

**BEFORE THE CHRISTCHURCH REPLACEMENT
DISTRICT PLAN INDEPENDENT HEARINGS PANEL**

IN THE MATTER of the Resource
Management Act 1991 and
the Canterbury Earthquake
(Christchurch Replacement
District Plan) Order 2014

AND

IN THE MATTER of the Natural and Cultural
Heritage Proposal (Stage
3)

**STATEMENT OF EVIDENCE OF HELEN MARY BEAUMONT
ON BEHALF OF CHRISTCHURCH CITY COUNCIL**

COUNCIL'S BROADER RESPONSE TO NATURAL AND CULTURAL HERITAGE

2 DECEMBER 2015

 **Simpson Grierson**
Barristers & Solicitors

M G Conway / W M Bangma
Telephone: +64-4-499 4599
Facsimile: +64-4-472 6986
Email: matt.conway@simpsongrierson.com
DX SX11174
PO Box 2402
WELLINGTON

CONTENTS

CLAUSE	PAGE
1. INTRODUCTION	1
2. SCOPE.....	2
3. EXECUTIVE SUMMARY	2
4. COMMUNITY OUTCOMES FOR CHRISTHCHURCH	2
5. CULTURAL HERITAGE	3
6. BIODIVERSITY STRATEGY	5
7. SURFACE WATER STRATEGY	6
8. PUBLIC OPEN SPACE STRATEGY	7
9. HEALTHY ENVIRONMENT STRATEGIES AND THE DISTRICT PLAN	8

1. INTRODUCTION

- 1.1 My full name is Helen Mary Beaumont. I hold the position of Natural Environment and Heritage Unit Manager at the Christchurch City Council (**Council**). I have been in this position since January 2013.
- 1.2 I hold a Bachelor of Science (Hons) from Massey University. I have 19 years' experience in environmental science and impact assessment and 14 years' experience in environmental policy and resource management decision making. I began my career as a working scientist with the Department of Industrial Science and Research with a focus on water chemistry and environmental impact assessment. As Assistant Parliamentary Commissioner for the Environment I undertook environmental policy work on a wide variety of topics – such as the intensification of agriculture, the barriers to increasing renewable energy generation, the institutional arrangements for water supply – and provided advice to Parliament on proposed legislation. I served one term as an Environment Commissioner on the Environment Court, from 2007 to 2012.
- 1.3 As part of my role at the Council I have been asked to provide evidence in relation to the Council's overall approach to natural and cultural heritage.
- 1.4 I have previously provided evidence to the proposed Replacement District Plan Hearings Panel in relation to Natural Hazards.
- 1.5 I confirm that I have read the Code of Conduct for Expert Witnesses contained in the Environment Court Practice Note 2014 and that I agree to comply with it. I confirm that I have considered all the material facts that I am aware of that might alter or detract from the opinions that I express, and that this evidence is within my area of expertise, except where I state that I am relying on the evidence of another person. The Council, as my employer, has agreed to me giving expert evidence on its behalf in accordance with my duties under the Code of Conduct.
- 1.6 The key documents I have used, or referred to, in forming my view while preparing this brief of evidence are the:
- (a) Christchurch City Long Term Plan 2015-2025;

- (b) Heritage buildings and places recovery programme for Greater Christchurch (2014);
- (c) Christchurch City Council Biodiversity strategy 2008-2035;
- (d) Christchurch City Council Surface water strategy 2009-2039; and
- (e) Christchurch City Council Public open space strategy 2010-2040.

2. SCOPE

2.1 My evidence will cover the following matters relating to the Council's broader approach to Natural and Cultural Heritage, and how this has informed the development of the provisions in the Christchurch Replacement District Plan (**CRDP**):

- (a) The Community Outcomes for Christchurch;
- (b) The Council's broader approach to cultural heritage; and
- (c) The Natural heritage and the healthy environment strategies (including the Biodiversity Strategy 2008-2035, the Surface Water Strategy 2009-2039 and the Public Open Space Strategy 2010-2040).

3. EXECUTIVE SUMMARY

3.1 My evidence addresses the context for the Natural and Cultural Heritage provisions by outlining the Council's broader goals and strategies for Natural and Cultural Heritage as set out in the Community Outcomes for Christchurch and non-statutory documents. My evidence concludes that the approach taken in the District Plan to natural and cultural heritage is consistent with the aims set out in these documents, and will complement the Council's wider approach to natural and cultural heritage.

4. COMMUNITY OUTCOMES FOR CHRISTHCHURCH

4.1 The Community Outcomes for Christchurch provide the framework to meet the current and future needs of the community, and set the direction for the Council's work programmes. Adopted by the Council as part of the Long Term Plan 2015-2025, the Community Outcomes describe what the Council aims to achieve through its key strategy and planning documents, and activity

management plans. All capital and operating expenditure is directed towards delivering on these outcomes.

4.2 The five key strategic outcomes are 'good governance', a 'liveable city', 'strong communities', a 'healthy environment' and a 'prosperous economy'. The rich culture and heritage of the city as well as the unique landscapes and biodiversity of the region make essential contributions to these outcomes.

4.3 In order to deliver on the Community Outcomes, the Council has adopted a number of strategies. The 'healthy environment' strategies, in particular, provide the context for the District Plan provisions with respect to natural and cultural heritage. These include the:

- Biodiversity strategy 2008-2035;
- Surface water strategy 2009-2039; and
- Public open space strategy 2010-2040.

4.4 While these strategies pre-date the earthquakes, and the associated implementation plans have been changed, the visions, goals and objectives continue to guide Council work programmes.

4.5 The broader context for cultural heritage is not so neatly packaged. In 2004 the Council endorsed an overall vision for heritage and Council staff began the development of a Heritage Management Strategy. The resulting draft strategy was not released for formal public consultation and has been overtaken by the impact of the Canterbury earthquake sequence. The Ministry for Culture and Heritage has released the Heritage Recovery Programme that records the heritage related work programmes of Heritage New Zealand Pouhere Taonga (**Heritage NZ**), Christchurch City Council, Waimakariri District Council, Selwyn District Council and Ngāi Tahu.

5. CULTURAL HERITAGE

5.1 The Council's vision is for a Christchurch in which an informed and concerned community values its diverse cultural heritage for its unique contribution to the identity, amenity and quality of the city. Cultural heritage is defined as the tangible and intangible heritage values of European, Maori and other cultural groups and includes buildings, places, sites, objects, archaeological remains, cultural landscapes and associated people, stories, events and memories, and

wāhi tapu areas. The Council's approach to historic heritage depends on partnership with other agencies, community organisations and private property owners.¹

- 5.2** Council adopted a Heritage Conservation Policy in 2007. This policy calls for the identification and protection of important heritage buildings, places and objects through the District Plan. The policy also requires conservation plans for all listed heritage buildings in Council ownership and promotes the preparation of conservation plans for privately owned listed heritage assets. It promotes the re-use of heritage buildings and Council staff work with building owners to find compatible new uses for under-utilised buildings at risk of demolition. Financial incentives for the conservation of heritage are provided along with specialist conservation advice to assist owners of listed buildings.
- 5.3** The objective of the Heritage Recovery Programme (referred to in paragraph 4.5 above) is to achieve an appropriate balance between retaining heritage buildings and places as an important part of greater Christchurch's identity, and the need for wider earthquake recovery to proceed quickly and within available funding.² Most of the effort has been on advising owners on options for restoring and strengthening heritage buildings where this is feasible. The Council and Heritage New Zealand continue to provide free advice on making safe, repairing and/or mothballing heritage buildings. Council staff also provide information about funding sources – such as the Canterbury Earthquake Heritage Building Fund, administered by Heritage NZ, and Council's Heritage Incentive Grants and the Central City Landmark Heritage Grants.
- 5.4** The Landmark Grant is a specific recovery initiative responding to the loss historic heritage buildings within the central city. Council seeks to work with the owners of key 'landmark' buildings – those with significant heritage values that contribute to the sense of place in the City – seriously damaged in the earthquakes and at risk of demolition. Council staff work with the owners of these buildings to explore the options for retention and adaptive re-use. Grants ranging from \$800,000 to \$1,700,000 have been made towards the repair, seismic upgrade and restoration of several buildings – the Christchurch Club, Trinity Congregational Church, West Avon apartments, Victoria Mansions, St Michael's stone classroom, and the Community of the Sacred Name.

¹ Report of the Arts, Culture and Heritage Committee to Council 22 April 2004

² *Heritage Buildings and Places Recovery Programme for Greater Christchurch* (Ministry Culture and Heritage 2014) at 6

- 5.5 The Council owns and manages 135 of the listed heritage buildings and places – from the Canterbury Provincial Council Buildings through to historic cemeteries, bridges and monuments. Many Council assets have suffered damage due to the earthquakes and, as with privately owned heritage buildings and places, some have been demolished, some mothballed, some are being repaired, and a few have had repairs completed and are back in use.
- 5.6 **Objective 9.3.1 Historic heritage** recognises the importance of historic heritage to the identity of Christchurch and the impacts of the Canterbury earthquakes. This is consistent with the Council's wider vision and policy for heritage, and recognises the dual objectives of the Heritage Recovery Programme (as outlined in paragraph 5.3 of my evidence). The identification and listing of historic heritage places complements the Council's management of its own historic heritage assets on behalf of the community and the financial incentives, plus free specialist advice, for privately owned heritage places.

6. BIODIVERSITY STRATEGY

- 6.1 In parts 6, 7 and 8 of my evidence I discuss the Council's Biodiversity Strategy, Surface Water Strategy and Public Open Space Strategy as part of the Council's broader approach to management of natural heritage. In part 9 of my evidence I outline how this wider approach has informed the provisions in the District Plan.
- 6.2 The Biodiversity Strategy 2008-2035 sets out a vision:
- The biodiversity of Christchurch and Banks Peninsula is valued, promoted, protected and enhanced. Local communities, iwi and the Council work together to sustain the full range of species and habitats which are special to the hills, valleys, coast, lakes waterways and plains of Banks Peninsula and Christchurch.*
- 6.3 Improving biodiversity is an important part of the objectives for over 5000 hectares of Council parks with operational programmes for pest control, restoration planting and species monitoring. Environment Canterbury and the Department of Conservation also have landholdings and reserves within the district where protection of biodiversity is a priority.

- 6.4** Partnership between the Council and others with a stake in good outcomes for biodiversity is essential. There is a wide range of community organisations, trusts, Ngai Tahu and private landowners involved across Christchurch and Banks Peninsula.
- 6.5** The objectives of the Strategy include the identification and protection of high priority sites through measures such as fencing, pest control, property purchase and legal mechanisms. Financial support is recommended including rates rebates, grants for conservation initiatives on private land, and technical advice to private landowners. As outlined in the evidence of **Clive Appleton**, the Council has put in place a support package to assist private landowners with Sites of Ecological Significance mapped on their property.
- 6.6** The Te Oka Bay Reserve (900 hectares) on the south side of Banks Peninsula is a good example of a property purchased by the Council to protect and enhance biodiversity and natural landscapes, and provide recreation opportunities. It is the only reserve on Banks Peninsula that extends from the sea to the summit ridge and provides a major biodiversity hub – from the lower valley sides to the snow tussock tops – in the southern bays. The property could link with the recreational route across the Peninsula being developed by the Department of Conservation and the Rod Donald Banks Peninsula Trust, providing access to the beaches at Tumbledown and Te Oka Bay. Considerable work has been undertaken on plant pest control and fencing renewal with 40 percent of the land area retired from grazing.

7. SURFACE WATER STRATEGY

- 7.1** The Surface Water Strategy 2009-2039 sets out a vision:

The surface water resources of Christchurch support the social, cultural, economic, and environmental well-being of residents, and are managed wisely for future generations.

- 7.2** The Strategy takes multi-value approach to surface water management that recognises the interdependent goals of improving water quality, improving ecosystem health, protecting and restoring Ngai Tahu values, as well as providing for recreational activities, landscape values and reducing the

adverse effects of flooding. The Strategy is complemented by the Waterways, Wetlands and Drainage Guide (2003) which provides operational guidance on the multi-value approach to management of the built and natural drainage system.

7.3 The implementation of the Strategy is largely through the development of integrated catchment management plans, formally known as Surface Water Management Plans (**SMP**), which support the stormwater discharge consents obtained from Environment Canterbury. The Council has recently lodged an application for a single Comprehensive Stormwater Discharge Consent to be supported by a number of SMPs for the catchments across the city and Banks Peninsula.

7.4 The multi-value approach is illustrated in the Styx catchment by the Kaputone Confluence Reserve (2.8 hectares). The land was purchased by Council as part of a network of green corridors with important ecological and landscape values, and to provide an area where plants suitable for rongoa (traditional Maori herbal medicine) could be grown for harvesting. The reserve is managed by Council in partnership with the Kahu Kura Rongoa Maori Trust.

8. PUBLIC OPEN SPACE STRATEGY

8.1 The Public Open Space Strategy sets out the vision:

To provide, develop, and maintain a publicly accessible network of open space to enhance and protect health, recreation and liveability for residents of Christchurch and Banks Peninsula.

To contribute to maintaining and enhancing the district's environmental quality, landscape character, cultural values and cultural heritage through the public open space system.

8.2 The strategy interprets the 'garden city' as a broad concept that includes biology, horticulture, ecology, heritage places, landscape, and amenity. It recognises the wide range of cultural influences that contribute to existing and future urban public open space identity, form and character.

- 8.3** In line with the Biodiversity Strategy, the Public Open Space Strategy again recognises the role of other agencies, private initiatives and the agricultural community in achieving successful outcomes for biodiversity and landscapes throughout the district.
- 8.4** Public open space contributes to a wide range of the community outcomes and is purchased and managed for a range of values. Natural landscapes and coastal areas are highly valued for both amenity and recreational potential and these areas may also contribute to biodiversity. The provision of public open space is considered according to its potential contribution to the following principles:
- Natural landscape and coastline
 - Public access and recreational opportunity
 - Indigenous biodiversity and ecological sustainability
 - Water quality
 - Heritage and cultural values.
- 8.5** The recent purchase of a substantial block of land in Akaroa, the Purple Peak Curry Reserve, demonstrates the effectiveness of a partnership approach involving Council and a number of conservation trusts. The New Zealand Native Forest Restoration Trust and the Rod Donald Banks Peninsula Trust negotiated the purchase of the 190 hectare block which comprises part of the Akaroa water supply catchment and includes large areas of regenerating native bush and an area of outstanding natural landscape. The two Trusts contributed 60 percent of the purchase price and the Council the remaining 40 percent. The interests of Council have been protected by registering a Conservation Covenant to prevent development and grazing of the land. The land is managed by Hugh Wilson, reserve manager, Hinewai Reserve – a neighbouring 1200 hectare property owned by the Maurice White Native Forest Trust. A management agreement ensures protection of the catchment for water supply purposes and provides for future public access.

9. HEALTHY ENVIRONMENT STRATEGIES AND THE DISTRICT PLAN

- 9.1** The three healthy environment strategies outlined above provide the broader context for the District Plan provisions in the Natural and Cultural Heritage proposal. The strategies envisage a partnership between the Council, other agencies and private landowners to deliver on the vision, goals and objectives

of these strategies. An integrated multi-value approach is taken to managing the land, water and living resources of the district.

9.2 Objective 9.1.1.1 Indigenous biodiversity and ecosystems seeks to maintain and enhance indigenous biodiversity and to protect significant ecological sites. This is consistent with the vision and objectives of the Biodiversity Strategy with respect to protecting and enhancing indigenous biodiversity. It is also consistent with the goal of improving the ecosystem health in the Surface Water Strategy. This objective and the supporting policies complement operational management of Council owned land and the education and advocacy work undertaken by the parks and reserves staff of Council.

9.3 Objectives 9.2.1.1 to 9.2.1.3 Outstanding natural features and landscapes, significant features and landscapes and natural character in the coastal environment seek to protect outstanding natural features and landscapes, and preserve areas of natural character in the coastal environment. These objectives are consistent with the vision for maintaining and enhancing the landscape character and environmental quality of the district in Public Open Space Strategy. The objectives are also consistent with the goal of protecting and enhancing the landscape values of surface water in the Surface Water Strategy. While Council, the Department of Conservation, Environment Canterbury and a number of independent trusts own and manage a number of important reserves further protection is required through the District Plan provisions to deliver on the vision and objectives of the strategy.



Helen Mary Beaumont

2 December 2015