules are targeted at collective heritage values as reflected in the streetscape which is publicly accessible, and on adjacent private land, with exclusions for changes not visible from the street. • It is recognised however that there are likely to be costs to property owners in protecting their properties within heritage areas, as set out above, and a potential decrease in ability to modify their properties at will. Benefits may also accrue to them from improved amenity, and to the public at large.
<p>Effectiveness:</p> <ul style="list-style-type: none"> • The Plan change is the first time that Residential Heritage Areas using the proposed methodology have been identified in the Plan, along with associated rules (although there is a heritage area for Akaroa, it does not have its own rules), and the revised policy gives better effect to this intention than the existing heritage areas policy. Activity rules are based on a publicly available property by property assessment of heritage values linked from the areas appendix in the Plan. They are focused primarily on buildings, although taller fences and walls are also assessed through consents. • The enhanced policy framework also supports the rule for demolition and relocation (of defining and contributory buildings only). Lack of demolition rules has proven to be an issue with City Character areas. Demolition and relocation off site can leave large gaps in a heritage streetscape, disrupting its coherence, integrity and authenticity and eroding its significance. • Identification of Residential Heritage Areas via this policy implements Objective 9.3.2.1.1 and is consistent with directions in higher order documents to protect historic heritage.
<p>Risk of acting/not acting:</p> <ul style="list-style-type: none"> • There is a high potential risk of adverse effects in terms of coherence and intactness, and ultimately loss of the significance of the collective heritage values of the areas, through gradual or more rapid change over time resulting from increased permitted intensification, if this policy is not amended to enable introduction of Residential Heritage Areas. • A risk of acting is that this policy change enables the introduction of Residential Heritage Areas which will result in a large number of property owners being affected, with some likely to oppose new/additional regulatory control of what can be done on their properties.

6.2.8 Proposed Amended Policy 9.3.2.2.3 – Management of scheduled historic heritage, Proposed Amended Policy 9.3.2.2.5 – Ongoing use of scheduled historic heritage, and Proposed Amended Policy 9.3.2.2.8 - Demolition of scheduled historic heritage

6.2.9 Minor changes are proposed to each of these policies which will slightly broaden and strengthen their intent. Collectively these changes have been assessed as significant. Changes to these three policies are first described separately below, then evaluated together in the table in 6.2.15.

6.2.10 It is proposed to amend Policy 9.3.2.2.3 - Management of scheduled historic heritage as follows:

9.3.2.2.3 Policy - Management of scheduled historic heritage

- a. Manage the effects of subdivision, use and development on the heritage items, heritage settings and heritage areas scheduled in Appendix 9.3.7.2 and 9.3.7.3 in a way that:
 - i. provides for the ongoing use and adaptive reuse of scheduled historic heritage, in a manner that is sensitive to their heritage values while recognising the need for works to be undertaken to accommodate their long term retention, use and sensitive modernisation change and the associated engineering and financial factors;
 - ii. recognises the need for a flexible approach to heritage management, with particular regard to enabling repairs, heritage investigative and temporary works, heritage upgrade-Building Code works to meet building code requirements, and restoration and reconstruction, in a manner which is sensitive to the heritage values of the scheduled historic heritage, and retains the current level of significance of heritage items and heritage areas on the schedule,
 - iii. subject to i. and ii. protects their particular heritage values from inappropriate subdivision, use and development.
- b. Undertake any work on heritage items and heritage settings scheduled in Appendix 9.3.7.2 and defining buildings and contributory buildings in heritage areas scheduled in Appendix 9.3.7.3 in accordance with the following principles:
 - i. focus any changes to those parts of the heritage items or heritage settings, or defining building or contributory building which have more potential to accommodate change (other than where works are undertaken as a result of damage), ~~recognising that heritage settings and Significant (Group 2) heritage items are potentially capable of accommodating a greater degree of change than Highly Significant (Group 1) heritage items;~~
 - ii. conserve, and wherever possible enhance, the authenticity and integrity of heritage items and heritage settings, and heritage area, particularly in the case of Highly Significant ~~(Group 1)~~ heritage items and heritage settings;
 - iii. identify, minimise and manage risks or threats to the structural integrity of the heritage item and the heritage values of the heritage item, or heritage area, including from natural hazards;
 - iv. document the material changes to the heritage item and heritage setting or heritage area;
 - v. be reversible wherever practicable (other than where works are undertaken as a result of damage); and
 - vi. distinguish between new work and existing heritage fabric in a manner that is sensitive to the heritage values.

6.2.11 Amendments proposed to this policy are:

- a. Replace “sensitive modernisation” with “sensitive change”. Modernisation is a word which is at odds with conservation practice. It is acknowledged that heritage places need to change over time to extend or expand their use and functionality and this

needs to happen in a way which is sensitive to their heritage values.

- b. Update the defined term “heritage upgrade works” to the more descriptive “heritage Building Code works”. This is also changed in the definitions with the definition title better reflecting the proposed scope of this activity to include all Building Code compliance work other than that associated with reconstruction and restoration (which are both already subject to Council planning certification or consenting processes).
- c. Add a qualification to “manner which is sensitive to the heritage values” to identify the accepted level of change - the works must protect the values of the item/area to the extent that its assessed level of significance is retained.
- d. In clause a. and b. additions to apply each aspect of the policy to heritage areas including Residential Heritage Areas in addition to items.
- e. In clause b. delete the part of the sentence about settings and Significant heritage items being potentially capable of accommodating a greater degree of change than Highly Significant items. It is considered that this wording is detrimental to the assessment of heritage values of Significant items and that it is inappropriate to generalise by level of significance with respect to where change should occur. Emphasis should rather be on relevant considerations on a site by site basis.

6.2.12 It is proposed to amend Policy 9.3.2.2.5 – Ongoing use of heritage items and heritage settings as follows:

9.3.2.2.5 Policy - Ongoing use of scheduled historic heritage ~~heritage items and heritage settings~~

- a. Provide for the ongoing use and adaptive re-use of heritage items and heritage settings scheduled in Appendix 9.3.7.2 and defining buildings and contributory buildings in heritage areas scheduled in Appendix 9.3.7.3 (in accordance with Policy 9.3.2.2.3), including the following:
 - i. repairs and maintenance;
 - ii. temporary activities;
 - iii. specific exemptions to zone and transport rules to provide for the establishment of a wider range of activities;
 - iv. alterations, restoration, reconstruction and heritage upgrade Building Code works to heritage items, including seismic, fire and access upgrades;
 - v. signs on heritage items and within heritage settings; ~~and~~
 - vi. ~~new buildings in heritage settings;~~ Subdivision and new development which maintains or enhances access to heritage items, defining buildings and contributory buildings.

6.2.13 Amendments proposed to this policy are:

- a. To apply the policy to heritage areas including Residential Heritage Areas, and to change the policy heading to reflect this and align with the naming of the other policies which apply to heritage items and settings, and heritage areas.

- b. As for the management policy above, to update the defined term “heritage upgrade works” to the more descriptive “heritage Building Code works”.
- c. To add a new clause at vi. which slightly broadens the extent of the policy to provide for the consideration of access in subdivision and new development proposals. It has been found that some proposals for subdivision and development of new buildings do not carefully consider how to integrate heritage items and settings into new developments or how to maintain and enhance access to them. Access is fundamental to safeguarding retention and ongoing use of heritage items. Where buildings are not integrated into new development, they can become isolated and are candidates for demolition by neglect.

6.2.14 It is proposed to amend Policy 9.3.2.2.8 Demolition of heritage items as follows:

9.3.2.2.8 Policy - Demolition of ~~scheduled historic heritage~~ ~~of heritage items~~

- a. When considering the appropriateness of the **demolition** of a **heritage item** scheduled in [Appendix 9.3.7.2](#) or a **defining building** or **contributory building** in a **heritage area** scheduled in [Appendix 9.3.7.3](#), have regard to the following matters:
 - i. whether there is a threat to life and/or property for which interim protection measures would not remove that threat;
 - ii. whether the extent of the work required to retain and/or **repair** the **heritage item or building** is of such a scale that the **heritage values** and integrity of the **heritage item or building** would be significantly compromised, and the heritage item would no longer meet the criteria for scheduling in [Policy 9.3.2.2.1](#).
 - iii. whether the costs to retain the **heritage item or building** (particularly as a result of damage) would be unreasonable;
 - iv. the ability to retain the overall **heritage values** and significance of the **heritage item or building** through a reduced degree of **demolition**; and
 - v. the level of significance of the **heritage item**.

6.2.15 Amendments proposed to this policy are:

- a. To apply the policy to heritage areas including Residential Heritage Areas, and to change the policy heading to reflect this and align with the naming of the other policies which apply to heritage items and settings, and heritage areas.
- b. Addition of threshold for “significantly compromised”: “the heritage item would no longer meet the criteria for scheduling”. In a similar way to the change proposed to the management policy to qualify the heritage outcome sought, it is proposed to qualify what is meant by heritage significance being compromised and the condition required to be met for demolition to be acceptable.

Benefits
<p>Environmental:</p> <ul style="list-style-type: none"> The changes to the management, ongoing use and demolition policies make the environmental outcomes sought by the policies clearer for heritage property owners and applicants. The changes to these three policies more clearly articulate Council’s approach to heritage management, eg by including the consideration of retaining the level of significance of the item or area. The second part of the management policy

refines the existing wording of adopting a flexible approach in providing for ongoing use and adaptive reuse.
<p>Economic:</p> <ul style="list-style-type: none"> Improving the clarity of the environmental outcomes sought informs better financial decision making on options for the future of heritage items and sites where demolition is being contemplated.
<p>Social:</p> <ul style="list-style-type: none"> Groups and individuals supporting heritage are likely to be supportive of clearer articulation of heritage protection goals.
<p>Cultural:</p> <ul style="list-style-type: none"> Changes to these policies are consistent with Objective 9.3.2.1.1, and support the objective in setting out what Council is trying to achieve through management of heritage items and areas. An enhanced policy framework can be seen as enhancing alignment with the ICOMOS New Zealand Charter for the Conservation of Places of Cultural Heritage Value (ICOMOS New Zealand Charter 2010) including the statements in that Charter that new uses should be compatible with the cultural heritage value of the place, and should have little or no adverse effects on the cultural heritage value. Sensitive management and facilitating ongoing use to avoid demolition are central to conservation.
Costs
<p>Environmental:</p> <ul style="list-style-type: none"> Strengthening the management, ongoing use and demolition policies and broadening them to apply to heritage areas (which enhances heritage protection by better supporting existing rules), may be perceived as further limiting development.
<p>Economic:</p> <ul style="list-style-type: none"> The slightly strengthened management, ongoing use and demolition policies could be seen as potentially imposing additional costs on development proposals, however they already apply to heritage items, and as discussed in the rules assessment in 6.3, no measurable increase in resource consents is anticipated for heritage items as a result of this Plan Change. Any significant increase in consenting is more likely to result from the introduction of heritage areas and associated rules.
<p>Social:</p> <ul style="list-style-type: none"> The development community and some heritage owners are likely to perceive slightly strengthened policies as a further infringement on property rights.
<p>Cultural:</p> <ul style="list-style-type: none"> The sector of the community that does not support heritage retention may perceive slightly increased protection as being at the expense of renewing the housing stock.
<p>Efficiency:</p> <ul style="list-style-type: none"> Changes to Policies 9.3.2.2.3, 9.3.2.2.5 and 9.3.2.2.8 are efficient because they clarify Council's approach to managing heritage items and areas and demolition, and support ongoing use of historic heritage. The focus of the policy changes as they apply to heritage items, is not on increased consenting, but on improving the quality of existing consent processes and outcomes, and improving the balance between benefits and

costs, as discussed in the rules assessment in 6.3.
<p>Effectiveness:</p> <ul style="list-style-type: none"> • Changes to these policies are considered effective because they more clearly articulate how Council will manage changes to scheduled historic heritage and proposals for demolition, and should result in a greater focus on the specific heritage outcomes sought. • The expansion of these policies to apply to areas supports the introduction of Residential Heritage Areas and associated rules package. The policy changes are consistent with Objective 9.3.2.1.1 which seeks to maintain the overall contribution of historic heritage to Christchurch District's character and identity.
<p>Risk of acting/not acting:</p> <ul style="list-style-type: none"> • There are issues with the existing Policy 9.3.2.2.3 in that it does not clearly state that it is important to retain the level of significance of heritage items so they continue to meet the threshold for scheduling, nor does Policy 9.3.2.2.8 use the criteria of no longer meeting the threshold for scheduling in regard to demolition, so in both cases outcomes sought are currently unclear. <p>There is also a significant gap in the ongoing use policy with respect to maintaining access (when subdivision and new development is proposed) which is a central aspect of maintaining use.</p>

6.3 Assessment of costs and benefits of the proposed amended rules

- 6.3.1 A considerable number of minor changes to the rules (including the definitions supporting them) are made in the proposed updated rule package. As already noted these changes are largely to clarify the rules and to make them better reflect the intention of the existing objective and existing and amended policies. Most of these changes do not change the effects of the provisions on landowners' development rights. Detailed explanations of why these changes are proposed are contained in Appendix 2 - Table of Reasons for Rule Amendments.
- 6.3.2 There are however some proposed rule changes which do place new or additional restrictions on landowners' development rights, and these are evaluated further in this section.
- 6.3.3 Residential Heritage Areas: Introduction of rules package for Residential Heritage Areas (RHAs) - controls on new buildings, fences and walls and on demolition and relocation; built form standards within RHAs; targeted design rule for new buildings in certain zones on sites adjoining RHAs. Heritage items: Application of existing amended rules package for heritage items to new heritage items.
- 6.3.4 The following paragraphs assess both the new rules for Residential Heritage Areas and the extension of the amended existing rules package for heritage items to new properties containing heritage items and interiors. This is because the benefits, efficiency, effectiveness and risk of acting/not acting are very similar for the two matters.
- 6.3.5 To support the introduction of 11 Residential Heritage Areas into the Plan, the Plan Change proposes a new set of activity rules for Residential Heritage Areas to protect the integrity and authenticity of the areas. These are in turn supported by associated density and built form standards to control new development within the areas in order to protect their collective heritage values. A proposed targeted design rule completes this new rules package, to be

applied to sites sharing a boundary with a Residential Heritage Area that are zoned High Density Residential. This rule is intended to protect the heritage values of the Residential Heritage Areas by ensuring that any surrounding higher density environments are designed to provide appropriate transitions to, and compatibility with the heritage areas, and to avoid inappropriate contrasts in scale. These rules, which are discussed in detail in section 2, are a significant change to the plan, representing a new set of constraints on owners in some limited parts of the city and a large part of residential Lyttelton. This direction has already been signalled at a high level in existing Policy 9.3.2.2.11.

- 6.3.6 Restricted Discretionary consents are proposed for new buildings, and alterations or additions to existing building exteriors, as well as for new road boundary fences and walls of over 1.5m in height and alterations to these fences and walls which increase their height. These rules are targeted at development affecting the defining and contributory buildings which contribute to the significance of the areas and particularly at changes which can be seen from the public realm and affect views to and from the heritage areas. Collective tangible and intangible heritage values of heritage areas include the historic shared narrative of the areas and heritage fabric that may not be visible from the street, but can be appreciated by owners and visitors to the sites, and members of the public interested in the historic significance of the area. It is the readily visible attributes of these properties, however, which contribute most to the community values of these areas.
- 6.3.7 Restricted Discretionary consents would also be required for demolition or relocation of a defining or contributory building. These sites are identified in the heritage assessment report and site record forms for the area and maps of the area accessed via a link from the Heritage Areas schedule in Appendix 9.3.7.3 to Chapter 9.3. These rules are supported by matters of discretion for demolition or relocation which relate to whether the proposal is consistent with maintaining or enhancing the heritage values of the site and the collective heritage values and significance of the heritage area, but also consider the condition of the building and associated cost of works, and alternatives to what is proposed. There is some distinction in the matters of discretion between defining and contributory buildings. Defining buildings establish the heritage values of the area, and include scheduled heritage items which are significant to the district in their own right. Contributory buildings support the heritage values of the area and are consistent with the architectural language and values of the areas.
- 6.3.8 The new specific density and built form rules for Residential Heritage Areas, which are more restrictive than those in the new Medium Density Residential zones underlying the RHAs, have been formulated in conjunction with Character Area overlay rules to jointly support the retention of existing built form and open space values, both public and private, in heritage and character areas, as some of these areas overlap, although they are not defined on the same basis. (see Table 1 on p23 for the proposed standards). The new density and built form rules have a critical role along with the activity rules for new buildings in managing development expectations about acceptable density and building envelopes. Without these activity rules and specific density and built form standards, new buildings in heritage areas could be built as of right to the maximum permitted density and building envelope of the underlying zone, which would in most cases allow significant intensification, making it difficult to achieve good heritage outcomes. See Table 5 below showing the Percentage Reduction from MDRS Development Capacity for Residential Heritage Areas Built Form Standards. See also table below assessing the costs and benefits of the introduction of the RHA activity and built form standards.

Table 5: Residential Heritage Areas Built Form Standards – Percentage Reduction from MDRS Development Capacity

Proposed Residential Heritage Area (RHAs)	Building envelope GFA maximum*		Percentage reduction from MDRS for RHA built form standards
	Proposed GFA	MDRS GFA**	
Chester Street East/Dawson Street	31433	41219	24%
Englefield Avonville	11481	47731	76%
Heaton Street	19792	37819	48%
RNZAF Station Wigram Housing	22184	43034	48%
Inner City West	48771	60663	20%
Lyttelton	507574	658931***	23%***
Macmillan Avenue	17162	33084	48%
Piko/Shand (Riccarton Block) State Housing	21888	87583	75%
Shelley/Forbes Street	4677	16961	72%
Church Property Trustees North St Albans Subdivision (1923)	29686	114029	74%
Wayside Avenue	16981	33052	49%

* Gross Floor Area approximate only and does not account for changes in levels on hill sites that may constrain building platform areas. Based on the sum of maximum floor areas across a building envelope that is compliant with RHA/MDRS built form standards.

**Maximum GFA based on: 3 storey, 3m floor height, 1.5m road boundary setback, 1m internal boundary setback, 4m recession plane height, 60 degree recession plane angle.

*** Since this MDRS GFA was calculated, the decision was made to keep Lyttelton in the Residential Banks Peninsula zone rather than rezoning it to MRZ, so this figure is no longer relevant. This also applies to the diagram on the last line of p23 for Lyttelton.

6.3.9 Table 5 totals are based on a particular approach to modelling loss of development capacity. This approach is set out in more detail in 3.3.7 of Part 1 of the section 32 report for Qualifying Matters under Plan Change 14. A site size of 400m² is used for the MDRZ zone, with the MDRZ standards applied for road and internal boundary setbacks and building heights (3 storey), then the theoretical building envelope is modified to allow only a maximum site coverage of 50%, since this is likely to be a constraint before the maximum building envelope is reached. The Gross Floor Area possible on the theoretical site is aggregated across the whole RHA based on the number of properties within the area. Then each RHA is modelled using the proposed built form standards for each. Clearly a significant amount of development capacity is lost compared to the MDRZ because of loss of building floors, e.g. only two of the areas are proposed to allow three storey buildings, and five are proposed to allow only one storey buildings. Some further development capacity is lost from the greater setbacks proposed, noting that this is not the same as numbers of dwellings which can be built.

6.3.10 An alternative approach was used to test these modelled outcomes. This was based on selecting some actual sites which vary by size and shape and including corner sites, and carrying out the same exercise. This resulted in a similar but slightly higher loss of development capacity due to factors such as some sites being unable to be built on, because they are too narrow e.g. if there are two setbacks for a corner site (a minimum usable floor width of 5m is assumed). In reality narrow sites may be able to be amalgamated for redevelopment. The visual outcome of this modelling exercise is shown at the bottom of Table 1 on p23.

- 6.3.11 It needs to be appreciated that neither of these approaches are necessarily completely accurate as the modelling is based only on building form. The proposed subdivision standards (in this case the minimum site size to enable two units, so as to allow some degree of intensification) and therefore the density which can be achieved, may have a similar or greater effect on outcomes than the built form standards in terms of Gross Floor Area achievable.
- 6.3.12 The following table assesses the costs and benefits, efficiency, effectiveness and risk of acting/not acting for applying new rules for Residential Heritage Areas to new properties, and also for applying the amended existing rules package for heritage items to new properties containing heritage items and interiors.

Residential Heritage Areas – Activity Rules and Built Form Standards; and Protection of New Heritage Items
Benefits
<p>Environmental:</p> <ul style="list-style-type: none"> • The 11 proposed Residential Heritage Areas (RHAs) have heritage values as distinctive and significant residential environments representing important aspects of the city's history. RHAs should be protected against incremental loss of heritage values and the possibility of rapid change through intensification enabled via the NPSUD. Heritage areas are currently a significant gap in heritage protection in the city. • The addition of new heritage items assists in protecting a broader range of places representing key themes in the city's development. • Scheduling of RHAs and new items improves the protection of heritage in the city under section 6(f) of the RMA. • The protection of new heritage items will enhance the contribution of scheduled heritage places to the city's characteristic built form which helps to protect residential amenity. • The use of restricted discretionary status for RHA and heritage item activity rules allows for the possibility of public notification and decline of consent as a last resort in exceptional circumstances where the proposal has not been sufficiently modified or conditions applied to adequately mitigate effects to a minor level. Matters of discretion aim for sensitive design outcomes which minimise impacts on the heritage values of the site and collective values of heritage areas. • The built form standards support the activity standards for RHAs by signalling a potential building envelope which helps to manage expectations for the level of acceptable development, and offer a balanced approach, allowing for some limited intensification, but less than would otherwise be allowed by the zone built form rules, in order to protect heritage values. • The Property Economics report (Appendix 14, p.12) identifies that controls on demolition (and relocation) may divert subdivision of properties away from heritage areas, providing an indirect environmental benefit.
<p>Economic:</p>

<ul style="list-style-type: none"> Economic benefits of protecting Residential Heritage Areas are similar to those for protecting new heritage items to be scheduled. The Property Economics PC13 Heritage Areas Cost-Benefit Analysis (Appendix 14, p18) notes that heritage protection (via scheduling in the district plan and associated rules) can increase property values by up to 12% and also those of adjoining properties by smaller amounts (the “aura effect”, p9), although the former may not occur in areas with development opportunity where there is perceived development opportunity loss. Heritage protection can promote higher levels of maintenance spend, which has a flow on effect with respect to enhancing neighbourhood amenity and attracting residents. So there may be potential economic benefit associated with enhanced property values for 1,347 sites in new RHAs and approximately 700¹⁷ adjoining sites, plus 44 proposed new heritage items. This additional protection could also contribute to heritage tourism, as more sites and areas are recognised for their heritage values, for example through physical and digital interpretation which can include digital Applications (Apps) for walks, and guided tours.
<p>Social:</p> <ul style="list-style-type: none"> Those owners of new heritage items and properties in heritage areas, visitors and groups in the community who are supportive of heritage retention, are likely to consider additional heritage protection a benefit if they value these areas and sites and oppose intensification. Additional district plan protection for areas and places provides for greater recognition of site specific and collective heritage values across areas, and represents a move to broaden the range of heritage places which are valued by the community. This provides for educational opportunities to raise awareness and appreciation of a greater range of heritage places.
<p>Cultural:</p> <ul style="list-style-type: none"> Identification and protection of residential heritage areas and new heritage items via rules requiring resource consent for most external changes, is in accordance with section 6(f) RMA and could improve the community's as well as specific neighbourhoods' sense of identity and place, and appreciation of the city's history, amenity and character.
Costs
<p>Environmental:</p> <ul style="list-style-type: none"> Rules will apply to owners of sites in 11 new heritage areas (1,347 new sites, plus 97 adjoining via the RHA interface rule), 44 new heritage items and 16 existing heritage items with additional protection of interiors, which will place new constraints on how owners of these 1504 sites develop their properties. This may have the effect of limiting environmental change on these sites/areas as intensification is focused elsewhere, as there are perceived barriers in upgrading existing housing stock.
Economic:

¹⁷ Note this is indicative as the number of properties in some areas in Table 4 have been updated since the Property Economics report was commissioned.

- As noted above, the owners of 1504 properties will have additional constraints on their properties as a result of the additional heritage protection proposed, which means these properties will be subject to development opportunity costs including reduced development pattern efficiency (limitations on location of new buildings), and increased development costs. These costs, however, will be offset by the economic benefits to these property owners (described above) which may accrue as a result of heritage protection, and by the extensive development capacity provided elsewhere (Property Economics, Appendix 14, p19).
- The Property Economics report (Appendix 14, p17) identifies that the capacity impact of RHA scheduling and rules will vary across areas, with the highest impacts predicted in Church Property Trustees North St Albans Subdivision (1923), Heaton Street and Shelley/Forbes Street heritage areas, with capacity impact assessed as medium in Piko/Shand (Riccarton Block) State Housing and RNZAF Station Wigram Staff Housing RHAs. This takes into account factors such as land area, and location in relation to major centres and the central city. This assessment broadly correlates with the capacity reduction modelling undertaken by Council staff (Table 5 above), which identifies the highest capacity reduction from MDRS with RHA built form standards applied in Englefield Avonville, Piko/Shand (Riccarton Block) State Housing, Shelley/Forbes Street and Church Property Trustees North St Albans Subdivision (1923) RHAs. The Property Economics report (Appendix 14, p19) notes that this cost is likely to be immaterial at the city level. Reduced diversity in choice of location and housing typology could be offset substantially by development in nearby, non-heritage areas.
- The transaction costs of obtaining restricted discretionary resource consents will, in practice, impact on a much smaller number of property owners than the number of properties to which the rules apply, as only a proportion of these owners will opt to do works to their sites in any given year and not all changes will require resource consent. As an approximate guide, currently there are 679 heritage items in the District Plan generating approximately one resource consent per week, which equates to 8% of scheduled heritage items¹⁸. The Property Economics report (Appendix 14, p19) notes that the potential for increase in property values from being located in a recognised heritage area may provide some mitigation for these costs.
- The costs of upgrading existing heritage housing stock will be perceived as not worth the investment by some owners who place higher utility value on replacing the buildings thereby removing short-medium term maintenance costs.
- The costs will fall on owners of heritage buildings and not other owners (unequitable allocation of costs) whereas the benefits accrue to the public at large. These costs are offset to a certain (albeit limited) extent by Council grants available for conservation-related works including repairs and maintenance and also building code upgrades where the methodologies can be supported on the basis of protecting heritage values.

Social:

¹⁸ Resource consents in respect of scheduled heritage items in the Christchurch District Plan numbered 55 in the year July 2021 to June 2022 and 49 in the previous financial year July 2020 to June 2021 (average 52 per year or one per week).

<ul style="list-style-type: none"> Some groups in the community who value urban renewal and new housing stock will see this additional heritage protection as a cost on the basis that older homes which have not been upgraded may have higher heating and maintenance costs.
<p>Cultural:</p> <ul style="list-style-type: none"> Those who do not recognise the benefits of heritage protection for maintaining the sense of place in neighbourhoods and city-wide and retaining heritage for future generations may consider the costs of maintaining heritage to be an intergenerational equity issue, passing on associated costs to the next generation.
<p>Efficiency:</p> <ul style="list-style-type: none"> Council considers that there will be a net positive outcome in terms of efficiency. A net positive outcome depends on valuing the gains from heritage protection for the public at large as being greater than the transaction costs of resource consents, and opportunity costs of reduced intensification, which fall on a limited group of individual property owners. Gains would typically be experienced over a longer time period than transaction and opportunity costs, and can be more difficult to measure. For example a number of the key benefits of heritage provisions are intangible, such as identity, sense of place and stability, and of 'membership' or belonging to the community. Other tangible benefits such as contribution to heritage tourism and enhanced property values may not be individually attributed to the increased heritage protection, but nonetheless occur. The proposed rules are efficient in that they are targeted at the activities which have the most likelihood to generate adverse effects on heritage values for heritage areas and new items (for example external alterations, internal alterations to heritage items only where interiors have been assessed as significant, demolition and relocation), and the activity status has been set at the lowest level possible (Restricted Discretionary) so as to allow more than minor adverse effects to be managed appropriately where they occur. Built form standards have been proposed to provide for some intensification as required under the NPSUD, but at a level that will still provide for heritage protection.
<p>Effectiveness:</p> <ul style="list-style-type: none"> Regulatory controls are the only method likely to be effective in protecting RHAs and heritage items. The Building Act does not require building consent for demolishing detached buildings of 3 storeys or less, meaning that the effectiveness of implementation of the proposed new RHA demolition rules will depend on them being identified on building and planning documents such as Project Information Memoranda (PIMs) and development reports for Building Consents for new development, (as resource consents will be required prior to exercise of building consents). In addition education will be important via Council's website, within the Council with Building Consents teams, and pre-application discussions with owners for new developments in heritage areas. As examples of good design emerge, it may prove useful to develop further or revised design guidelines (over and above Council's existing design guidelines for character areas) as a tool to promote and guide sensitive development in heritage areas. New heritage items have only been proposed with the consent of the owner, so proposals for scheduling have been targeted.

<ul style="list-style-type: none"> Adding Residential Heritage Areas and new items and associated targeted rules will improve the effectiveness of protecting heritage as a Qualifying Matter under the NPSUD and under section 6f of the RMA, and is consistent with the heritage objective 9.3.2.1.1 in the Plan.
<p>Risk of acting/not acting:</p> <ul style="list-style-type: none"> Not acting will not achieve the aim of protecting residential heritage areas and broadening the range of protected heritage items under section 6f of the RMA. Using the feedback from pre-notification consultation as an indicator, proposing this new mechanism of protection of heritage areas will result in some landowner opposition, but equally support is anticipated from residents and heritage groups. The RHAs notified for protection have a good evidence base, as do the new items notified for scheduling.

6.3.13 The proposed interface area targeting high density zoned sites immediately adjoining some Residential Heritage Areas introduces a design rule for new buildings as a restricted discretionary activity, with matters of discretion relating to the impact of the building's location, design, scale and form on the Heritage Area and control of visual dominance effects and views to and from the heritage area. A design rule has been proposed in preference to setting built form standards for these specified adjoining sites as it allows consideration of the combination of effects that can contribute to visual dominance of RHAs (height, setback from the heritage area, form and materials) rather than controlling each individual parameter, and because it also promotes contextual design which considers the whole site and its relationship with the adjoining RHA. The following table assesses the options for the design rule.

Residential Heritage Areas Interface Overlay: Options for Adjoining Sites Zoned High Density Residential	
Option 1 – No Heritage Interface Overlay adjoining RHAs. MDRS/PC14 zone rules apply to all adjoining sites	
Benefits	Appropriateness in achieving the objectives/ higher order document directions
<p>Economic:</p> <ul style="list-style-type: none"> Development capacity can be maximised to the full extent enabled under NPSUD. Lower transaction costs and lower risks for developers than options 2 and 3 due to certainty of outcomes if building to density permitted in the zone and resource consent can be avoided. 	<p>Efficiency:</p> <ul style="list-style-type: none"> While individual property owners adjoining Residential Heritage Areas do not have additional restrictions on development under this option, this option is less efficient than Options 2 and 3, as it does not achieve the environmental benefits of heritage protection of option 3 and achieves these to a lesser extent than option 2. The environmental costs of an inappropriate scale of adjoining development with no additional controls are likely to significantly outweigh economic benefits. <p>Effectiveness:</p>
Costs	
Environmental:	

<ul style="list-style-type: none">Adverse effects anticipated on values of heritage areas are likely to be much more significant and widespread than under Options 2 and 3 due to permitted or consented visually dominant multi-storey development on adjoining high density sites of an inappropriate scale, which will impact on views (see modelling in Appendix 15).Also likely to result in shading effects which impact on the residential use and amenity of sites in the heritage area.	<ul style="list-style-type: none">This option does not protect the interface of Residential Heritage Areas from out of scale adjoining development, or achieve the environmental outcomes sought for heritage areas in the chapter objective and policies.
Economic: <ul style="list-style-type: none">No development opportunity cost.	
Risk of acting/not acting: <ul style="list-style-type: none">Lack of any heritage controls on sites adjoining RHAs is very likely to result in erosion of the heritage values of RHAs and is considered to be contrary to heritage objective 9.3.2.1.1 in the Plan.This approach does not support appropriate management of heritage as a Qualifying Matter under NPSUD and a matter of national importance under section 6f RMA.	
Recommendation: <ul style="list-style-type: none">This option is not recommended as it is considered that it would not be effective in safeguarding heritage values, and is not the most appropriate way to implement the Plan’s objectives and policies for historic heritage.	
Option 2 – Apply a Heritage built form standards Interface Overlay to HDRZ zoned sites adjoining RHAs, for example greater setbacks or reduced heights where there is a shared boundary.	
Benefits	Appropriateness in achieving the objectives/ higher order document directions
Environmental: <ul style="list-style-type: none">Visual dominance effects on adjoining heritage areas mitigated to a greater extent than option 1 due to more restrictions on building envelopes than the enabling zone rules, but not to the extent possible through option 3, which offers a more tailored approach.	Efficiency: <ul style="list-style-type: none">Although there would be some environmental benefits for this option not achieved for Option 1 and this option is likely to achieve a greater level of certainty for owners than Option 3, it is considered that the environmental costs of development would not be sufficiently mitigated in the absence of a design control offered by option 3. Environmental costs are likely to outweigh
Economic:	

<ul style="list-style-type: none">Provides a greater level of certainty for developers than option 3 in terms of setting a permitted building envelope via built form standards.Targets control to approximately 97 higher density sites with the potential to create the greatest visual dominance effects, thereby avoiding additional constraints on other adjoining sites.	<p>economic benefits for this option.</p> <p>Effectiveness:</p> <ul style="list-style-type: none">Makes a contribution to achieving the environmental outcomes sought in the chapter’s objectives and policies not achieved through option 1, but not to the extent offered by option 3.
Costs	
Environmental: <ul style="list-style-type: none">Significant adverse effects still possible on values of heritage areas (despite some control over bulk and location of developments) as no control over form and design which may still be incompatible with the heritage area.More onerous built form standards applied than underlying zone standards and resource consent required where these are breached.	
Economic: <ul style="list-style-type: none">Higher transaction costs, delays, development risks and opportunity costs for developers than option 1 but lower than option 3.Transaction costs fall on owners of approximately 97 higher density sites across 11 RHAs, however this is a small number of affected sites when considered across the city.	
<p>Risk of acting/not acting</p> <ul style="list-style-type: none">Implementing heritage built form standards on high density sites adjoining RHAs offers some reduction of impacts on heritage values but not to the extent considered necessary to support their protection and give effect to section 6f of the RMA.Poorer heritage outcomes expected than could be achieved by implementing option 3.	
<p>Recommendation:</p> <ul style="list-style-type: none">This option is not recommended as it is considered that, although it would be more effective than option 1, it would be less effective than option 3 (the preferred option) in safeguarding heritage values, and is not the most appropriate way to implement the Plan’s objectives and policies for historic heritage.	
<p>Option 3 – Apply a Restricted Discretionary design rule Interface Overlay to HDRZ zoned sites adjoining RHAs (preferred option).</p>	

Benefits	Appropriateness in achieving the objectives/ higher order document directions
<p>Environmental:</p> <ul style="list-style-type: none"> • Maximises environmental outcomes by allowing broader control over a combination of design elements including form and materials as well as building envelope elements such as heights and setbacks. This is a more appropriate approach for achieving a contextual design outcome which is more compatible with the heritage values of the site and heritage area, and seeks to provide somewhat of a buffer or transition area between the heritage area and surrounding high density development, thereby mitigating contrast and improving the quality of the built environment. • Considers and responds to the existing site and area characteristics as opposed to building position and building envelope only. Offers flexibility to consider the treatment of the whole site and to balance design components rather than being constrained by all bulk and location rules. For example it may be possible for a design to be acceptable that has a reduced setback at ground level but steps in the upper storey and responds to the form and materials of the heritage site and area. • Restricted Discretionary rather than Controlled activity status offers an incentive for the resource consent applicant to consider contextual design principles and for early consultation with Council's Heritage team. The potential for public notification (which Heritage staff actively seek to avoid through working with applicants to achieve acceptable design outcomes for heritage), allows for proposals with more than minor adverse effects to be publicly notified if agreement on changes or conditions to adequately mitigate effects cannot be reached. It is considered that a design rule requires a Restricted Discretionary activity status to widen the scope of possible conditions and consistently deliver good heritage outcomes. • Council's heritage advice is free which will assist in reducing compliance costs and promote pre-application engagement with Council. 	<p>Efficiency:</p> <ul style="list-style-type: none"> • Environmental benefits are likely to outweigh economic costs for this option which affects a relatively small number of owners across the city. The approach to consenting seeks to mitigate economic costs to affected owners as far as possible. <p>Effectiveness:</p> <ul style="list-style-type: none"> • Best achieves the environmental outcomes sought in the chapter's objectives and policies for protection of heritage values of Residential Heritage Areas.

<ul style="list-style-type: none"> • Supports activity rules and built form standards within RHAs. 	
<p>Economic:</p> <ul style="list-style-type: none"> • Targets controls to approximately 97 higher density sites with the potential to create the greatest visual dominance effects, and avoids additional constraints on other adjoining sites. • Property Economics' PC13 Heritage Areas Cost-Benefit Analysis (PC13 Section 32 Evaluation Appendix 14, pp9 and 21) describes an "aura effect" or potential increase in property value for adjoining properties which may be experienced by properties subject to this rule. 	
Costs	
<p>Economic:</p> <ul style="list-style-type: none"> • Greater delays and transaction costs, increased development risks as a result of uncertainty and opportunity costs associated with the development for owners than option 1 and 2 due to additional time for some designers to achieve a design outcome that can be supported on a non-notified basis. • Costs to applicants for public notification in rare circumstances (see benefits discussion). • Costs and delays are particularly an issue where early consultation with Council does not occur. 	
<p>Risk of acting/not acting</p> <ul style="list-style-type: none"> • Implementing a design rule for high density sites adjoining heritage areas offers maximum protection of heritage values from adjoining development on higher density sites. • Not implementing a design rule is likely to result in erosion of heritage values of the area due to incompatible design solutions. 	
<p>Recommendation:</p> <ul style="list-style-type: none"> • Option 3 is the preferred option. This targeted activity rule is considered the most efficient and effective option to provide protection for Residential Heritage Area values. 	

6.3.14 Qualifying Matter Central City Heritage Interface - Arts Centre and New Regent Street Height Overlays: There are some groups of scheduled heritage items and settings in the Central City that have particularly sensitive and significant heritage values and physical characteristics that

could be impacted by inappropriate heights of adjacent urban development. These parts of the central city are iconic landmarks for the district, and are sensitive to impacts of intensification. In recognition of this, height limits are currently in place in the operative Christchurch District Plan within and/or adjacent to three groups of heritage items – in New Regent Street, the Arts Centre and Lower High Street.

- 6.3.15 It is not proposed to continue the 13 metre height limit in Lower High Street. The Lower High Street height overlay in the operative plan includes two blocks of High Street. The block between Manchester Street and Tuam Street was impacted by the Canterbury Earthquakes of 2010-11, with the loss of the continuous streetscape. The potential visual dominance effects on the remaining intact group of heritage items and settings on the west side of the street between Tuam and St Asaph Streets is considered to be sufficiently mitigated due to being within a proposed 32 metre height limit area (significantly lower than the proposed City Centre zone height limit of 90m). In addition the existing Restricted Discretionary activity rule for new buildings in heritage settings will also provide some protection.
- 6.3.16 It is proposed to continue the existing height limits for two areas of the central city which are or adjoin important heritage sites for the city – New Regent Street and Montreal Street opposite the Arts Centre. The heritage values and significance of New Regent Street and the Arts Centre are set out in the statements of significance attached to the Schedule of Significant Historic Heritage Items.
- 6.3.17 There are 19 scheduled Highly Significant heritage items on the Arts Centre site. The whole Arts Centre block is a heritage setting. The operative District Plan provides for a height limit of 16 metres within the Arts Centre setting, a height limit of 11 metres in the city block to the north, a 14 metre height limit in the block to the south, and 28 metres to the east. It is proposed to retain the 16 metre height limit on the setting of the Arts Centre. This will provide for the protection of the complex of buildings from development of an inappropriate height within the block which could impact on shading, views, and contextual heritage values of the Arts Centre complex.
- 6.3.18 A Residential Heritage Area (Inner City West RHA) is proposed which takes in the city blocks to the north and south of the Arts Centre block. The RHA built form provisions limit height of new development in the RHA to 11 metres. This will help protect the heritage values of the RHA, and also provides for an appropriate scale of development adjacent to the Arts Centre. In the current Plan the height limit to the east of the Arts Centre is 28 metres. It is proposed to retain this height limit for the sites with boundaries on the east side of Montreal Street (sites in the Worcester Boulevard/Hereford Street block only, which are located directly opposite the Arts Centre). (The sites proposed to be covered by this rule are identified in the rule in the PC13 provisions for chapter 15.) This is because of the significant visual dominance effects that modelling has shown would result from developments built to the proposed permitted zone heights - 21 metres road wall height, but rising at graduated podium heights beyond 28 metres up to a potential 90 metres in the centre of the sites (see modelling and sun studies in Appendix 16).
- 6.3.19 This is lower than the height limit of 45 metres proposed for Cathedral Square (which is a scheduled heritage item in the Plan), and Victoria Street, which is based on a transition of urban form between the consolidated City Centre 90 metre height limit zone and the surrounding lower height zones. In the case of Cathedral Square, a height limit of 45 metres has been shown in modelling to be effective in limiting shading effects (see evaluation in PC14 s32 evaluation for chapter 15 Commercial).

- 6.3.20 The modelling for the Arts Centre shows a significantly greater visual dominance effect on the Arts Centre for buildings 45 metres high on the east side of Montreal Street than would occur for a building height of 28 metres. The proposed height of 28 metres will also be more in keeping than a height of 45 metres would be, with the proposed permitted scale of the buildings in the RHA in the adjoining blocks to the north and south of the Arts Centre. The sun studies show that a height reduction from 45 metres to 28 metres has little observable impact on shading of the Arts Centre site, so the argument for the proposed height is not based on shading effects but rather on visual dominance effects on a key precinct of Highly Significant heritage buildings, and is in line with the proposal for New Regent Street (see below).
- 6.3.21 Sites in the blocks to the northeast and southeast of the Arts Centre have not been included, due to the greater overall separation distance of potential development on those sites, as these sites lie diagonally opposite the Arts Centre and only the corner of these sites is adjoining.
- 6.3.22 New Regent Street, a street of continuous Spanish Mission style shops, is scheduled as a Highly Significant heritage item, along with a heritage setting which consists of all properties contained within the street. Two buildings at the northern end of the street are more recent and not in the same style as the rest of the street. These are located within the heritage setting. It is proposed that the current height limit in the operative Plan of 8 metres for buildings within the setting of New Regent Street be retained. The specific characteristics of this heritage item and setting mean that urban development enablement involving buildings up to 90m high (as per the proposed City Centre zone height limit) in and adjacent to New Regent Street would be inappropriate.
- 6.3.23 Continuation of the operative 28 metre height limit for sites to the east, west, north and south of New Regent Street (see sites identified in the rule in PC13 provisions for chapter 15) will provide sufficient protection of this heritage item from development of an inappropriate height, which could cause inappropriate contrasts of scale, and downdraughts¹⁹, as well as impacting the architectural and contextual heritage values. Sun studies have shown that while there is some reduction in shading effects from continuing to reduce permitted height to 28 metres on sites surrounding New Regent Street, modelling demonstrates that, as for the eastern side of Montreal Street, the greater benefit from the lower 28 metre height limit around New Regent Street is a reduction in visual dominance effects from those anticipated by permitted zone heights of 45 to 90 metres on these sites. (See modelling and sun studies in Appendix 16.)

Qualifying Matter Central City Heritage Interface and Precinct - Arts Centre and New Regent Street Height Overlays	
Option 1 - MDRS/PC14 City Centre zone height rule applies to all sites in the zone - no Historic Heritage Qualifying Matter height overlay. (NB. Proposed reduced spot height for Cathedral Square assessed separately in PC14 evaluation for Chapter 15 Commercial.)	
Benefits	Appropriateness in achieving the objectives/ higher order document directions

¹⁹ Modelling for the Christchurch CBD has indicated that wind impacts at ground level increase with building height from around 30 metres. Technical Advice for Wind Assessments for Christchurch City, Meteorology Solutions, 2022.

<p>Economic:</p> <ul style="list-style-type: none"> • Development capacity on these sites can be maximised to full extent enabled under NPSUD. • No additional development opportunity cost (reduction in existing constraint and associated cost for limited number of owners). 	<p>Efficiency:</p> <ul style="list-style-type: none"> • Less efficient than option 2. Environmental and economic costs to heritage are considered to significantly outweigh overall economic benefits of this option which affects a limited number of owners in the City Centre zone.
<p>Costs</p>	
<p>Environmental:</p> <ul style="list-style-type: none"> • This option discontinues operative reduced height limits for the Arts Centre, New Regent Street and Lower High Street heritage items and settings and surrounds, resulting in significant environmental costs for the Arts Centre and New Regent Street (see option 2 discussion in relation to Lower High Street). Enabling heights of up to 90 metres (permitted in the City Centre zone) will impact on their architectural and contextual values as a result of significant visual dominance effects/inappropriate contrasts of scale, impact on views and potential downdraughts, and some shading impacts on the use of these key heritage precincts (see modelling and sun studies in Appendix 16). • Likely significant adverse environmental impacts on the heritage and amenity of Highly Significant central city heritage precincts at the Arts Centre and New Regent Street has the potential to have flow on economic costs in terms of a negative impact on heritage tourism, and to lead to a decrease in property values. <p>Economic:</p> <ul style="list-style-type: none"> • Development opportunity costs and transaction costs and delays removed for owners associated with resource consents for height overlays. 	<p>Effectiveness:</p> <ul style="list-style-type: none"> • Not effective in protecting heritage as a Qualifying Matter under the NPSUD as foregoes the opportunity as a Qualifying Matter for a reduced level of intensification for these Highly Significant heritage items. • Not effective in protecting heritage under s6f RMA and the district plan.
<p>Risk of acting/not acting:</p> <ul style="list-style-type: none"> • Not having historic heritage height overlays in place means high rise development could severely compromise the heritage values and in turn have associated economic effects on the Arts Centre and New Regent Street and be contrary to heritage objective 9.3.2.1.1 in the Plan. • This approach does not support appropriate management of historic heritage as a Qualifying Matter under NPSUD and a matter of national importance under s6f RMA. 	
<p>Recommendation:</p> <ul style="list-style-type: none"> • This option is not recommended as it is less efficient than option 2. The environmental and economic costs to heritage are considered to significantly outweigh overall economic benefits of this option, and it is not 	

effective in safeguarding heritage values. It does not achieve the purpose of the plan change or implement the Plan's objective for historic heritage.	
<p>Option 2 - Apply operative height overlay (to be referred to as the Qualifying Matter Central City Heritage Interface and Precinct) to Arts Centre heritage setting (16 metres), and adjoining sites on the east side of Montreal Street between Worcester Boulevard and Hereford Street (28 metres), New Regent Street heritage setting (8 metres) and sites surrounding New Regent Street (28 metres) (preferred option).</p> <p>Sites surrounding New Regent Street which would have a 28 metre height overlay applied are:</p> <ul style="list-style-type: none"> - to the west of New Regent Street at 145 Gloucester Street, and 156 Armagh Street - all sites in the block bounded by Armagh Street, Manchester Street, Gloucester Street and New Regent Street (but excluding New Regent Street) - sites with road boundaries on the north side of Armagh Street at 129, 131, 133, 137 and 143 Armagh Street, and - sites with road boundaries on the south side of Gloucester Street at 158, 160, and 162 Gloucester Street, 113C Worcester Street and 166 Gloucester Street. <p>This option discontinues the operative height overlay of 13 metres for Lower High Street heritage settings.</p>	
Benefits	Appropriateness in achieving the objectives/ higher order document directions
<p>Environmental:</p> <ul style="list-style-type: none"> • Continues existing height reduction heritage protection measures targeted to the Arts Centre and New Regent Street which allows for development on the sites and neighbouring development to be more appropriate to the scale of these two Highly Significant and iconic central city heritage precincts, which are significant contributors to heritage tourism and employment, but which are otherwise vulnerable to adjoining high rise development up to 90 metres. • Reduced downdraught effects and some reduction in shading compared with option 1, enhances the amenity and use of these key heritage precincts (see economic benefits). <p>This reduced height limit for the Arts Centre site (compared with the underlying zone rule) also offers some protection for the Canterbury Museum to its west from overbearing development.</p> <ul style="list-style-type: none"> • A reduced height limit for the heritage settings of these heritage items supports the existing activity rules for alterations and new buildings in the heritage setting. 	<p>Efficiency:</p> <ul style="list-style-type: none"> • Environmental and economic benefits are considered to significantly outweigh economic costs of this option. <p>Effectiveness:</p> <ul style="list-style-type: none"> • Effective in protecting heritage as a Qualifying Matter under the NPSUD and under section 6f of the RMA and consistent with the heritage objective 9.3.2.1.1 in the Plan.
<p>Economic:</p> <ul style="list-style-type: none"> • As noted in the Property Economics report (Appendix 14, p8), heritage protection (and the maintenance of heritage values) contributes to increased property values, tourism spend, tourism employment, 	

<p>increased maintenance spend, improved visitor profile and improved sustainability of construction and reuse. Maintaining the heritage values of the Arts Centre and New Regent Street through appropriate on site and adjoining development assists in creating what the report describes (p9) as an “aura effect”, potentially increasing the property values of neighbouring development.</p> <ul style="list-style-type: none"> • Economic benefit associated with enhanced amenity and use of these key heritage precincts compared with option 1. 	
<p>Costs</p>	
<p>Environmental:</p> <ul style="list-style-type: none"> • Significantly reduced adverse environmental effects of visual dominance, impact on views, and downdraught effects on Arts Centre and New Regent Street, and some reduction in shading than will occur under option 1 (see modelling in Appendix 16). • The targeting of this rule under this option is intended to minimise environmental costs to key heritage precincts. This option discontinues the operative reduced 13 metre height limit in Lower High Street. The Lower High Street height overlay in the operative plan includes two blocks of High Street. The block between Manchester Street and Tuam Street was impacted by the Canterbury Earthquakes of 2010-11, with the loss of the continuous streetscape. The potential visual dominance effects on the remaining intact group of heritage items and settings on the west side of the street between Tuam and St Asaph Streets is considered to be sufficiently mitigated by being within a proposed 32 metre height limit area (significantly lower than the proposed City Centre zone height limit of 90m). In addition the existing Restricted Discretionary activity rule for new buildings in heritage settings will also provide some protection. • Reducing the coverage of this operative rule to fewer sites surrounding the Arts Centre and New Regent Street and discontinuing the operative reduced 13 metre height limit in Lower High Street will reduce the number of affected landowners. <p>Economic:</p> <ul style="list-style-type: none"> • Represents an economic constraint on development capacity, development opportunity cost and transaction costs associated with resource consents for some owners (who could otherwise build as of 	

right to 90 metres in parts of their sites), which is not imposed by option 1. This cost is mitigated as far as possible by targeting the rule to a limited number of sites that have the greatest potential for significant adverse effects (thereby also seeking to minimise environmental costs for heritage).	
<p>Risk of acting/not acting:</p> <ul style="list-style-type: none"> Not implementing a reduced height limit for the Arts Centre and New Regent Street, and specific sites in the vicinity of these sites, would compromise the architectural and contextual heritage values which support the scheduling of these heritage items as Highly Significant and would be contrary to heritage objective 9.3.2.1.1 in the Plan. Not implementing these reduced height limits would forego the opportunity provided by NPSUD to support appropriate management of heritage as a Qualifying Matter by limiting intensification affecting historic heritage, and would not protect historic heritage as a matter of national importance under section 6f of the RMA. 	
<p>Recommendation:</p> <ul style="list-style-type: none"> This option is the preferred option as it has significant environmental and economic benefits which are considered to outweigh the economic costs of this option. It is more effective in safeguarding heritage values and implementing the Plan's objectives for historic heritage. 	

6.3.24 Changes to existing rules for heritage items: Where changes to rules for heritage items increase constraints on owners these are discussed in the Description and Scope of the Changes Proposed in section 3.4, considered in the Scale and Significance of Effects in section 4.2, and are assessed further below. All proposed changes to the provisions are detailed in Table of Reasons for Rule Amendments (Appendix 2).

6.3.25 Heritage Building Code works (currently termed Heritage Upgrade Works) are proposed to be assessed in conjunction with Reconstruction and Restoration as Restricted Discretionary activities under proposed RD4 rather than Controlled activities, if they do not meet the activity standard for a Heritage Works Plan certified by Council (operative activity standard for Heritage Upgrade Works P10, renumbered activity standard P9).

6.3.26 The rules for Building Code-related works are proposed to be simplified so that Building Code-related works associated with repairs (currently included in the Repairs definition which has a Permitted activity status), are proposed to be aggregated and assessed together with other Building Code-related works including Temporary Lifting and Temporary Moving as Heritage Building Code Works, as these works have the potential for more than minor adverse effects in some cases. These works, along with temporary events, are proposed to have the non-notification clause removed to allow for public notification in exceptional circumstances where necessary to manage more than minor adverse effects. This gives more weight to discussions and negotiations with Council for these activities. This change better targets the non-notification rule so that it relates only to those activities which are not likely to result in more than minor adverse effects.

6.3.27 Changes to Permitted activity standards (see sections 3.4 and 4.2 above) are mostly either new activity standards or additional standards for existing activities (or in a few cases removal of standards) which seek to simplify or better manage these activities outside of the resource consent process where effects are likely to be minor if these proposed measures are

implemented. For example requiring a scope of works, temporary protection measures and photographs for repair projects helps to ensure these works follow good conservation practice and provides a record of the works for Council.

- 6.3.28 Replacing the operative heritage earthworks activity standard (currently a trigger for resource consent) with a standard requiring proposed temporary protection measures to be submitted, and extending this requirement to works within the heritage building footprint and earthworks in a heritage item or setting in Council parks and reserves (currently totally exempt from the earthworks rules), replaces the need for a resource consent. This achieves the same outcome of protection of heritage fabric, as a Temporary Protection Plan is a key condition attached to resource consents currently required, and also brings Councils under the same earthworks rules that already apply to privately owned heritage items in these circumstances. Temporary protection measures will now be able to be agreed between applicants and Council's Heritage team via a less formal process.

Benefits
<p>Environmental:</p> <ul style="list-style-type: none"> • Grouping together Building Code-related works as a single activity will simplify the interpretation of the provisions and resource consent process. • Where a Heritage Works Plan is not prepared and resource consent is required for Building Code Works, Reconstruction or Restoration, the activity status is proposed to be raised to Restricted Discretionary, and the non-notification clause removed which will align with other changes to heritage items assessed as Alteration. This change makes the non-notification rule more targeted so that it relates only to those activities which are not likely to result in more than minor adverse effects. • This will allow adverse effects to be better managed where they are more than minor, which sometimes occurs where an inappropriate methodology is chosen which conditions cannot mitigate to a level where the effects are minor. The applicant may either amend the proposal to sufficiently mitigate the effects so the Council can support the proposal on a non-notified basis, or the effects of the application can be further scrutinised via the notification and hearings process. • Likewise for Building Code aspects of repair projects, the methodology may go beyond the minimum required to reinstate the building, when in fact there are different methodology options which can have different types and scales of effect which need to be assessed and managed through the resource consent process or via the oversight of a Heritage Professional through the preparation of a Heritage Works Plan. These proposed changes are expected to achieve better heritage outcomes. • The proposed addition of activity standards allows effects to be better managed outside of the resource consent process with a lower level of documentation. Activity standards also allow greater visibility of projects that owners may consider fall within a Permitted activity such as Repairs, but when the scope of works is reviewed by Council Heritage staff works are identified as meeting the Alteration definition, so the methodology can be amended to follow best practice conservation and constitute Permitted Repairs.
Economic:

<ul style="list-style-type: none"> Currently the artificial distinction between Building Code works for repairs and other purposes sometimes causes confusion and delay at pre-application stage or resource consent stage as unnecessary time is spent establishing the resource consent status of the works. The simplified interpretation and assessment will somewhat offset the transaction costs for the applicant of engaging a Heritage Professional or obtaining resource consent. Reduced transaction costs for some owners who currently require resource consent for earthworks for small scopes of work that may have limited effects on heritage fabric and values, for example, driveway works where the effects can be managed equally well through use of temporary protection measures required by an activity standard.
<p>Social:</p> <ul style="list-style-type: none"> Individuals and groups who value heritage protection are likely to support efforts to improve better management of works which have the potential to have significant adverse effects.
<p>Cultural:</p> <ul style="list-style-type: none"> The moderate strengthening of some provisions shifting from Controlled to Restricted Discretionary status and removal of the non-notification clause, and the introduction of new activity standards seeks to protect heritage values, thereby maintaining their contribution to the community's sense of place and their retention for the next generation.
Costs
<p>Environmental:</p> <ul style="list-style-type: none"> N/A
<p>Economic:</p> <ul style="list-style-type: none"> No observable increase in resource consents and associated transaction costs are expected as a result of shifting the Building Code component of Repairs to Heritage Building Code Works, as a Heritage Works Plan (which has a low fee) is still offered to meet an activity standard as an alternative to resource consent. Repair works are also very often undertaken in conjunction with other works which already require resource consent. The shift from Controlled to Restricted Discretionary activity status and removal of the non-notification clause for some activities may result in the occasional publicly notified resource consent (less than one a year anticipated) that was not previously able to be publicly notified. It is expected that this will be a rare occurrence as the approach of Council's Heritage team is to work with owners with free pre-application advice, so that effects are mitigated to a minor level and staff can support proposals on a non-notified basis. On occasion, Heritage Incentive Grants from Council may reimburse non-notified resource consent costs. Elevating the Controlled activity status for some activities to Restricted Discretionary may lead to a perceived reduction of certainty for applicants, but this can be mitigated and costs reduced by ensuring applications are as complete as possible prior to lodgement and proposals are able to be supported on a non-notified basis (see also Environmental benefits).

<ul style="list-style-type: none"> • Transaction costs are reduced for owners where a temporary protection measures activity standard replaces the need for resource consent for earthworks. • While owners and their representatives may perceive that new information requirements from new activity standards will lead to additional transaction costs, it is anticipated that in practice there will be a minimal increase in transaction costs. The documentation, for example a scope of works, photographing the works and identifying and implementing temporary protection measures would usually form a standard part of best practice construction projects in which building professionals and contractors have existing obligations to avoid damage to the heritage building or feature in question.
<p>Social:</p> <ul style="list-style-type: none"> • Owners of heritage items who do not support heritage protection are likely to perceive any increase in consenting requirements as an opportunity cost.
<p>Cultural:</p> <ul style="list-style-type: none"> • Owners of heritage items who do not support heritage protection are likely to perceive any increase in consenting requirements as a foregone opportunity to divert funds into redevelopment and will not agree with the costs (or benefits) of heritage protection being passed to the next generation.
<p>Efficiency:</p> <ul style="list-style-type: none"> • It is more efficient for applicants and for Council staff to be clear on the resource consent status of work relating to Building Code compliance and for all of the work to come under the same consent status. This aligns with Strategic Objective 3.3.2 on clarity and ease of use of Plan provisions. • There is an overall net benefit in raising the activity status of some activities from Controlled to Restricted Discretionary and removing non-notification clauses, as it allows for better management of effects without generating any noticeable increase in consents. The non-notification rule will be better targeted so that it relates only to those activities which are not likely to result in more than minor adverse effects. • Adding activity standards for Permitted activities assists in better managing effects without requiring resource consent. As noted above, transaction costs have been designed to be kept to a minimum for compliance with these standards.
<p>Effectiveness:</p> <ul style="list-style-type: none"> • These proposed changes to heritage items rules will achieve a better process result and improve the protection of heritage values. These changes apply to activities that either already require resource consent (and are highly likely to result in a non-notified consent being issued) or activities that will or can (with the Heritage Works Plan option) continue to be Permitted activities, with a limited new documentation requirement in some cases. • The proposed changes are consistent with promoting the ongoing use and adaptive reuse of scheduled heritage items under Objective 11.3.2.3 of the Regional Policy Statement and with the heritage objective 9.3.2.1.1 and Policy 9.3.2.2.3 Management of Historic Heritage in the Plan.

Risk of acting/not acting:

- Not making these changes to activity status would mean continuing unnecessary confusion about activity status, and not being able to manage effects through conditions for Controlled activities with more than minor effects.
- Not introducing activity standards means perpetuating a lack of visibility for some projects where owners have not discussed them with Council and consider that works are Permitted activities, but actually proposals have effects that need to be managed either by amending the scope or methodology so they can be assessed as Permitted, or applying for resource consent.

6.4 The most appropriate option

6.4.1 Option 3, discussed in detail in 6.2 and 6.3 above is the preferred option. This option includes a wider set of changes than Option 2 and better achieves the objective and policies of Chapter 9.3 of the District Plan. In addition to Option 2, which adds new items and interiors to the Schedule of Significant Historic Heritage Items and makes minor corrections to the Schedule, Option 3 clarifies and includes minor strengthening of some of the historic heritage policies and rules to improve heritage outcomes, and adds a number of Residential Heritage Areas to the subchapter for protection.

6.4.2 Section 6(f) of the RMA provides a justification for seeking to protect some distinctive and significant residential areas and places which represent important elements of the City's history, against incremental loss of heritage values and the possibility of rapid change through intensification. Council considers that the gains from heritage protection for the public at large and for the identity and sense of place of individual communities will outweigh the transaction costs for individual property owners of the need to obtain resource consents before developing. Regulatory controls are considered to be an essential method for effectively protecting heritage values. Non-regulatory methods such as Council heritage grants and free heritage staff advice already play an important role in supporting regulatory controls in the Plan to protect heritage values. These will become increasingly important, and may require more resourcing as further heritage items and heritage areas are proposed for protection.

7 Conclusions

7.1.1 After taking into account feedback received during pre-notification engagement and considering alternatives to the proposed amendments, it is considered that the plan change is the most appropriate method to achieve the District Plan Strategic Objective, Chapter Objective and higher order document directions on historic heritage, and that the plan change is in accordance with the sustainable management purpose of the RMA.