

# ***Appendix 4 Special Amenity Area Assessments***

## **Central City Living Zones Review – Technical Report 4 Central City Special Amenity Areas**

This is a technical report focussing on the Central City Special Amenity Areas and provides supporting rational for the proposed amendments to the City Plan provisions shown in Technical Report 1.

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### 1. Background

This report has been prepared in support of the Central City Living Zones Review carried out by Christchurch City Council in response to a Ministerial direction within The Christchurch Central Recovery Plan (CCRP), published 30 July 2012. In accordance with the approved terms of reference for this project<sup>1</sup>, this report examines the Special Amenity Areas (SAs) within the Central City as they currently exist (i.e. post-earthquake).

Christchurch City Council is required to deliver a robust review with clear recommendations for the Living Zones and Special Amenity Area overlays within the Central City as defined by the Canterbury Earthquake Recovery Act 2011 (CER Act). The project is directed to be delivered in accordance with the timeframe (1 March 2013) and scope described in the Statutory Direction from the Minister of Canterbury Earthquake Recovery on page 108 of the CCRP.

The review of the SAs as part of this project has looked at the changes that have occurred within the SAs since they became operative in 1999, it has also looked at post earthquake changes in particular the loss of buildings and streetscape and what this means for the amenity of these areas.

The review has looked at whether:

- the SA provisions have met the objectives and policies of the City Plan; and
- they have met the expectations of the community.

Comments and submissions have been sought from local residents and community associations on how well they consider the SA provisions have performed and what they value about the SAs

This review of the SA provisions has also taken into account the recent changes to the City Plan rules as part of Plan Change 53 and what this means for future development within the SAs.

### **What is a Special Amenity Area?**

Special Amenity Areas are areas within the Living Zones that are distinctive from the surrounding neighbourhoods. When included in the City Plan they were considered to have a character worth retaining. SAs are generally located in the older, established areas of the Central City with tree-lined streets and buildings that have strong relationships to the surrounding environment. The character of each SA is unique, for example although a number of SAs have been chosen for relationship with the street this can be either an intimate relationship between the buildings and the street or for the spacious open character.

The SA provisions provide additional rules to maintain “special amenity” or key character elements such as larger (or smaller) building setback from the street, external appearance rules, height density and section size to help with the assessment of development within the SA. Each SA has a character Guide that

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<sup>1</sup> Set out in the overarching Recommendations Report.  
Central City Living Zones Review  
Technical Report 4 SAs Assessments Working Draft February 2013  
TRIM 13/13774  
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has been produced to assist developers and planners understand the elements that give each SAM its special character.

SAMs are not heritage or conservation areas. There are no SAM specific controls over demolition or removal of character buildings<sup>2</sup>, although the objectives and policies of the City Plan identify heritage values as being a key element in the special amenity of the SAMs.

For most of the SAMs the purpose is not to influence the design and appearance of new buildings, but rather to maintain the "special amenity" created by the prevailing pattern of the street environment, open space, abundance of large trees, street furniture<sup>3</sup> and well landscaped gardens. Elements that contribute to the special amenity vary considerably between the SAMs.

## 2. Methodology for the SAMs review

- Each of the 11 SAMs located within the Central City (Four Avenues) was assessed and mapped with regard to post-SAM developments as well as buildings lost/demolished following the September 2010 and February 2011 earthquakes.
- Reference was made to each of the SAM design guides to establish the character of the individual SAM, and each SAM was visited to determine the current character of the SAM and how this may have changed over time.
- A photographic record was taken of the current character of the SAM including examples of streetscape and building form.
- A record of demolished buildings was collated where possible using old records, historical aerial photography and the Google Street View (which uses images from 2009).
- An evaluation of the individual SAM specific rules and assessment matters for each SAM was undertaken. This included a comparison of the general assessment matters against those specific assessment matters for each SAM (where applicable) as to whether the general assessment matters, under the overarching restricted discretion on urban design and amenity in the Living 4 zones, were sufficient to maintain the special amenity and character of the SAM.
- Community consultation as part of the Central City Living Zone Review was taken into consideration where it related to the SAMs as a part of the evaluation and is included in the report for each SAM.

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<sup>2</sup> Although some buildings may be protected as heritage buildings by other provisions in the City Plan.

<sup>3</sup> This means benches, bins, street lighting poles etc..



A comprehensive report for each of the 11 SAmS within the Central City is included in this report. Each report contains a recommendation for the retention, deletion or amendment to the SAm overlay and recommendations for the retention or deletion of the reference to each SAm in various City Plan rules relating to each individual SAm.

### 3. Background material:

- Christchurch City Plan, Volume 2, Section 11, Policy 11.5.1 Special Amenity Areas.
- Christchurch City Plan Volume 3, Part 2, Appendix 4 – List of Special Amenity Areas (SAmS).
- Special Amenity Area Design Guides for the 11 Central City SAmS comprising:-
  - SAm 22 – ICON Gloucester/Montreal
  - SAm 23 – Salisbury Street
  - SAm 23a – Salisbury Street
  - SAm 24 – Oxford Terrace
  - SAm 25 – Gracefield Avenue
  - SAm 26 – Conference Peacock
  - SAm 27 Otley/Ely Streets
  - SAm 30 – Chester Street East
  - SAm 31 Park Terrace/ Rolleston Avenue
  - SAm 32 Cranmer Square
  - SAm 33 – Latimer Square
- Plan Change 53 Living 3 & 4 zones – operative May 2012.
- Discussion Paper on the future of SAmS (2009).
- Christchurch Proposed Residential Heritage Conservation Areas Report, Harrison Grierson, March 2010.
- Christchurch City Urban Character Study 2009/10.
- 2004, 2007 and 2010 aerial photography of Christchurch (source, CCC WebMap GIS).
- Google Street View (source, Google Maps, 2009).

Copies of the contributing reports are available on request<sup>4</sup>.

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<sup>4</sup> Held in Council file reference TRIM Record number FOLDER12/1249  
Central City Living Zones Review  
Technical Report 4 SAmS Assessments Working Draft February 2013  
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#### 4. SAm assessments

<b>Special Amenity Area (SAm) No: 22</b>
<b>SAm name: Gloucester/Montreal</b>
<b>SAm location</b>
SAm 22 encompasses the two urban blocks bounded by Rolleston Avenue, Armagh Street, Montreal Street and Worcester Boulevard.
<b>Site description</b>
<p>The SAm design guide describes SAm 22 as comprising late Victorian and Edwardian two storey townhouses of weatherboard cladding and iron roofs. The set-back from the street varies from between 3m and 15m and most houses are fronted by fences of less than 1.5m in height, allowing the house to be seen from the street.</p> <p>There are a number of newer developments within the SAm that were present at the time of the original SAm assessment. Of these the most notable is the multi-storey apartment building, Gloucester Tower.</p> <p>The SAm seeks to achieve new development that works with the existing character of the buildings within the SAm, many of which are heritage listed items.</p>
<b>Underlying City Plan Zone description</b>
<p><b>Living 4 C</b></p> <p>The City Plan anticipates that the Living 4 C Zone will provide a diverse range of medium-high density residential buildings; an environment where open space and vegetation soften the impact of buildings; redevelopment sympathetic to the character of the immediate environment; an open street scene and high level of residential amenity; consistent external appearance; and the maintenance and enhancement of special amenity areas within the Zone with future development appropriate to the prominent character.</p> <p>A small area of the Christchurch Girls High School site at the corner of Montreal and Armagh Streets was rezoned to Cultural Zone by the Central City Recovery Plan.</p>
<b>SAm 22 City Plan Rules</b>
<b>Volume 3, Part 2, Rule 4.2.3 (b) Street scene and accessways - residential and other activities</b> – minimum building set back in SAm 22 shall be 4.5m.
<b>Volume 3, Part 2, Rule 4.2.7(b) Urban Design, Appearance and Amenity - residential and other activities</b> erection of all new buildings and additions or alterations to existing buildings and the erection of fences and walls within the required street scene setback where visible from a public place shall be a discretionary activity with discretion limited to design appearance and amenity and shall be assessed against the general and specific assessment matters in Volume 3, Part 2, Assessment Matters 13.2.8 (a) and (b).
<b>SAm 22 Change since original assessment</b>
<ul style="list-style-type: none"> <li>• Prior to the earthquakes: Seven pre-1940s buildings (three on Rolleston</li> </ul>



Avenue, two on Armagh Street and two on Montreal Street) have been replaced by new development. Another new development has been built to the rear of the original building on the corner of Rolleston Avenue and Gloucester Street, fronting Gloucester Street (see Attachment 2).

- Impact of earthquakes: One building on Gloucester St. and one on Worcester Boulevard have been demolished as a result of earthquake damage.
- The Heritage Listed Building, Flowers House, was demolished and replaced with a new building in 2004 (see Attachment 2 and Attachment 4, photographs 4 and 5).
- Higher fences (approximately 1.8m) are a feature of some post-assessment new build properties (see attachment 4, photograph 6).
- Although not included in SAm 22 the Cranmer Centre complex of buildings (former Girls High School) on the corner of Montreal Street and Armagh Street has been demolished as a result of earthquake damage. These were also heritage buildings.

Other than the changes detailed above, SAm 22 retains the majority of original buildings that were present at the time of the SAm assessment. The loss of one notable heritage building has changed the character of SAm along the frontage of Rolleston Avenue but there is limited impact from this on the remainder of the SAm. The heritage status of many of the buildings within the SAm has likely contributed to the retention of the overall character of the SAm and new build developments (prior to the earthquake) have on the whole been sympathetic to the design of the existing buildings in terms of bulk, scale and, to some extent, materials. However, some of the new development does feature high walls along the street boundary which is generally inconsistent with the low or open frontage boundary treatment that generally prevails in the SAm.

A small area of the Christchurch Girls High School site at the corner of Montreal and Armagh Streets was rezoned to Cultural Zone by the Central City Recovery Plan. There is no need to maintain the SAm overlay on this small area.

**SAm 22 Overall impact of change**

Intact: Overall SAm 22 is considered to be generally intact but with the loss of one significant heritage building and recently a number of losses due to earthquake damage.

The change to the SAm 22 is considered to be **minor** for the reasons stated above.

**SAm 22 Review options – discussion**

**Street scene – setback**

**Volume 3, Part 2, Rule 4.2.3 (b) Street scene and access ways - residential and other activities.**

**Effect of rule:**

minimum building set back in SAm 22 shall be 4.5m.

<p>Buildings within the SAm are required to be setback a minimum of 4.5 meters because of the impact that the proximity of buildings to the street has on the overall character of the street.</p>	<p>The road setback of 4.5m is an increase of 2.5 m over the general setback for Living 4C (Volume 3, Part 2, Rule 4.2.3(a) – 2m). The specific assessment matters under part (b) of Volume 3, Part 2, Assessment Matters 13.2.8 cover setback, but also provide for a range of setbacks in the SAm (between 3m and 15m) as one of the characteristics that should be taken into account when assessing proposed developments.</p> <p>On the whole new development meets the minimum setback of 4.5m</p> <p>Removing the specific setback would reduce the minimum required setback in the SAm area to 2m. This would not be sufficient alone to prevent incongruous development in some parts of the SAm where the setback from the street is greater than 4.5m and there is a general consistency to the street-scene. Therefore, the general matters for assessment under Volume 3, Part 2, Assessment Matters 13.2.8 would need to apply in order to obtain good development outcomes from the perspective of street scene and setback. Under Volume 3, Part 2, Assessment Matters 13.2.8 (a) (i) proposed development is expected to have regard to heritage listed buildings, elements and patterns, which would apply particularly to proposed development on Montreal Street and Worcester Boulevard. Volume 3, Part 2, Assessment Matters 13.2.8 (a) (ii) concerns the relationship of proposed developments with the street and public open spaces. (a) of this clause addresses specifically the building orientation to the street and positioning close to the road boundary.</p> <p>Whilst the existing setback requirement is 4.5m there is considerable variation across the SAm. The explanation attached to Volume 3, Part 2, Assessment Matters 13.2.8 (a) (ii) provides some further guidance when it states that a coordinated approach to buildings, landscaping and boundary edges is important to help set the overall appearance of the neighbourhood. It goes on to state that it is also important that developments enhance the definition of the street through the continuity of the building edge.</p> <p>These general assessment matters under Volume 3, Part 2, Assessment Matters 13.2.8 (a) (ii) offer a more flexible approach to setback than the 4.5m currently established</p>
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	<p>for the SAM in Volume 3, Part 2, Rule 4.2.3 (a), particularly when addressing areas of the SAM where the prevailing form of development is for greater setbacks than 4.5m. The SAM design guide is not specific on the intent of setting the setback at 4.5m, but references to the dominance of front gardens and mature vegetation in the streets indicates that this is the minimum required to allow for this pattern to be continued for new development.</p> <p>Reverting the setback to 2m would likely not achieve the same degree of open, potentially vegetated, space between the building and the street. It is also likely to lead to incongruous development within the street.</p>
<p><b>External appearance</b></p> <p><b>Volume 3, Part 2, Rule 4.2.7(b) Urban design appearance and amenity – residential and other activities.</b></p> <p><b>Effect of rule</b>                  Within the SAMs in the Central City the erection of all new buildings and additions and alterations to existing buildings and the erection of fences and walls within the required street scene setback, where visible from a public space are a restricted discretionary activity. The Council’s discretion is restricted to design appearance and amenity and applications for resource consent are assessed against the general and specific assessment matters in Volume 3, Part 2, Assessment Matters 13.2.8 (a) &amp; (b) (l)(a)–(f) inclusive.</p>	
<p><b>Existing City Plan Provisions and Key Indicators or Desirable Building Character as shown in 13.2.8(b)</b></p>	<p><b>The extent to which the specific assessment matters are also covered by the PC 53 General Urban Design Assessment Matters Volume 3 Part2, 13.2.8(a)</b></p>
<p>The SAM design guide points to the assessment of external appearance for alterations to existing buildings and development of new buildings. Plan Change 53 amended the City Plan so that this assessment is covered by both the general matters for assessment and, for SAM 22, the specific matters for assessment. The general matters for assessment are triggered by Volume 3, Part 2, Rule 4.2.7, with the assessment matters contained within Volume 3 Part</p>	<p>The use of materials is covered by <b>Volume 3 Part 2, Assessment Matters 13.2.8 (a) (iv)</b> stating that materials used should be of a high quality, provide variety and colour, be durable and easy to maintain. There is however, no reference contained within the general matters to materials choice taking into account the existing built form except where it relates to heritage listed items. The use of modern materials is also accepted in the specific matters.</p>



<p>2, Assessment Matters 13.2.8 (a).                  Volume 3 Part 2 Assessment Matters 13.2.8 (b) contains specific matters relating to SAm 22 and are relevant to any development in the SAm that can be seen from public areas.</p> <p>For SAm 22 the characteristics to be considered are broad and extensive, reflecting the historic nature of the SAM and the buildings contained within. The direction is, however, clear that proposed developments need not necessarily copy existing characteristics and that the use of modern building methods and materials is an acceptable approach.</p> <p>Key indicators of the desirable building character for this particular SAM as set out in (b) include:</p> <ul style="list-style-type: none"> <li>• the prevalence of Victorian and Edwardian two storey townhouses which are or have (in summary):                         <ul style="list-style-type: none"> <li>- weatherboard cladding and iron roofs; and</li> <li>- simple shapes; and</li> <li>- traditionally proportioned windows and door treatments; and</li> <li>- simple verandas; and</li> <li>- narrow eaves; and</li> <li>- setbacks of 3m to 15m; and</li> <li>- front gardens with established trees; and</li> <li>- 1.5m fences; principal orientation to the street.</li> </ul> </li> <li>• the orientation to the street and setback of existing buildings in the SAM;</li> <li>• the building shape, colour and roofline of existing buildings that contribute to the consistency of the streetscape within the SAM;</li> <li>• the material, style, ornamentation and texture of existing buildings</li> </ul>	<p>For other design elements; windows, eaves and verandas, the general matters for assessment do not directly address these specific areas. Rather they give a general direction such as <b>Volume 3 Part 2, Assessment Matters 13.2.8 (a) (iv) (f)</b> which encourages the inclusion of architectural features to provide a human scale and visual interest. The explanation attached to the general matter provides examples such as entrance porches and bay windows, which are often a feature of buildings within the SAM.</p> <p><b>Volume 3 Part 2, Rule 4.2.8</b> sets the maximum fence height in the zone at 1m within the road setback (or up to 2m if 50% visually transparent).</p> <p>In addressing the simple form for new buildings, <b>Volume 3 Part 2, Assessment Matters 13.2.8 (a) (iv) (a)</b> states that development layout and form should reflect the predominant pattern of subdivision. The explanation states that the assessment matters seeks to avoid 'sausage block' development creating excessively long facades and disproportionate bulk.</p> <p>The relationship of new development with the street is mainly addressed in <b>Volume 3 Part 2, Assessment Matters 13.2.8(a) (ii)</b>, stating that buildings should be orientated to the street and that addressing landscaping and boundary treatment are important issues to consider as they help set the overall appearance of the neighbourhood.</p> <p><b>Volume 3 Part 2, Assessment Matters 13.2.8 (a) (v)</b> concerns access and parking. It outlines a range of considerations for how to provide parking for a development. In particular,</p>
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<p>within the SAm;</p> <ul style="list-style-type: none"> <li>the orientation of existing windows and doors to the street;</li> <li>the placement of garages within the SAm.</li> </ul>	<p>part (c) of <b>Volume 3 Part 2</b>, Assessment Matters <b>13.2.8 (a)</b> (v) states that car parking and garages should not dominate the development, particularly viewed from the street. There is however, no specific statement regarding taking the placement of existing garages in the surrounding area into account.</p> <p>An amendment to assessment matter 13.2.7 (a) Note (i) to now include L4A, B &amp; C so that new development takes account of and acknowledges its relationship with the recognised historical character and/or architectural style of adjoining or nearby buildings with the SAm would ensure that new development have regard to the style and form of existing buildings in the SAm.</p>
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**SAm 22 Review options – conclusions**

The SAm overlay should remain in place in order to trigger the need for assessment of external appearance under general matters for all new development. The aims of the specific matters for assessment can largely be achieved through the assessment of the general matters with careful consideration of the prevailing pattern and form of development in the existing environment. The presence of a significant number of heritage listed buildings in the SAm strengthens some of the general assessment matters.

The 4.5m setback specified in **Volume 3 Part 2, Rule 4.2.3 (b)** does not reflect the variance in setback across the SAm but does represent a useful benchmark for the minimum setback that may be required to retain the open nature of the SAm and the potential for vegetation in front of buildings. The general matters for assessment that cover building form and relationship with the street would offer greater flexibility in determining the appropriate setback for new development where the setback in parts of the SAm is greater than 4.5m. In contrast, the Living 4C standard setback of 2m, if it became the standard for SAm 22, would risk development that is incongruous with the remainder of the SAm and potentially undermine the character the street scene.

**SAm 22 Consultation outcomes**

The Inner City West Neighbourhood Inc. ICON requested that the review retain and reinforce urban design rules relating to these SAmS.

Other responders made comment on the SAmS in general:

- Moa Neighbourhood Group support SAmS overall and suggested, as a general comment, that SAm rules are ineffective and ignored by planners and developers. Support a review of the SAmS and having a assessment trigger in the consent process to require developers to demonstrate how they will address key characteristics of the SAm.
- Inner City East Neighbourhood Group Inc. Suggested that some SAmS have been compromised by earthquake damage and recommended a comprehensive review of the SAmS.
- Avon Loop Planning Association supports the retention of SAmS in general and requested the retention of outstanding heritage homes with new listings.

The discussion and recommendation contained within this report are considered to address the matters raised in the submissions specifically related to SAm 22. The general matters raised relating to all SAmS are acknowledged and will be addressed partially by the review process as a whole and future work arising from it.

**SAm 22 Overall conclusion**

Overall SAm 22 is considered to be generally intact with a minor amount of change since the original SAm assessment. The loss of older buildings has not resulted in a significant change in character and redevelopment has been generally sympathetic to the original character. The character of the SAm remains strong, particularly given the number of heritage buildings that are still present.

The specific matters related to urban design, appearance and amenity, will be sufficiently covered by the general matters for assessment as well as using reference to an assessment of external appearance under Volume 3, Part 2, assessment matter 13.2.7 (a). The retention of the SAm overlay is recommended to trigger the general assessment matters for all proposed development, including that that may fall outside of the triggers for the general assessment matters contained within Volume 3, Part 2, Rule 4.2.7 (a).

The generous setback from the road and the mature vegetation this allows room for, is a strong character element for the SAm and a reduction in the minimum setback would risk eroding this character element. Therefore, retention of the minimum setback to 4.5m is considered appropriate.

**SAm 22 Recommendation**

1. Retain the SAm 22 overlay – except remove the overlay from the southern corner of the former Girls High School site.
2. Remove the Specific matters relating to SAm 22 in Volume 3, Part 2, Assessment Matters 13.2.8 (b) (i).
3. Retain reference to SAm 22 in Volume 3, Part 2, Rule 4.2.3 (b) (4.5m setback).



Attachment 1. SAM 22 design guide

**SAM 22 Gloucester/Montreal**

**Heritage Listed Buildings**

- A. two storey residence Christ's College
- B. 'Flowers House' Christ's College
- C. single storey wooden colonial cottage
- D. 'Rolleston House' Christ's College
- E. 'Oran' residence
- F. YHA Hostel
- G. two storey wooden colonial residence
- H. single storey villa
- I. single storey villa
- J. single storey villa
- K. two storey wooden residence

**Significant Listed Trees**

- L. Common Ash
- M. Southern Magnolia

Date: March 2006

22  
special amenity area

Is your property in this

## Special Amenity Area?

**SAM 22**  
Gloucester/Montreal

Urban Design

**What is a SAM?**

A SAM is a Special Amenity Area. SAMs are areas within the Living zones of Christchurch City that are in some way distinctive from the surrounding neighbourhoods and are considered to have a character worth retaining. Neighbours and communities need to rely on each other to help maintain this character effectively, in combination with Council initiatives.

**The Character of SAM 22**

SAM 22 is in the inner city, in the blocks between Worcester St, Montreal St, Armagh St, and Rolleston Ave.

The majority of buildings in SAM 22 are late Victorian and Edwardian two storey townhouses. The townhouses have weatherboard cladding and pitched hip and gable corrugated iron roofs. They have a simple overall form – generally rectangular square or L shaped. Some have simple veranahs. The eaves are mostly very narrow.

The buildings are set back from the front boundary by between 3m and 15m. Most of the front gardens have large established trees and other plantings that frame the houses. Most fences are less than 1.5m high and allow the houses to be seen clearly from the road.

**Designing within this Character**

New buildings in SAM 22 should be designed to work with this character, rather than imitate it. When designing new buildings consider the orientation of adjoining buildings to the street, and the distance they are setback from the road boundary. The use of strong simple forms for the overall building shape that are similar in scale and height to the existing buildings will maintain this character. Sudden changes in roofline, colour, and building shape can break up the consistency of the streetscape. This disrupts the existing harmony between buildings within the SAM, the surrounding heritage buildings, and the park.

The type of material, style and ornamentation and texture used for the façade of the new building should reflect that of the existing buildings without necessarily copying them. Look at how different materials can add to the character of the area, and how a current building method can achieve this.

Also consider the way that the existing buildings, and their windows and doors face the street. The placement of garages in the front yard can be visually detrimental and should be avoided.

**City Plan Rules**

SAM 22 is in a Living 4C zone in the Christchurch City Plan. The Plan contains a set of rules that regulate the way sites can be developed. There are two rules additional to the standard L4C rules that apply to SAM 22, that acknowledge the area as having specific qualities that should be retained. They are:

- **External Appearance**  
A Resource Consent is required when an alteration to the external appearance of an existing building, or a new building, is proposed in SAM 22, that can be seen from a public place such as the street.
- **Road Setback (Streetscene)**  
Road setback is the distance that a building must be set back from the front boundary. Buildings are required to be set back a certain distance because of the impact that the proximity of buildings to the street has on the overall character of the street.

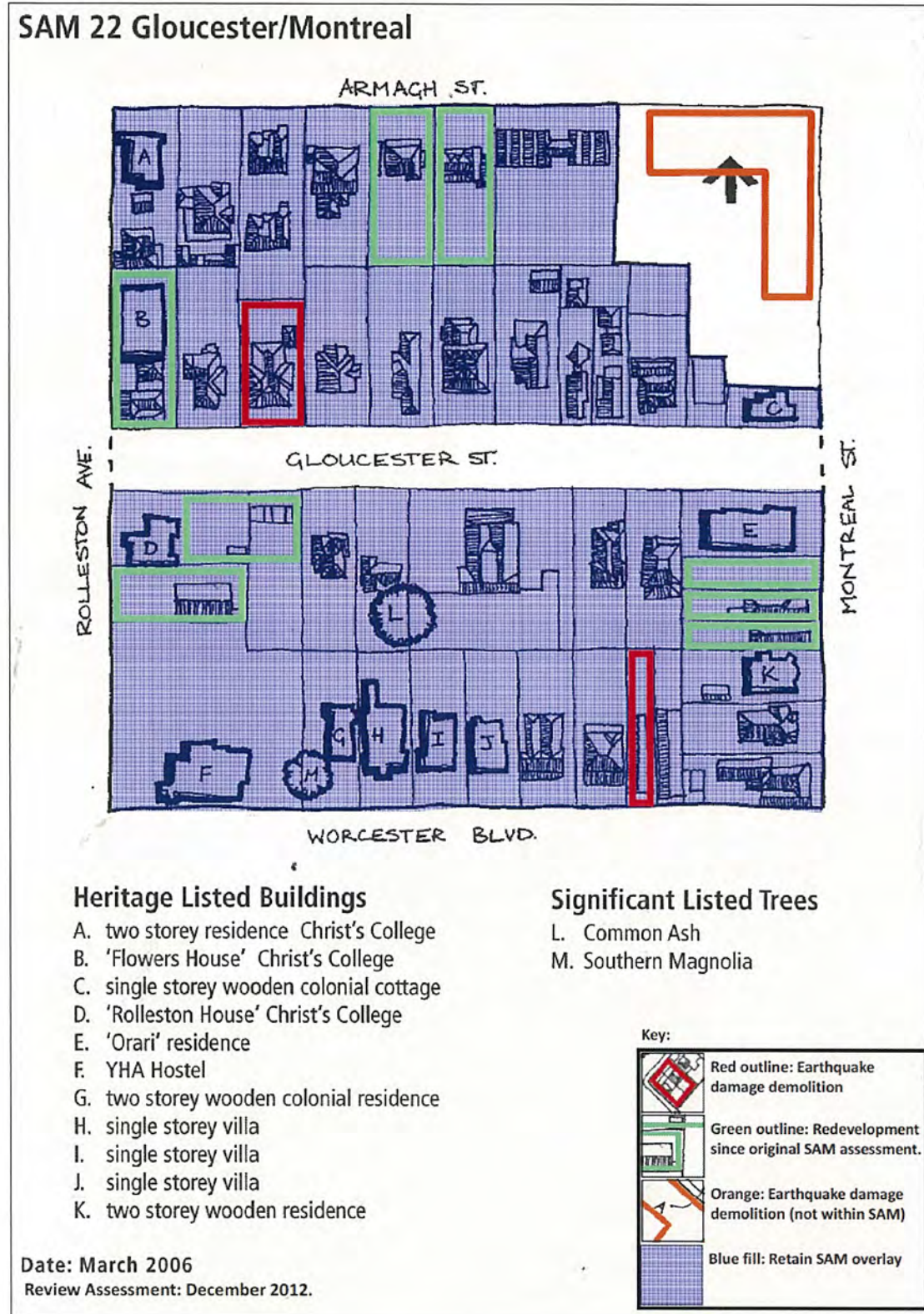
The road setback in SAM 22 is 4.5m

If you are considering altering the external appearance of a building in SAM 22 and you need a Resource Consent it is recommended that you seek advice from the urban design personnel at the Christchurch City Council, before submitting your application.

SAM 22

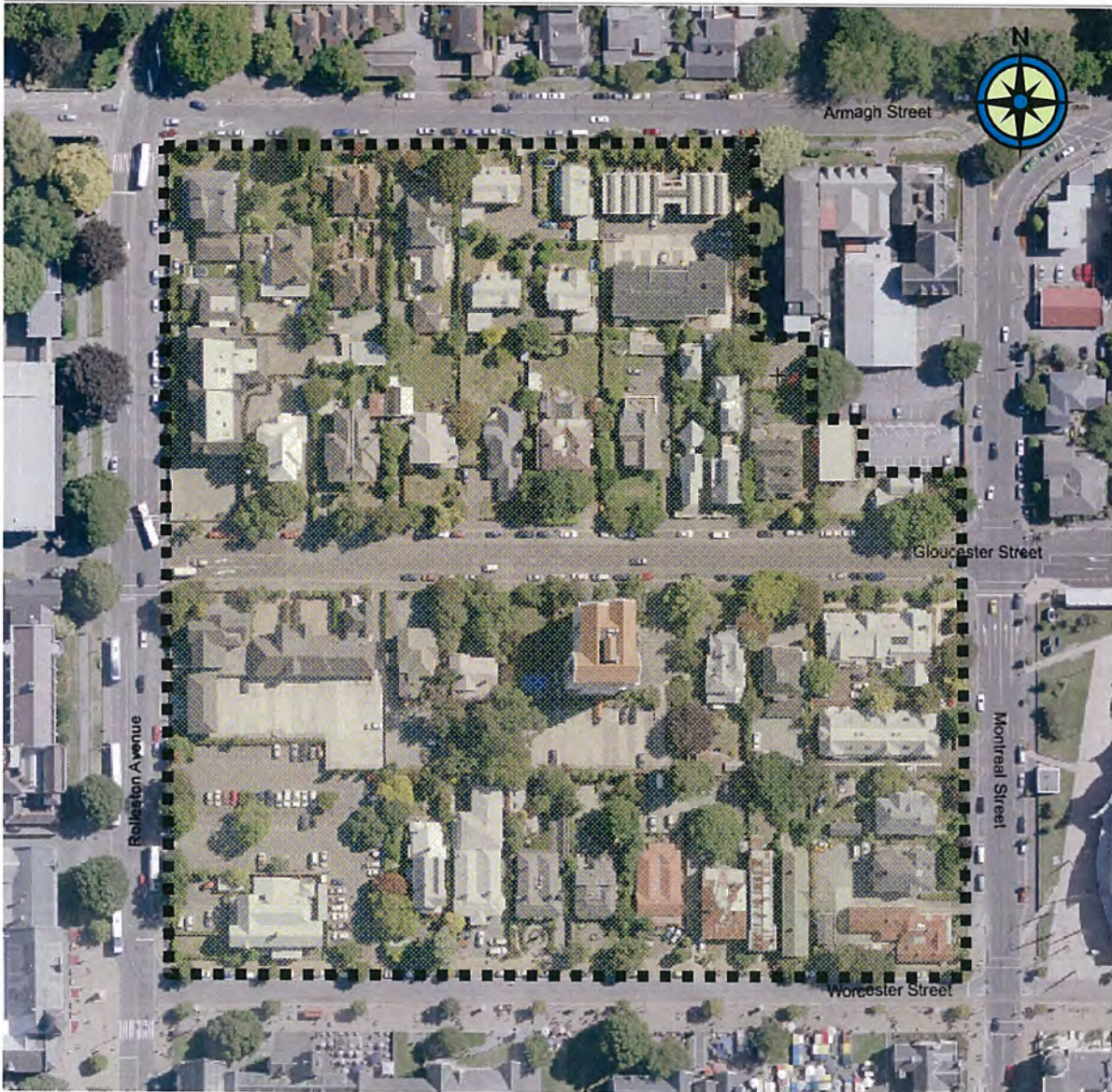


Attachment 2. SAM 22 extent of change





Attachment 3. Aerial photograph showing extent of SAm 22





Attachment 4. Photographs SAm 22



1. Worcester Street



2. Worcester Street.



3. Number 33 Worcester Street, street scene. Pre-demolition, post-earthquake (also showing fire damage).



4. Flowers Building. Rolleston Avenue. 2004 photograph, pre-demolition and redevelopment.



5. Flowers building site, post-redevelopment.



6. Armagh Street modern development.





**7. Armagh Street. More recent development features high front walls or fences to the street.**



**8. Gloucester Street. Wide building setbacks allow space for extensive mature vegetation.**



**9. Gloucester Street. Modern building setback from the street allows space for vegetation.**



**10. Gloucester Street. A more recent development where the style of older buildings has been referenced in the design.**



<b><i>Special Amenity Areas (SAmS) No: 23 and 23a</i></b>
<b>SAm name: Salisbury Street</b>
<b>SAm location</b>
SAmS 23 and 23a includes the area either side of Salisbury Street between Durham Street and Colombo Street (excluding the eastern end on the northern side of Salisbury Street). SAm 23 concerns the northern side of Salisbury Street and SAm 23a the southern side.
<b>Site description</b>
The SAm design guide describes SAm 23 and 23a as notable because of the street facades of buildings dating from the 1890's through to the 1930's, that reflect the inner city living patterns of the period. Substantial weatherboard and ornamented two story houses are a feature including elaborate architectural decoration. 1930's period buildings also feature. These are closer to the street and include balconies, bay windows and art deco detailing. Redevelopment in the 1990's replaced some original buildings with new townhouses using plastered and painted concrete, tiled roofs and north facing terraces and balconies.
<b>Underlying City Plan Zone descriptions</b>
<b>Living 4C (for SAm 23)</b> It is anticipated that the Living 4 C Zone will provide a diverse range of medium-high density residential buildings; an environment where open space and vegetation soften the impact of buildings; redevelopment sympathetic the character of the immediate environment; an open street scene and high level of residential amenity; consistent external appearance; and the maintenance and enhancement of special amenity areas within the zone with future development appropriate to the prominent character.
<b>Living 4A (for SAm 23a)</b> It is anticipated that the zone provisions will maintain a dominance of residential buildings at medium-high densities and heights (1-5 storeys), lightly framed by open space and planting. The density/height equation acknowledges the existing intensity of development over much of the area and its remaining potential for residential infill, redevelopment and enhancement. Environmental standards have been set at a level which will avoid, remedy or mitigate the adverse environmental effects caused by higher densities such as loss of spaciousness, privacy and planting and ensure a high level of residential amenity.
<b>SAm 23 and SAm 23a City Plan Rules</b>
<b>Volume 3, Part 2, Rule 4.2.3 (b) (i). Street scene and accessways - residential and other activities</b> A road setback of 4.5m is required (compared with the 2m minimum for Living 4A and 4C).
<b>Volume 3, Part 2, Rule 4.2.7(b) Urban design appearance and amenity – residential and other activities</b> – erection of all new buildings and additions or alterations to existing buildings and the erection of fences and walls within the required street scene setback where visible from a public place shall be a discretionary activity with discretion limited to design appearance and amenity and shall be assessed against the general and specific assessment matters in Volume 3, Part 2, 13.2.8 (a) – there



are no specific SAm related assessment matters for these SAmS under Volume 3 Part 2, 13.2.8(b).

**SAm 23 and 23a Change since original assessment**

- Prior to the earthquakes: Little change took place in the SAmS between the original SAm assessment and the earthquakes.
- Impact of earthquakes: The impact of the earthquakes has been extensive across both SAm 23 and 23a. For SAm 23 four out of the six buildings that constituted the SAm have been lost due to earthquake damage. Of the two that remain, one is a more recent redevelopment within the SAm. For SAm 23a, two of the seven buildings that constituted the SAm have been demolished. Three remaining older buildings suffered earthquake damage, but are still present. This includes no.118 Salisbury Street which represents a significant component of SAm 23a at the eastern end of the SAm (see attachment 5, photographs 4 and 6 (building on the left)). This building was damaged by the earthquakes and though still present as of December 2012 its future is uncertain. The remaining two buildings in SAm 23a are developments that occurred in the 1990s and the buildings are higher density and of a more modern style than others in SAm 23a.
- One of the lost buildings in SAm 23 (no.99) has, since the earthquakes, been replaced with a new dwelling that is very similar in style, bulk and design to that which was demolished. Another residence (no.103) that was demolished has been replaced with a new building that is similar in bulk and height (but not design) to the building that previously occupied the site (see attachment 4, photographs 7 and 8).

**SAm 23 and SAm 23a Overall impact of change**

There has been a significant loss of original buildings within the SAmS. Many of these contributed to and established the character of each of the SAmS. In particular, for SAm 23, almost all of the original pre-1940s buildings has been lost, the exception being on the corner of Durham Street and Salisbury Street. Fewer buildings have been lost in SAm 23a, but of those that remain, two are later additions to the SAm. Two new buildings have been added to the SAm post-quake, one of which has largely replicated the building it replaced.

The changes to SAmS 23 and 23a are considered to be **extensive** for the reasons stated above.

**SAm 23 and SAm 23a Review options – discussion**

**Setback (applies to both 23 and 23a)**

**Volume 3, Part 2, Rule 4.2.3 (b) (i). Street scene and accessways - residential and other activities.**

**Effect of Rule:**

A road setback of 4.5m is required.

<p>A road setback of 4.5m is required.</p>	<p>The road setback of 4.5m is an increase of 2.5m over the standard setback for Living 4C, in Volume 3, Part 2, Rule 4.2.3. The discussion of the SAm characteristics in the SAm design guide does not provide in any detail the reason for the setback of 4.5m, other than to state that the setback of the existing buildings should be a consideration during the design process for new buildings, taking into account the pattern of development established by existing buildings within the SAm.</p> <p>The setback of buildings in the street varied but was generally in excess of 4.5m. In SAm 23a consistent building setback was established by the original buildings within the SAm, but this has since been eroded by the loss of a number of buildings from the SAm.</p> <p>The setback for SAm 23a was more varied, although most buildings are or were setback greater than 4.5m. The large block of terrace buildings that constitute no.118 Salisbury Street are setback over 15m from the street. The two more recent additions to the SAm on the corner with Durham Street at no.94, are much closer (approximately 3m) to the street. Removing the specific setback would reduce the minimum required setback in the SAm areas to 2m as specified by Volume 3, Part 2, Rule 4.2.3 (a).</p> <p>For SAm 23 the loss of most of the original buildings in the SAm means that there is now no established setback in the SAm. Reversion to the standard set back of Volume 3 Part 2, Rule 4.2.3 (2m) is therefore appropriate.</p> <p>For SAm 23a a number of original buildings remain, including two more recent developments that are closer to the street than the pre-1940's buildings. The site at the eastern end of the SAm (118 Salisbury Street) is a wide site with a unique character of its own that differentiates it from other sites within the street. Should the buildings on this site remain, the width of the site will allow this to stand alone without being detrimentally impacted by redevelopment elsewhere in the SAm that may ultimately have a more intimate relationship with the street.</p> <p>Overall the rules around development in Living 4A and 4C brought about by Plan Change 53 afford more control over the standard of development and the relationship of buildings to the street. In particular, for both SAm 23 and SAm 23a the size of the plots is likely to accommodate multiunit development and in this case the general matters for assessment (Volume 3, Part 2, Assessment Matters 13.2.8) will be triggered by <b>Volume 3, Part 2 Rule 4.2.7 Urban design appearance and amenity – residential and other activities</b>, in so doing allowing more</p>
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	control of the relationship of the proposed buildings to the street.
<b>External appearance (applies only to SAm 23a)</b>	
<p><b>Volume 3, Part 2, Rule 4.2.7(b) Urban design appearance and amenity – residential and other activities.</b></p>	
<p><b>Effect of rule:</b>                  Erection of all new buildings and additions or alterations to existing buildings and the erection of fences and walls within the required street scene setback where visible from a public place shall be a discretionary activity with discretion limited to design appearance and amenity and shall be assessed against the general and specific assessment matters in Volume 3, Part 2, Assessment Matters 13.2.8 (a) – there are no specific SAm related assessment matters for these SAmS under Volume 3 Part 2, Assessment Matters 13.2.8(b).</p>	
<p>As there are no specific assessment matters that apply to SAm 23a the effect of the rule is limited to the extension of the general matters for assessment to all development within SAm 23a, rather than confining these to only development that meets the triggers of <b>Volume 3, Part 2, Rule 4.2.7(a)</b>. However, the size of the individual sites within SAm 23a are such that proposed development is very likely to trigger the general matters for assessment regardless of the additional trigger provided by <b>Volume 3, Part 2, Rule 4.2.7(b)</b>.</p>	
<b>SAm 23 and SAm 23a Review options – conclusions</b>	
<p>The consequence of the amount of change that has occurred in the two SAmS is to reduce the relevance of the original reasons for identification of the area as SAmS 23 and 23a. The control over the urban design outcomes of proposed developments that is now contained within the rules for Living 4A and 4C is likely to apply to new development and will be adequate to influence the urban design outcomes.</p>	
<b>SAm 23 and SAm 23a Consultation outcomes</b>	
<p>The Victoria Neighbourhood Association noted that SAm 23 and 23a were intact but had suffered damage from the earthquakes. They also noted about SAmS in general be retained to guide future development within the SAmS and that SAmS had a lower threshold for triggering the Urban Design Panel which would be useful until the effectiveness of the Urban Design Panel was established.</p> <p>The following general comments were made regarding SAmS:</p> <ul style="list-style-type: none"> <li>• Moa Neighbourhood Group support SAmS overall and suggested, as a general comment, that the SAm rules are ineffective and ignored by planners and developers. Support a review of the SAmS and having a assessment trigger in the consent process to require developers to demonstrate how they will address key characteristics of the SAm.</li> <li>• Inner City East Neighbourhood Group Inc. Suggested that some SAmS have</li> </ul>	

been compromised by earthquake damage and recommended a comprehensive review of the SAmS.

- Avon Loop Planning Association supports the retention of SAmS in general and requested the retention of outstanding heritage homes with new listings.

The discussion and recommendation contained within this report are considered to address the matters raised in the submissions specifically related to SAm 23 and 23a. The general matters raised relating to all SAmS are acknowledged and will be addressed partially by the review process as a whole and future work arising from it.

**SAm 23 and SAm 23a Overall conclusion**

SAmS 23 and 23a have been severely impacted by damage resulting from the earthquakes, including the loss of a number of the original buildings that constituted the notable reason for identification of the two areas as SAmS. The need for additional assessment of external appearance in SAm 23a as originally applied to the SAm prior to Plan Change 53, has been negated by the introduction of the general matters for assessment which will likely apply to new development within the SAm 23a area.

Taking the above factors into account, the collection of rules that apply for new development in Living 4A and 4C are considered adequate to address future development within the area.

***SAm 23 and 23a Recommendation***

1. Delete SAmS 23 and 23a and associated provisions.



Attachment 1. SAM 23 and 23a brochure

SAMs 23 & 23a Salisbury Street

23

+ 23a

Is your property in this

## Special Amenity Area?

SAMs 23 & 23a

Salisbury Street

Urban Design Team, City Solutions

Date: October 2001

**What is a SAM?**

A SAM is a Special Amenity Area. These are areas within the living zones of Christchurch City that are in some way distinctive from the surrounding neighbourhoods and are considered to have a character worth retaining. Sams were developed by the City Council with community input. Neighbours and communities need to rely on each other to help maintain this character effectively, in combination with Council initiatives.

**The character of SAMs 23 & 23a**

SAMs 23 & 23a are located just north of the central city on Salisbury Street between Durham Street North and Colombo Street. SAM 23 is on the north side of Salisbury street and SAM 23a is on the south side.

This area is considered to be notable because of the street facades of a number of dwellings dating from the 1890's through to the 1930's that reflect inner city living patterns of the period. Two examples of medium density housing from the 1990's have been added, replacing two of the 1890's villas.

The substantial two storey 1890's villas are clad with painted weatherboards and ornamented with elaborate barge boards at the gable ends and decorated rafter ends at the eaves. The verandahs feature intricate cast iron lacework and there are pronounced door & window architraves. All these architectural features are highlighted in the colour schemes.

The 1930's buildings consist of two storey row houses with a plaster and paint wall finish and corrugated hipped metal roofs. 'Darney' is the name given to the longest of these and this building is setback from the street with a large, communal formal garden with a boundary hedge. The 1930's row houses on the north



side of Salisbury Street are much closer to the street and include small bay windows, balconies, expressed chimneys and a degree of Art Deco detailing. They also feature timber windows with patterned lead lights.

The 1990's buildings utilise plastered and painted concrete blocks, painted stucco, tiled roofs and feature north facing terraces and balconies.

**Designing within this Character**

New buildings in SAMs 23 & 23a should be designed to work in the context of this character, rather than imitate it. When designing new buildings consideration should be given to the orientation of the adjoining buildings and the distance they are set back from the front boundary. Combining forms that are similar in proportion, scale and height to the existing buildings, for the overall building shape, will help maintain this character.

Sudden changes in roofline, colour and building shape can break up the consistency of the streetscape. This disrupts the existing harmony between buildings within the SAM and the way they relate to the street.

The type of materials, style of the ornamentation and texture used for the facade of the new building should reflect that of the existing buildings, without necessarily copying them. Look at how different materials can add to the character of the area, and how a current building method might be used to achieve a result in keeping with the existing architecture.

The way that the existing buildings and their front windows and doorways relate to the street also needs to be considered to continue the consistency and interaction with the street.

apply to SAM 23a, which acknowledge the area as having special qualities that should be retained. They are:

- **External Appearance**  
Resource Consent is required when an alteration to the external appearance of an existing building, or a new building, is proposed in SAM 23a that can be seen from a public place such as the street.
- **Road Setback (Street Scene)**  
Road setback is the distance that a building must be set back from the front boundary. The building setback from the street is 4.5m.

SAM 23 is subject only to the additional Road Setback (Street Scene) rule.

If you are considering altering the external appearance of a building in SAMs 23 or 23a, or building anew, you will need a Resource Consent and it is recommended that you seek advice from the Urban Design Team in City Solutions of the Christchurch City Council, before submitting your application.

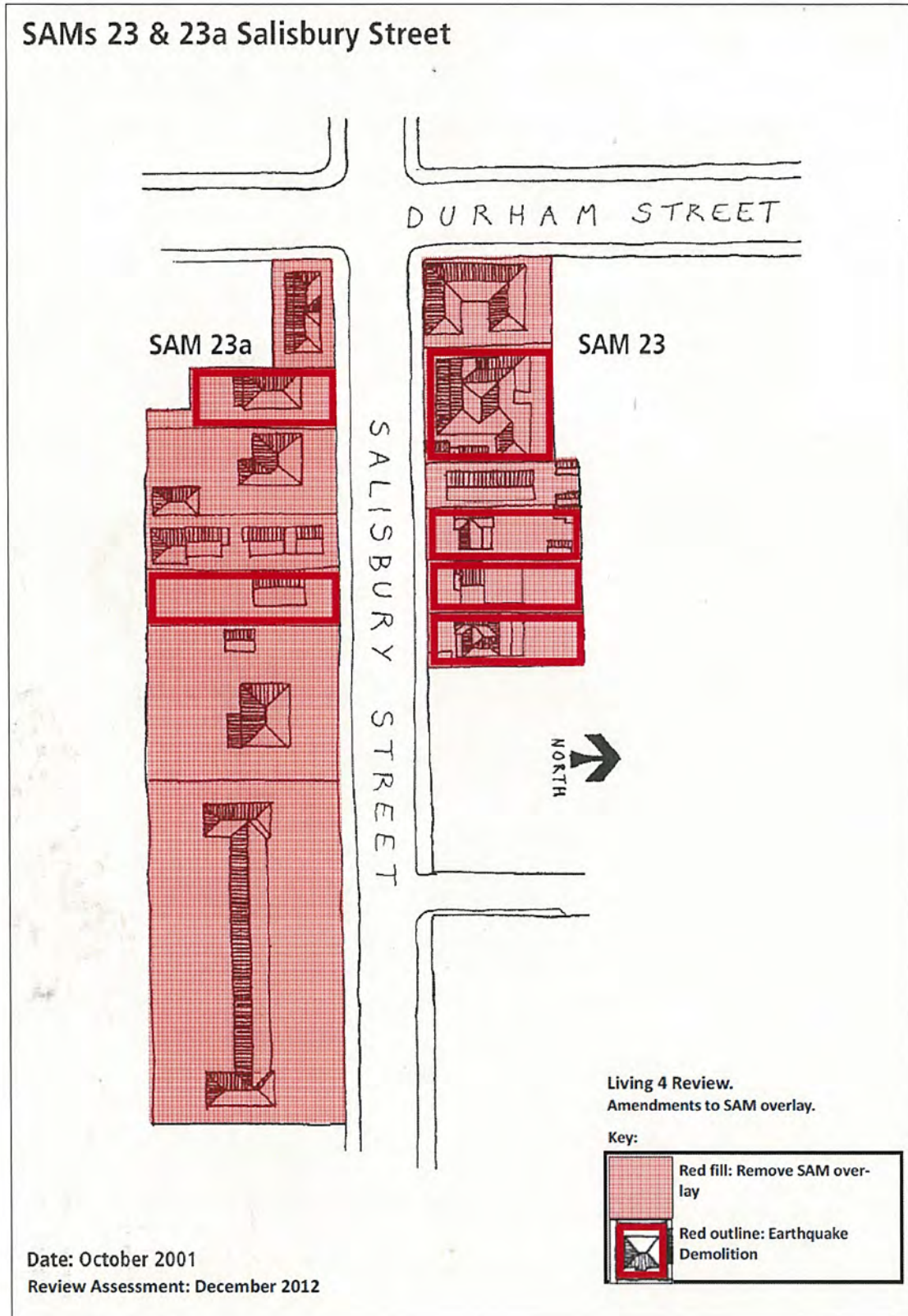
**City Plan Rules**

SAM 23a is in the Living 4A zone and SAM 23 is in the Living 4C zone in the Christchurch City Plan. The Plan contains a set of rules that regulate the way sites can be developed. There are rules additional to the standard Living 4A rules that



SAM 23

Attachment 2. Redevelopment and demolitions, and proposed change to SAM overlay





Attachment 3. SAm 23 and 23a aerial photograph (2010)





**Attachment 4. Photographs of SAm 23 and 23a**



**1. Number 97 Salisbury Street, adjacent to vacant number 95. December 2012.**



**2. Number 101 Salisbury Street (vacant). December 2012.**



**3. Number 96 Salisbury Street (vacant). December 2012.**



**4. Number 118 Salisbury Street. December 2012.**



**5. Numbers 94 and 92 Salisbury Street. December 2012.**



**6. Numbers 118 and 104 Salisbury Street. December 2012.**





7. Number 103 Salisbury Street



8. Number 99 Salisbury Street

<b>Special Amenity Area (SAm) No: 24</b>
<b>SAm name: Avon Loop</b>
<b>SAm location</b>
SAm 24 Oxford Terrace – commonly know as the Avon Loop comprising parts of Oxford Terrace, Bangor Street and Rees Street.
<b>Site description</b>
An eclectic mix of housing comprising town houses, bungalows, early cottages which all display some common elements such as small intimate scale, small front yards, low fences open to the street, small scale of housing with some fine detailing orientation towards the Avon River, front porches verandas balconies addressing the street and low fencing - good interaction with the street and mature riverside plantings.
<b>Underlying City Plan Zone description</b>
The City Plan anticipates that the Living 4 C Zone will provide a diverse range of medium-high density residential buildings; an environment where open space and vegetation soften the impact of buildings; redevelopment sympathetic the character of the immediate environment; an open street scene and high level of residential amenity; consistent external appearance; and the maintenance and enhancement of special amenity areas within the Zone with future development appropriate to the prominent character.
<b>SAm 24 City Plan Rules</b>
<b>Volume 3, Part 2, Rule 4.2.2 (a) Site Density –other activities</b> The maximum plot ratio per site shall be 0.5 (reduced from 0.8 for the Living 4C Zone)
<b>Volume 3 Part 2, Rule 4.2.3 (b) Street scene and accessways - residential and other activities</b> – minimum building setback from road boundaries shall be 2m
<b>Volume 3 Part 2, Rule 4.2.7(b) Urban design, appearance and amenity - residential and other activities</b> erection of all new buildings and additions or alterations to existing buildings and the erection of fences and walls within the required street scene setback where visible from a public place shall be a discretionary activity with discretion limited to design appearance and amenity and shall be assessed against the general and specific assessment matters in 13.2.8 (a) & (b).
<b>Volume 3, Part 2, Rule 4.4.3 Open space</b> – residential activities – Living 4C Zone (Avon Loop) the maximum percentage of the net area of any site covered by buildings is 45% for buildings restricted to a height limit of 8m or less.
<b>Volume 3 Part 2, Rule 4.4.4 (i) Building height</b> – residential and other activities limited to 6m as in accordance with the planning maps.
<b>SAm 24 Change since original assessment</b>
There have been few changes within the SAm prior to the earthquakes, since the September 2010 and February 2011 earthquakes the area has been red zoned by the Canterbury Earthquake Recovery Authority (CERA).
<b>SAm 24 Overall Impact of change</b>
Prior to the Earthquakes there had been little change to the buildings within SAm 24, however the earthquakes have had a devastating impact upon the underlying

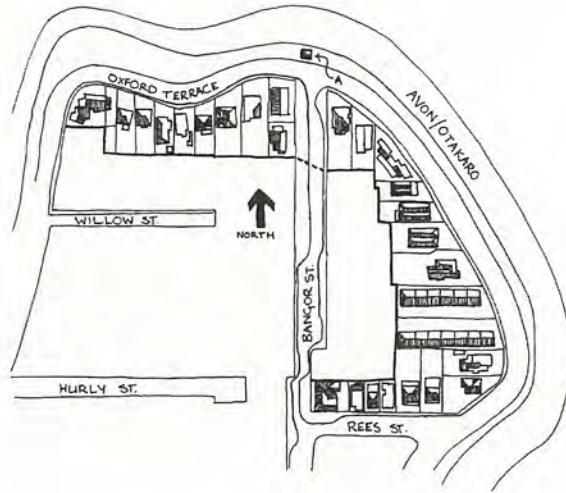


<p>ground conditions such that all buildings within SAm 24 are to be demolished as the area has been zoned red by the Canterbury Earthquake Recovery Authority (CERA) classification system and therefore once all buildings have been demolished no further buildings will be rebuilt within this zone for the foreseeable future. There is a single heritage item within SAm 24 which is the Pumping station on banks of Avon/Otakaro Group 3 heritage item - its retention is yet to be determined.</p> <p>The change to the SAm 24 is considered to be <b>significant</b> for the reasons stated above.</p>
<p><b>SAm 24 Review options – discussion</b></p>
<p>Given that no development is to occur due to the classification of the land by the Canterbury Earthquake Recovery Authority as Residential Red Zone where development is unlikely to happen for a considerable period of time the City Plan rules relating to development within this area are now obsolete for all properties within SAm 24.</p>
<p><b>SAm 24 Consultation outcomes</b></p>
<p>Avon Loop Planning Association (ALPA) have requested that once the area has been cleared of all buildings that somehow reference is made to the past that reflects that this was a well established residential neighbourhood. A request was also made to extend the Special Amenity Area to include those adjacent properties currently outside SAm 24. In their written submission comments ALPA wish to see SAm 24 retained to safeguard the character of the area against any future development. Other comments from submitters include that due to the land being red zone there is no longer a need to retain SAm 24.</p> <p>Moa Neighbourhood Group support SAmS in general and suggested, as a general comment, that they are ineffective and ignored by planners and developers. Support a review of the SAmS and having an assessment trigger in the consent process to require developers to demonstrate how they will address key characteristics of the SAm.</p> <p>Inner City East Neighbourhood Group Inc. Suggested that some SAmS have been compromised by earthquake damage and recommended a comprehensive review of the SAmS.</p> <p>Avon Loop Planning Association supports the retention of SAmS in general and requested the retention of outstanding heritage homes with new listings.</p>
<p><b>SAm 24 Review options – conclusions/summary</b></p>
<p>Given SAm 24 has been zoned red by the Canterbury Earthquake Recovery Authority (CERA) there is no longer a need for SAm 24</p>
<p><b>SAm 24 Overall conclusion</b></p>
<p>Given the above assessment the recommendation is that SAm 24 should be removed from the City Plan. The reasons for this being that redevelopment of this area is not permitted due to the red zoning of the land by CERA and its subsequent acquisition.</p>
<p><b>SAm 24 Recommendation</b></p>
<p>1. Delete SAm 24 and associated provisions.</p>



Attachment 1. SAM 24 design guide

SAM 24 Avon Loop



List of Protected Buildings, Places and Objects  
A. Oxford Terrace 1907 Pumping Station public utility building

Date: March 2006

special amenity area

24

Is your property in this

## Special Amenity Area?

SAM 24  
Avon Loop

Urban Design



**What is a SAM?**

A SAM is a Special Amenity Area. SAMs are areas within the Living zones of Christchurch City that are in some way distinctive from the surrounding neighbourhoods and are considered to have a character worth retaining. Neighbours and communities need to rely on each other to help maintain this character effectively, in combination with Council initiatives.

**The Character of SAM 24**

SAM 24 covers the area commonly known as Avon Loop, and comprises part of Oxford Terrace, Bangor Street and Rees Street.

SAM 24 has quite an eclectic mix of housing in terms of style and building materials. However there are a number of common elements that draw the area together to create a high level of amenity and its special qualities.

These elements include; the small scale of housing, with some fine detailing; the orientation of housing to face the Avon River; front porches, balconies and verandas addressing the street; small front gardens with low fencing, allowing visual contact between the housing and the street and; the narrowness of the streets in combination with mature riverside plantings.

**Designing within this Character**

New buildings in SAM 24 should be designed to work with this character. When designing new buildings, consideration should be given to the orientation of adjoining buildings and the distance they are set back from the front boundary. Strong simple forms for the overall building shape that are similar in scale and height to the existing buildings should be used.



A similar amount of surface texture and ornamentation should be used, but need not imitate the features of the existing buildings. Instead attention should be paid to how these features add to the character of the area, and how a current method might be used to achieve this. Consideration should also be given to the way that the existing buildings, and their windows, doors and porches face the street.

The quality and style of fencing is also important as it can impact highly on the neighbourhood. Choose the materials and the height of the fence carefully, so that it is in keeping with the existing qualities of the street. Alternatives to fencing, such as hedges, should be considered. 'Think Fencing' - a guide to fencing alternatives, is available free from the Christchurch City Council.

**City Plan Rules**

SAM 24 is in a Living 4C zone in the Christchurch City Plan. The Plan contains a set of rules that regulate the way sites can be developed. There are additional rules to the standard L4C rules, which apply to SAM 24, to acknowledge the area as having special qualities that should be retained. They are:

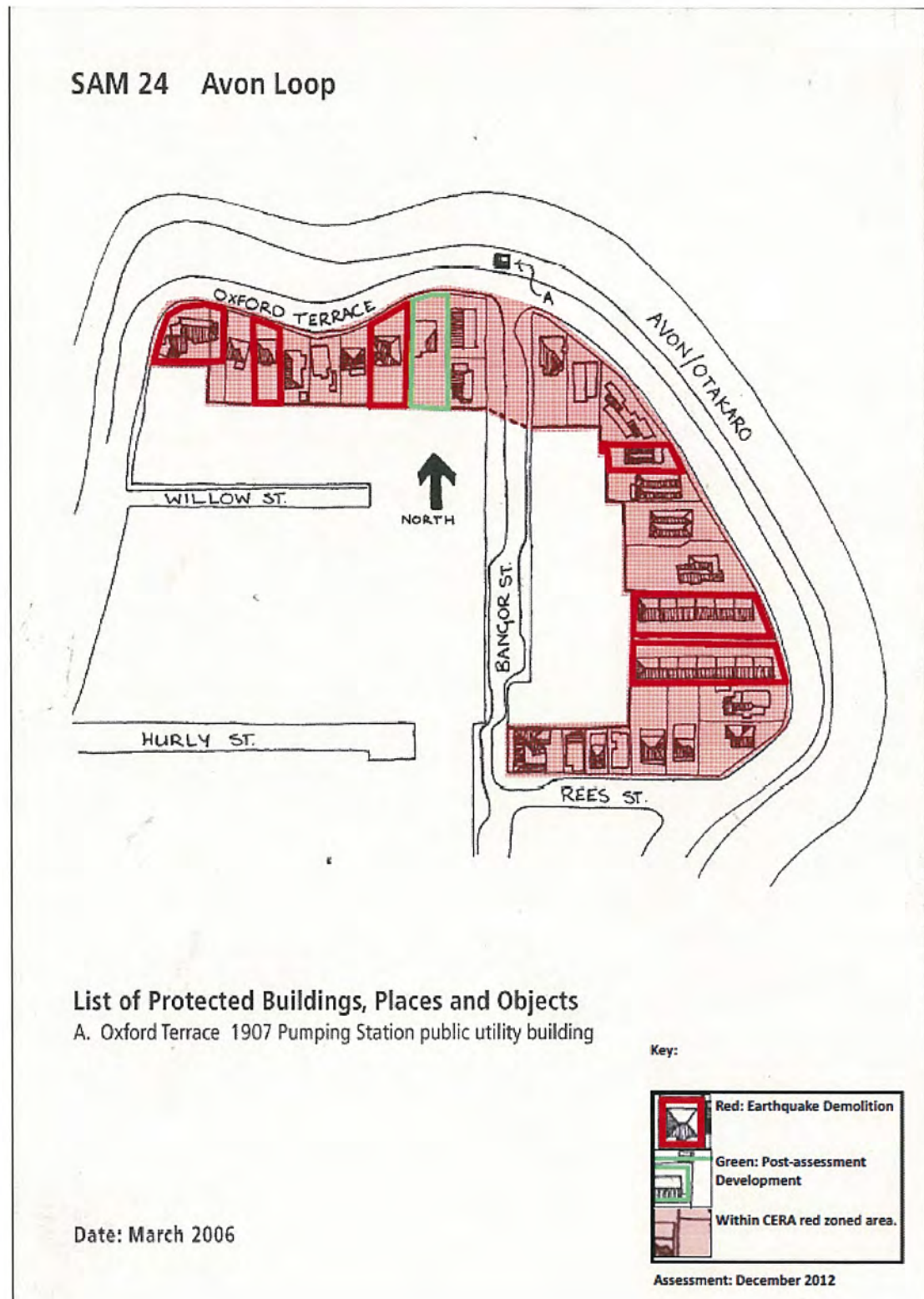
- **External Appearance**  
A Resource Consent is required when an alteration to the external appearance of an existing building, or a new building, is proposed in SAM 24, that can be seen from a public place such as the street.
- **Road Setback (Streetscene)**  
Road setback is the distance that a building must be set back from the front boundary. Buildings are required to be set back 2m because of the impact that the proximity of the buildings to the street has on the overall character of the street.
- **Residential Site Density**  
Although zoned Living 4C, SAM 24 has a plot ratio of 0.5 reduced from the L4C standard of 0.8 to minimise the bulk of buildings.
- **Open Space**  
The maximum percentage of the net area of any site covered by buildings is less in the Avon Loop than elsewhere in the L4C zone. Please refer to the City Plan.
- **Building Height**  
The building height limit in SAM 24 is 6m, reflecting the small scale of the area.

If you are considering altering a house in SAM 24, or building anew, and you need a Resource Consent, it is recommended that you seek advice from the urban design personnel at the Christchurch City Council, before submitting your application.





Attachment 2. Extent of change, proposed amendment to SAm 24





Attachment 3. Aerial photograph (2010) showing existing extent of SAm 24





**Attachment 4. Photographs of SAm 24**



**1. Oxford Terrace Pumping Station, City Plan Group 3 Listed Heritage Item.**



**2. Number 402 Oxford Terrace.**



**3. Number 398 Oxford Terrace, post SAM assessment development.**



**4. Number 378 Oxford Terrace.**



**5. Number 396 Oxford Terrace photo showing example of a character property.**



<b><i>Special Amenity Area (SAm) No: 25</i></b>
<b>SAm name: Gracefield Avenue</b>
<b>SAm location</b>
SAm 25 includes the plots that have a street frontage to Gracefield Avenue, which runs between Durham Street North and Salisbury Street. A short section of the boundary of SAm 25 adjoins SAm 23.
<b>Site description</b>
<p>The SAm design guide describes SAm 25 as being notable for the strong relationship between the buildings and the street, the consistency in building style, bulk and form and the abundance of vegetation. There is a mix of building styles and ages with most buildings dating from 1910 to 1930. Original building materials of weatherboard cladding and iron roofs, with later buildings featuring red brickwork, plastered concrete and stucco. Many of the original buildings have been altered and extended over the years.</p> <p>The SAm 25 design guide discusses the character of the area and the desire for new development to work within the character (rather than replicate it). The need to integrate new development in roofline, colour and building shape is mentioned as well as the need to use appropriate materials (however, the external appearance of new development requiring a resource consent is not a specific rule of SAm 25).</p> <p>Setback of buildings on the street varies from between less than 2m to more than 7m. There is however, some consistency along certain sections of the street, notably 27 to 43 Gracefield Avenue.</p> <p>Gracefield Avenue itself runs both east to west off Durham Street North before turning 90 degrees to the south to connect with Salisbury Street. The part of Gracefield Avenue north of the intersection with Salisbury Street for approximately 80 meters has a narrower road width than the remainder of the street.</p>
<b>Underlying City Plan Zone descriptions</b>
<p><b>Living 4 C (the majority of the SAm excluding the areas outlined below)</b>                  The City Plan anticipates that the Living 4 C Zone will provide a diverse range of medium-high density residential buildings; an environment where open space and vegetation soften the impact of buildings; redevelopment sympathetic the character of the immediate environment; an open street scene and high level of residential amenity; consistent external appearance; and the maintenance and enhancement of special amenity areas within the Zone with future development appropriate to the prominent character.</p> <p><b>Living 4 A (covers 2 Gracefield Avenue / 115 Salisbury Street, of which only the western edge of the site is within SAm 25).</b>                  It is anticipated that the Zone provisions will maintain a dominance of residential buildings at medium-high densities and heights (1-5 storeys), lightly framed by open space and planting. The density/height equation acknowledges the existing intensity</p>



of development over much of the area and its remaining potential for residential infill, redevelopment and enhancement. Environmental standards have been set at a level which will avoid, remedy or mitigate the adverse environmental effects caused by higher densities such as loss of spaciousness, privacy and planting and ensure a high level of residential amenity.

**Special purpose hospital Zone (applies only to 38 and 40 Gracefield Avenue).**

This special purpose Zone is intended to facilitate the further development of hospital sites and associated health care complexes, including the provision of associated activities and support services appropriate to the primary health care function of the site. Previously, public hospital facilities were designated.

Any activities permitted in the health and hospital Zone are subject to performance standards, based on whether the activity is defined as a health care facility forming the core of the Zone, or other activities which will be subject to the rules applicable in the relevant adjoining Zone (note: in this case, any activity on the two sites, other than hospital activity, will revert to assessment against the Living 4C rules).

**SAm 25 City Plan Rules**

**Volume 3 Part 2, Rule 4.2.3 (b) (i), Street scene and accessways - residential and other activities** - a minimum road setback of 4.5m is required (compared with the 2m minimum for Living 4C).

**Volume 3 Part 2, Rule 4.4.1 (a) Residential site density - residential activities** - A maximum residential floor area ratio per site of 0.9 (a reduction on 1.2 for Living 4C).

**Volume 3 Part 2, Rule 4.4.2 (a) Site density - other activities** - sets the maximum plot ratio for activities other than residential at 0.5 (reduced from 0.8 for the Living 4C zone).

**Volume 3, Part 2, Rule 4.2.7(b) Urban design appearance and amenity – residential and other activities** – erection of all new buildings and additions or alterations to existing buildings and the erection of fences and walls within the required street scene setback where visible from a public place shall be a discretionary activity with discretion limited to design appearance and amenity and shall be assessed against the general and specific assessment matters in Volume 3, Part 2, Assessment Matters 13.2.8 (a) – there are no specific SAm related assessment matters for this SAm under Volume 3 Part 2, Assessment Matters 13.2.8(b).

**SAm 25 Change since original assessment**

The urban form of SAm 25 as it was at the initial assessment for SAm status has been compared to the current urban form. The change over this period is described below:

- Prior to the earthquakes: Two pre-1940s buildings have been replaced by new residential development. One site that was vacant at the time of the SAm assessment has since been developed for residential use.
- Impact of earthquakes: Five buildings have been demolished as a result of earthquake damage (see attachment 2). This includes the two large two storey buildings on the intersection of Durham Street and Gracefield Avenue (see attachment 5, photographs 1, 5, and 6).
- The building on the east corner of Salisbury Street and Gracefield Avenue has been demolished. This site adjoins a large area of open space to the north and east which now stretches from Salisbury Street to no.18 Gracefield Avenue.



The SAM has remained relatively intact since the original SAM assessment with some new development having occurred on sites that were vacant sites at that time. In particular the west to east portion of Gracefield Avenue retains much of the original amenity. Four buildings have been demolished as result of earthquake damage, but overall the amenity of the SAM remains intact and reflective of the additional control measures with regard to setback.

The southern end of Gracefield Avenue (where the road narrows), between Nos. 16/16A to no.2 is now an open site (as assessed December 2012). On the opposite side the frontage consists of the high fenced boundary to the bowling green and the small group of modern terrace housing at the southern end of the street. This part of Gracefield Avenue has a different character and one that is not generally consistent with the remainder of the SAM.

**SAM 25 Overall impact of change**

Overall the wider part of Gracefield Avenue that forms part of SAM 25 is considered to be generally intact but with the recent loss of two significant buildings at the entrance to Gracefield Avenue off Durham Street North, and two mid-block buildings.

The narrow north-south aligned section of Gracefield Avenue has a different character to the remainder of the street and is now dominated by a large area of vacant land on one side and the high boundary fence of the bowling green on the other.

The change to SAM 25 is considered to be **minor** for the reasons stated above with regard to the wider section of the street. The change to SAM 25 along the north-south aligned, narrower section of the street is considered **moderate**.

**SAM 25 Review options – discussion**

**Setback**

**Volume 3, Part 2, Rule 4.2.3 (b) (i), Street scene and access ways - residential and other activities**

**Effect of rule:**

A minimum road setback of 4.5m is required for all new development within the SAM.

A minimum road setback of 4.5m is required (compared with the 2m minimum for Living 4C).

The reason provided for the additional rule within the SAM design

Removing the specific setback would reduce the minimum required setback in the SAM area to 2m as specified by rule 4.2.3 (a) **Street scene and accessways - residential and other activities** (Volume 3, Part 2). This would not be sufficient to prevent incongruous development in some parts of the SAM where building setback from the street is greater than 4.5m and there is a general consistency of building frontages. In particular, along the south side of Gracefield Avenue the building line is consistently at



<p>guide is to retain the relatively open spaciousness and the level of vegetation cover in the area.</p>	<p>between 7m and 8m except for the more recent redevelopment of 45 Gracefield Avenue, where the building line has been pulled forward to approximately 5m. This consistency contributes to the overall amenity of this part of the SAm and could potentially be eroded if the new development was constructed at only 2m from the road boundary.</p> <p>For future development subject to <b>Volume 3, Part 2, Rule 4.2.7(b) Urban Design Appearance and Amenity – Residential and Other Activities</b> the general matters for assessment under Volume 3, Part 2, 13.2.8 could be applied in order to obtain better development outcomes with regard to street scene and setback. The explanation attached to Volume 3, Part 2, 13.2.8 (a) (ii) provides some guidance when it states that a coordinated approach to buildings, landscaping and boundary edges is important to help set the overall appearance of the neighbourhood. It goes on to state that it is also important that developments enhance the definition of the street through the continuity of the building edge. This will be particularly applicable where the street scene varies from 4.5m.</p>
<p><b>Residential Floor Area Ratio</b></p> <p><b>Volume 3 Part 2, 4.4.1 (a) Residential site density - residential activities.</b></p> <p><b>Effect of rule:</b>                  A maximum residential floor area ratio per site of 0.9 (a reduction on 1.2 for Living 4C).</p>	
<p>The reason provided in the SAm design guide for the additional rule is to retain the relative feeling of spaciousness and the level of vegetation cover in the area.</p>	<p>The plot ratio for the SAm, even though a lower threshold than the Living 4C Zone, will be for most plots within the SAm close to the maximum that can be achieved, particularly if the minimum setback remains at 4.5m.</p> <p>The amalgamation of sites within the SAm would allow more flexibility in design and reduce the impact of other constraints on development (setback from side boundaries etc.), and as a consequence make it potentially more likely in these cases for the plot ratio be exceeded. In these cases the likely bulk of the development will trigger the general matters for assessment for urban design, appearance and amenity which would help direct the development outcome for such a site.</p>
<p><b>Non-residential Activities Plot Ratio</b></p> <p><b>Volume 3 Part 2, 4.4.2 (a) Site density - other activities.</b></p>	



<p><b>Effect of rule:</b>                  sets the maximum plot ratio for activities other than residential at 0.5 (reduced from 0.8 for the Living 4C and 4A zones). This is not indicated in the SAm design guide.</p>	
<p>The SAm 25 design guide does not make reference to the lower plot ratio to non-residential activity in the area.</p>	<p>Non – residential activity within the Living 4A and 4C zones is controlled by a number of other rules.</p>
<p><b>SAm 25 Review options – conclusions</b></p>	
<p>The 4.5m setback specified in <b>Volume 3, Part 2, Rule 4.2.3 (b) (i), Street scene and accessways - residential and other activities</b> does not fully reflect the variance in setback across the SAm. The general matters for assessment that cover building form and relationship with the street provide more control for the appropriate setback for new development in some sections of the street. There is however, a risk that reducing the minimum setback to 2m could result in incongruous building outcomes that erode the spacious nature of the SAm. Considering the general intactness of the SAm and primary intent of the SAm is to retain the feel of spaciousness of the area, the retention of the 4.5m setback, as a minimum requirement, is considered appropriate.</p> <p>The residential site density is unlikely to be breached given the other rules that control development. It is considered that this additional rule is no longer required. Likewise, plot ratio for non-residential activities is controlled by other restrictions on such activity within the Zone.</p>	
<p><b>SAm 25 Consultation outcomes</b></p>	
<p>In summary, the following comments were made regarding SAm 25:</p> <ul style="list-style-type: none"> <li>• The character assessment contained within the SAm design guide is relevant and supported.</li> <li>• Retain SAm overlay. Essential to retain character of the area given the number of buildings lost and potential for redevelopment in the future.</li> <li>• Retain the 4.5m setback in the SAm in order to preserve the street scene, ensure that buildings are visible and allow for vegetation and front gardens.</li> <li>• The SAm 25 overlay and rules have protected the character of the area relative to the loss of character in nearby streets.</li> </ul> <p>In addition, the following general comments were made regarding SAmS:</p> <ul style="list-style-type: none"> <li>• Mōa Neighbourhood Group support SAmS in general and suggested, as a general comment, that the rules are ineffective and ignored by planners and developers. Support a review of the SAmS and having an assessment trigger in the consent process to require developers to demonstrate how they will address key characteristics of the SAm.</li> <li>• Inner City East Neighbourhood Group Inc. Suggested that some SAmS have been compromised by earthquake damage and recommended a</li> </ul>	



comprehensive review of the SAmS.

Avon Loop Planning Association supports the retention of SAmS in general and requested the retention of outstanding heritage homes with new listings.

The discussion and recommendation contained within this report are considered to address the matters raised in the submissions specifically related to SAm 25. The general matters raised relating to all SAmS are acknowledged and will be addressed partially by the review process as a whole and future work arising from it.

**SAm 25 Overall conclusion**

Overall the mainly east-west orientated wider section of Gracefield Avenue is considered to be generally intact. The loss of older buildings has not resulted in a significant change in character and redevelopment, where it has occurred, has been generally sympathetic to the original character (despite the absence of an external appearance rule or any specific matters applying to the SAm). The generally spacious nature of the SAm remains.

Volume 3, part 2, Rule 4.2.7, as introduced by Plan Change 53, would help to retain the character of the SAm as new development occurs in the SAm. For this reason, the retention of the SAm overlay for this part of the SAm is recommended in order to trigger the general matters for assessment for proposed development that may fall outside of the triggers within Volume 3, part 2, 4.2.7 (a). The retention of the 4.5m setback is also recommended in order to preserve the open character of the SAm.

The narrow, mainly north-south, orientated section of Gracefield Avenue is of a different character to the remainder of the SAm and is at present largely dominated by a large vacant area and the high fence of the bowling green site. It is considered that this part of the SAm does not retain the characteristics outlined in the SAm design guide and development here would be controlled by the rules and general matters for assessment brought about by Plan Change 53. It is recommended that the SAm overlay be removed from this section of Gracefield Avenue.

The retention of the lower plot ratio and residential site density limits for the SAm is unnecessary because it is unlikely to be exceeded with the redevelopment of existing plots and can be controlled with application of other rules and assessment matters.

The retention of the SAm is broadly supported by a number of residents who made submissions to the review.

**SAm 25 Recommendation**

1. Retain the SAm 25 overlay for wider part of Gracefield Avenue (including numbers 27, 1/20, 2/20 and 3/20 Gracefield Avenue). amend Rule 4.2.7 (b) to ensure assessment matters 13.2.8 apply.
2. Retain the setback limit (4.5m) for SAm 25 in 4.2.3 (b).
3. Delete the SAm overlay that covers the southern, narrow, section of Gracefield Avenue (south from, and including, numbers 16/16a Gracefield Avenue).
4. Delete the residential site density reference to SAm 25 in Rule 4.4.1 (a).



5. Delete the site density other activities of 0.5 for SAm 25 in Rule 4.4.2(a).



**Attachment 1. SAm design guide (original design guide text)**

**SAm 25 Gracefield Avenue**

**Description**

SAm 25 is located just to the north of the Central City between Salisbury and Durham Streets and consists of all properties that front onto Gracefield Avenue.

This area is considered to be very notable because of the strong relationship between the buildings and the street, the general consistency in scale, form, and style of the buildings as well as the abundance of mature planting both within the properties and in the road reserve.

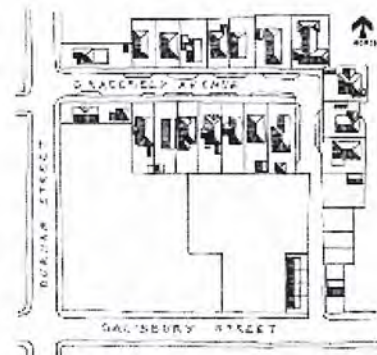
Most of the dwellings were constructed in the early part of the last century, from 1910 to 1930, and there is a mixture of one and two storey buildings. Similar architectural elements are used extensively throughout the SAm including gabled roofs, hipped roofs, dormer windows, verandas, balconies, bay windows, and entrance porches. The original building materials in the SAm were corrugated metal and tiled roofs, brick chimneys, timber windows and painted horizontal timber weatherboard and shingles to bay windows and gable ends. More recent modern materials used include red brickwork, plastered and painted concrete blocks and painted stucco. Some of the original buildings have evolved over the years with substantial additions and alterations.



The canopy formed from the trees planted in the road reserve casts extensive shadows with a cooling effect in summer and the trees also provide a sense of enclosure. Both of these effects will strengthen as the trees grow and the canopy expands.

**Designing within this character**

New buildings in SAm 25 should be designed to work in the context of this character, rather than imitate it. When designing new buildings, consideration should be given to the orientation of the adjoining buildings and the distance they are set back from the front boundary. Combining forms that are similar in proportion, scale and height to the existing buildings, for the overall building shape, will help maintain this character.



Sudden changes in roofline, colour and building shape can break up the consistency of the streetscape. This disrupts the existing harmony between buildings within the SAm and the way they relate to the street.

The type of materials, style of the ornamentation and texture used for the façade of the new building should reflect that of the existing buildings, without necessarily copying them. Look at how different materials can add to the character of the area, and how a current building method might be used to achieve a result in keeping with the existing architecture.

The way that the existing buildings and their front windows and porches relate to the street also needs to be considered to continue the consistency and interaction with the street. Additionally, the placement of double garages in the front yard can be visually detrimental and should be avoided. Double garages can completely isolate the home from the street and are inconsistent with the scale and form of the area.

### ***City Plan rules***

SAm 25 is in a Living 4C Zone in the City Plan. The Plan contains a set of rules that regulate the way sites can be developed. There are rules additional to the standard Living 4C rules that apply to SAm 25, which acknowledge the area as having special qualities that should be retained. They are:



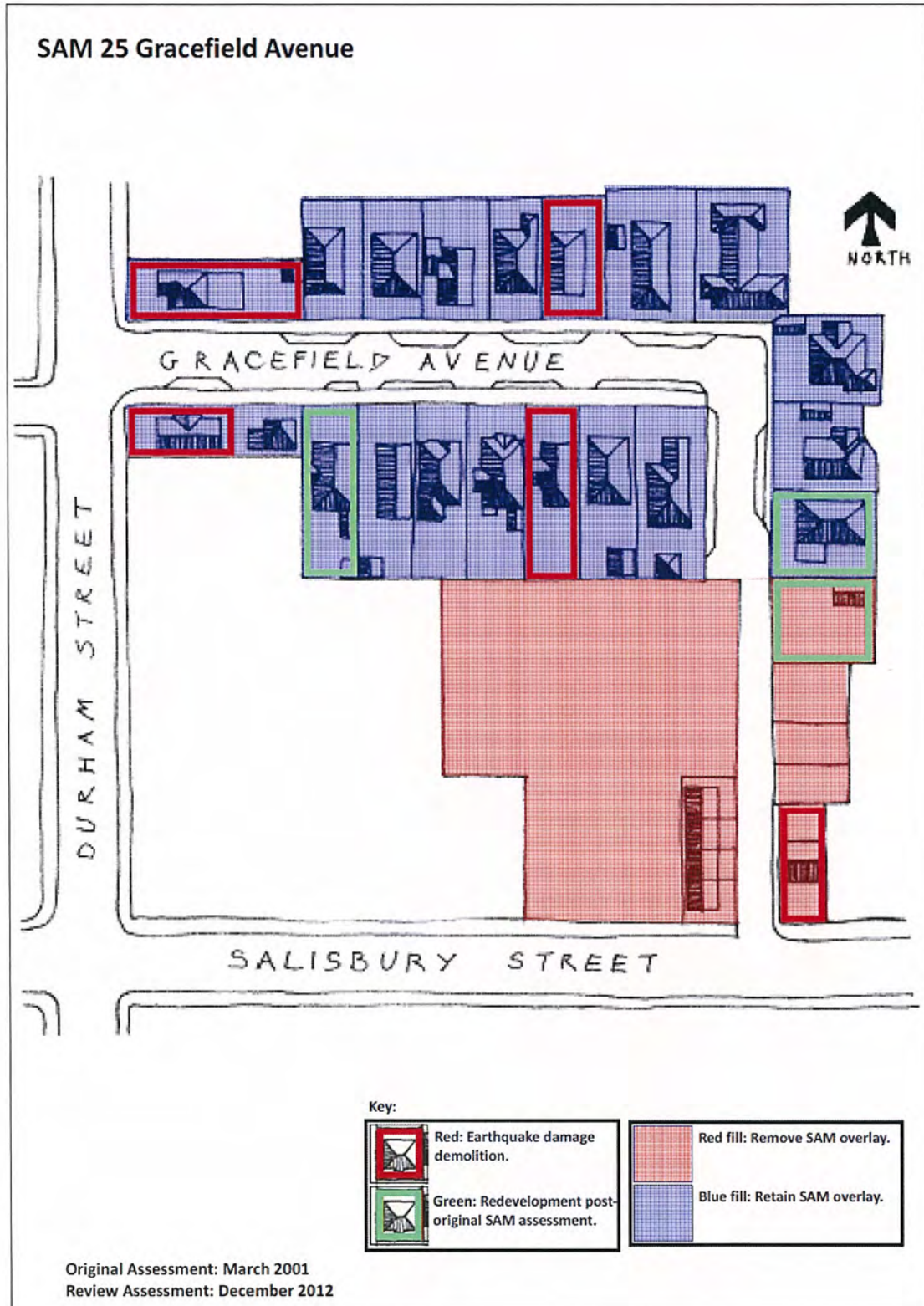
- Road setback (street scene) - road setback is the distance that building must be set back from the front boundary. The building setback from the street is 4.5m in SAm 25.
- Residential site density - although zoned Living 4C, SAm 25 has a maximum residential floor area ratio per site of 0.9.

The purpose of the decreased density is to retain the relative feeling of spaciousness and the level of vegetation coverage in the area. If you are considering altering a building in SAm 25, or building anew, and you need a resource consent, it is recommended that you seek advice from the Urban Design – Strategy and Planning Group of the Christchurch City Council, before submitting your application.

Date: October 2001



Attachment 2. Original SAM 25 design guide map amended to show the change in the SAM and the recommended adjustment to the SAM area





Attachment 3. Aerial photograph (2010) showing existing extent of SAm 25





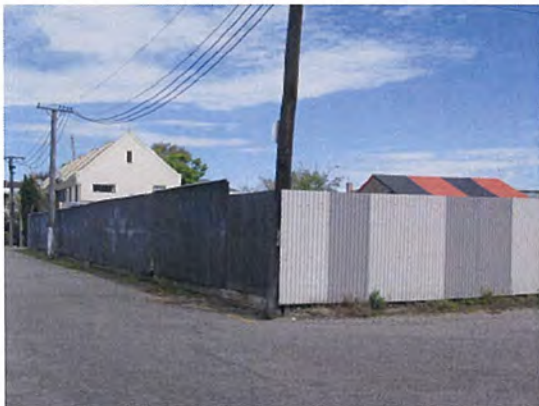
**Attachment 4. Photographs of Sam 25**



**1. Numbers 2 to 18 Gracefield Avenue**



**2. Number 27 Gracefield Avenue (rear)**



**3. Bowling green fence, Gracefield Avenue boundary.**



**4. Gracefield Avenue, view looking west.**



**5. Number 49 Gracefield Avenue boundary, pre-quake.**



**6. Number 49 Gracefield Avenue boundary, cleared site, December 2012.**





7. Number 45 Gracefield Avenue (background, to the right). Showing the front elevation forward of the neighbouring house (behind in photograph).



8. Number 20-22 Gracefield Avenue.



9. Number 38 Gracefield Avenue, post-quake cleared site.



10. Number 35 Gracefield Avenue, post-quake cleared site.



<b><i>Special Amenity Area No: 26</i></b>
<b>SAm name: Peacock, Beveridge, Conference</b>
<b>SAm location</b>
SAm 26 comprises properties along Beveridge, Conference and Peacock streets including properties on the north side of Conference Street all properties Beveridge Street and Peacock Street plus all properties within this block facing Durham Street and Montreal Street.
<b>Site description</b>
The character of the SAm is considered notable for its strong relationship between buildings and the street, the general consistency in scale form and style of buildings and the abundance of mature soft landscaping. There is considerable variation in plot area, building size and age from small workers cottages through to large villas and town houses however, many displayed similar architectural elements including gabled and hipped roofs, dormer windows, verandas, balconies, bay windows, and entrance porches. A variety of building materials have been used in the original buildings and recent subdivision and modern development. Previously there has been a strong relationship between the buildings and the street across small private front gardens. Fencing was designed to match the overall appearance of the dwelling. There was no provision for off street parking on smaller sites. Parking was located to the rear of the larger houses on Montreal and Durham streets.
<b>Underlying City Plan Zone description</b>
The City Plan anticipates that the Living 4 C Zone will provide a diverse range of medium-high density residential buildings; an environment where open space and vegetation soften the impact of buildings; redevelopment sympathetic the character of the immediate environment; an open street scene and high level of residential amenity; consistent external appearance; and the maintenance and enhancement of special amenity areas within the zone with future development appropriate to the prominent character.
<b>SAm 26 City Plan Rules</b>
<b>Volume 3, Part 2, Rule 4.2.3 (b) Street scene and accessways - residential and other activities</b> – minimum building setback in SAm 26 shall be 2m
<b>Volume 3, Part 2, Rule 4.2.7(b) Urban design, appearance and amenity - residential and other activities</b> erection of all new buildings and additions or alterations to existing buildings and the erection of fences and walls within the required street scene setback where visible from a public place shall be a discretionary activity with discretion limited to design appearance and amenity and shall be assessed against the general assessment matters in 13.2.8. (a) (b) (however there are no specific assessment matters for SAm 26)
<b>Volume 3, Part 2, Rule 4.4.1 (a) Residential site density - residential activities in SAm 26</b> the maximum residential floor area ratio per site shall be 0.9
<b>Volume 3, Part 2, Rule 4.4.2 (a) Site density - other activities in SAm 26</b> the maximum plot ratio shall be 0.5
<b>SAm 26 Change since original assessment</b>
<ul style="list-style-type: none"> <li>Approximately 27 sites out of the original 89 sites have been redeveloped,</li> </ul>



- some into multiple units since the SAm was introduced.
- Post earthquake eleven dwellings of a variety of age and design have been demolished.
- To date over 40% of the sites will have been redeveloped by;
  1. non earthquake related work;
  2. earthquake recovery related work; or
  3. have been damaged by the earthquakes to the point where they will be redeveloped, since the introduction of the SAm.
- Four other properties are currently unoccupied (rates remission) and therefore the future of these is uncertain.

**SAm 26 Overall impact of change**

The area has experienced a significant amount of change to the building stock since the original introduction of the SAm with the replacement of older style cottages with modern infill developments. One of the notable changes has been the introduction of high and solid front fences together with parking being a prominent feature especially where the new building frontage consists of a double garage door facing the street. In other instances the setback of properties on the south side of the street (in order to allow for north facing private outdoor amenity space bounded by high fences of a solid construction) has eroded the intimate relationship of the residential buildings with the street.

The change to SAm 26 is considered to be **moderate** for the reasons stated above.

**SAm 26 Review options - discussion**

**Setback**

**Volume 3, Part 2, Rule 4.2.3 (b) Street scene and accessways - residential and other activities.**

**Effect of rule:**

Minimum building set back in SAm 26 shall be 2m

The SAm design guide makes reference to the minimum setback of 3m being reduced from the original Living 4C setback of 4.5m, and that this is to reflect and preserve the intimate character of the street.

The street scene setback for the L4C Zone was previously 4.5m. Plan change 53 amended this to 2m therefore the requirement for SAm 26 is now the same as the underlying Living 4C Zone.

The intimate character of the street will be preserved by the current City Plan setback rule.

**External appearance**

**Volume 3, Part 2, Rule 4.2.7(b) Urban design, appearance and amenity - residential and other activities.**

**Effect of rule:**



<p>Within the SAmS in the Central City the erection of all new buildings and additions or alterations to existing buildings and the erection of fences and walls within the required street scene setback, where visible from a public place, are a restricted discretionary activity. The Council's discretion is restricted to design appearance and amenity and applications for resource consent are assessed against the general and specific assessment matters in Volume 3; Part 2, Assessment Matters 13.2.8 (a) (b) however there are no specific assessment matters for SAm 26).</p>	
<p>The SAm design guide which states that new development should have regard to:</p> <ul style="list-style-type: none"> <li>• the orientation of the adjoining buildings; the distance existing buildings are set back from the front boundary;</li> <li>• building form, roofline and materials;</li> <li>• relationship to the street;</li> <li>• avoidance of double garages facing the street on narrow plots.</li> </ul> <p>The design guide is clear that proposed developments need not necessarily copy existing characteristics and that the use of modern building methods and materials is an acceptable approach.</p>	<p>As there are no specific assessment matters set out in 13.2.8 (b) for new development within SAm 26, any new development or alteration visible from a public space would need to be assessed against the general assessment matters. The general assessment matters would require a new development to have regard to the site and context by considering local environmental conditions; be sympathetic to nearby listed heritage items; connect with the street network and maintain and enhance physical and visual links to key destinations; encourage retention or adaption of heritage and character buildings and retain existing trees; support prominent vistas and view shafts.</p> <p>They would also require consideration of the relationship of the development with the street and public open spaces by: orientating buildings towards the street and close to the road boundary; have active areas of buildings along the street and public open spaces; a generous and evenly distributed extent of glazing facing the street; provide fencing of a high quality design which together with landscaping that does not obstruct ground level views.</p> <p>The general assessment matters dealing with building form and articulation require that development should reflect the predominant pattern of subdivision within a neighbourhood; design buildings of a domestic scale and avoid excessive repetition of building forms; avoid bulky and excessively lengthy elevations and</p>



	<p>ridgelines and use separation of buildings to reduce perceived building bulk; use architectural features and a variety of high quality and durable materials and colours to provide human scale and visual interest.</p>
<p style="text-align: center;"><b>Residential Floor Area Ratio</b></p> <p><b>Volume 3, Part 2, Rule 4.4.1 (a) Residential site density - residential activities.</b></p> <p><b>Effect of Rule:</b>                  In SAm 26 the maximum residential floor area ratio per site shall be 0.9, reduced from 1.2 for the Living 4C Zone.</p>	
<p>The SAm design guide states that the purpose of the decreased density is to retain the relative feeling of spaciousness and the level of vegetation coverage in the area.</p>	<p>There are a variety of plot sizes within SAm 26 ranging from 123sqm to 776sqm therefore the redevelopment of sites could result in significantly different outcomes. If large sites were redeveloped or smaller sites amalgamated new development could potentially allow for the plot ratio to be exceeded. In these cases it is likely the size of the development (number of units or maximum floor area of a single unit etc) will trigger the urban design, appearance and amenity general assessment matters which would ensure proposals are in keeping with the character of the area.</p> <p>In general the new build development that has occurred within SAm 26 has been of a domestic scale with sufficient space for vegetation.</p>
<p style="text-align: center;"><b>Non-residential Activities Plot Ratio</b></p> <p><b>Volume 3, Part 2, Rule 4.4.2 (a) Site density - other activities.</b></p> <p><b>Effect of rule:</b>                  In SAm 26 the maximum plot ratio shall be 0.5 for activities other than residential, reduced from 0.8 for the Living 4C Zone.</p>	
<p>The SAm 27 design guide makes no reference to the reduction in plot ratio for non-residential activity.</p>	<p>Although the site density for other activities was not mentioned in the SAm 26 guide it would appear that a 0.3 reduction below what is allowed for in Living 4C (0.8) corresponds with the same level of reduction for residential site density in SAm 26 the purpose of which is to retain the relative feeling of spaciousness and the level of vegetation coverage in the area.</p> <p>There are a number of other rules within the City Plan that restrict the level of non residential activities within residential areas.</p>
<p><b>SAm 26 Review options - conclusion</b></p>	



There is no longer a need for the street scene setback rule within SAm 26 as the setback is the same for the underlying Living 4C Zone.

The SAm 26 overlay should remain in place in order to trigger the need for assessment of urban design, appearance and amenity under the general matters for **all** developments and alterations within the SAm in order to ensure new developments consider the existing character of the SAm and that new buildings relate to the street scene and adjoining developments. If the SAm overlay is not retained then the general assessment matters would only apply to developments of three or more residential units or one or two residential units with a residential floor area greater than 500m<sup>2</sup>, or over 40m<sup>2</sup> of a building used for other activities or for sites less than 300m<sup>2</sup>.

It is considered necessary to retain the SAm overlay to trigger the general assessment matters for all new development given that many of the plot sizes within SAm 24 are relatively small and would fall outside the need for assessment.

Additionally alterations including fences within the street scene setback would also be assessed and this is an important consideration within this SAm due to the change in relationship between the buildings and the street following the erection of many high and solid fences and garages doors facing the street.

The floor area ratio contributes to achieving the domestic scale of buildings when redevelopment occurs. Generally redevelopment in SAm 26 has been of a domestic scale due to the limited plot sizes, this may alter if sites were to be amalgamated however it is likely then the general assessment matters would be triggered which would require building design to be of a domestic scale and avoid excessive repetition of building forms.

#### **SAm 26 Consultation outcomes**

Following a meeting with the combined residents groups on the 12 November 2012, the feed back of the facilitator Mr Ken Lawn was as follows:

- Some groups showed a desire to keep SAmS, probably from a nostalgic view, or a view that they 'don't want to lose things'.
- Perception that lower threshold for design and appearance in SAmS is worth keeping.
- Recognition that some SAmS have not achieved much, and may be no longer very relevant.
- Some SAmS still have particular character.

Written submissions included one from the Victoria Neighbourhood Association who considered that given the level of development that has occurred within SAm 26 much of which has no unifying style but retains a close packed residential character. Another submission from an individual commented that SAm 26 is attractive and development has been to a high quality but higher density development should not be allowed in this area.

Other general points regarding all the SAmS included:

- Moa Neighbourhood Group support SAmS in general and suggested, as a general comment, that they are ineffective and ignored by planners and developers. Support a review of the SAmS and having a assessment trigger in the consent process to require developers to demonstrate how they will

- address key characteristics of the SAm.
- Inner City East Neighbourhood Group Inc. Suggested that some SAmS have been compromised by earthquake damage and recommended a comprehensive review of the SAmS.
  - Avon Loop Planning Association supports the retention of SAmS in general and requested the retention of outstanding heritage homes with new listings.

**SAm 26 Overall conclusion**

There is no need to retain a separate setback requirement as this is now the same for Living 4C Zone. SAm 26 should remain identified as a Special Amenity Area to ensure that all new developments and alterations visible from a public space would be assessed under the general assessment matters for urban design, appearance and amenity.

The lower limits on residential floor area ratio and plot ratio for other activities within SAm 26 need not be retained as there are a number of other controls available that will be as effective in retaining the domestic scale of buildings within the SAm.

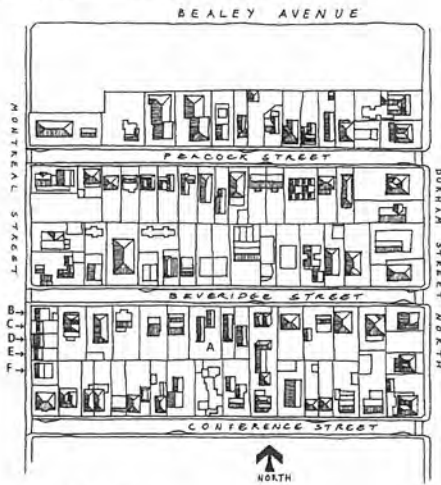
**SAm 26 Recommendation**

1. Retain the SAm 26 overlay and amend Rule 4.2.7 (b) to ensure assessment matters 13.2.8 apply.
2. Delete the additional setback requirement for SAm 26 in Rule 4.2.3 (b)
3. Delete the residential site density of 0.9 for SAm 26 in Rule 4.4.1 (a)
4. Delete the site density other activities of 0.5 for SAm 26 in Rule 4.4.2 (a)



Attachment 1. SAM 26 design guide

SAM 26 Peacock/Beveridge/Conference



Protected Buildings

- |   |                      |                                   |
|---|----------------------|-----------------------------------|
| A | 18 Beveridge Street. | c 1880 2 storey colonial cottage. |
| B | 410 Montreal Street. | c 1870 Early workers cottage.     |
| C | 408 Montreal Street. | c 1870 Early workers cottage.     |
| D | 406 Montreal Street. | c 1870 Early workers cottage.     |
| E | 404 Montreal Street. | c 1865 Early workers cottage.     |
| F | 402 Montreal Street. | c 1865 Early workers cottage.     |

Date: March 2006

special amenity area

# 26

## Is your property in this Special Amenity Area?

SAM 26

Peacock/Beveridge/Conference

[www.ccc.govt.nz/CityPlan/SAM26](http://www.ccc.govt.nz/CityPlan/SAM26)

Urban Design



There are seven listed heritage buildings within SAM 26 that are listed overleaf.

Considerable variation in plot area, building size and building age exists throughout the SAM from small single storey workers cottages built in the 1870's through to large villas and town houses built in the 1990's. However, similar architectural elements are used extensively throughout the SAM including gabled roofs, hipped roofs, dormer windows, verandahs, balconies, bay windows, and entrance porches. The original building materials in the SAM were corrugated metal roofs, brick chimneys, timber windows with patterned lead lights and painted horizontal timber weatherboard and shingles to bay windows and gable ends. More recent modern materials used include plastered and painted concrete blocks, painted stucco, and tiled roofs. Some of the original buildings have been replaced with new structures while many have evolved over the years with additions and alterations. Recent developments have seen the subdivision of some of the larger sections and the creation of new compact townhouses and apartments.

What is a SAM?

A SAM is a Special Amenity Area. SAMs are areas within the living zones of Christchurch City that are in some way distinctive from the surrounding neighbourhoods and are considered to have a character worth retaining. SAMs were developed by the City Council with community input. Neighbours and communities need to rely on each other to help maintain this character effectively, in combination with Council initiatives.

The character of SAM 26

SAM 26 is located just to the north of the Central City and consists of a block of residential properties fronting onto the north side of Conference Street through Beveridge Street and up to and including those properties on the north side of Peacock Street. Within this block all properties fronting onto Durham and Montreal Streets are also included.

This area is considered to be very notable because of the strong relationship between the buildings and the street, the general consistency in scale, form, and style of the buildings as well as the abundance of mature soft landscaping.

Front fences were usually designed to match the overall appearance of the dwelling. Provision was generally not made for off street car parking in the smaller dwellings on Conference, Beveridge and Peacock Streets, an important factor which led to the strong relationship between house and street across small private front gardens. Matching substantial garages were often included in the larger houses on Montreal and Durham Streets, but mainly sited to the rear of the main house & accessed through a gateway. A pedestrian access from the street was usually a feature in these larger properties.

Designing within this Character

New buildings in SAM 26 should be designed to work in the context of this character, rather than imitate it. When designing new buildings consideration should be given to the orientation of the adjoining buildings and the distance they are set back from the front boundary. Combining forms that are similar in proportion, scale and height to the existing buildings, for the overall building shape, will help maintain this character.

Sudden changes in roofline, colour and building shape can break up the consistency of the streetscape. This disrupts the existing harmony between buildings within the SAM and the way they relate to the street.

The type of materials, style of the ornamentation and texture used for the facade of the new building should reflect that of the existing buildings, without necessarily copying them. Look at how different materials can add to the character of the area, and how a current building method might be used to achieve a result in keeping with the existing architecture.

The way that the existing buildings and their front windows and porches relate to the street also needs to be considered to continue the consistency and interaction with the street. Additionally, the placement of double garages in the front yard can be visually detrimental and should be avoided. Double garages present problems on these narrow frontage sites as they tend to completely isolate the home from the street and are inconsistent with the scale and form of the area. Consider a single or tandem garage instead.



City Plan Rules

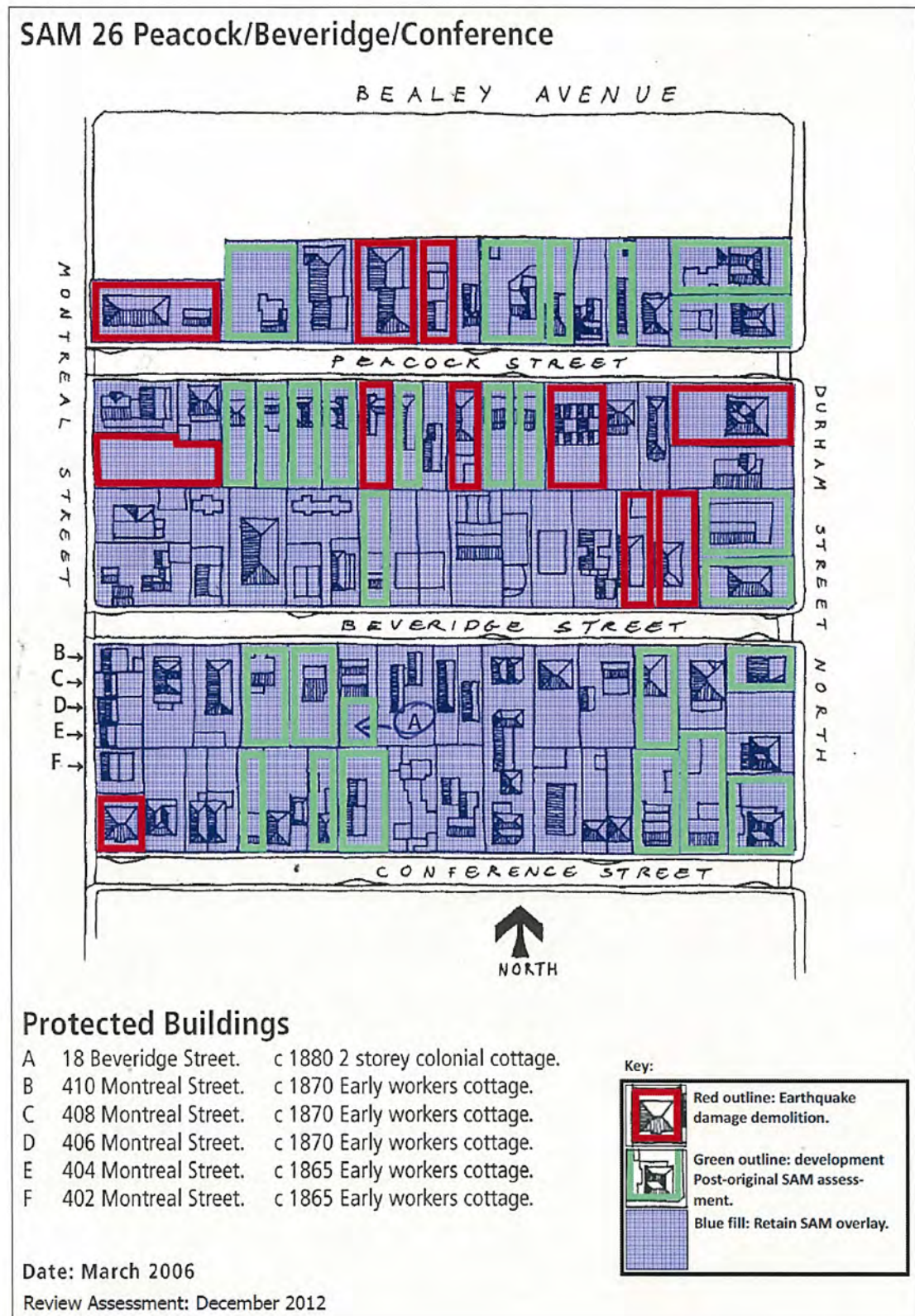
SAM 26 is in a Living 4C zone in the Christchurch City Plan. The Plan contains a set of rules that regulate the way sites can be developed. There are rules additional to the standard Living 4C rules that apply to SAM 26, which acknowledge the area as having special qualities that should be retained. They are:

- **External Appearance**  
Resource Consent is required when a new building, or an alteration to the external appearance of an existing building, is proposed in SAM 26, that can be seen from a public place such as the street.
- **Road Setback (Streetscene)**  
Road setback is the distance that a building must be set back from the front boundary. The building setback from the street is only 2m, reflecting the intimate character of the area.
- **Residential Site Density**  
Although zoned Living 4C, SAM 26 has a maximum residential floor area ratio per site of 0.9. The purpose of the decreased density is to retain the relative feeling of spaciousness and the level of vegetation coverage in the area.

If you are considering altering the external appearance of a building in SAM 26, or building anew, you will need a Resource Consent and it is recommended that you seek advice from the urban design personnel at the Christchurch City Council, before submitting your application.



Attachment 2. Extent of change within SAM 26 and retention of SAM overlay





Attachment 3. Aerial photograph (2010) showing existing extend of SAM 26





Attachment 4. Photographs of SAm 26



1. Number 27 Peacock Street



2. Numbers 41-45 Peacock Street



3. Number 10 Peacock Street



4. Numbers 12, 14, 16 & 18 Peacock Street



5. Number 8 Peacock Street



6. Number 23 Peacock Street



7. Number 35 Peacock Street



8. Numbers 9 & 11 Peacock Street





9. Number 1/408 Montreal Street,  
City Plan Group 4 Heritage Listed.



10. Number 2/408 Montreal Street,  
City Plan Group 4 Heritage Listed.



11. Number 406 Montreal Street,  
City Plan Group 4 Heritage Listed.



12. Number 404 Montreal Street,  
City Plan Group 3 Heritage Listed.



13. Number 402 Montreal Street,  
City Plan Group 3 Heritage Listed.



14. Number 418 Montreal Street,





15. View along Conference Street



16. Number 7 Conference Street



17 Numbers 17 & 19 Conference Street



18. Numbers 47-53 Conference Street



19. Numbers 39 - 45 Beveridge Street



20. Numbers 38-40 Beveridge Street



21. Number 36 Beveridge Street



22 Number 23 Beveridge Street





23. Number 1 Beveridge Street



24. Number 18 Beveridge Street,  
City Plan Group 3 Listed Heritage



25. Number 24 & 26 Beveridge Street



26. Number 15 Beveridge Street



27. Number 6 Beveridge Street



28. Number 16 Beveridge Street



29. Number 21 Beveridge Street



