

STAGE 3 - SECTION 32

CHAPTER 9

NATURAL AND CULTURAL HERITAGE

APPENDIX 3.1 - TECHNICAL LANDSCAPE OVERVIEW REPORT

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TECHNICAL LANDSCAPE OVERVIEW REPORT

Hannah Lewthwaite

1. Executive Summary

This report sets out an overview of the approach to the review of the District's Outstanding Natural Landscapes and Features (ONL/Fs), Significant Landscapes and Features (SL/Fs), and Coastal Natural Character (CNC) areas for the proposed Christchurch Replacement District Plan. The methodology which has been used for assessing and evaluating Outstanding Natural Landscapes and Features (ONL/Fs) for the District Plan Review is one which has been developed from case law in New Zealand over the last fifteen to twenty years and recently endorsed by the New Zealand Institute of Landscape Architects as best practice. It has also recently been incorporated into the Canterbury Regional Policy Statement Policy 12.3.4 – Consistency of identification and management of outstanding natural features and outstanding natural landscapes.¹ Likewise the methodology used for identifying coastal natural character areas has been developed and regularly used throughout New Zealand, and gives effect to the requirements of the New Zealand Coastal Policy Statement 2010.

Landscape assessments were undertaken by a team of local and national experts and independent peer reviewers, and focussed on achieving a consistent approach to landscape identification and evaluation across the District. Given the extensive landscape assessment previously carried out for Pātaka o Rākaihautū/Banks Peninsula, the focus in this area was on reviewing the existing Banks Peninsula Landscape Study 2007 (contained in new addendum reports), whereas for Ōtautahi/Christchurch City a new landscape study was required.

The Ōtautahi/Christchurch Landscape Study 2015, the Te Pātaka o Rākaihautū/Banks Peninsula Landscape Review Addendum Report 2015, and the Te Pātaka o Rākaihautū/Banks Peninsula Landscape Study Ngāi Tahu Cultural Addendum Report 2015 were undertaken over a period of 12-15 months during 2014-2015 and involved extensive research, landscape assessment and evaluation including site visits and peer review. Regular discussions with the District Plan Review Project's Collaborative Advisory Group (CAG) and the Rūnanga Focus Working Group (RFGW) were also undertaken. The Ōtautahi/Christchurch Landscape Study 2015 and the Te Pātaka o Rākaihautū/Banks Peninsula Addendum Report 2015 and the Te Pātaka o Rākaihautū/Banks Peninsula Landscape Study Ngāi Tahu Cultural Addendum Report 2015 should be read in conjunction with this Technical Report (Technical Landscape Overview Report). The findings of these reports are summarised in sections 4 and 5 of this report. The diagram in Figure 1 below sets out how the various reports fit together:

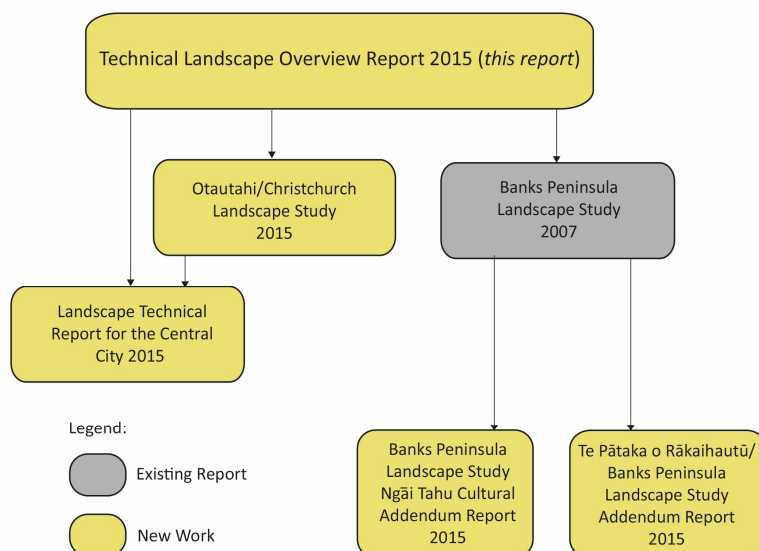


Figure 1: Diagram showing an overview of landscape assessment undertaken for the District Plan Review and the documents that support this report. *Note: the Central City is addressed in a separate Technical Report for Chapter 13.*

¹ NZILA Best Practice Note Landscape Assessment And Sustainable Management 10.1

Technical Landscape Overview Report

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2. Introduction

As previously discussed, this report sets out an overview of the approach to the review of the District's Outstanding Natural Landscapes and Features (ONL/Fs), Significant Landscapes and Features (SL/Fs), and Coastal Natural Character (CNC) areas for the proposed Christchurch Replacement District Plan. Table 1 (over page) summarises the legislative requirements in relation to landscapes, and coastal natural character areas within the coastal environment overlay and compares the currently operative plan provisions with the proposed Christchurch Replacement District Plan approach.

The left hand column (1) shows the higher order legislative documents which the Council is required to give effect to in relation to landscapes and coastal natural character. Because this legislation has been updated over time, previous versions have been shown as well to explain the context in which the currently operative plans have been operating (2), and the changed context (as these higher order legislative documents have been updated over time) in which the Review is now being undertaken (3). Finally, column (4) shows the scope of the landscapes and natural character work being undertaken for the District Plan Review as part of the Natural and Cultural Heritage Chapter 9:

Note: a detailed list of the relevant legislative requirements should also be referred and is attached in Appendix One.

Table 1: Summary of the legislative requirements, the currently operative plan provisions and the proposed Natural and Cultural Heritage Chapter's scope for landscapes and natural character areas across the District:

<p>1 Drivers/ policy context (chronological order):</p> <p>RMA '91 CRPS '98 NZCPS '06</p>  <p>RMA '91 NZCPS '10 CRPS '13</p>	<p>2 Existing situation (currently operative district plans):</p> <p>Te Pātaka o Rākaihautū/Banks Peninsula:</p> <ul style="list-style-type: none"> - Outstanding Natural Landscapes and Features (ONL/Fs) identified and mapped with supporting landscape study, and objectives, policies and rules. - Areas of High Coastal Natural Character (HCNC) identified and mapped with supporting landscape study, objectives, policies and rules. - Rural Amenity Landscape (RAL) identified with supporting landscape study, objectives, policies and rules. <p>Ōtautahi/Christchurch City:</p> <ul style="list-style-type: none"> - Nil - other than brief policy reference to the Port Hills and Avon River within the Central City. No supporting District Landscape Study. 	
	<p>3 Summary of legislative requirements for territorial authorities:</p> <ul style="list-style-type: none"> - Identify/review ONL/Fs and other important landscapes or features - Develop objectives & policies - Undertake mapping - Identify areas of at least high natural character and Outstanding Natural Character (ONC) within the coastal environment (CE) 	<p>4 District Plan Review - Chapter 9 Natural and Cultural Heritage Chapter scope in relation to landscapes and natural character:</p> <ul style="list-style-type: none"> - Review, identification and mapping of ONL/Fs and Significant Landscapes or Features (SL/Fs) for the Ōtautahi/Christchurch City and Te Pātaka o Rākaihautū/Banks Peninsula areas - Review of objectives, policies, and rules - Review, identification and mapping of areas of at least high natural character and outstanding natural character within the coastal environment

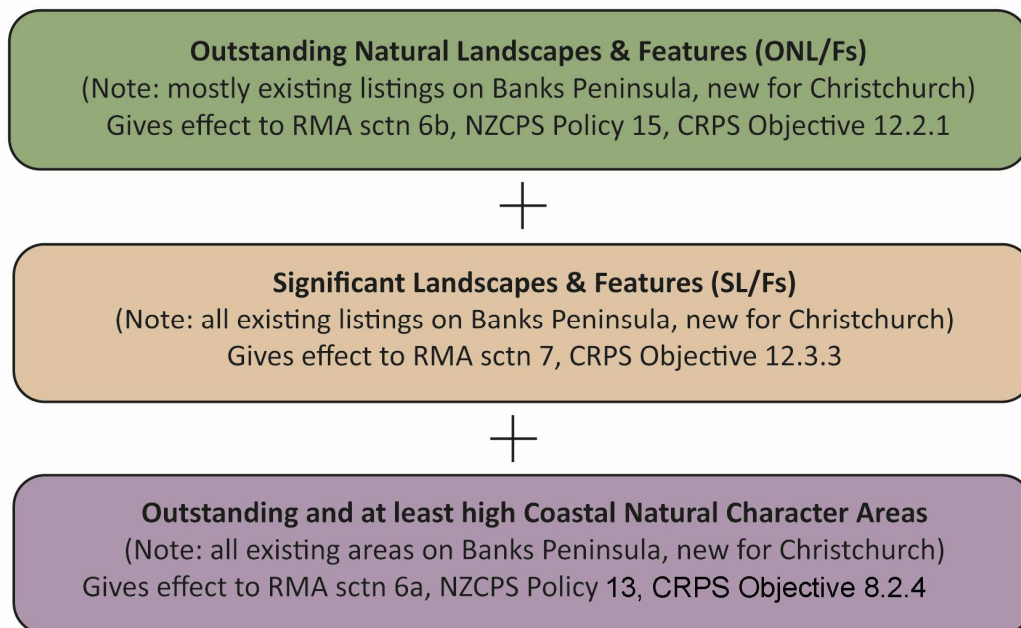
3. Overview of the approach to landscape assessment for the District Plan Review

3.1. Ensuring a consistent approach to landscape assessment, evaluation and identification across the District

The extent of landscape assessment previously undertaken for the former Ōtautahi/Christchurch City and Te Pātaka o Rākaihautū/Banks Peninsula Districts differed considerably. Te Pātaka o Rākaihautū/Banks Peninsula had already been the subject of an extensive landscape study undertaken for the Christchurch City Council by Boffa Miskell Ltd in 2007, while Ōtautahi/Christchurch City on the other hand had not previously had a District level landscape study undertaken.

Given the varying extents of existing landscape assessment work within the District it was considered important to tailor the landscape assessment approach accordingly to both ensure that relevant previously undertaken work was not lost or unnecessarily duplicated, and that landscape assessment across the District would be consistent and integrated. It was therefore determined that Ōtautahi/Christchurch City required a new landscape assessment while Te Pātaka o Rākaihautū/Banks Peninsula could largely rely on the existing Banks Peninsula Landscape Study 2007 (subject to review). The diagram below summarises the different types of landscape classification (and assessment and evaluation) undertaken across the District to respond to the various policy/legislative requirements of higher order documents:

Figure 2: Summary of types of landscape classification undertaken across the District according to the corresponding legislative requirements:



These categories of landscape and natural character classification and assessment methodologies are briefly summarised in the following sections of this report, while the detailed methodologies and assessments are provided in the Ōtautahi/Christchurch Landscape Study 2015, the Banks Peninsula Landscape Study 2007 and the subsequent Te Pātaka o Rākaihautū/ Banks Peninsula Landscape Review Addendum Report, and the Te Pātaka o Rākaihautū/Banks Peninsula Landscape Study Ngāi Tahu Cultural Addendum Report 2015. These reports should be referred to in conjunction with this report.

3.2. Brief Overview of Landscapes and Features

A brief overview of landscapes and features is provided below to explain the terminology and context in which landscape assessment for the District Plan Review was undertaken.

The Ōtautahi/Christchurch Landscape Study 2015 explains that,

“ ‘Landscapes’ have been interpreted as the geographic products of interaction between human societies and culture with the natural environment.”

It also explains that, “while natural processes established the land on which we live, human processes have modified the land with various characteristic activities and patterns. Because the human and natural processes are subject to change and evolution, landscapes are dynamic systems which will be subject to further change in the future.”

This understanding is consistent with the purpose, principles, definitions and interpretations of the Resource Management Act (RMA), which provides the context for the Ōtautahi/Christchurch Landscape Study 2015 and is a useful reference for understanding landscapes across the District.

Scale is an important consideration for landscape assessment and the Ōtautahi/Christchurch Landscape Study 2015 explains that,

“Landscapes are larger areas that are perceived as a whole, which can include a number of features within them. Landscapes can be either experienced from within (eg walking tracks/ Summit Road within Port Hills landscape) or seen as the whole of the outlook (eg the Port Hills perceived as a whole from Ōtautahi/Christchurch City). Landscape boundaries can coincide with visual catchments. Landscape features are discrete elements within a landscape, which are generally experienced from outside the features’ boundaries. Both landscape and feature are scale dependent, eg Pātaka o Rākaihautū/Banks Peninsula could be identified as a feature when seen as a whole from a satellite aerial view (Regional Scale), while it has landscapes, such as the Akaroa Harbour, and features, such as volcanic outcrops, occurring within it when perceived from within (District and Local Scale).”

It should be noted that while landscapes or features may be found to outstanding at a Regional level it does not necessarily follow that they will be found to be outstanding at a District level and visa versa. For example Te Pātaka o Rākaihautū/Banks Peninsula is identified as an outstanding natural feature as a whole at a regional scale in the Canterbury Regional Landscape Study Review 2010. This is because the Study was undertaken at a regional scale. It is acknowledged in the Canterbury Regional Policy Statement that landscapes or features which are outstanding at a regional scale are not necessarily outstanding at a District scale and are subject to more detailed District level landscape assessments (refer to the Canterbury Regional Landscape Study Review 2010, Page 6).

3.3. Outstanding and Significant Landscapes and Features

3.3.1. Outstanding Natural Landscapes and Features – explanation and assessment methodology

Section 6(b) of the Resource Management Act, Policy 15 of the New Zealand Coastal Policy Statement, and particularly Objective 12.2.1 of the Canterbury Regional Policy Statement require the Council to identify Outstanding Natural Landscapes within the District.

While Section 6(b) of the RMA refers to both landscapes and features without differentiating between the two, for District landscape assessment purposes a differentiation has been made between the identification of Outstanding Natural Landscapes (ONL) and Features (ONF) as described in 3.2 above. This is according to the requirements of Objective 12.2.1 of the Canterbury Regional Policy Statement which states that,

“Outstanding natural features and landscapes within the Canterbury region are identified and their values are specifically recognised and protected from inappropriate subdivision, use and development.”

Objective 12.2.1 continues on to explain that,

“Landscape is an integral element of the environment and potential land-use effects on landscape values require an integrated management response. Changes in landscape can also affect the relationship of Ngāi Tahu with ancestral land, sites and wahi tapu. Landscape is multi-dimensional and includes natural science, legibility, aesthetic, shared and recognised, transient, heritage and tāngata whenua values.”

The specific methodology for assessing Outstanding Natural Landscapes and Features (ONL/Fs) is described in full in the Landscape Studies accompanying this report. However to summarise the approach, ONL/Fs identified for the Christchurch District were evaluated according to methodology which has been developed in New Zealand over the last fifteen to twenty years and tested through the Environment Court. The range of criteria that the Environment Court has reinforced for landscape practitioners to consider when valuing landscapes is referred to as the ‘Amended *Pigeon Bay* criteria’ or factors². The criteria or factors include (but are not limited to):

1. the natural science factors - the geological, topographical, ecological and dynamic components of the landscape;
2. its aesthetic values including memorability and naturalness;
3. its expressiveness (legibility): how obviously the landscape demonstrates the formative processes leading to it;
4. transient values: occasional presence of wildlife; or its values at certain times of the day or of the year;
5. whether the values are shared and recognised;
6. its value to tāngata whenua; and
7. its historical associations.

As the Otautahi/Christchurch Landscape Study 2015 explains, there is now a level of acceptance in the use of these criteria as an assessment framework. However, it is also increasingly recognised by practitioners that while the above criteria is useful, it also has certain limitations. While they were not

² *Pigeon Bay Aquaculture Ltd v Christchurch Regional Council* [1999] NZRMA 209; *Wakatipu Environmental Society Inc v Queenstown Lakes District Council* [2000] NZRMA 59 at paragraph 72.

intended to form a definitive or 'complete' list of landscape values, this is how they have often been used by assessors. Many of the criteria actually overlap and some could be more usefully seen as subsets of one another rather than as separate value categories. This can be confusing and lead to some values being given more weight than others, or 'double-counting'.

A recent review by the New Zealand Institute of Landscape Architects (NZILA) has reordered the Pigeon Bay criteria into three categories, focusing on the landscapes' broad Biophysical, Sensory and Associative values. Condensing the Pigeon Bay criteria or factors into these three broad categories reduces the risk of emphasising some criteria at the cost of others and enables assessors to interpret the landscape values with validity and reliability - which was why the recent NZILA approach was used.

This is also the approach that is required by the Canterbury Regional Policy Statement in Policy 12.3.4 'Consistency of identification and management of outstanding natural features and outstanding natural landscapes' which seeks to achieve consistency in the identification of outstanding natural features and landscape areas and values by:

"(1) Considering the following assessment matters which address biophysical, sensory and associative values (author's emphasis) when assessing landscapes in the Canterbury region... (lists the Amended Pigeon Bay Factors from above)."

In brief, as the full methodology for evaluating outstanding natural landscapes and features is already described in the Ōtautahi/Christchurch Landscape Study 2015, landscapes and features were scored and ranked using a five point rating system from 'very high' to 'very low'. ONF/Ls were defined as those landscapes and features that would reach an overall rating of greater than 'High' with no one of the attributes rated lower than 'Moderate'.

3.3.2. Significant Landscapes or Features – explanation and assessment methodology

Natural features and landscapes that do not meet the criteria for being ranked as ‘outstanding’ can nonetheless be required to be “maintained and enhanced” either as “amenity values” or part of the wider “environment” under RMA S.7(c) or S.7(f). Objective 12.2.2 – ‘Identification and management of other landscapes’ of the Canterbury Regional Policy Statement also addresses the identification and management of other important landscapes that are not outstanding natural landscapes. The accompanying Policy 12.3.3 provides for the ‘Identification and management of other important landscapes: - Identifying and managing other important landscapes that are not outstanding natural landscapes, for natural character, historic cultural, historic heritage and amenity purposes.’

For the Christchurch City area, features containing particular scenic values, but a noticeably lower rating of other landscape values, have been identified as Significant Features and Landscapes (SF/Ls). As the Ōtautahi/Christchurch Landscape Study 2015 explains, the values of these SF/Ls are often more alike to Visual Amenity Landscapes (VAL), which have been identified in other Districts to assist in considering section 7(c) of the RMA. Through case law VALs are often associated with rural landscapes that have an ‘arcadian’ character, such as the rural valleys of the western Port Hills with a mix of mature exotic vegetation³.

Since this approach to VAL’s does not generally apply to the urban context of Ōtautahi/Christchurch City, the term ‘Significant’ has been used in the Ōtautahi/Christchurch Landscape Study to identify natural features and landscapes that do not meet the quality threshold for ‘Outstanding’ in terms of their values. While the identification of SF/Ls was not part of the initial brief for the study, these areas were identified due to their relatively high landscape value, which in the view of the study team lies just below or around the threshold for ONF/L identification. The Ōtautahi/Christchurch Landscape Study 2015, section 2.5.2 ‘Thresholds for Identification of Outstanding/Significant Natural Landscapes’ should be referred to for further detail.

The term ‘Significant’ has also been given to the currently operative Rural Amenity Landscape overlay within the Banks Peninsula District Plan for the purposes of the District Plan Review. Because the Rural Amenity Landscape has been the subject of a substantial amount of landscape review work and discussion in the Environment Court⁴ and subsequently in the High Court⁵, it is not proposed to undertake further landscape assessment work on the Rural Amenity Landscape but to largely adopt the existing operative provisions with some small improvements to simplify rules and streamline consent processes. This is explained further in section 8 of this report.

³ Wakatipu Environmental Society Inc. v Queenstown Lakes District Council [2000] NZRMA 59 at paragraphs 113 – 115.

⁴ Appeal to the Environment Court on Variation 2 to the Rural Zones of the Banks Peninsula District Plan - Environment Court Decision C 45/2008

⁵ Pacific Investment Trust v Christchurch City Council HC CIV 2008-409-2743, 19 February 2009.

3.4. Natural Character – explanation and assessment methodology

As explained in the Ōtautahi/Christchurch Landscape Study, the environments with the greatest natural character are those with comparatively low levels of human modification and are, therefore, composed of natural elements appearing in natural patterns and underpinned by natural processes. Natural character is not defined in the RMA or in the NZCPS 2010. Assessing natural character is not new and the methodology which has been developed draws on the considerable experience gained from evaluating coastal landscapes over the past fifteen to twenty years and on case law.

The NZCPS under Policy 13(2) confirms that natural character is not the same as natural features and landscapes or amenity values. The policy also lists a number of matters that may be included in natural character. The methodology developed for the Ōtautahi/Christchurch Landscape Study incorporates these matters in line with best practice. These matters (under Policy 13) include (but are not limited to):

- (a) natural elements, processes and patterns;
- (b) biophysical, ecological, geological and geomorphological aspects;
- (c) natural landforms such as headlands, peninsulas, cliffs, dunes, wetlands, reefs, freshwater springs and surf breaks;
- (d) the natural movement of water and sediment;
- (e) the natural darkness of the night sky;
- (f) places or areas that are wild or scenic;
- (g) a range of natural character from pristine to modified;
- (h) experiential attributes, including the sounds and smell of the sea; and their context or setting.”

Natural character has been assessed on a continuum of modification that describes the degree of expression of natural elements, patterns and processes (i.e. of the ‘naturalness’) in a coastal landscape/ecosystem where the degree of ‘naturalness’ depends on:

- The extent to which natural elements, patterns and processes occur and are legible;
- The nature and extent of human modifications to the landscape seascape and ecosystems;
- The fact that the highest degree of natural character (greatest naturalness) occurs where there is least modification/uncluttered by obvious or disruptive human influence; and
- Recognition that the degree of natural character is context dependent and can change over time.

The methodology rates natural character on a seven-point scale from Very High (lowest amount of modification) to Very Low (greatest amount of modification). The methodology for the assessment of natural character within the District is described in detail in the Ōtautahi/Christchurch Landscape Study 2015 and the Te Pātaka o Rākaihautū/Banks Peninsula Landscape Review Addendum Report 2015. These reports should be referred to in conjunction with this report.

3.5. Overview of the Ōtautahi/Christchurch Landscape Study 2015

An overview of the Ōtautahi/Christchurch Landscape Study 2015 provided in Figure 3 below, while a more detailed description should also be referred in the Study itself.

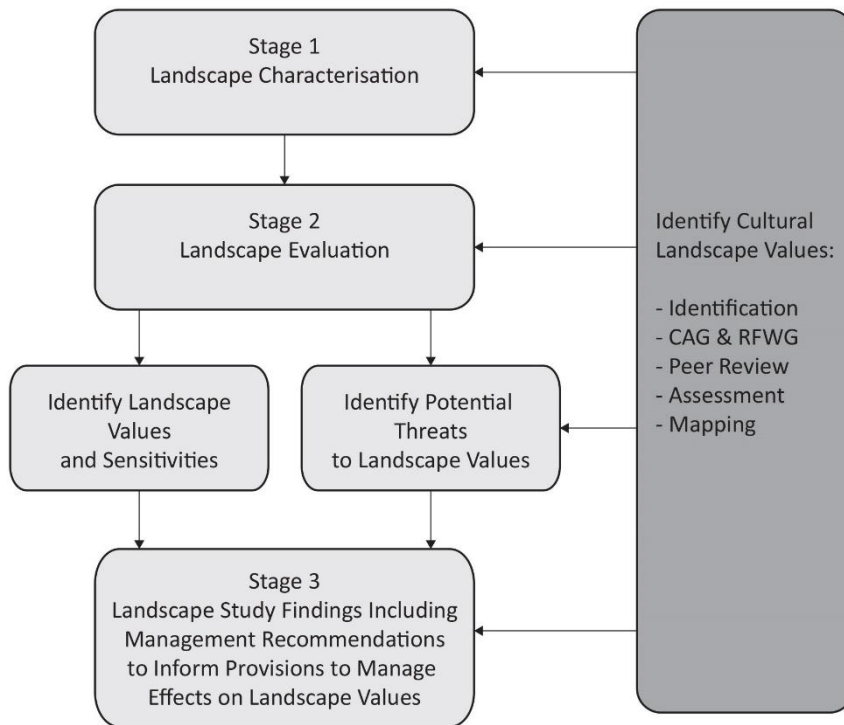


Figure 3: Overview of the Christchurch Landscape Study

Note:

CAG = The District Plan Review Project's Collaborative Advisory Group

RFWG = Rūnanga Focus Working Group. Note: workshops were undertaken with the RFWG throughout the Ōtautahi/Christchurch Landscape Study 2015.

3.6. An Overview of the Te Pātaka o Rākaihautū/Banks Peninsula Landscape Study 2007 and subsequent Te Pātaka o Rākaihautū/Banks Peninsula Landscape Review Addendum Report 2015

3.6.1. The Banks Peninsula Landscape Study 2007

An overview of the Banks Peninsula Landscape Study 2007 is provided in Figure 4 below, while a more detailed description should also be referred to in the Banks Peninsula Landscape Study 2007 itself.

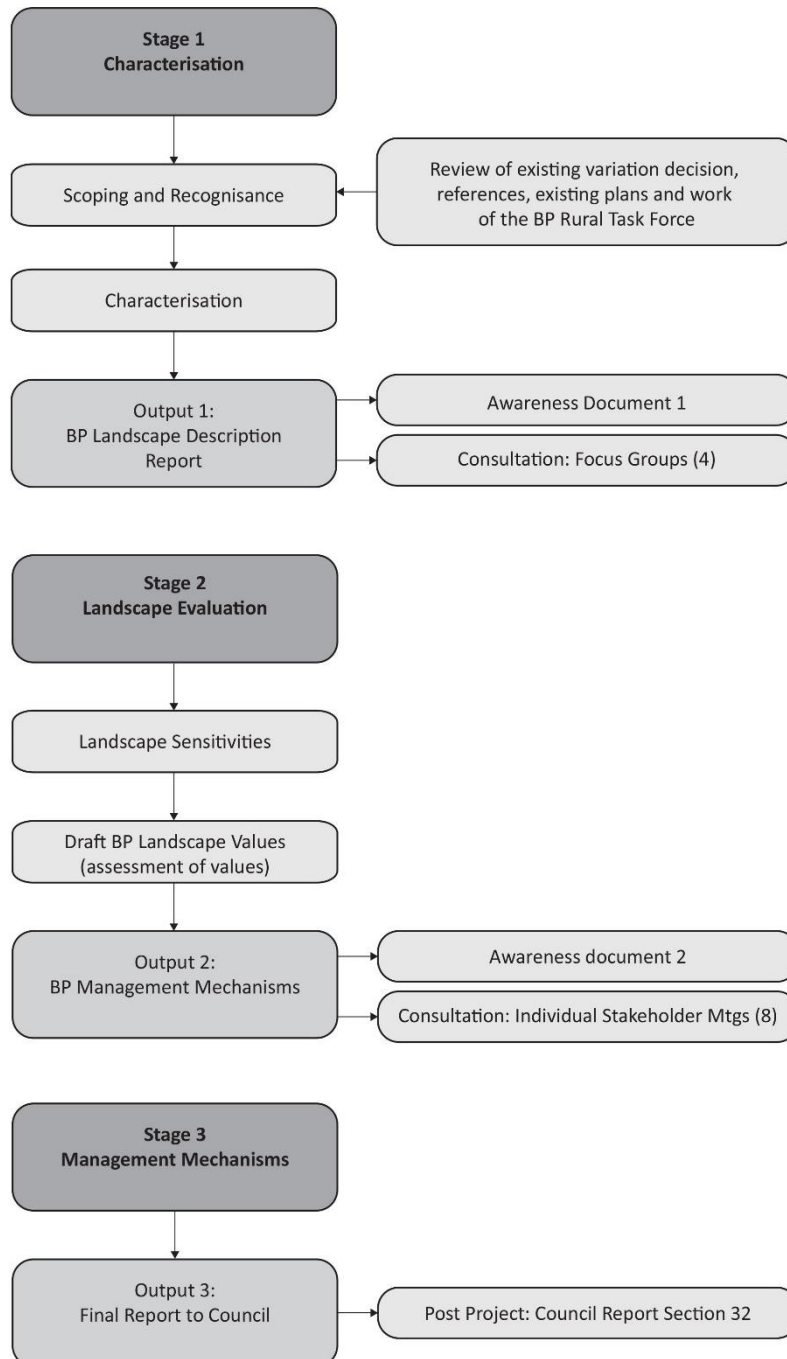


Figure 4: Overview of the Banks Peninsula Landscape Study 2007

3.6.2. Overview of the Te Pātaka o Rākaihautū/Banks Peninsula Landscape Review Addendum Report 2015

Technical Landscape Overview Report

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An overview of the Te Pātaka o Rākaihautū/Banks Peninsula Landscape Review Addendum Report 2015 is described below while a more detailed description should also be referred to in the Te Pātaka o Rākaihautū/Banks Peninsula Landscape Review Addendum Report 2015 itself, with reference also to the previous Banks Peninsula Landscape Study 2007.

The Te Pātaka o Rākaihautū/Banks Peninsula Landscape Review Addendum Report 2015 describes the landscape and natural character values of areas that are recommended for inclusion in the Outstanding Natural Landscapes and Coastal Natural Character Landscapes (ONLs/CNCLs) identified in the Proposed Christchurch Replacement District Plan. Due to Environment Court proceedings in 2007 a number of areas fell out of the scope of the appeal⁶ and were therefore excluded from the Operative Banks Peninsula District Plan, while they were identified as Outstanding Natural Landscape and/or Coastal Natural Character in the Banks Peninsula Landscape Study 2007.

The review in the Addendum report is structured around the 31 landscape character areas that were outlined and described in detail in the Banks Peninsula Landscape Study 2007. The landscape character areas are considered to be a useful way to cluster landscapes with similar attributes. The Addendum report is therefore used as an addendum to the existing Banks Peninsula Landscape Study 2007 to outline the rationale for the identification of additional areas and/or in some cases, removal. In addition to the areas that were beyond the scope of appeal, some minor amendments have been made to some of the previously identified Outstanding Natural Landscape areas reflecting changes which have occurred to the landscape since 2007. As a very general comment it is noted that the changes which had occurred to the landscape since 2007 are mostly in relation to land use and development (i.e. residential subdivision) or changes to vegetation (i.e. the expansion or reduction of indigenous vegetation or changes to forestry areas for example). Ngāi Tahu cultural values and historical associations have not, as a general observation, changed since 2007 but with the additional research undertaken and documented in the Te Pātaka o Rākaihautū/Banks Peninsula Landscape Study Ngāi Tahu Values Addendum, more detail is now known about them. This has enabled the study team to reconfirm these values within the ONLs already identified, and where appropriate, make changes in light of this information – the addition of Te Waihora/ Lake Ellesmere and Wairewa/ Lake Forsyth as ONL are two notable proposed changes. It is noted that the Te Pātaka o Rākaihautū/Banks Peninsula Landscape Review Addendum Report 2015, as an addendum to the Banks Peninsula Landscape Study 2007 only notes where **amendments have been made** to Outstanding Natural Landscapes or Coastal Natural Character areas – which are otherwise as per the Operative Banks Peninsula District Plan.

Furthermore, CNCL areas were assessed in detail in terms of their natural character to identify whether they qualify as areas of high, very high or outstanding natural character. This is one of the requirements under the New Zealand Coastal Policy Statement 2010 (NZCPS) which was released in December 2010. The NZCPS tasked local authorities under Policy 13 to map or otherwise identify (at least) areas of high natural character in the coastal environment. The CNCL areas from the current plan were reviewed, and where required ecologists were involved in defining the degree of natural character of these areas, to fulfil the NZCPS requirement (see also methodology).

The ONL/ CNCL boundary review was primarily carried out as a desktop analysis, where changes to the ONL/ CNCL areas (based on the reduction of scope as described above) were considered first. As part of this assessment the study team referred back to the values and characteristics outlined in the Landscape Study (BML, 2007) and assessed whether the values and characteristics were reflected correctly through the current boundary outlines (for further detail refer to the Te Pātaka o Rākaihautū/Banks Peninsula Landscape Review Addendum Report 2015).

⁶ Appeal to the Environment Court on Variation 2 to the Rural Zones of the Banks Peninsula District Plan - Environment Court Decision C 45/2008

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3.7. Comparison of the Te Pātaka o Rākaihautū/Banks Peninsula District Landscape Studies and the Ōtautahi/Christchurch Landscape Study 2015

It should be noted that there are some minor differences between the three landscape studies as a result of the particular context each was carried out under. The next section explains how the differences have been addressed to ensure consistency between the landscape assessments and evaluations as far as possible.

3.7.1. Identification of Ngāi Tahu cultural values as part of the landscape assessment across the District

As part of the Banks Peninsula Landscape Study 2007, a supplementary paper was produced by leading experts with a mandate to provide advice on Ngāi Tahu cultural values for the former Te Pātaka o Rākaihautū/Banks Peninsula District at the time.

However since then more detailed information on Ngāi Tahu cultural values has become available. Advice received from Mahaanui Kura Taiao Ltd representing Papatipu Rūnanga and discussion with the Rūnanga Working Focus Group during the District Plan Review has identified the importance of addressing the cultural values within the Outstanding Natural Landscapes on Te Pātaka o Rākaihautū/Banks Peninsula in more detail. As a result of this advice, further more detailed research into Ngāi Tahu cultural values has been undertaken and documented in an addendum report to the Banks Peninsula Landscape Study 2007. The Te Pātaka o Rākaihautū/Banks Peninsula Landscape Study Ngāi Tahu Values Addendum was used to confirm and elaborate on the Ngāi Tahu cultural values within each of the ONLs previously identified in the Banks Peninsula Landscape Study 2007. While the Banks Peninsula Landscape Study 2007 had previously acknowledged many of these values at a high level and their importance contributed to the overall ONL evaluations, the detail of the Ngāi Tahu cultural values was not always included. The Te Pātaka o Rākaihautū/Banks Peninsula Landscape Study Ngāi Tahu values Addendum sets out these values for each ONL within the existing boundaries of the ONL.

This has enabled the approach to the review of the Te Pātaka o Rākaihautū/Banks Peninsula Landscape to become more in line with the Ōtautahi/Christchurch Landscape Study 2015 which sought to integrate Ngāi Tahu cultural values into the landscape assessment throughout the process.

3.7.2. Discussion with stakeholders and partners

All of the landscape assessment studies undertaken for the District have included discussion with stakeholders and / or partners however there are some differences in the way in which this occurred due to the different contexts in which the studies were carried out. These differences are outlined as follows:

The Banks Peninsula Landscape Study 2007 included several stakeholder and information evenings as part of the landscape evaluation process. One on one meetings with affected landowners were also undertaken.

The subsequent Te Pātaka o Rākaihautū/Banks Peninsula Landscape Review Addendum Report 2015 also included extensive one on one informal discussion and information gathering with potentially affected land owners (prior to the 28th of January 2015).

The Te Pātaka o Rākaihautū/Banks Peninsula Landscape Study Ngāi Tahu Cultural Addendum Report 2015 has included discussion with peer reviewers and also with the Rūnanga Working Focus Group.

The Ōtautahi/Christchurch Landscape Study 2015 has included workshops with the Rūnanga Working Focus Group and the District Plan Review Collaborative Advisory Group.

4. Summary of the Ōtautahi/Christchurch Landscape Study 2015 findings

The findings of the Ōtautahi/Christchurch Landscape Study 2015 are set out in detail in the Study which should be referred to in conjunction with this report, but findings are summarised below to highlight key points.

In summary the landscape and features which were found to be outstanding at a District scale within Ōtautahi/Christchurch City include the upper slopes and unbuilt ridgelines of the Port Hills/Ngā Kohatu Whakararakarakao Tamatea Pōkai Whenua including Awaroa / Godley Head (landscape), Travis Wetland/Ōruapaeroa (feature), the Te Ihutai/Avon-Heathcote Estuary (feature), South Brighton beach and Spit/Te Kōrero Karoro and Estuary entrance (feature), Brooklands Lagoon and Spit/ Te Riu o Te Aika Kawa, the Waimakariri River (feature) and Riccarton Bush/Pūtārikamotu (feature).

Significant landscapes and features include the lower slopes of the unbuilt Port Hills/ Ngā Kohatu Whakararakarakao Tamatea Pōkai Whenua (where not outstanding), the Ōtākaro /Avon, Ōpāwaho/Heathcote, Styx/Pūharakekenui, and Ōtūkaikino River's, Waikākāriki/Horseshoe Lake, Te Ihutai/Avon-Heathcote Estuary surrounds (where not outstanding), New Brighton beach (where not outstanding), Styx Mill Reserve, and the West Melton/ Ōkakea Dry Grasslands.

Brooklands Lagoon/Te Riu o Te Aika Kawa has also been identified as an area of outstanding natural character within the coastal environment overlay, while South Brighton Spit and the Te Ihutai/Avon-Heathcote Estuary and parts of the Godley Head cliffs and coastline have been identified as having at least high natural character.

5. Summary of the Banks Peninsula Landscape Study 2007 findings and subsequent Te Pātaka o Rākaihautū/Banks Peninsula Landscape Review Addendum Report 2015

As previously discussed a comprehensive landscape study was undertaken for the former Te Pātaka o Rākaihautū/Banks Peninsula District in 2007. This Study identified Outstanding Natural Landscapes, areas of High Coastal Natural Character, and the Rural Amenity Landscape (initially called the 'Visual Amenity Landscape') and should be read in conjunction with this report.

In summary many parts of the coastline, islands, crater rims, upper slopes and ridgelines were found to be outstanding natural landscapes or features while much of the coastline was also identified as having high natural character (note that the current requirement to differentiate between high, 'at least high' or 'outstanding' natural character was not in existence as the NZCPS '10 did not yet have effect). The balance of the rural zoned Te Pātaka o Rākaihautū/Banks Peninsula was found to be a Rural Amenity Landscape (initially called the 'Visual Amenity Landscape'). These findings were largely incorporated into the currently operative Banks Peninsula District Plan following decisions by the Environment Court and High Court⁷.

As previously mentioned it was not considered necessary to undertake a new landscape study for Te Pātaka o Rākaihautū/Banks Peninsula, but rather to conduct a review to check the findings. This is because:

⁷ Briggs v Christchurch City Council NZEnvC C45/2008, 24 April 2008, Pacific Investment Trust v Christchurch City Council HC CIV 2008-409-2743, 19 February 2009.

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1. the Banks Peninsula Landscape Study 2007 essentially used the same methodology required by the Canterbury Regional Policy Statement '13 (and utilised by the Ōtautahi/Christchurch Landscape Study 2015);

2. the Banks Peninsula Landscape Study 2007 has been the subject of a substantial amount of consultation, lengthy mediation and Environment Court proceedings and a decision by the Environment Court⁸.

The following aspects were identified for attention in the review:

1. Out of Scope Areas
2. Changes to landscapes or features which had occurred since 2007
3. Changes which had been made to the New Zealand Coastal Policy Statement since 2007

These are explained in detail below.

5.1. Out of Scope Areas

Method seven of Chapter 19 – Rural of the Operative Banks Peninsula District Plan refers to coastal natural character areas and areas of outstanding natural landscapes and features which were identified in the Banks Peninsula Landscape Study in 2007 but which fell out of the scope of Variation 2 to the Rural Zones of the Banks Peninsula District Plan. This was because the only coastal natural character areas and outstanding natural landscapes and features which were included in the Operative Plan were those which were the subject of a submission and fitted within the geographical scope set by the Environment Court and all others which had been identified in the Landscape Study were excluded (refer to the Te Pātaka o Rākaihautū/Banks Peninsula Landscape Review Addendum Report 2015 for further detail). Method seven of the Banks Peninsula District Plan states that the Council will review these areas to consider whether they should be incorporated into the Plan (see below) – presumably at the next District Plan Review.

“Method 7: Inclusion of areas identified in the Landscape Study (2007)
(Updated November 2010)

The Council intends to carry out a section 32 analysis to determine whether to include areas identified in the Landscape Study as Outstanding Natural Landscapes and Coastal Natural Landscapes which have not been included within the provisions of the Plan.” (Source: Operative Banks Peninsula District Plan, Chapter 19, Method 7)

The review of areas identified as outstanding natural landscapes or coastal natural character landscapes in the Banks Peninsula Landscape Study 2007 but not included in the Banks Peninsula District Plan was therefore undertaken in accordance with Method 7 of the Plan. The assessment of these areas (i.e. those which were previously identified as outstanding or coastal natural character but not included in the Banks Peninsula District Plan) has therefore been the first priority in the current review; and the inclusion of these where they were considered appropriate upon reassessment, forms the majority of the proposed changes to the operative Outstanding Natural Landscapes and Features (ONLFs) and areas of high coastal natural character (HCNC). Generally speaking these additions are relatively small areas compared to the currently operative ONLFs and HCNC areas, and in most cases consist of adjusting boundary lines to better reflect the underlying landform or vegetation i.e. biophysical and sensory values. This is further explained in the Te Pātaka o Rākaihautū/Banks Peninsula Landscape Review Addendum Report 2015 which should also be referred to for a detailed explanation.

⁸ Briggs v Christchurch City Council NZEnvC C45/2008, 24 April 2008

5.2. Changes which had occurred to landscapes or features since 2007

The second priority has been to check for landscape or land use changes to already included landscapes which mean that additional areas should be included or excluded, or boundary lines adjusted. These pick up a few instances where a sizeable area of residential subdivision or commercial forestry had occurred within a currently operative ONLF or HCNC, meaning that these areas needed to be excluded as they no longer qualify as ONLF or HCNC.

5.3. Changes which had occurred to the New Zealand Coastal Policy Statement since 2007

Currently operative areas of high natural character in the coastal environment were also assessed as to whether the classification of natural character should remain as high, or be reclassified as very high or outstanding (under the requirements of the current NZCPS '10).

The above revisions are collated and documented in the Te Pātaka o Rākaihautū/Banks Peninsula Landscape Review Addendum Report 2015 which is to be read together with, and as an addendum to the Banks Peninsula Landscape Study 2007, and also accompanies this technical report.

It should be noted that the Te Pātaka o Rākaihautū/Banks Peninsula Landscape Review Addendum Report 2015 is based on the same structure as the Banks Peninsula Landscape Study 2007 where landscape values are assessed and described within 31 separate 'landscape character areas' for consistency and convenient interpretation. Likewise the Te Pātaka o Rākaihautū/Banks Peninsula Landscape Study Ngāi Tahu Cultural Addendum Report 2015 follows the same structure in assessing Ngāi Tahu cultural values within each character area. This approach is also followed in the Ōtautahi/Christchurch Landscape Study 2015 where the City is divided into landscape character areas of similar landscape character.

6. Maps and schedules

Detailed mapping of Outstanding and Significant Natural Landscapes and Features and coastal natural character areas was carried out in GIS (Geographic Information System) software in conjunction with the landscape identification and evaluation process to map the findings on planning maps as detailed overlays.

All Outstanding and Significant Natural Landscapes and Features and Coastal Natural Character areas are listed in schedules with a unique identifying code, planning map reference, name and description and location information. It should be noted that the schedule names and location information for Te Pātaka o Rākaihautū/Banks Peninsula follow the same naming structure used in the Banks Peninsula Landscape Study 2007 where names follow the 31 character areas identified around the Peninsula for continuity and convenience. The Ōtautahi/Christchurch listings then follow on in numerical order for consistency across the District.

7. Cross boundary considerations

While the District boundaries are to follow the Mean High Water Springs demarcation, landscape features which cross multiple Territorial Local Authority boundaries are nonetheless identified for the District as whole features in the technical evaluations. This is because of they have been evaluated as a comprehensive / intact landscape or feature, in order that the extent of the landscape / feature applying within the District and the values applying there can be considered within the context of the landscape / feature as a whole. This is also considered to be a more useful approach when working with neighbouring Territorial Authorities.

It should be noted that while landscapes or features may be found to be outstanding at a Regional level it does not necessarily follow that they will be found to be outstanding at a District level and visa versa. For example Te Pātaka o Rākaihautū/Banks Peninsula is identified as an outstanding natural feature as a whole at a regional scale in the Canterbury Regional Landscape Study Review 2010. This

is because the Study was undertaken at a regional scale. It is acknowledged in the Canterbury Regional Policy Statement that landscapes or features which are outstanding at a regional scale are not necessarily outstanding at a District scale and are subject to more detailed District level landscape assessments (refer to the Canterbury Regional Landscape Study Review 2010, Page 6).

8. Relationship of landscape and coastal natural character areas with underlying zones and the Rural Amenity Landscape of Banks Peninsula

While objectives and policies relating to Outstanding and Significant Natural Landscapes and Features and Coastal Natural Character areas within the coastal environment overlay are contained in Chapter 9 – Natural and Cultural Heritage of the Proposed Christchurch Replacement Plan, the management of these often relies on the provisions of the underlying zones in other Chapters. For example the rules relating to the Significant Landscape of Te Pātaka o Rākaihautū/Banks Peninsula (the currently operative RAL) are mostly found in the Rural Chapter as they relate very closely to the Rural zone and strongly reflect the rural working landscape. This relationship is indicated in the diagram below:



Figure 5: Indicative diagram showing the relationship of landscape and coastal natural character areas as overlays which sit above the underlying zones.⁹

Dark blue = Outstanding natural landscape, Light blue = Areas of at least high coastal natural character, Purple = Areas of outstanding coastal natural character, Yellow lines = Important ridgelines, **Balance area = Rural zone and also 'significant' landscape / the currently operative 'Rural Amenity landscape' on Te Pātaka o Rākaihautū/Banks Peninsula / Banks Peninsula.**

The Rural Amenity Landscape was the subject of considerable discussion in the Environment Court¹⁰ and subsequently in the High Court¹¹.

The key findings in respect of the Rural Amenity Landscape (now proposed to be called the Significant Landscape for Te Pātaka o Rākaihautū/Banks Peninsula) were inserted into the Banks Peninsula District Plan and include Objectives, Policies and Rules in a number of chapters including the subdivision, rural, and coastal chapters.

⁹ Source of underlying aerial photograph: Google Earth. Note: the areas shown in this diagram are indicative only and do not represent actual listed places.

¹⁰ Appeal to the Environment Court on Variation 2 to the Rural Zones of the Banks Peninsula District Plan - Environment Court Decision C 45/2008

¹¹ Pacific Investment Trust v Christchurch City Council HC CIV 2008-409-2743, 19 February 2009.

The findings were discussed in depth in the Environment Court Decision (refer to page's 25, 26, 29 - 33, 58, 59, 60 - 67 of the Decision in particular). Essentially the concept of a Visual Amenity Landscape (importantly changed to the Rural Amenity Landscape as this was seen to better reflect the rural working landscape) was upheld by the Environment Court at an objective and policy level in respect of the Rural Amenity Landscape, and also in relation to rules including minimum lot size, 'main' or 'important ridgelines', reflectivity and building clusters (note: the minimum lot size was later amended by High Court decision CIV 2008-409-2743).

These provisions have been reviewed from a landscape perspective and in summary are still considered to be appropriate mechanisms for ensuring that the landscape qualities of the Rural Amenity Landscape (as established in the Environment Court Decision and the Operative Banks Peninsula District Plan) are maintained. See also case studies in Appendix 3.

9. Relationship with the Coastal Environment Overlay

Multi-criteria analysis was used to determine the landward extent of the coastal environment. A series of workshops were held with technical experts in the fields of ecology, coastal hazards and coastal geology, landscape planning, parks and recreation, heritage and planning at which the following criteria from Policy 1 (2) of the New Zealand Coastal Policy Statement 2010 were applied and ranked in order of influence:

- a. natural coastal character;
- b. coastal landscape and ecology;
- c. coastal natural hazards;
- d. interaction with coastal marine area;
- e. public access and recreation;
- f. heritage values; and
- g. practical and reasonable approach.

The landward extent of the Coastal Environment is shown as an overlay on the District Plan maps. Submissions may result in further refinements to the overlay.

10. Landscape overlay approach

Landscape overlays are being used on Planning Maps in order to clearly identify the extent of all Outstanding and Significant Natural Landscapes and Features and coastal natural character areas. These overlays will 'sit above' the underlying zones and relate to specific objectives and policies within the proposed Natural and Cultural Heritage Chapter, together with rules (where additional provisions are required) but will otherwise rely on the underlying zone rules.

Landscapes and features identified within the District often have other means of management for example under the Reserves Act or other Acts of Parliament. This has been considered when analysing potential sensitivities in relation to land use, subdivision and development, and in providing landscape management recommendations.

11. Landscape sensitivities in relation to potential land uses and landscape management recommendations

Sensitivities in relation to potential land uses have been identified for all Outstanding and Significant Natural Landscapes and Features and coastal natural character areas (refer to the Landscape Management Recommendations Report (Stage 3 of the Ōtautahi/Christchurch Landscape Study 2015 which is attached to this Report in Appendix 2, and Section F of the Banks Peninsula Landscape Study 2007). These sections should be referred to as they have contributed to the relevant landscape related

rules in various chapters. Appendix 3 of this Report also contains a series of case studies which have been undertaken to examine the outcomes of particular landscape management mechanisms from a technical landscape point of view. The full case study documentation is not included in this report but key findings and recommendations are presented.

12. Cultural Landscapes

As previously discussed Significant Landscapes and Features have been identified where these fall below the threshold of Outstanding Natural Landscapes or Features (ONL/Fs) for Ōtautahi/Christchurch. Cultural Landscapes (different to cultural values as part of the assessment of ONL/Fs) have not been addressed although it is noted that some of the features and landscapes within the City (including the Avon River within the Central City) have rated at least “high” in terms of Ngāi Tahu and European associative values and these can be used to inform future work with a specific emphasis on cultural landscapes under Chapter 13 of the Regional Policy Statement if this is considered appropriate. Cultural landscapes are addressed in the Heritage Technical Report.

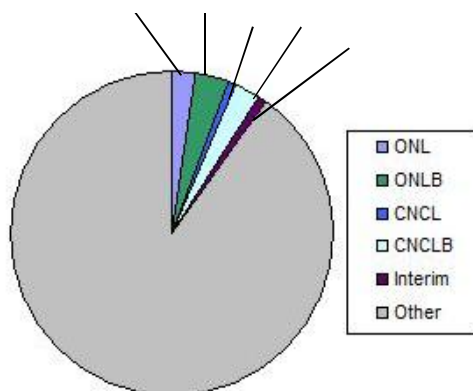
13. Overview of landscape related consents within the District

An analysis was undertaken of resource consents lodged with the Council for Te Pātaka o Rākaihautū/Banks Peninsula since 2005, together with interviews with Council Officers who are experienced in processing relevant landscape related resource consents (i.e. where resource consent was required because of non compliance with a rule/s relating to landscape provisions). Te Pātaka o Rākaihautū/Banks Peninsula was the focus for a more detailed resource consent analysis because this is the area of the District where the operative landscape provisions are located (as discussed previously the Ōtautahi/Christchurch City area has very little in the way of operative landscape provisions). The purpose of analysing landscape related resource consents was to inform the review of landscape related rules from a technical landscape perspective. The following high level findings of the resource consent analysis are listed and graphically illustrated below together with comments¹²:

High Level Trends in the Outstanding Natural Landscapes and Features (for Pātaka o Rākaihautū/Banks Peninsula) during the ten year period from 2005 – 2015.

- (1) The total number of landscape consents during the period between 1 January 2005 – 31 August 2015 in the Te Pātaka o Rākaihautū/Banks Peninsula (former District area) was 1,174. Of these, a total of 45 consents (4% of total) fall within an ONL or CNCL area. These increase to 116 consents (10% of total) when the buffer zones (currently the operative RAL) are included.

Landscape related consents as a proportion of total consents from 2005 - 2015



Legend:

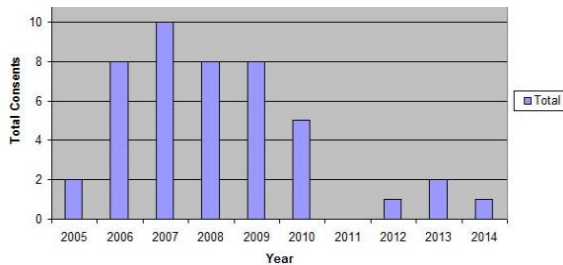
ONL = Outstanding Natural Landscape/Feature
ONLB = Outstanding Natural Landscape/Feature within Buffer
CNCL = High Coastal Natural Character Landscape area
CNCLB = High Coastal Natural Character Landscape area within Buffer
Interim = The above provisions when not yet operative

¹² It should be noted that while every attempt was made to accurately reflect landscape related consents using the consent data available 100% accuracy is not guaranteed given source data limitations.



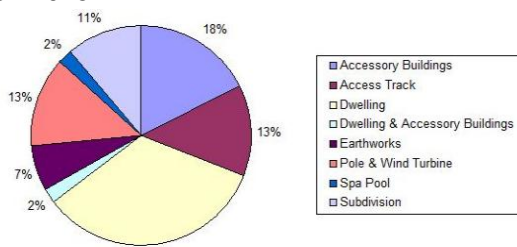
- (2) 80% of the resource consents occurred during the years when the ONLF & CNCL areas were being finalised and incorporated into the currently operative Banks Peninsula District Plan (2005-2009).
- (3) 2007 had the highest number of resource consent applications with 10 consents in total. Applications have been dropping since this point with only 0-2 applications per year for the last 4 years.

Landscape related consents as a proportion of total consents from 2005 - 2015

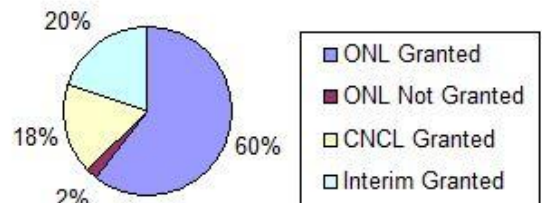


- (4) The majority of applications occur near settlements such as Akaroa (13%), Diamond Harbour (16%), Governors Bay (13%) and Lyttelton (22%).
- (5) The majority of consents relate to dwellings and accessory buildings (53%). The balance of consents is primarily made up of access ways, telecommunications, subdivision applications and earthworks.

Landscape related consents by activity from 2005 - 2015

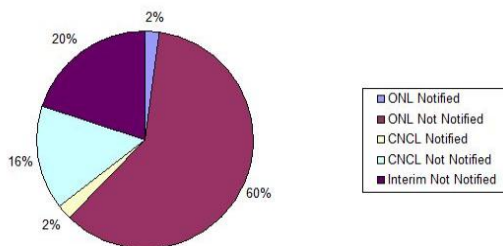


Landscape related consents granted vs not granted from 2005 - 2015



- (6) Only 1 consent application was declined.
- (7) Only 2 consent applications were notified.

Landscape related consents notified vs not notified from 2005 - 2015



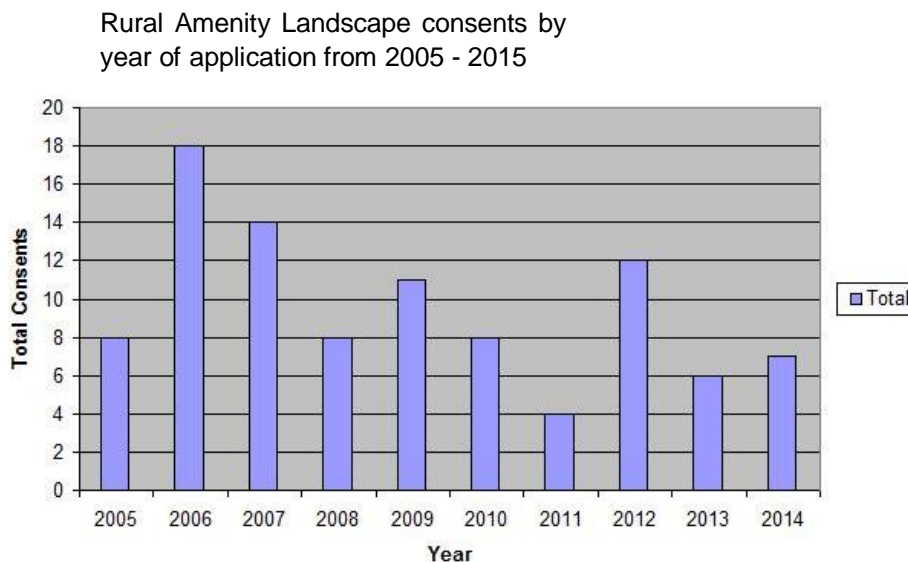
Analysis of trends identified for Outstanding Natural Landscapes and Features Pātaka o Rākaihautū/Banks Peninsula during the ten year period from 2005 – 2015

1. The relatively small number of consents relating to Outstanding Natural Landscapes and Features (ONL/Fs) as a proportion of total consents may be because in many cases areas of ONL/Fs are not suitable for certain types of land use or development. For example, sites in these areas are often steep, and at high elevations which are exposed to prevailing winds and adverse weather. Providing infrastructure and services such as roads and electricity to these sites can also be challenging and expensive.

2. The fact that the highest number of consents occurred within 2007 may reflect that this coincided with the period during which the currently operative landscape provisions were being incorporated within the Banks Peninsula District Plan (2007-2009).
3. The very small number of consent applications which were declined and/or notified is likely to be due to applications being well prepared, activities appropriately designed and sited, and the provision of mitigation measures to reduce or minimise adverse effects. It is also important to note that pre-application discussions with applicants before consents were formally lodged with the Council often resulted in increased clarity around the Plan's expectations and made it more likely that applications would be successful. It is recommended that pre-application discussions are continued to be provided for together with other non regulatory measures including guidelines and general land owner advice (see also the following section 14 on non regulatory methods).
4. The relatively large number of consents (in comparison with the overall number of ONL/F related consents) lodged within the buffers to ONL/Fs and High Natural Character areas within the Rural Amenity Landscape is noted. A number of case studies have been carried out for these buffer areas to test their effectiveness and they are considered to be an important tool for managing potential adverse effects on ONL/Fs. It is noted that methods such as buffers are provided for in the Canterbury Regional Policy Statement 2013, Policy 12.3.2.

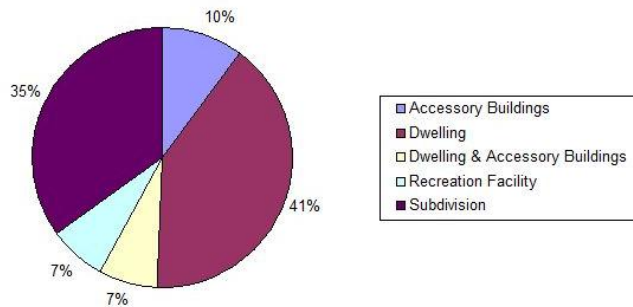
High Level Trends in the Rural Amenity Landscape (Pātaka o Rākaihautū/Banks Peninsula) during the ten year period from 2005 – 2015

- (1) Of the consents that were reviewed in the RAL, they tend to range between 7-12 applications per year with the largest number being 18 consents in 2006 and 14 in 2007 (being 33% of total applications for the period 2005-2014). Of these 2006-2007 consents, 66% related to dwellings and/or accessory buildings, 22% to subdivisions and 13% to recreation facilities.



- (2) Of the total data, 58% relate to dwellings and accessory buildings, 34% to subdivisions and 7% to recreation facilities; this is a slightly different ratio to those in 2006-2007.

Rural Amenity Landscape consents by activity from 2005 - 2015



- (3) The majority of applications occur near settlements with Akaroa (18%) and Wainui (17%) having the largest number.
- (4) Only 2 consent applications were declined (both in 2007). One was in relation to a dwelling on an undersized lot in a highly visible location; this was declined due to the adverse effects this would have on the landscape character. The other consent was in relation to a visitor accommodation complex that was also proposed to be in an open, elevated area currently free from other buildings. Again it was deemed that the effects on landscape character were too great.
- (5) 11 consent applications were notified including limited notification (11% of the total), and as of August 2014 there were 6 suspended consents (6% of total applications), some of these dating back as far as 2006.
- (6) The consents that were notified were for a range of activities including dwellings (45%), recreation facilities (27%) and subdivisions (27%).

Analysis of trends identified for Rural Amenity Landscape for Te Pātaka o Rākaihautū/Banks Peninsula during the ten year period from 2005 – 2015

1. The large number of resource consents lodged in 2006-2007 (as noted in 1 above) could be the result of the anticipated change to the District Plan based on the Environment Court landscape proceedings. This is similar to the trend we saw in the ONL/F consents.
2. Consents can go into suspension for a variety of reasons; not necessarily for landscape reasons. Consents in the RAL can relate to a property that is below the minimum size threshold; as such these applications are more likely to have delays from affected party approvals. Other factors that can mean that a consent is suspended include delays on geotechnical reports, discharge consents or certification of compliance from the Canterbury Regional Council. Most consents that are suspended are eventually reactivated even when they have been suspended for a long period of time.
3. There were a total of 7 consent applications for recreation facilities; of these applications only one was declined (as noted in 4 above). It is noted that the currently operative District Plan does not readily recognise recreation facilities as an anticipated activity. However, this is proposed to be changed so that recreation facilities are better provided for in the proposed replacement plan (see also case studies in Appendix 3).

14. Non Regulatory Methods

There are a variety of other methods which are available to support land owners and applicants when applying for a resource consent or plan change within an outstanding natural landscape or feature, an area of coastal natural character, or a significant landscape or feature.

These include free advice from landscape specialists and planners (available as pre-application advice prior to when consents are formally lodged with the Council); and development guidelines which are available to provide assistance with preparing the assessment of environmental effects in relation to landscape and/or natural character matters.

The Council's Biodiversity and Public Open Space Strategies provide strategic policy advice and guidance for the protection and enhancement of the District's 'high quality' landscapes. These Council adopted Strategies provide high level policy direction on the outcomes which are sought for landscapes across the district. They also seek the protection and enhancement of important landscapes or features through land purchase (on a 'willing seller, willing buyer' basis) – either by Council or other parties, and there have been land purchases in recent years aligning with aims of these Strategies. A proposed Landscape Strategy is also underway which will address opportunities to provide further support to landowners whose land is included within an Outstanding Natural Landscape or Feature, or a coastal natural character area.

The Banks Peninsula Conservation Trust carries out important work in relation to the protection and enhancement of ONL/Fs, CNC areas and other areas of the Rural Amenity Landscape with important landscape values by working with land owners to provide guidance and financial support for conservation projects. In addition, many land owners will choose to place a Banks Peninsula Conservation Trust Conservation Covenant over parts of their property which have special landscape values. Often this decision is made at the time of applying for a subdivision and/or land use consent and, where appropriate, the legal protection of landscape values provided by the covenant would be taken into account at the time the consent is processed. Council provides financial support and guidance to the Trust.

15. Appendix One: Summary of the legislative context in relation to landscapes and coastal natural character

There are a number of national and regional legislative requirements which the Proposed Replacement District Plan must give effect to in respect of the District's Landscapes and Coastal Natural Character areas. These legislative requirements are summarised below to explain the legislative context in which the technical landscape assessment review work has had to be undertaken under and according to. It is noted that the New Zealand Coastal Policy Statement 2010 and the Canterbury Regional Policy Statement 2013 both provide very specific direction for the assessment of outstanding natural landscapes and features and coastal natural character areas.

15.1. Resource Management Act 1991

Sections 6 (a) and 6 (b) of the Resource Management Act 1991 require the Council to recognise and provide for the preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development. It also requires the protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development.

Section 7 of the Resource Management Act 1991 directs the Council in relation to managing the use, development, and protection of natural and physical resources, to have particular regard to Section 7 (c) the maintenance and enhancement of amenity values, and (f) the maintenance and enhancement of the quality of the environment.

15.2. New Zealand Coastal Policy Statement 2010

Policy 13 of the Coastal Policy Statement concerns natural character and requires the preservation of the natural character of the coastal environment and the protection of it from inappropriate subdivision, use and development:

Adverse affects of activities on natural character in areas of the coastal environment with outstanding natural character are to be avoided; significant adverse effects avoided; and other adverse effects are avoided, remedied or mitigated in all other areas of the coastal environment including by:

- Assessing the natural character of the coastal environment of the region or District, by mapping or otherwise identifying at least areas of high natural character; and ensuring that regional policy

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statements, and plans, identify areas where preserving natural character requires objectives, policies and rules, and include those provisions.

Policy 13 also requires recognition that natural character is not the same as natural features and landscapes or amenity values and may include matters such as:

- a. natural elements, processes and patterns;
- b. biophysical, ecological, geological and geomorphological aspects;
- c. natural landforms such as headlands, peninsulas, cliffs, dunes, wetlands, reefs, freshwater springs and surf breaks;
- d. the natural movement of water and sediment;
- e. the natural darkness of the night sky;
- f. places or areas that are wild or scenic;
- g. a range of natural character from pristine to modified; and
- h. experiential attributes, including the sounds and smell of the sea; and their context or setting.

Policy 15 addresses Outstanding Natural Landscapes and Features and seeks to protect the natural features and natural landscapes (including seascapes) of the coastal environment from inappropriate subdivision, use, and development by:

- a. avoiding adverse effects of activities on outstanding natural features and outstanding natural landscapes in the coastal environment; and
- b. avoiding significant adverse effects and avoid, remedy, or mitigate other adverse effects of activities on other natural features and natural landscapes in the coastal environment; including by:
- c. identifying and assessing the natural features and natural landscapes of the coastal environment of the region or District, at minimum by land typing, soil characterisation and landscape characterisation and having regard to:
 - i. natural science factors, including geological, topographical, ecological and dynamic components;
 - ii. the presence of water including in seas, lakes, rivers and streams;
 - iii. legibility or expressiveness – how obviously the feature or landscape demonstrates its formative processes;
 - iv. aesthetic values including memorability and naturalness;
 - v. vegetation (native and exotic);
 - vi. transient values, including presence of wildlife or other values at certain times of the day or year;
 - vii. whether the values are shared and recognised;
 - viii. cultural and spiritual values for *tāngata whenua*, identified by working, as far as practicable, in accordance with *tikanga Māori*; including their expression as cultural landscapes and features;
 - ix. historical and heritage associations; and
 - x. wild or scenic values;

Policy 15 also requires that regional policy statements, and plans, map or otherwise identify areas where the protection of natural features and natural landscapes requires objectives, policies and rules; and includes these objectives, policies and rules required in plans.

15.3. Canterbury Regional Policy Statement 2013

Chapter's 8 (Coast) and 12 (Landscape) of the Regional Policy Statement set out objectives and policies in relation to natural character and landscapes within the coastal environment; and outstanding natural landscapes and features and other important landscapes that territorial authorities must give effect to.

Objective 8.2.4 of Chapter 8 Coast – seeks the preservation, protection and enhancement of the coastal environment. It states that in relation to the coastal environment:

- (1) Its natural character is preserved and protected from inappropriate subdivision, use and development; and
- (2) Its natural, ecological, cultural, amenity, recreational and historic heritage values are restored or enhanced.

Technical Landscape Overview Report

Author: Hannah Lewthwaite, Senior Landscape Planner, Christchurch City Council

Accompanying Policy 8.3.4 seeks the preservation of the natural character of the coastal environment and to preserve and restore the natural character of the coastal environment by:

- (1) protecting outstanding natural features and landscapes including seascapes from inappropriate occupation, subdivision, use and development;
- (2) protecting and enhancing indigenous ecosystems and associated ecological processes;
- (3) promoting integrated management of activities that affect natural character in the coastal environment and the coastal marine area, in particular coastal landforms and landscapes that are significant, representative or unique to the region;
- (4) avoiding new development adjacent to the coastal marine area that will compromise areas of high natural character; and
- (5) in appropriate situations, imposing or reviewing restoration or rehabilitation conditions on resource consents and designations.

Objective 12.2.1 of Chapter 12 - Landscape seeks the identification and protection of outstanding natural features and landscapes. It states that, 'Outstanding natural features and landscapes within the Canterbury region are identified and their values are specifically recognised and protected from inappropriate subdivision, use, and development.'

Objective 12.2.1 explains that,

"Landscape is an integral element of the environment and potential land-use effects on landscape values require an integrated management response. Changes in landscape can also affect the relationship of Ngāi Tahu with ancestral land, sites and wahi tapu.

Landscape is multi-dimensional and includes natural science, legibility, aesthetic, shared and recognised, transient, heritage and tāngata whenua values. These values can also overlap with the statutory considerations in Section 6(a) of the RMA concerned with natural character, Section 6(c) significant areas of indigenous vegetation and significant habitats of indigenous fauna, Section 6(f) historic heritage, and Section 8 in relation to the principles of the Treaty of Waitangi."

This Objective is accompanied by policies which are set out below:

Policy 12.3.1 – Identification of outstanding natural features and landscapes seeks to identify the outstanding natural features and landscapes for the Canterbury Region, while:

- (1) recognising that the values set out in Appendix 4 indicate the outstanding natural features and landscapes for Canterbury, at a regional scale;
- (2) enabling the specific boundaries of outstanding natural features and landscapes, for inclusion in plans, to be determined through detailed assessments which address the assessment matters set out in Policy 12.3.4(1).

Accompanying methods require the following:

Territorial authorities:

Will:

(2) Set out objectives, policies and methods, including maps, to identify outstanding natural features and landscapes in District plans:

- (a) at the time of a relevant District plan review, change or replacement; or
 - (b) within 7 years of the CRPS becoming operative;
- whichever is sooner.

Should:

(3) Request applicants for privately initiated plan changes or resource consents, where relevant, to provide appropriate assessments as to whether the site is located within, or near, an outstanding natural feature or landscape; its associated values; and any actual or potential effects on those areas.

Local authorities:

Will:

(4) Work collaboratively to map outstanding natural features and landscapes, while:

(a) having particular regard to the values set out in Appendix 4, relevant District landscape studies, and the matters to be considered in such assessments as set out in Policy 12.3.4,

- (b) considering the findings of the Canterbury Regional Landscape Study Review 2010,
 - (c) providing reasoning as to why areas are, or are not, considered to be outstanding natural features or landscapes in relation to the assessment matters under Policy 12.3.4 and the values in Appendix 4.
 - (d) have regard to any geopreservation sites when considering the location of outstanding natural features.
- (5) Engage with Ngāi Tahu as tāngata whenua to identify the values of cultural significance associated with outstanding natural features and landscapes as part of detailed assessments. This process will be assisted by iwi management plans.

Should:

- (6) Undertake changes to regional plans at the same time as changes to District plans where appropriate, following the detailed analysis of landscapes referred to in Method 12.3.1 (4) above to ensure consistency of identification.

Such plan changes should be heard jointly.

Policy 12.3.2 – Management methods for outstanding natural features and landscapes: - ensure management methods in relation to subdivision, use or development, seek to achieve protection of outstanding natural features and landscapes from inappropriate subdivision, use and development.

Accompanying methods require the following:

Territorial authorities:

Will:

- (2) Set out objectives, policies or methods in District plans to avoid, remedy or mitigate adverse effects of subdivision, use and development of land on the values of outstanding natural features and landscapes and protect them from inappropriate subdivision, use and development, and in particular;

(a) will continue to enable activities that maintain the integrity of landforms and their associated landscape values; and

(b) may achieve protection through methods such as zoning, overlays or land purchase; and

(c) may include provisions that provide for covenanting, pest management, revegetation, or other mechanisms as appropriate to the values concerned.

Should:

- (3) Engage with the public, landowners and resource users when undertaking detailed identification of outstanding natural features and landscapes.

May:

- (4) Where it is appropriate, include provisions for areas located adjacent to or in near proximity to an outstanding natural feature or landscape in order to protect the values associated within that outstanding natural feature or landscape from inappropriate subdivision, use and development.

Policy 12.3.3 – Identification and management of other important landscapes: - Identifying and managing other important landscapes that are not outstanding natural landscapes, for natural character, historic cultural, historic heritage and amenity purposes.

Accompanying methods state:

Local authorities may:

Set out, objectives, policies or methods that provide for the appropriate management of other important landscapes, including for their natural character, historic cultural or historic heritage values, and amenity values. Where these landscapes warrant such management, this may include the protection of such landscapes from inappropriate subdivision, use and development.

Policy 12.3.4 – Consistency of identification and management of outstanding natural features and outstanding natural landscapes: - seeks to achieve regional consistency in the identification of outstanding natural features and landscape areas and values by:

- (1) considering the following assessment matters which address biophysical, sensory and associative values when assessing landscape in the Canterbury region:
 - (a) Natural science values
 - (b) Legibility values
 - (c) Aesthetic values
 - (d) Transient values
 - (e) Tāngata whenua values
 - (f) Shared and recognised values
 - (g) Historic values
- (2) requiring methods for landscape management to be developed and considered, having regard to the management methods in adjoining Districts or regions, and the extent to which these may, in combination, protect outstanding natural features and landscapes.

Accompanying methods state:
Territorial authorities:
Will:

 - (2) When identifying and assessing outstanding natural landscapes and features, include and apply the assessment matters in Policy 12.3.4 at the time of District plan reviews, council-initiated, or privately requested plan changes, as well as in the assessment of resource consent applications which involve landscape management considerations for outstanding natural landscapes and features.

Objective 12.2.2 – Identification and management of other landscapes requires the identification and management of other important landscapes that are not outstanding natural landscapes. It states that other important landscapes may include:

 - (1) natural character
 - (2) amenity
 - (3) historic and cultural heritage

Policies 12.3.2 (outlined above) and 13.3.3 (discussed in the heritage technical report) implement this objective.

Objective 12.2.3 – consistency of assessment and management seeks to ensure consistency of management of outstanding natural features and landscapes across the Canterbury region. Policy 12.3.4 (outlined above) implements this objective.

15.4. The Canterbury Regional Landscape Study Review 2010

The Canterbury Regional Landscape Study Review 2010 was undertaken to update the 1993 Canterbury Regional Landscape Study as part of reviewing the Canterbury Regional Policy Statement 2013. It identifies Outstanding Natural Landscape values at a Regional Level. The Canterbury Regional Landscape Study identifies the outstanding natural landscapes and features of the Canterbury Region and sets these out in Appendix 4 of the Canterbury Regional Policy Statement 2013 with a list of the identified values. The Outstanding Natural Landscapes and Features identified within the Ōtautahi/Christchurch District at a *regional scale* are Te Pātaka o Rākaihautū/Banks Peninsula including the Port Hills/Ngā Kohatu Whakarakarakao Tamatea Pōkai Whenua, Te Waihora/Lake Ellesmere, the Waimakariri River and Brooklands Lagoon/Te Riu o Te Aika Kawa.

15.5. Proposed Strategic Directions Chapter of the Proposed Replacement District Plan

Objective 3.6.4 Natural and Cultural Environment of the Proposed Replacement District Plan (decisions version) provides the following overarching direction for the District's landscapes and features:

3.3.9 Objective – Natural and cultural environment

[The requirement for further or alternative strategic direction to be provided in respect of the "Natural and cultural environment" will be reconsidered by the Panel as part of its further hearing of relevant proposals.]

A natural and cultural environment where:

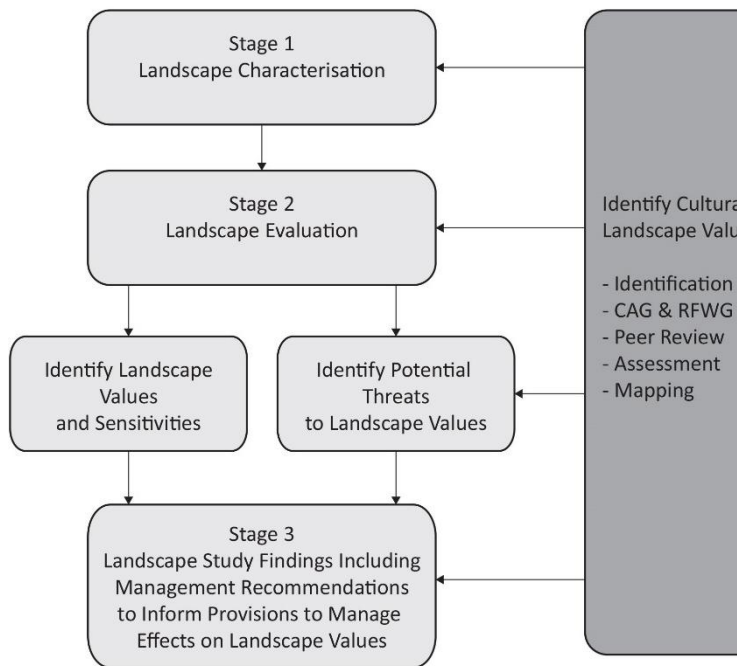
- (a) People have access to a high quality network of public open space and recreation opportunities, including areas of natural character and natural landscape; and
- (b) Important natural resources are identified and their specifically recognised values are appropriately managed, including:
 - (i) outstanding natural features and landscapes, including the Waimakariri River, Lake Ellesmere/Te Waihora, and parts of the Port Hills/Nga Kohatu Whakarakaraka o Tamatea Pokai Whenua and Banks Peninsula/Te Pātaka o Rakaihautu; and
 - (ii) the natural character of the coastal environment, wetlands, lakes and rivers, springs/puna, lagoons/hapua and their margins; and
 - (iii) indigenous ecosystems, particularly those supporting significant indigenous vegetation and significant habitats supporting indigenous fauna, and/or supporting Ngāi Tahu Manawhenua cultural and spiritual values; and
 - (iv) the mauri and life-supporting capacity of ecosystems and resources; and
- (c) Objects, structures, places, water/wai, landscapes and areas that are historically important, or of cultural or spiritual importance to Ngāi Tahu Manawhenua, are identified and appropriately managed.

16. Appendix Two: Landscape Management Recommendations Relating to Ōtautahi/Christchurch City (Stage Three of the Ōtautahi/Christchurch Landscape Study 2015)

The following recommendations are based on the findings of the landscape characterisation and evaluation, which was undertaken for stage three of the **Ōtautahi/Christchurch Landscape Study 2015** by Boffa Miskell Ltd. The Landscape Study identified Outstanding Natural Features and Landscapes (ONF/L under RMA S6b), Significant Natural Features and Landscapes (SNF/L under RMA section 7(c)). This identification is based on the evaluation of the biophysical, sensory and associative attributes found within each of the Landscape Character Areas described in the Study. Furthermore, an assessment of the natural character of the coastal environment has been undertaken in accordance with section 6(a) of the RMA, and the requirements of the NZCPS.

This sensitivity analysis of the identified ONF/Ls was carried out to determine their sensitivity to land use change. This task also includes a broad analysis of potential threats to these landscape values that could arise. This required close cooperation with Council staff, who are aware of current and potential land use management issues, to ensure that this analysis of threats is up-to-date and applicable to the District's resource management context. The summary of identified issues in this document may inform recommendations for the management and protection of important landscape values which can then be incorporated into policies and methods (including non-regulatory methods).

The recommendations also include comments on existing and potential land use occurring in each one of the Landscape Character Areas. These pressures for landscape change, together with the values and sensitivities of these areas described in the evaluation have been used to develop an appropriate set of landscape management mechanisms including rules, together with advice from Council officers. This has also been supplemented by a number of case studies which have been prepared to research and document key findings in relation to developing and/or reconfirming appropriate landscape management mechanisms. These are attached in Appendix 3 of this Report.



The diagram to the left outlines the approach that was taken for the Preparation of the Ōtautahi/Christchurch Landscape Study 2015 and subsequent advice on Landscape Management outlined in this document. The landscape characterisation and evaluation helped to inform the analysis of landscape sensitivities and threats, which in turn form the basis for management recommendations. This process included specific work to include Ngāi Tahu cultural values in the assessment.

16.1. Landscape Evaluation and Identification of ONF/Ls and SNF/Ls

The Ōtautahi/Christchurch Landscape Study 2015 was focussed on the identification of Outstanding (ONF/L) and Significant (SNF/L) Natural Features and Landscapes based on the evaluation of landscape attributes within each character area. Case law developed over a period of years has confirmed that the identification of landscape values through a rigorous assessment process determines whether a landscape meets a certain 'quality threshold'.

While the identification of SNF/Ls was not part of the initial brief for the study, these areas were identified due to their relatively high landscape value, which in the view of the study team lies just below or around the threshold for ONF/L identification. This means that landscapes and features could be considered under SNF/Ls that may be relatively modified biophysically but very important in terms of their cultural associations. While some of these landscapes/ features may have high amenity values, ONF/Ls were only identified in areas that contained other high landscape values. The term 'Significant' has been used in this study to identify natural features and landscapes that do not meet the quality threshold for 'Outstanding' in terms of their values.

The values of SNF/Ls can be compared to Visual Amenity Landscapes (VAL), which have been identified in other Districts under section 7(c) of the RMA. Within Te Pātaka o Rākaihautū/Banks Peninsula Visual Amenity Landscapes (section 7(c) landscapes) have been referred to as Rural Amenity Landscapes (RAL), a term that reflects more appropriately the character of the rural working landscape present on the peninsula. Some of the SNF/Ls within Ōtautahi/Christchurch differ in character from the RALs due to the differences in land types found on the flat parts of Ōtautahi/Christchurch and the urban context. The parts of Ōtautahi/Christchurch that are most comparable to Te Pātaka o Rākaihautū/Banks Peninsula in landscape character are the Port Hills, which fall into the same volcanic land type. The SNF/Ls along the base of the hills (between Dyers Pass Road and Halswell Quarry) are particularly similar in character to the RALs due to the mosaic of land uses.

As part of this report the values for each of the identified ONF/Ls and SNFL/Ls has been made explicit. This evaluation makes the rationale behind the ONF/L identification more transparent and will help to ensure that 'value thresholds' around landscapes of the District are comparable. Other parts of the

District plan may also offer protection for landscape elements and qualities for areas that have not been identified in the Landscape Study, such as sites of ecological significance or cultural/ heritage sites.

The boundaries of the identified ONF/Ls and SNFL/Ls have been defined at a scale of at least 1:5,000 to reflect the quality of aerial photography available for the city which allows for detailed assessment and boundary identification.

16.2. Natural Character Evaluation of the Coastal Environment

In addition to the identification of ONF/Ls and SNFL/Ls the Ōtautahi/Christchurch Landscape Study also provides an assessment of the extent and natural character of the Coastal Environment within the city in response to the release of the 2010 New Zealand Coastal Policy Statement (NZCPS). The Landscape Study has identified the extent of the Coastal Environment within the city based on the interpretation of Policy 1 of the NZCPS from a landscape perspective. If this Coastal Environment is adopted into the Proposed Plan or if, for example a Coastal Zone is more practical, is ultimately a decision for Council to take and is not a matter for consideration in this report. The extent of the Coastal Environment is relevant in relation to several policies of the NZCPS, as different management mechanism may be developed for areas that hold either outstanding natural character (NZCPS Policy 13) or outstanding landscape value (NZCPS Policy 15).

The NZCPS has highlighted the need for identification and mapping of special landscapes occurring within the coastal environment. Policies 13 and 14 of the NZCPS (2010) have been dedicated to the preservation and restoration of natural character. This includes the identification and protection of coastal landscapes with high or very high (outstanding) natural character¹³. Local authorities are tasked under Policy 13 to map or otherwise identify (at least) areas of high natural character in the coastal environment. It is, therefore, considered appropriate (1) to determine the inland extent of the coastal environment, (2) the degree of coastal natural character present and (3) the spatial extent of any specific preservation or protection 'zones' necessary.

In accordance with section 6(a) the Council has determined the existing attributes and extent of natural character and assessed how these will be affected by a specific proposal. This approach is also required under the NZCPS 2010. However, Policy 13 of the NZCPS 2010 also specifically requires that an evaluation is made as to whether the natural character in the existing coastal environment is outstanding or not (in order to determine whether Policy 13(1)(a) or 13(1)(b) is triggered). Policy 13(1) of the NZCPS 2010 states:

- (1) To preserve the natural character of the coastal environment and to protect it from inappropriate subdivision, use and development:
 - (a) avoid adverse effects of activities on natural character in areas of the coastal environment with outstanding natural character; and
 - (b) avoid significant adverse effects and avoid, remedy or mitigate other adverse effects of activities on natural character in all other areas of the coastal environment;

From a landscape perspective it is only (1) the extent of the coastal environment and (2) the degree of natural character/ landscape value within these areas. Accordingly, an appropriate approach may be to group the areas:

- a) core natural character areas where the coast is largely unmodified, very special natural qualities are present and a strong control regime is essential (these correspond to the areas of at outstanding natural character referred to in the NZCPS 2010), as well as ONF/Ls in the coastal environment,
- b) coastal areas with predominantly natural characteristics where targeted protection mechanisms are appropriate (areas of high or very high natural character), and

¹³ Policy 13 (c) assessing the natural character of the coastal environment of the region or District, by mapping or otherwise identifying at least areas of high natural character;

- c) coastal areas where specific controls, over and above those applying to the general zone, are unjustified.

The Coastal Policy Statement also covers the protection of historic heritage in the coastal environment and highlights the need for integrated management not only of historic sites, but also their context. It requires councils to initiate assessment and management of historic heritage in the context of historic landscapes (Policy 17 (c)). Under Policy 2(g) the NZCPS also requires consideration of areas of special value to Tāngata Whenua.

16.3. Pressure for Landscape Change

The potential pressure for modification within the identified landscapes, in particular from land use change, is difficult to predict and is expected to be dependent largely on economic variables. Certain future development is likely to occur in specific places, such as motorways, quarrying, residential development and rockfall protection, as they are dependent on available resources and demand. In addition long-term processes, such as climate change and coastal hazards (including erosion), may induce significant landscape change in the coastal environment over the coming decades. While there is a level of uncertainty in relation to future landscape change in terms of man-made modifications and other processes, an attempt was made in this document to describe the sensitivities of the identified landscape values and land use change issues.

It is acknowledged that some areas within the identified ONF/Ls and SNF/Ls vary internally in landcover and landscape quality. There is a difference in how these internal variations present themselves within Outstanding and Significant landscapes.

For an Outstanding Natural Landscape (ONL) or Feature, where individual buildings/ structures or other modifications occur in an ONF/L, the immediately surrounding land may not necessarily provide the same outstanding natural values that may be displayed in the wider ONL. Generally modifications occur in confined areas within the ONF/Ls, and as such do not reduce the value below the "outstanding" ranking.

Where while man-made structures and land cover modifications occur within Significant Natural Features/Landscapes, they tend to be more wide-spread and hence reduce the landscape values. (Source: Ōtautahi/Christchurch Landscape Study 2015).

In most South Island Districts ONLs are generally associated with rural land uses, in particular extensive farming. The confined and relatively small ONLs within Ōtautahi/Christchurch City are likely to require different management to large rural areas of the high country, as pressures for change are expected to be very different. The potential impacts of landscape modifications will vary between each of the identified ONF/Ls and SNF/Ls. The sensitivities of an ONF/L do not only depend on their landscape values, but they also relate to the visibility of an area, its importance as a visual resource, and its accessibility to the public as a recreation/ education/and cultural resource. Appropriateness of potential future activities and actual effects of any proposed change needs to be assessed on a case to case basis.

It is difficult to anticipate potential threats to the landscape in the future, as they are highly dependent on external drivers such as technological progress and economic factors. Therefore, there is a need to regularly review the District plan in the light of external pressures and ongoing landscape change. Landscape change has occurred over the past decades, since the preparation of the current (1997 and 1995) Ōtautahi/Christchurch and Te Pātaka o Rākaihautū/Banks Peninsula District Plans. This type of capacity approach is suitable for specific areas that are experiencing particular pressures, but is less appropriate for the entire city. A capacity study may help to identify, for example areas suitable for more intensive residential development in areas that are currently zoned rural.

16.4. Landscape Sensitivities in Relation to Potential Land Uses

The Ōtautahi/Christchurch Landscape Study 2015 described the Landscape Values for each Character Area in detail to provide in depth information on the sensitivities of these areas in relation to landscape change. The sensitivities of the areas are summarised below in more general terms. For specific information on landscape values, see Section 4 of the Landscape Study.

Landscape sensitivities in relation to land use and landscape change for each character area:

Port Hills Character Areas:

Landscape Sensitivities:

- The volcanic landform of the crater rim and radial spurs is highly legible. The coherent sequence of spurs and valleys is sensitive to the introduction of human-made structures and unnatural lines.
- Continuity of impressive rock outcrops, some of which are geopreservation sites, and features of both Māori and European cultural significance along crater rim, specific peaks and major ridgelines.
- Visually sensitive skyline that forms the backdrop to Ōtautahi/Christchurch, characterised by a general absence of human-made structures on the upper slopes and ridges.
- Outlook from the hills to coast and mountains, which is highly valued by recreationists. This is also important to tāngata whenua, where views from the hills to significant maunga (mountains) along Kā Tiritiri o Te Moana (the Southern Alps) and various pā/kāinga (settlements) are valued. A particular case is with Ōtūmatua (Kitchener's Knob) in the Halswell/Kennedy's Bush area.
- Natural patterns of the hills, in terms of landform and land cover, are sensitive due to geomorphological, ecological and aesthetic values.
- Native vegetation – both remnants and restored bush in gullies / cliffs and tussocks on spurs and slopes.
- The colours of the hills reflect the seasonal changes and have become important to the people of Ōtautahi/Christchurch. The land cover and colours reflect both natural and human management processes across the hills.
- Tāngata whenua values are associated with numerous named peaks and significant access routes including (from west to east) Ō-Mawete/Coopers Knob, Ō-Rongomai/Cass Peak, Ōtūmatua (Kitchener's Knob), Ōtūtohukai (ridge south of Dyers Pass), Puke Atua/Dyers Pass and Te Pōhue/Sugarloaf, Te Iringa o Kahukura (a spur on the ridge east of Dyers Pass), Te Ahi a Tamatea/Rāpaki Rock, Te Upoko Kurī/Witch Hill, Ōtaranui/The Tors, Te Whakatakanga o te Ngārehu a Tamatea (range east from Rāpaki towards Ohinehou/Lyttelton), Te Tihi o Kahukura/Castle Rock, Te Moenga o Wheke (a locality near Te Tihi o Kahukura), Ō-Kete-Upoko (summits above Lyttelton, including Mt. Cavendish), and Tauhinu-Korokio/Mt. Pleasant.
- A number of pā and kāinga are also significant on the hills, including Tauhinu-Korokio located near the summit of Mt. Pleasant. This pā was linked directly to Te Ihutai/the estuary by a trail along Te Awa Kura/Watsons Creek to the site known as Waipātiki and in the vicinity of Moncks Cave/Bay. Numerous caves and rock shelters used traditionally are also important across the Port Hills.
- Historic and heritage buildings, structures and places (including waahi taonga/tapu and archaeological sites) and their settings have specific management and maintenance requirements.
- The Port Hills form a major recreation resource for the city, and public access to the land and recreation infrastructure is highly valued by many.

Potential landscape change issues in relation to land use:

- Structures, such as dwellings, and unnatural linear features (e.g. roads, tracks, transmission lines, shelterbelts, fence lines, earthworks including blasting, subdivisions, etc), can reduce the natural appearance and openness of the hills. Design, including height/ bulk, and location of structures have to be taken into account for determination of effects, as well as cumulative effects with other (existing

and proposed) development. The landscape's ability to absorb change depends on visual sensitivity (includes general visibility, viewer expectations and mitigation potential), landscape value/ character sensitivity (incorporating naturalness, aesthetics, openness assessed on a local scale) and level of existing landscape modification (includes perceptual and experiential issues). Pressure for future expansion of residential development along the existing boundaries of residential zones on the Port Hills. Some spurs have been developed to high elevations.

- Potential for change of rural character with high amenity values along the base of the Western Port Hills, if intensive residential development occurs in these areas.
- Exotic plantation forestry can lead to unnatural lines, visual scarring during harvest, sedimentation in waterways and loss of legibility of rock outcrops. Scale, location, layout, species and boundary treatment are likely to be relevant factors in terms of visual effects. It is important to note that other forms of re-forestation including ecological restoration and indigenous continuous canopy forestry may not have the same impacts and should be considered differently.
- Extensive grazing is utilised to manage the competition of exotic weeds and maintain the openness of tussock grasslands, and to assist with reducing fire risk, while the fencing and restoration planting of wetter gullies can help regeneration of woody vegetation in these areas. Both weed and pest control needs consideration here.
- Removal of native vegetation, in particular regenerating forest and shrubs, as well as native scrub, may have adverse effects on the natural appearance, and both the cultural and ecological value of the hills.
- Some rock cliffs and caves pose risk in terms of rock fall, and may be exacerbated by earthquake events, with implications for recreation and residential use as well as significant cultural values associated with those formerly utilised and/or those still containing archaeological material. Some legible cliffs and rock outcrops with their associated plant communities may be sensitive to engineering works.
- Proposed road closure in relation to the Summit Road and established recreation routes.

Coastal Character Areas:

Landscape Sensitivities:

- Strong predominance of natural elements, patterns and processes at Te Riu o Te Aika Kawa/Brooklands Lagoon and Waimakariri River mouth.
- Dunes are susceptible to erosion from the sea and wind.
- The openness of the beach along Pegasus Bay and on Awaroa/Godley Head and the long distance views to Te Pātaka o Rākahautū/Banks Peninsula and the Port Hills are important visual and cultural attributes of the coastal areas.
- The visual continuity of the coastal character areas is influenced by land cover and location of human-made structures in relation to the beach and dunes.
- Ecological values are associated with both remnant and restored native vegetation on and behind the dunes. Wetlands and dune slacks are now rare and potentially ecologically valuable.
- Both Te Ihutai/Avon-Heathcote estuary and Te Riu o Te Aika Kawa/Brooklands Lagoon are highly productive, sensitive ecosystems, which form very important native bird, fish and shellfish habitat and can provide for mahinga kai.
- The interface of the intertidal area and the landward side of the coastal environment can be an area of particular sensitivity to change.
- Coastal wetlands were a major component of Ōtautahi/Christchurch's landscape before human modification and drainage occurred. Very few examples of these ecosystems remain.

- Key cultural sites across the Awaroa/Godley Head area include the former pā site of Ōtokitoki, as well as the key travelling route associated with Tapuwaeharuru/Evan Pass, the Awaroa headland that signals the entrance to Whakaraupō/Lyttelton Harbour for waka, the ridge from Awaroa to Tapuwaeharuru called Mahoenui, and Te Onepoto/Taylors Mistake, an important mahinga kai and recreation area.
- The historic sites across the Awaroa/Godley Head area are of high interest for the public and the long term maintenance of particular sites to safe standards is currently undertaken by DOC.
- The relative remoteness and wild appearance of the windswept beaches and exposed headlands and cliffs are important experiential attributes.
- The beaches of Pegasus Bay, Awaroa/Godley Head and Te Ihutai/Avon-Heathcote Estuary are extensively used by recreationists and the access to these areas is of importance to the public. The whole coastline is a mahinga kai of Ngāi Tahu as well as a formerly important travelling route connecting the various settlements from Te Ihutai north to Kaiapoi, including Ōruapaeroa between New Brighton and Travis Wetland.
- Brooklands Lagoon and the lower Waimakariri River and mouth are important mahinga kai sites, both traditionally and contemporarily. A number of kāinga, mahinga kai, urupā and archaeological sites, as well as the existence of the Pūharakekenui Māori Reserve attests to significant Ngāi Tahu presence in the area.
- Te Ihutai is of particular importance to Ngāi Tahu due to associations with historic settlement, occupation and use of the estuary as a major mahinga kai. A concentration of archaeological sites, including caves, rock shelters and middens provide evidence of this along with the location of the former Māori Reserve where the oxidation ponds now stand.
- Other key landscape features of particular significance to Ngāi Tahu associated with Te Ihutai include: Te Kai a Te Karoro (former pā near Jellicoe Park), Ōhikaparuparu (mudflats off Ferrymead/Heathcote mouth), Te Pou o Tūtaemaro ('the Rock' or headland near Redcliffs), Te Ana o Hineraki/Moa Bone Cave, Ōtamahika (mudflats at Redcliffs), Waipātiki (channel at the outlet of Te Awa Kura/Watsons Creek), Rapanui/Shag Rock, Te Kōrero Karoro/South Brighton Spit, Tuawera/Cave Rock and Matukutakotako/Sumner Beach.

Potential landscape change issues in relation to land use:

- Modification or removal of the dunes along New Brighton may lead to both geomorphological and visual effects, as the residential areas are currently visually separated from the beach and ocean / Pegasus Bay, apart from the central pier area.
- Stormwater disposal could reduce the water quality of the coastal waters, in particular Te Ihutai/Avon-Heathcote Estuary. The sewage disposal from Bromley via the ocean outfall may have improved the situation for the estuary, but impacts on the coastal environment are unknown. Both have the potential to effect recreational and mahinga kai values associated with the coast and estuary.
- Seawalls, protection works and reclamation can potentially alter the natural character of the interface between tidal / coastal processes and terrestrial / freshwater processes, which may be reduced through human-made structures.
- The dredging and removal of native aquatic vegetation on intertidal mudflats or within the coastal environment in general may lead to adverse effects on the natural character and ecological and cultural values of coastal areas, including mahinga kai.
- Dune stabilisation can affect the natural character, depending on species from an ecological perspective (native versus introduced) and visual perspective (ground cover versus woody plants).
- Bird breeding and feeding areas at Te Riu o Te Aika Kawa/Brooklands lagoon, on Te Kōrero Karoro/South Brighton Spit, Te Ihutai/the estuary and Awaroa/Godley Head are ecologically and culturally important and sensitive to predators, including domestic pets.

- Public access to the coast is highly valued and, in some areas, private developments may result in loss or reduction of coastal access and recreation and mahinga kai opportunities. There may, however, also be future opportunities for enhanced access through the acquisition of land in the red-zone and the establishment of walkways (eg Sumner).
- Currently there are areas adjacent to Pegasus Bay (dunes) and Te Ihutai/the estuary (eg Linwood Paddocks) that serve as a buffer between intensive development and the coastline. Following the earthquakes, red-zoned areas along the eastern side of the estuary may increase this buffer.
- Motorised vehicle access onto the beach (eg Waimakariri mouth) may reduce its natural character.
- The landform of Te Kōrero Karoro/ South Brighton Spit is a dynamic landscape, susceptible to erosion and other coastal hazards, such as tsunamis. These hazards will have to be addressed separately.
- The planting of trees, e.g. as dune stabilisation, could reduce the openness and landscape character of the areas between Bottle Lake plantation forest and the spit. The potential for the encroachment of invasive species should also be considered when any planting is undertaken along with the restoration of appropriate native species to restore former coastal forest, dune communities and/or wetlands.

Waimakariri River Character Areas:

Landscape Sensitivities:

- The braided river bed of the Waimakariri is ecologically important bird habitat and provides unique visual qualities associated with the organic, sinuous shapes of islands and channels. This snow-fed river with a source in the Alps has high water quality and a flood regime that differs from the spring-fed rivers of Ōtautahi/Christchurch.
- The swamps located within the stop banks of the river are of high ecological importance and sensitive to change. They also hold potential cultural value as mahinga kai.
- Flood control measures have effects on natural patterns of braided river bed.
- Stop banks and bank stabilisation plantings have led to visual and ecological separation of river banks and their hinterland with farming activities encroaching.
- Recreational opportunities along the river and its banks as part of the Regional Park means that there are potentially a number of users that are sensitive to change.
- The ecological and cultural values and high water quality of the Ōtūkaikino are sensitive to change through surrounding land uses. The Ōtūkaikino is particularly significant for Ngāi Tahu being registered as a 'Wāhi Tapu' site and silent file area, due to its association with former burial practices.
- The Waimakariri River itself is culturally very significant, although the extensive modification of the South Bank/Channel has altered a number of key sites including: Te Rākai a Hewa/Kaiapoi Island, Te Rau-akaaka (near Stewarts Gully), Ōtamateraki (near Coutts Island), Taumatanui and Pukewhīnau (in the Coringa area).

Potential landscape change issues in relation to land use:

- Gravel extraction in the river bed can potentially lead to visual effects from human-made patterns, as well as ecological and cultural impacts (earthworks and stockpiling can lead to a loss of bird breeding areas, increased sediment inputs, reduced mahinga kai values etc). Due to the natural flood regime of the river, which shifts channels regularly, these effects may be temporary if they occur in the active river bed.
- Infrastructure in and adjacent to river bed can result in visual effects of introduced human-made elements, such as transmission lines, bridges, etc into a landscape that is otherwise dominated by natural processes.

- Exotic forestry and bank stabilisation planting within the active floodplain of the river may lead to further constraint of braided channels. This could cause a loss or change of ecological and geomorphological function.
- Weed infestation of the river banks, channels and bed is a potential threat to the open character of the braided river bed. Weeds also provide cover for pest species, which pose a threat to birds and other native fauna.
- Building of roads and structures within the river bed and floodplain (inside the stopbanks) could affect the biophysical values and natural character of the river and its margins.
- Encroachment of agriculture and potentially industrial and residential uses is generally limited by the stopbanks of the Waimakariri River. Modifications are potentially a threat for the hinterland of the Ōtūkaikino, including its associated wetlands. The increase of nutrients in the river and groundwater from fertilisation could lead to long-term effects for ecology as well as cultural impacts.

Rural and Grassland Character Areas:

Landscape Sensitivities:

- The rural landscape character with its amenity values is an important attribute of the outer parts of western and south-western Ōtautahi/Christchurch.
- The former braids of the Waimakariri River are currently still legible in the rural landscape where land uses have not led to substantial surface modifications, especially when seen from an aerial view.
- The shallow, stony soils on the southern side of the Waimakariri River provide a rare dry habitat for specialised plants. Some are of high ecological value in the context of a lowland river.
- The old, gnarly kōwhai trees and areas of kānuka shrubland create a very distinctive landscape character in parts of the grassland in the West Melton Reserves, and are associated with the former southern branch of the Waimakariri.
- The open savannah grasslands allow for long distance views, where they are not interrupted by shelterbelts.
- The former South Branch of the Waimakariri is important as a mahinga kai and travelling route, which lies between the known settlement and mahinga kai sites of Te Rākai a Hewa/Kaiapoi Island, Pukewhīnau/Coringa and Ōkākea/West Melton.
- Hendersons Basin is an important flood retention area for south west Ōtautahi/Christchurch with high rural amenity values and potential for ecological restoration. It is also culturally significant being the remnant of a former wetland associated with the mahinga kai area known as Ōtawhito, which was also the headwaters of the Cashmere Stream.

Potential landscape change issues in relation to land use:

- The rural landscape character of much of the outskirts of Ōtautahi/Christchurch has been compromised by extensive residential development over the past years.
- The dry soils with their associated plant communities of the Waimakariri South Bank may experience change through intensification of farming practices.
- The legibility of the former river braids could be reduced by introduction of unnatural lines through forestry, farming and subdivision.
- Gravel extraction has been established as a land use in the area and further expansion of abstraction areas could compromise the legibility of the natural surface patterns. The change of the rural character to a more industrial appearance associated with gravel extraction may impact on the landscape values of the wider area.

- Compartmentalisation of the open landscape through shelterbelts and a variety of land uses could compromise the coherence of the rural area, which has already occurred in the South West of Ōtautahi/Christchurch.
- The openness, which is naturally associated with savannah grasslands, means that the areas are sensitive to visual effects from modifications, such as vertical structures.
- An appropriate grazing regime is important to maintain the ecological values of the dry grasslands in the northwest of Ōtautahi/Christchurch. Fire is a danger to these areas in dry summer periods.
- The rural amenity of South West Ōtautahi/Christchurch, which includes rural outlook, openness and quiet, may already be compromised by residential development in many areas, which may extend further in the future.
- Protection, management and/or enhancement of the remnant wetlands and associated cultural values of Ōtāwhito / Hendersons Basin and the upper Cashmere Stream should be considered as part of any future rural and urban land use within the area.

Landscape Features:

Landscape Sensitivities:

- The urban context of rivers, springs and wetlands of Ōtautahi/Christchurch provides distinctive boundaries to the majority of features.
- The ecological values in many of the areas are improving due to active restoration and revegetation, but there is little to no extensive buffer to the surrounding intensive development.
- Many heritage and historic sites are located along the Ōtākaro/Avon and Ōpāwaho/Heathcote Rivers, as they were places for early settlement for both Māori and European people.
- Community interest in restoration of various reserves is high and access for public recreation is highly valued.
- The rivers, springs and wetlands (both former and existing) are of high importance to tāngata whenua and efforts to protect, restore and/or enhance these are critical to uphold cultural values, particularly for mahinga kai. This includes the former channels, depressions and other land forms associated with the rivers and their wetlands.
- The Ōtākaro/Avon River is lined by a network of key cultural sites throughout the catchment, both Māori and European. Key sites of significance to tāngata whenua include Hereora (near Avonhead), Ōhikahuruhuru in Fendalton, Pūtarikamotu/Riccarton Bush, Puāri pā and the kāinga of Ōtautahi in the central city, and Waikākāriki/Horsehose Lake and Ōruapaeroa/Travis Wetland in the lower reaches.
- For Ngāi Tahu, Pūtarikamotu/Riccarton Bush, Waikākāriki/Horsehose Lake and Ōruapaeroa/Travis Wetland are particularly significant, with all three being key pā sites as well as valuable mahinga kai areas. They continue to hold significance to tāngata whenua and all offer opportunities for ecological restoration and the recognition and enhancement of cultural values within the city.
- The Heathcote River gets its original name, Ōpāwaho, from the former pā site near the modern village of Opawa. The river itself was an important link for Ngāi Tahu connecting to travel routes between Whakaraupō/Lyttleton Harbour (via Rāpaki Track) as well as to the upper Huritini/Halswell River, and beyond to the plains and Te Waihora/Lake Ellesmere.
- The Styx Mill reserve area is not known as a specific mahinga kai area but is in the vicinity of the known food production site of Te Kōpareōihu and the kāinga of Ōrauwhata, near modern day Belfast, both situated along the course of the Pūharakekenui/Styx River.
- Waitākiri wetland is significant for its cultural values despite its currently degraded state. The wetland, which flowed into the lower parts of the Pūharakekenui/Styx River would have been part of a wider network of mahinga kai sites, including the trail network connecting to the New Brighton beach area

and the nearby pā of Ōruapaeroa/Travis Wetland. It too holds opportunities for restoration and the recognition of cultural values within Ōtautahi/Christchurch.

Potential landscape change issues in relation to land use:

- The rivers, springs and wetlands of Ōtautahi/Christchurch are mostly located within a highly developed urban context, which means that they are exposed to stormwater runoff. This can lead to altered flow regimes and high sediment and contaminant inputs, which in turn effects water quality and recreation and cultural values.
- Most of the key features are reserves in public ownership, which means that the risk of land use change is relatively low and public access is secured.
- Flooding is a major threat in some low-lying areas of Ōtautahi/Christchurch. Future changes to the river environment could include protection works along the major waterways, or alternatively urban retreat to provide additional floodplain and flood retention areas, such as the creation and/or re-establishment of wetlands.
- The earthquakes have led to changes in some of the features and their urban context, e.g. through red-zoning of land, which may provide opportunities for increasing buffer areas or the regeneration of vegetation and ecological habitat in the future.
- The amenity of landscape features, including former river channels, can be compromised through encroaching development, such as residential and industrial subdivision, earthworks, roading, and other buildings and structures that have adverse visual effects on the features' landscape character.

16.5. Potential Future Land Uses and Management Mechanisms

Within this section landscape vulnerability to a variety of human activities is addressed as part of the potential landscape management mechanisms. Landscape management mechanisms would ideally be targeted to the identified sensitivities and threats within each specific ONF/L area outlined in the previous section, but a range of generic aspects of landscape management that apply to all ONF/Ls are outlined below to reflect the wider range of values. Potential land uses that may change the appearance and identified values of various ONF/Ls are identified. The list is, however, not necessarily comprehensive and the future may hold a different range of uses that cannot be anticipated at the moment.

Tree planting:

Tree planting, particularly exotic plantation forestry, can have visual effects on the openness of the landscape and in some cases this reduction in openness can have adverse effects on the legibility of landscapes and features. Tree planting for commercial purposes, such as plantation forestry, is often linear in form with distinctive, unnatural edges and generally consists of exotic, single species monocultures. This results in an 'unnatural' appearance of plantation forests compared with indigenous vegetation communities, which generally contain a variety of plants of different age, size, colour and texture, which follow the natural terrain with more natural edges and transitions. The landscape effects of the larger scale, commercial plantation forests can also include the creation of access tracks and visual scarring of the landform during harvesting. Sedimentation and erosion are other potential environmental impacts from conventional plantation forestry, which in turn can affect waterways. On the other hand, tree planting for ecological restoration purposes and/or other methods of forestry including both indigenous and exotic continuous canopy forestry can have positive impacts on ecological values, landscape, soil and waterways.

When considering the effects of tree planting the scale, location and layout in relation to the underlying landform, species composition and edge treatment should be taken into account. While small-scale woodlots, shelterbelts, riparian planting, restoration and erosion control planting may be widely accepted in sensitive landscapes, large scale commercial forestry, particularly involving clear-felling of single species, could lead to significant visual and physical effects that causes degradation of landscape values.

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Author: Hannah Lewthwaite, Senior Landscape Planner, Christchurch City Council

Consideration should be given to:

- The scale of planting;
- Mix of species and the effect on the naturalness of the landscape;
- Visual domination, and in particular effects on openness of the landscape (if appropriate);
- The potential for the planting to block views from roads and other public or culturally significant places;
- Effects on existing vegetation patterns and any positive or negative impacts on ecological values;
- Layout, including spacing and pattern;
- Relationship to other areas of forestry and the potential for cumulative effects on landscape values;
- Potential to obscure or encroach upon important landforms;
- Location and visibility of tracks (covered by earthworks matters); and
- The purpose of the planting.

Earthworks and Quarrying:

Earthworks can leave exposed and cut surfaces which often contrast with surrounding vegetation and natural contours. Earthworks and quarrying can also completely destroy natural contours, depressions and historic landscape features and landforms, some of which may be significant to tāngata whenua.

In particular, if earthworks are carried out on slopes, the scarring can be visually prominent with an adverse effect on the surrounding landscape. The location, shape, volume and size of earthworks generally determines their visual impact, but other factors, such as extent and treatment of cut, batter and spill on slopes are also important aspects that can influence the landscape outcomes of larger-scale earthworks. On slopes, large-scale earthworks can also lead to erosion which can cause adverse visual effects over extensive areas, including increased sedimentation in nearby waterways.

The effects of quarrying can vary significantly depending on the type of extraction (eg rock quarry with exposed faces or gravel extraction from pits of a river). The extent of visibility is influenced by the location of the site and its elevation compared to surrounding viewpoints, as well as the scale of abstraction (vertical and horizontal extent). Apart from visual effects, ecological and cultural aspects of landscape values also need to be taken into account, particularly where significant ecological and/or cultural sites exist.

Removal of native vegetation:

For many of the ONF/Ls, the presence of both remnant and restored indigenous vegetation is an important contributing factor that adds to the natural science, ecological and cultural values of the areas. The quality and quantity of native vegetation cover varies considerably between ONLs. The extent and species composition of vegetation cover/ remnants needs to be considered when effects of vegetation removal are to be assessed. There is a strong overlap with parts of the District plan that are aimed at protecting the biodiversity of the District.

From a landscape perspective consideration should be given to the extent to which the loss of indigenous vegetation will adversely affect:

- The natural science values of an ONF/L
- The overall natural character of an area, including its natural elements, patterns and processes;
- Indigenous ecosystem integrity and function;
- Cultural values;
- Natural character associated with the coast, a water body or wetland

Furthermore, where restoration of native vegetation can contribute positively to the existing values, consideration for not only protection, but enhancement should be given.

Subdivision, Buildings and Structures:

Buildings and structures have the potential to modify the landscape depending on their location in relation to the topography, size, scale, height form, colour, materials and finish as well as surrounding existing, former and proposed vegetation. For residential dwellings, landscape change can also relate to other consequential modifications that lead to domestication, such as gardens, driveways, washing lines, etc.

Within rural Districts identified, ONF/Ls are often not suitable for intensive development due to their remoteness and often difficult access (eg for Districts that contain ONF/Ls in the high country). For Ōtautahi/Christchurch the proximity of the identified ONF/Ls to the urban context of the city puts increased pressure for residential development on them compared to many rural areas in other Districts. It may be appropriate to identify areas that are suitable to absorb residential and industrial development outside the ONLs to ensure future development is planned in a strategic rather than reactive manner. This strategic planning has recently occurred through various planning mechanisms following the Canterbury earthquakes, which have led to identification of greenfield sites within Ōtautahi/Christchurch for future residential subdivision.

Structures can also include telecommunication towers, electricity pylons, wind turbines, solar panels and other non-residential buildings, such as sheds or commercial/ industrial buildings. Ridgelines are particularly sensitive to the locations of structures, since their appearance on the skyline is often visually prominent from a variety of viewpoints. Likewise remnant river channels and wetland basins/depressions are sensitive to the development of residential and industrial land as they are low-lying and often overlooked. The expressiveness of particularly legible landforms may be modified by subdivision, buildings and structures, if they physically and visually dominate their surroundings.

Consideration of the following factors should be taken into account when assessing landscape and visual effects of subdivision, buildings and structures in ONF/Ls:

- Type of subdivision/building/structure and the effects on the rural/natural/cultural landscape character;
- Location in relation to the landform and topography and specific landscape features that are particularly legible within the ONF/L;
- Scale, form, and finish of any structure, including colour and materials;
- Impact on coherence of landscape character or pattern of natural features such as indigenous vegetation, coastal escarpments, ridges, rock outcrops, river channels, springs and wetland basins etc;
- The nature and extent of existing development within the vicinity or locality;
- Whether or not the proposal is likely to lead to the introduction of urban/domestic elements into the landscape, inconsistent with rural or visual amenity values.
- The extent to which the number of dwellings or the building location and coverage on a site would degrade, visually dominate or contrast with existing character, landforms and amenity values;
- The need for any increased height of a building/structure in order to undertake the proposed activity and how this may detract from views and outlook from adjoining properties or from public roads and places;
- Cumulative effects and potential to visually dominate the landscape;
- The benefits that may be obtained from clustering of buildings / structures within the landscape;
- It would be beneficial to provide design guidance in the Proposed Replacement Plan or through other non-statutory documents, which allows for detailed consideration of the design of any buildings or structures

Threats to landscapes can also arise from cumulative effects from a variety of activities or from incremental development over time, such as sprawl or 'creep' of development where an existing modification in the landscape leads to further co-location of modification.

As part of an assessment of landscape effects, opportunities for benefits should, however, also be taken into account. These benefits could include opportunities to remedy or mitigate an existing adverse effect and opportunities to protect open space from further development through eg the use of restrictive covenants. The extent to which a proposal avoids fragmentation of the landscape and allows for the physical and visual connections between natural features and elements should also be taken into consideration.

Flood Protection and Retention, Land Drainage and Stormwater:

Flood protection and retention works, land drainage and stormwater can also affect the values of ONF/Ls, particularly where these are associated with waterways or wetlands and associated ecological and cultural values. Consideration of a range of matters to protect and/or enhance waterways from such works is important.

17. Appendix Three: Case Studies to inform Landscape Management Recommendations

A number of case studies have been undertaken to examine the outcomes of particular landscape management mechanisms from a technical landscape point of view. The full case study documentation is not included in this report but key findings are summarised below.

17.1. Building Platform Technique

The requirement to identify building platforms at the time of subdivision is already included within the operative Banks Peninsula District Plan. From a landscape assessment point of view it is considered to be an important tool for ensuring that potential adverse effects on landscape values (as a result of developing the site later on) can be identified and managed at the time of subdivision. While subdivision itself does not directly result in adverse effects on landscape or natural character, it usually dictates the fundamental layout of sites including the location of buildings and overall building density. Building location and building density do have the potential to result in adverse effects on the Banks Peninsula landscape particularly when buildings are located within or adjacent to more sensitive areas such as highly visible ridgelines, areas of coastal natural character or outstanding natural landscapes or features. Rural amenity can also be adversely affected if the building densities or layout are resulting in an uncharacteristic reduction of open space within the generally open rural landscape (where buildings are still apparent but are generally subservient to the open space and natural features that dominate the rural landscape).

While potentially more cost and effort at the time of subdivision the building platform approach has the advantages of enabling more certainty at the time of building and potentially the ability to avoid applying for land use consent in addition to building consent and subdivision consent (thus resulting in significant time and cost reductions overall).

17.2. Building Clustering

Building clustering is a technique that is already included in the operative Banks Peninsula District Plan and involves grouping a new building/new buildings with existing buildings to limit the perception of 'urban sprawl'. The Banks Peninsula District Plan refers to 'existing building clusters.' This technique is considered to have some merit although there are also instances where clustering may not result in the best landscape outcomes and it is more appropriate to encourage a more dispersed pattern of development. It is recommended that discretion is provided for the Council to consider clustering or a more dispersed development pattern – depending on the situation. This is because while clustering buildings may be appropriate in a wider open landscape setting (see figure b), the same approach may not result in the best outcomes within a more confined area e.g. a landscape feature such as an

island or a peninsula for example (see figure c). *Note: the below illustrations are an example only and each situation needs to be considered on its particular merits.*

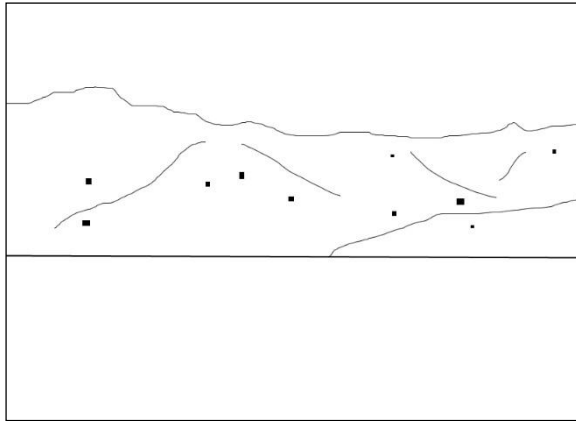
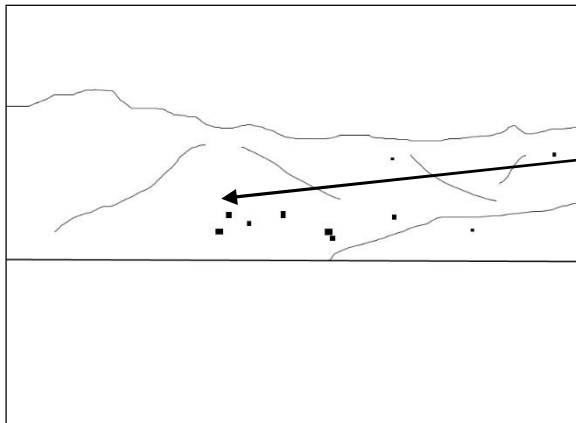
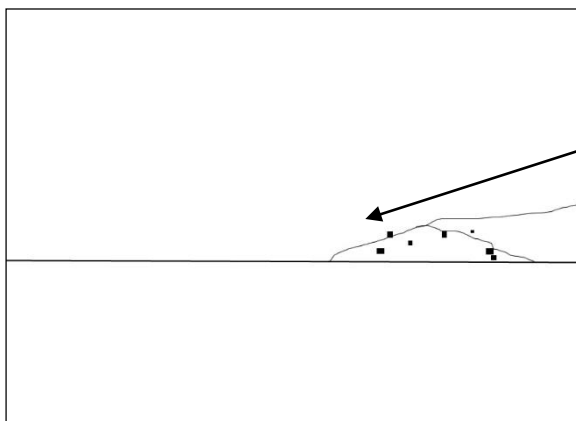


Figure a: Indicative diagram showing a typical 'rural' building dispersion pattern (as distinct from 'clustering')



Building cluster 'x'

Figure b: Indicative diagram showing a building cluster pattern in the wider landscape setting



Building cluster 'x'

Figure c: Indicative diagram showing a building cluster within a confined landscape setting

This is because the location of buildings is often a key determinant of landscape character within more sensitive landscapes or coastal natural character areas, and changes in building location can result in very different outcomes due to variations in topography and proximity to important landscapes or features as illustrated in the diagrams above. This is also closely related to the discussion in 17.1.

17.3. Forestry

Forestry, and in particular commercial forestry, is considered to have the potential to result in significant adverse effects on sensitive landscapes – particularly Outstanding Natural Landscapes or Features and Coastal Natural Character areas. This is because commercial forestry not only affects the aesthetic qualities of landscapes and features (such as legibility of the formative landscape processes) but usually also significantly alters the function of ecological and hydrological systems that are a fundamental part of the landscape qualities. For this reason it is considered appropriate to continue to manage new commercial forestry.

17.4. Buffer areas

The Environment Court Decision on the Te Pātaka o Rākaihautū/Banks Peninsula landscape resulted in the introduction of buffer areas being included adjacent to Outstanding Natural Landscapes and Coastal Natural Character areas as one of the ways to manage potential adverse effects on these more sensitive landscapes within the Operative Banks Peninsula District Plan. The buffer areas essentially require that subdivision, land use or development requiring a resource consent within a defined vertical and horizontal setback from ONL and CNC areas be subject to further controls to manage effects on the ONLs and CNC areas.

The case studies undertaken for the District Plan review considered different scenarios where the buffer areas had been identified and applied in land use consents, and has reinforced the importance of the buffer areas as a management tool for managing adverse effects on ONLs and CNC areas. As a general observation, this tool is considered to be particularly important in managing potential adverse effects on sensitive landscapes in situations where variable and/or steep topography or close proximity can exacerbate the adverse effects of some types of land use and development which is occurring on neighbouring sites. Buffer areas which allow for the effects of buildings or structures on sites adjoining ONLs or CNC areas to be considered are therefore an important tool for managing potential adverse effects on ONLs or CNC areas on Te Pātaka o Rākaihautū/Banks Peninsula.

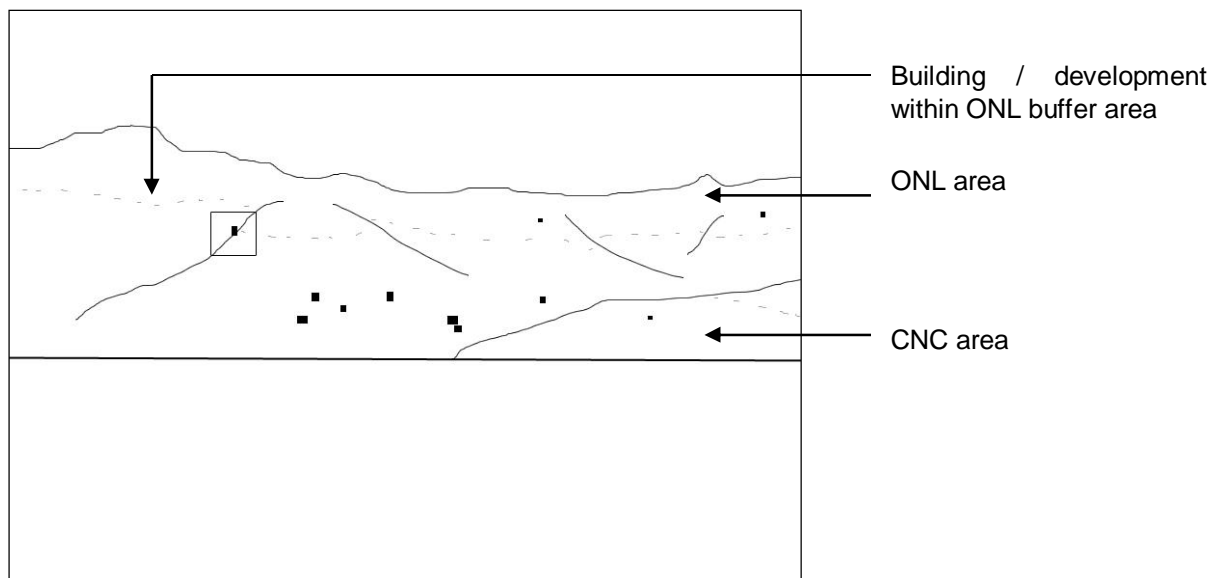


Figure d: Indicative diagram showing a building within an ONL buffer area which would trigger the ONL buffer rules



17.5. Recreation Facilities in ONL/Fs and CNC areas

The provision of recreation facilities to enable tourism and recreation activities within ONL/Fs and CNCs is considered to be an important way in which people can experience and appreciate the qualities of the District's special landscapes while also enabling the generation of revenue for many tourism and recreation providers. However the need to balance these benefits against the potential adverse effects associated with some types of facilities is also important in order to ensure that the qualities of the landscape which are being enjoyed are not also being eroded or destroyed by poorly designed or sited facilities.

For this reason thresholds for the scale of recreation facilities have been carefully considered – particularly for those buildings within ONLFs or CNCs which are often highly natural and uncluttered by buildings. This has informed the building footprint sizes for recreation facilities together with consideration of the space required for the practical and continuing use of such facilities. Examples of tramping huts within sensitive landscapes around New Zealand have also been considered together with recreation facilities such as huts and lodges already within ONLFs of CNCs on Te Pātaka o Rākaihautū/Banks Peninsula. Upon consideration of a number of examples, singular small scale buildings (i.e. those with footprints equal to or less than 100m² and single storied) appear to consistently 'fit well' within more sensitive landscape settings. Some examples are shown below:

Examples below 80sqm



Sign of the Bellbird

Approx floor area = 52sqm (current), 130sqm original
Height is single storey

Constructed of local stone with corrugated tin roof

Set against a vegetated hillside within a pastoral setting.



The Packhorse Hut

Contains 3 rooms, 1 small porch and 9 bunks

Approx floor area = 72sqm

Height is single storey, approx 3.5m

Constructed of local stone which blends with the colours & materials of the surrounding landscape.

Can be seen against the skyline from parts of the reserve and Lyttelton Harbour basin.



The Rod Donald Hut

Contains 2 rooms, a verandah and 9 bunks

Approx floor area = appears similar to Packhorse

Height is approx 5m due to staggering down the hillside.

Constructed of dark brown wooden slats.

Set against the hillside and vegetation.

17.6. Building Reflectivity controls

Controls on building reflectivity are already included within the Banks Peninsula District Plan (see section 3.9 of the Rural Chapter (Chapter 19) below.

3.9 Reflectivity (Updated November 2010)

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Author: Hannah Lewthwaite, Senior Landscape Planner, Christchurch City Council

The reflectivity of buildings and structure shall be no greater than 40% except for buildings located within an Existing Building Cluster.

Reflectivity is essentially a measure of the amount of visible light which is reflected back to the eye from structures or buildings. Excessive reflectivity or 'glare' can contribute to adverse effects on sensitive landscapes when it causes structures or buildings to become overly visually dominant in what would otherwise be a natural landscape setting. While some reflectivity is unavoidable and to be expected, limiting reflectivity to 40% will assist with avoiding excessive glare. Light reflectance values (LRV) are commonly provided for paint colours and excessive light reflectance off glazing can be avoided by utilising wider eaves or breaking up the extent of continuous glazed surfaces. From speaking with senior consents planners it is understood that reflectivity is a matter which is relevant to land use consents on Te Pātaka o Rākaihautū/Banks Peninsula and is regularly considered at the time of pre application discussions or during the assessment of the effects of land use consent applications.