

Report on a Publicly Notified Resource Consent Application

(Section 42A)

Application Reference:	RMA/2017/1276
Applicant:	Halo Media Ltd
Site address:	65 – 67 Victoria Street, Christchurch
Legal Description:	Lot 1 DP 484488
Proposal:	Establish a 46m ² LED billboard on the side of an existing multi-story building at 65 – 67 Victoria Street for off-site advertising.
Zoning:	Christchurch District Plan: Commercial Central City Business
Overlays and map notations:	Category 2: Lower Noise Level Entertainment and Hospitality Precincts, Central City Building Height 17m Overlay, Central City Outer Zone, Liquefaction Management Area
Activity Status:	Christchurch District Plan: Discretionary Activity
Submissions:	Two in support Four in opposition (One of those submitters in opposition may consider presenting a joint case at the hearing if others made a similar submission)
Date of Hearing:	20 th December 2017
Recommendation:	Decline

Preamble

- My name is George Enersen. I am employed as a Resource Management Planner at Opus International Consultants. I have been subcontracted by the Christchurch City Council to process this resource consent application on their behalf. I hold a Bachelor's Degree in Environmental Management and Planning and have a Masters Degree in Environmental Policy. I have over three and a half years of experience working in the planning and resource management field.
- This report has been prepared with advice from three Council Officers and an independent Traffic engineer as detailed below. A copy of their reports have been attached in the appendices detailed.

Officer	Position	Appendix
David Hattam (CCC)	Senior Urban Designer	One
Shelley Perfect (Opus)	Principal Transportation	Two

	Engineer	
Suzanne Richmond (CCC)	Heritage Advisor	Three
Hannah Mirabueno (CCC)	Environmental Health Officer	Four

- This report reviews the application for resource consent and addresses the relevant information and issues raised. It should be emphasised that any conclusions reached or recommendations made in this report are not binding on the Commissioner. It should not be assumed that the Commissioner will reach the same conclusion or decision having considered all the evidence to be brought before him by the applicant and submitters.
- Commissioner Ken Lawn was appointed to make the s95 notification decision and has also been appointed to a make a decision on this resource consent application.

The Application

- Planz Consultants Ltd have applied for resource consent on behalf of Halo Media Ltd (the applicant) to establish an LED advertising billboard on the elevation of an existing multi-story building located at 65 and 67 Victoria Street (**Figure 1**).



Figure 1 Map indicating the application site in relation to the surrounding area

6. The proposal is outlined in detail on pages 3 and 4 of the application with some minor amendments having occurred through a response to a request for further information, but in brief, the main features include:
- The proposed billboard comprises a total surface area of 46.08m² with the dimensions being 9.6m high by 4.8m wide.
 - The top of the billboard would be approximately 15.975 m above ground level while the bottom of the billboard would be approximately 6.375 m above ground level.
 - The building for which the proposed sign is to be attached is a four storey commercial building situated north of the CBD, and facing north-west towards Victoria Street.
 - The billboard is proposed to be attached to the north-western elevation of the building (see **Appendix 5**).
 - The content displayed on the billboard would be third-party advertising and would not relate to activities, goods or services available on the site.
 - The LED billboard was originally proposed to display static images for a minimum period of 8 seconds, however, in response to a traffic safety recommendation provided during the processing of this consent, the minimum period of image display has been agreed by the applicant to be 10 seconds.
 - Images will transition from one to the next via a 0.5 second dissolve
 - Images displayed will not use graphics, colours, or shapes in combination in such a way that they would resemble or distract from a traffic control device.
7. I have visited the site and immediate surrounds on a number of occasions informally since receiving this resource consent application for processing, both as a pedestrian and by car traversing Victoria Street and Peterborough Streets. I am familiar with the site and surrounding environment.

Background

8. This application for resource consent was received on 7th June 2017 and was publicly notified on 23rd August 2017. The submission period closed on 20th September 2017. A total of six submissions were received during this period – two in support and four in opposition. Refer **Appendix 6** for the location of submitters in the immediate area.
9. A request for further information (RFI) was sent to the applicant on 22 June 2017 requesting confirmation of compliance with the light spill standards of the District Plan, detail on how the sign would be viewed from certain properties, an assessment of effects on such properties, and an assessment of cumulative effects in relation to existing signage in the area.
10. The applicant was also advised that initial comments provided by Council's urban design specialist (Mr David Hattam) considered the scale of the proposed billboard to be inappropriate and that in order to make the billboard more appropriate, the size of the billboard will need reducing while also ensuring that the billboard can be better framed within the context of the building.

11. The applicant responded to the RFI on 3 July 2017 stating they consider the size of the proposed billboard not to be inappropriate as it is within the scale of the existing billboards consented in the surrounding area.
12. In order to better frame the billboard within the context of the building, the applicant has however amended the position of the billboard so that it is now recessed in 300 mm from the top of the building and 300mm in from the edge of the building along the Victoria Street frontage. Further to this, the applicant proposes to extend the black panel feature on the front of the building around the side to further frame the proposed billboard.

Existing environment

13. In summary, the application site is located on the south western side of Victoria Street, generally opposite the Christchurch Casino site. The building proposed for the LED billboard is a 4-storey commercial building. The sites adjoining the application site are all zoned Commercial Central City Business zone in the Christchurch District Plan, which contains predominantly office and retail, and food and beverage activities, many of which are occupying new buildings constructed post-earthquake.
14. The buildings adjoining the façade where the billboard is proposed consist of a low lying single storey and a 2-storey building (71 – 77 Victoria Street). There are two areas zoned for Residential Central City (RCC) within the immediately surrounding environment which are relevant to the site as they potentially have view-sheds of the proposed billboard. One RCC forming the southwest corner of Salisbury Street and Durham Street North, and the other forming an eastern block bound by of Kilmore Street, Montreal Street and Peterborough Street. Additional residential property has been consented within the surrounding environment which is discussed below.
15. Opposite the site and to the north are two triangular shaped areas of open space which are zoned Open Space Community Parks in the Christchurch District Plan.
16. The site is located approximately 140 metres to the southeast of Victoria Mansions, and about 165 metres southeast of the neighbouring Jubilee Clock Tower on the same, southwest side of Victoria Street. Both buildings are scheduled as Highly Significant heritage items in the Christchurch District Plan. Also nearby, but more removed from the application site, Ironside House, a significant heritage item in the district plan lies opposite the Jubilee Clock Tower on Montreal Street, approximately 190 metres from the application site. The Peterborough apartments/Former Teachers' College, a highly significant heritage building, lies to the south of Ironside House on the west side of Montreal Street, a block to the west of the application site approximately 160 metres away. For each of these two respective buildings, the scheduled item in the district plan also includes a protected setting which extends to the respective property boundary.
17. The Victoria Street environment provides a significant entry point to Christchurch's CBD. For the most part, Victoria Street is made up of relatively narrow strips of commercial land either side of the street

with residential activity adjoining this commercial strip. Victoria Street is classified as a local distributor road and defined as 'Central City Inner Core' within the District Plan with two way traffic direction and has a posted speed limit of 30km/hr. In the An Accessible City (AAC) Chapter of the Christchurch Central Recovery Plan it has been identified as a pedestrian, cyclist and public transport priority route, although with having the classification of local road, it is not intended to be a priority for through traffic.

18. Any activity for which resource consent has been granted and is likely to be implemented also needs to be considered as part of the context of the existing environment. I note that in January 2016 resource consent RMA92031812 was granted for the construction of a multi-storey building to provide for 62 residential units and a single ground floor commercial activity at 48 and 52 Peterborough Street.
19. In addition, in May 2017 resource consent RMA/2017/817 was granted to construct a two storey commercial development to provide for restaurant dining and bar areas at 56 – 62 Victoria Street, including an area for street side dining in the plans.
20. The existing signage listed below and depicted in Figure 2 is present within land zoned Commercial Central City Business Zone and being visible when travelling south along Victoria Street:
 - 50 Victoria Street – a 40m² LED billboard to display non-site related advertisements is positioned on the north-western façade of a recently established 4-storey commercial building (granted 2016)
 - 83 Victoria Street – a 55m² static billboard on a new 6 storey building was authorised pursuant to RMA92023724 (granted 2015)
 - 104 Victoria Street – two static signs were approved under RMA200018659 being 36m² on the southern elevation of the building and 70m² on the northern elevation (granted 2006) – however in 2015, RMA92031239 approved the conversion of the sign on the northern elevation to a 50m² LED sign.
 - 149 Victoria Street – 20m² of signage on a tower consented under RMA20017633
 - 183 Victoria Street – a 32m² LED billboard (granted 2015)



Figure 2 Existing signage along Victoria Street

21. It should also be noted that the surrounding environment is continuing to evolve in response to recovery from the Christchurch earthquakes, with only a small number of sites within the vicinity of the application site still being vacant. As new buildings are developed on these vacant lots, it is anticipated the surrounding environment will return to a vibrant mixed use area.
22. Mr Hattam also provided some context of the surrounding environment from an urban design perspective within his evidence for the Council (page 5 **Appendix 1**). In summary, Mr Hattam considers that the existing character of Victoria Street has a high amenity and human scale environment, the users of which will be affected by visual effects that may be generated by the application.
23. At paragraph 5.1 (page 5 and 6), Mr Hattam considers the built form within the surrounding environment is characterised by high quality buildings with active frontages which include features that display high standard urban design (Mr Hattam’s words). These features are noted to include built frontages to the street edge, façades that are well modulated and that have articulation which in Mr Hattam’s words “breaks down frontage and adds visual interest”. Mr Hattam further notes that the combination of modulation and articulation provides a human scale environment, and that overall a high quality built form has been established on Victoria Street which makes it a visually interesting environment.

24. At paragraphs 5.2, Mr Hattam also considers that the public realm is of a lower amenity but will transition to a higher quality amenity in accordance with expected outcomes in the District Plan and the Central City Recovery Plan.
25. Refer **Appendix 6** for the zoning of the site and surrounding environment and the location of those submitters within the surrounding environment.

The Planning Framework

26. The operative Christchurch district plans are under review. The Independent Hearings Panel has made all decisions on the Proposed Replacement District Plan. With the exception of a final Independent Hearings Panel decision on minor amendments, which has been released but is still within its appeal period (which closes on 5 December 2017¹), all rules are now fully operative pursuant to section 86F of the Act. For clarity none of the minor amendments affect, objectives, policies and rules discussed in this report. I will report any appeals on the heritage aerial maps and any potential relevance to heritage matters raised in this report at the hearing,
27. The rules applicable to this proposal have been assessed and the breaches are identified below. Relevant objectives and policies are discussed in a later section of this report.

Christchurch District Plan

28. The site is zoned Commercial Central City Business in the Christchurch District Plan. This zone provides for the consolidation of business activities while providing for a diverse mix of activities, and a vibrant place for residents, workers and visitors.
29. The proposal requires resource consent under the following rules in the Christchurch District Plan:
- **Rule 6.8.4.2.4 Signs attached to buildings** – the maximum area of signage per building in the Commercial Central City Business zone is calculated as being the length along the primary road frontage² (m) x 0.5. The primary frontage of the building identified for the proposed sign is approximately 16m in length. The total permitted area of signage attached to the building is therefore 8m². The maximum height above ground level at the top of the sign shall be 9 metres or the façade height, whichever is lower, (which in this case is 9 metres). *The proposed sign is 46.08m² in area and has a total height of 15.875m above ground.*

¹ This decision confirmed omitted Heritage Aerial Maps and made typographical, formatting, numbering and consistency related changes that the panel says do not raise any issues of substance at paragraph 5 of "Final Minor Corrections to Replace District Plan, Confirmation of Heritage Aerial Maps and Directions to Replace the Existing District Plan: 6 November 2017".

² Primary building frontage – in relation to signs and signage only, means any building frontage facing towards a public road or customer parking area.

- **Rule 6.8.4.2.5 Projecting signs and signs attached to or on verandas** - in addition to meeting the built form standards in Rule 6.8.4.2.4, for signs projecting from the face of a building, the maximum projection from the face of the building shall be 0.2m. *The proposed sign projects 0.4m from the face of the building.*

Pursuant to Rule 6.8.4.1.4 (D1) resource consent is required for a discretionary activity as the proposal includes illuminated signs, including intermittently illuminated signs with changing images/digital signs that are not provided

30. Overall the proposal must be considered as a **discretionary activity** under the Christchurch District Plan.
31. The Chapter 6 objective for signage generally seeks that signage contributes to Christchurch's vitality and recovery by supporting the needs of business, infrastructure and community activities; maintaining public safety; and enhancing the visual amenity values and character of the surrounding area, building or structures. Similarly, the supporting policies also seek to ensure that signs do not detract away from and where possible contribute to, the character and visual amenity of the surrounding environment.
32. The commercial chapter (Chapter 15) also provides objectives and policies that are relevant to the proposal. These objectives and policies generally seek that the Commercial Central City Business Zone re-develops as the principal commercial centre for Christchurch District which is attractive for businesses, residents, workers and visitors.
33. Key objectives and policies are listed within **Appendix 7**, and are discussed in detail in a later section of this report.

National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health (NES)

34. These standards became operative on 1 January 2012 and seek to ensure that land affected by contaminants in soil is appropriately identified and assessed before it is developed and if necessary the land is remediated or contaminants contained to make the land safe for human use.
35. The NES controls soil disturbance on land where an activity on the Hazardous Activities and Industries List (HAIL) is being carried out, has been carried out, or is more likely than not to have been carried out. The proposal does not involve the disturbance of land and therefore the provisions of the NES do not apply.

Submissions

36. Six submissions were received on this application (two in support and four in opposition). One of the submissions in support was a late submission being received on the 22nd September 2017, two days after the consultation period had closed. This late submission has been accepted.
37. Copies of all submissions have been provided to the Commissioner.
38. The reasons for the submissions in support are summarised as follows:
- The sign will increase the livelihood of this part of the CBD
 - One submitter supports the proposal but gives no reason
39. The reasons for the submissions in opposition are summarised as follows:
- LED billboards are extremely visually invasive and destroy the character of the city
 - A huge distraction for drivers making them a health and safety issue
 - Victoria Street has a number of highly specified office buildings attracting professional tenants servicing the people of Christchurch
 - Ruins the enjoyment of the living environment for inner city residents
 - Additional LED would impact on the potential rebuilding of residential accommodation near 65 Victoria Street
 - The proposed application will directly affect 8 apartments (12 bedrooms) and indirectly 2 apartments (4 bedrooms). The light from the billboard will shine directly into these apartments. Note: a diagram has been provided by the submitter, and the submitter requested that the operational hours for the proposal should be restricted to daylight hours to ensure the “quiet enjoyment” from apartment owners and tenants.
 - There are already too many billboards on Victoria Street and ‘the planners’ need to consider the future and stop consenting additional advertising
 - The proposed billboard will have dramatic and negative effects on outdoor dining areas located directly below the proposed sign. In the submitters view, the proposed billboard will have a distracting and aggravating effect (particularly at night) on the restaurants customers.
 - The proposed billboard will add to visual pollution that has unfortunately taken hold in Victoria Street.
40. One submission raised the issue that billboards also “*promote people buying stuff they don’t need and overconsuming the earth’s resources*”. This issue is however not a relevant planning issue that can be addressed under the RMA 1991.

Statutory Considerations

Resource Management Act 1991

41. When considering an application for resource consent and any submissions received, the consent authority must have regard to the matters listed in Sections 104 and 104B of the Resource Management Act 1991. Subject to Part II of the Act, which contains the Act's purpose and principles, including matters of national importance, the consent authority shall have regard to:
- a) *Any actual and potential effects on the environment of allowing the activity.*
 - b) *Any relevant provisions of a plan or proposed plan*
 - c) *Any other matter the consent authority considers relevant and reasonably necessary to determine the application.*
42. It should be noted that other than giving pre-eminence to Part II, Section 104 gives no priority to other matters. They are all matters to have regard to and the consent authority must exercise its discretion as to the weight that it gives certain matters, depending on the circumstances of the case.
43. Under Section 104B, when considering an application for resource consent for a discretionary activity, a consent authority may grant or refuse the resource consent, and (if granted) may impose conditions under section 108.
44. Section 104(3)(a)(ii) states that a consent authority must not have regard to any effect on a person who has given written approval to the application (unless that approval is withdrawn in a written notice before the date of the hearing). No written approvals have been provided by the applicant.

Greater Christchurch Regeneration Act 2016

45. Section 60(2) of the Greater Christchurch Regeneration Act 2016 requires that decisions and recommendations on resource consent applications are not inconsistent with Recovery Plans and Regeneration Plans.
46. A number of Recovery Plans have been developed in accordance with Section 7 of the Recovery Strategy:
- Christchurch Central Recovery Plan (operative 31 July 2012)
 - Transport chapter of the Christchurch Central Recovery Plan entitled "An Accessible City" (operative 31 October 2013)
 - Land Use Recovery Plan (operative 6 December 2013).
47. The Christchurch Central Recovery Plan is relevant to this proposal as the plan sets out clear outcomes that are desired for the development of Christchurch City. The Plan seeks to create a

consolidated Central City Business Zone. The zone is delineated into the Core and Urban Gateways, being Victoria Street and High Street. Within the Core, urban design matters are key considerations for development to ensure that buildings in the Central City Business Zone are able to fulfil their desired function while ensuring that a high level of amenity and urban design is provided.

48. The An Accessible City transport chapter also forms part of the Central Recovery Plan and is relevant to the proposal with respect to the anticipated quality of the street environment, which I consider seeks to enhance the quality of Victoria Street with on street upgrades to improve the pedestrian natured environment.
49. At this time only the Cranford Basin Regeneration Plan is in place and this is not considered relevant to the proposal.

Actual and Potential Effects on the Environment (S.104 (1)(a))

50. As a discretionary activity the Council's assessment is unrestricted and all actual and potential effects of this proposal must be considered. Relevant guidance is contained in the reasons for the rules breached and the relevant assessment matters as to the effects that require consideration.
51. I have considered the relevant assessment matters and the relevant issues within the application and it is my view that they fall broadly into the following categories:
- Traffic effects
 - Health effects –glare
 - Effects on heritage values
 - Effects on Amenity and Character
 - Scale and nature (prominence and dominance)
 - Effects on the receiving audience
 - Visual coherence and character
 - Cumulative effects
 - Immediate area
 - Intermediate (wider) area

Section 104(2)

52. Prior to undertaking an assessment of the effects of this proposal it is useful to consider discretion available under Section 104(2) of the Act (referred to as the “permitted baseline”) whereby a consent authority may disregard an adverse effect of an activity on the environment if the Plan or national environmental standard permits an activity with that effect. Case law has established that this relates to the effects of non-fanciful hypothetical activities which could be carried out as of right under the Plan. I note that the use of Section 104(2) is discretionary, however I see no reason why that discretion should not be exercised in this case.

53. In relation to the application site, given the site is zoned for Commercial Central City Business and fronts a local road, there is no permitted activity provision for digital display billboards within the district plan. Furthermore, the scale of any sign that is proposed to be attached to a building within the Commercial Central City Business Zone for the application site is restricted to 8.0m² whereas the proposal is for a sign size of 46.08m². Accordingly, I conclude the permitted baseline has little relevance in this instance and I have not considered it further.

Traffic Effects

54. A specialist traffic review of the proposal has been undertaken by Mrs Shelley Perfect - Principal Transport Engineer of Opus International Consultants. With regard to traffic safety, Mrs Perfect has noted that the sign would be visible to traffic 150 metres when travelling south on Victoria Street, for 100m travelling east on Peterborough Street, and 30m travelling west on Peterborough. Victoria Street is classified as a local road in the District Plan and has a posted speed limit of 30km/hr, meaning that when travelling south along Victoria Street there would be 3 separate images on the sign visible to drivers (based on travel time / distance) under the previously proposed 8 second image change.
55. Mrs Perfect references the *Digital and Projected Advertising Signs: Road Safety Considerations and Consent Conditions Prepared for Christchurch City Council 4 February 2016*, which states that to minimise distraction, each driver should only be able to view one or two images as they drive towards and past the LED sign. I note that this will mainly pertain to straight through traffic heading south along Victoria Street given the longer travel distance and hence longer visibility duration. To achieve the recommendations in the document referenced above, Mrs Perfect notes that this could be achieved by the image being displayed for a minimum of 10 seconds rather than the 8 seconds proposed.
56. Given the scale of the proposed billboard, I do not consider this to be unreasonable, and note that the applicant has agreed to a condition of this nature (10 second change) if resource consent were to be granted.
57. Mrs Perfect also notes the LED billboard is situated 50m south of the Victoria Street/Peterborough intersections and therefore meets the road safety recommendations³ for digital and projected advertising signs, which should be at least 45m away from intersections for a 50km/hr speed limit (with similar recommendation for 30km/hr speed limit). Specifically, Mrs Perfect states:

“The location is sufficiently far away as to not obscure or confuse the interpretation of traffic signs. The sign is large and there may be some potential for distraction of drivers turning from Victoria Street left into Peterborough Street, or from pedestrians heading south along Victoria Street crossing

³ Digital and Projected Advertising Signs: Road Safety Considerations and Consent Conditions Prepared for Christchurch City Council 4 February 2016

Peterborough Street; however this is considered to be less than minor given the local road status of Peterborough Street which has low traffic volumes and the speed limit on Victoria Street of 30km/hr”

58. I concur with the assessment made by Mrs Perfect and consider the potential adverse effect on traffic safety to be less than minor based on the nature of the roading environment as provided by the 30km posted speed limit, context of the surrounding environment and that a condition for a 10 second duration for image display has been agreed by the applicant.
59. I note that one submitter opposed the application with respect to the proposal being a distraction to drivers and a subsequent health and safety issue. While in circumstances, advertising, particularly LED billboards can be determined as a distracting element for motorists, in this instance I rely on, and agree with the evidence provided by Mrs Perfect and consider that the effects on the safe operation of the surrounding transport network will be less than minor – subject to the 10 second change condition.

Health Effects (glare)

60. Given the large area of the proposed billboard, glare being the result of excessive amounts of illumination in the field of view has the potential to have an adverse effect on the surrounding environment and on both temporary users and permanent occupiers of that such environment. In relation to the potential effect from glare on the receiving environment, specialist comments on the application were provided from Council’s Environmental Health Officer – Hannah Mirabueno.
61. Ms Mirabueno stated the applicant has claimed they will meet the standards in Rule 6.3.6 (which I note is by way of condition proposed by the applicant). Specifically, Ms Mirabueno stated:

“I would agree with this (the above) on the basis of our understanding of light spill emissions from LED panels. Typical light spill emitted from these panels is less than 1 lux at a distance of 25 metres”.

62. I concur with and adopt Ms Mirabuenos statement as per above, and consider that provided the applicant complies with their nominated condition associated with the resource consent, if consent were to be granted, the effect of glare and resultant effect on human health will be less than minor.
63. I do however consider that the potential effect from the brightness of the billboard will result in somewhat different effects other than human health, as large scale illumination has the potential to impact on amenity which I have considered and discussed further at paragraphs 84 - 120 below.

Heritage Values

64. As already noted, the Jubilee Clock Tower, Victoria Mansions, Ironside House and the former Christchurch Teachers College are all listed as Heritage Items under the District Plan, for which the proposed billboard has the potential to impact on heritage values. With regard to the potential effect that the proposal may have on the value of these such items, comments have been sought from Mrs Suzanne Richmond, Heritage Advisor for Council.
65. With regard to the former Teachers College and Ironside House Mrs Richmond considers that the proposal will not affect views of these respective heritage items due to the combination of their distance and angle in relation to the application site. Mrs Richmond, does however consider that some views of the Jubilee Clock Tower and Victoria Mansions will be affected by the proposal.
66. In relation to these views, Mrs Richmond has stated: *“I consider that, while the proposed billboard is illuminated and digital, the relatively long proposed image duration of 10 seconds, separation distance from the heritage buildings, and the change in angle of Victoria Street of the block to the north of the application site, will limit the extent to which the proposed billboard detracts from views of the Jubilee Clock Tower and Victoria Mansions”.*
67. Mrs Richmond considers that while there are some views of heritage items that will be impacted from the proposal, this is limited by the available viewing angles and separation distances. Mrs Richmond has concluded that the adverse effects on the contextual heritage value of the Jubilee Clock Tower and Victoria Mansions will be no more than minor.
68. I agree with the comments provided by Mrs Richmond, and given the impairment of the available view sheds of the heritage items within the surrounding environment I consider that the effect on heritage values will be minor at most.

Amenity and Character

Scale and Nature (Prominence and Dominance)

69. The billboard is proposed to be 46 m² with the top of the billboard being approximately 16 m at its highest point on the side wall of a modern four storey building. As previously established, only 8 m² of signage at a maximum height of 9 m is permitted by the Christchurch District Plan for the application site. The proposal clearly exceeds these requirements, with the proposed billboard being over five times in area and being almost double in height when compared to what the District Plan permits.
70. When considering the proposed location and the context of the immediately surrounding environment, the billboard will be of a significant size, height and scale in relation to its setting and as such appear particularly prominent from the north along Victoria Street and those surrounding properties bound by

Montreal and Salisbury Street. In relation to scale, I note the applicant considers the proposal not to be inappropriate as it is within the scales of existing billboards consented in the surrounding environment being 40m² – 55m². In light of this statement, I have therefore undertaken a brief assessment of prior Council decisions of those signs at 104 and 83 Victoria Street, being signs of a comparable size to that proposed.

71. In relation to the 50m² LED billboard at 104 Victoria Street, I note that this billboard must be considered in the context of its consented baseline which previously included a 70m² static billboard that was approved in 2006 and subsequently converted to the current 50m² LED in 2015. Within the resource consent decision (RMA92031239) for the conversion it was noted that as the static billboard was already lit at night with halogen lighting, there wouldn't be an increased adverse visual effects on surrounding properties. By comparison, I consider that the proposal before me will result in a completely new visual effect on the amenity and character of the receiving environment not previously experienced by the occupiers and/or receiving audiences. I also note that the proposal resulted in a reduction of 20m² in signage area. I therefore, give little weight to a comparative argument for the proposed billboard.
72. With regard to the 55m² billboard at 83 Victoria Street, I note this is of a static nature and therefore is not appropriate to use for the comparison of effects derived from scale due to the difference in the nature of effects generated from LED Billboards (illumination impact on amenity).
73. I therefore consider that this proposal must be assessed on its own merits in relation to the receiving environment it may impact as I outline below. In relation to the applicant's statement, I also consider that the inclusion of additional billboards of a similar scale to the aforementioned billboards has the potential to result in cumulative effects in the form of clutter and on the character of Victoria Street. I also discuss this further below.
74. To further support the appropriateness of the scale of the proposal (amongst other urban design matters), the applicant provided a landscape report prepared by Mr Andrew Craig of Andrew Craig Landscape Architect Ltd. Within this report, Mr Craig estimates that the sign will occupy approximately 14% of the buildings north-west façade, and specifically states *"While this is a reasonably high proportion, it is still significantly less than the overall extent of the building façade"*
75. Given the scale of the proposed billboard and the prominence of its location, I requested an assessment of the proposal including Mr Craig's comments from Council's Senior Urban Designer, Mr David Hattam in relation to the potential for effect on the visual amenity and character of the surrounding environment.
76. In response to Mr Craig's assessment, Mr Hattam notes that half of the façades elevation is obscured by the building in front (being 73 Victoria Street), and considers that the amount of the remainder of the

façade occupied by the sign, which amounts to over a quarter is a more relevant matter to be considered.

77. In terms of the use of façade above, I note this is provided in the context of the buildings side wall and I have interpreted it in this way.
78. While I consider that Mr Craig's assessment is technically correct, when considering how the scale of the proposal would potentially impact on visual amenity, I believe the billboard should be considered in the context of how much of the building wall is viewable in relation to how much of the billboard is viewable. Noting this may differ from various locations. I therefore consider that Mr Hattam's comments are more accurate and, in terms of view shed, the billboard will be significantly visible.
79. Mr Craig further notes that "*the proposed billboard will be prominent due to its illuminated nature... so while prominent, due to the sign's setting on a large blank wall and given its elevation, it will not appear dominant. Dominance occurs when appreciation of surrounding landscape is usurped by the presence of the dominant object*". Mr Craig adds that dominance is largely a function of proximity of viewers to an object, and as the viewers cannot get overly close to the billboard and given its setting on a much larger wall, they will not experience dominance.
80. I agree the billboard will be prominent. This is reinforced through the district plan where the scale of permitted signage associated with the site is equivalent to 8m² and to be at a maximum height of 9m above ground. The proposal is for over five times the permitted area of signage and double in height. I however do not agree that the billboard won't be dominating. I consider that the sign will be both prominent and dominant particularly given the height and area of the billboard and the nature of the receiving environment⁴.
81. In relation to dominance, Mr Hattam considers that the sign is overly large for its location as the proposal is for a larger than typical billboard in a location that is more sensitive than most places in the city, as is established further below. More specifically, Mr Hattam states in paragraph 6.1.2: "*I consider that the proposal will be dominant to the established human scale character of the area, will contrast strongly with it and detract from its visual appeal*".
82. In relation to the location of the proposal on the building at the application site, I note that the billboard is only proposed to be recessed 300mm from the edge of the building and subsequently the boundary with the footpath below. The billboard will therefore sit above the public realm beneath, including the two pocket parks. Mr Hattam is of the view that the sign is scaled to be viewed from a distance, and is not appropriate where the viewing audience is formed of people on foot who will view the board for long periods of time at a close distance. As such Mr Hattam states the sign would detract from peoples' enjoyment of the environment⁵.

⁴ As described by Mr Hattam at paragraphs 6.1.2 of his assessment.

⁵ As described by Mr Hattam at paragraphs 6.1.4 of his report.

83. I agree with the comments made by Mr Hattam and consider the billboard is of a significant size for its location and will be significantly dominant on the receiving environment, and will impact on the character and amenity of the surrounding environment, as well as various receiving audiences as discussed below.

Effects on the Receiving Audience

84. In concluding that the scale of the proposal will be dominating on the receiving environment, it is then important to consider what / who the receiving environment / audience would consist of and what the respective level of impact would be, which is likely to be dependent on how sensitive the receiving environment or audience is likely to be.
85. Recent guidelines on the visual effects of signage, suggests the sensitivity of a viewing audience is dependent upon the susceptibility of the viewing audience to change and the availability of views to such audiences. In consideration of the availability of view of the billboard, the audience subject to that view must be considered in conjunction with the time of exposure, direction of the view, and the number of people potentially subject to such a view. I also note that proximity of view must also be considered.
86. Some audiences will therefore be more sensitive than others depending on the number of factors at play. Mr Hattam for example comments that an environment that is more vehicle dominated will have more tolerance for signage because the main user group is present for a short period of time and the activity is not focussed on the quality of the environment.
87. The height of the billboard (9 m) being approximately equivalent to a three storey building and with a total height above ground of approximately 16 m will expose a large number of people and places to full or partial views of the bright advertisements. This can be seen in the anticipated view shed on page 4 of Mr Hattam's evidence. The size of the billboard will also play a significant factor in the availability of the view shed, while having dominance on those receivers within close proximity.
88. With respect to available viewpoints, Mr Craig provided a number of visualisations and accompanying text of various viewpoints of where potential viewing audiences may view the proposal. In response to these visualisations, Mr Hattam agrees that Mr Craig has well represented where the billboards will be visible from, albeit from the 'pocket park' on the western corner of Peterborough Street. Mr Hattam notes that the view from this open space would constitute an area of billboard that would be greater than that permitted by the Plan, which I note is 8m² for the zone. I agree with this assessment of Mr Hattam and I also acknowledge that there will be other multiple view sheds of the proposal that will be greater than that anticipated by the plan, by the sign size limit rules, for the zone.

89. Mr Hattam further notes that approximately half of the sign will be visible from these greenspaces and parts of Peterborough and Victoria Street, for which he considers is an undesirable side-effect of the way the proposal has been designed. I note this is more notably the case of the 'pocket park' forming the northern corner of Peterborough and Victoria Street, and that views of the billboard are only available in the front half of that 'pocket park' adjoining the casino forming the southeast corner of Victoria Street and Peterborough streets.
90. To further quantify the receiving audience, I consider that it will likely consist of vehicles, pedestrians, cyclists, occupiers of open space, those occupiers of commercial offices and entertainment areas (indoor and outdoor), and future residents at the proposed residential apartments on Peterborough Street.
91. With regard to the receiving audience, the applicant considers this is predominantly transitory⁶ and as such the proposal will be viewed in the context of a commercial environment as they pass the site.
92. In contrast to this view, Mr Hattam considers the Victoria Street area is commercially vibrant and performs a wide range of functions, being a destination for dining and hospitality, including outdoor dining, a place where people work in offices and other commercial premises, and providing for outdoor green spaces where people can spend time and experience the environment.
93. Additionally I note that Victoria Street has the road status of local distributor, where there is meant to be lessor emphasis on the street as a through route function. This destination environment is further reinforced by the AAC anchor project which includes proposed upgrades of Victoria Street which involve constricting the through route for vehicles using Victoria Street to create a destination. The already implemented 30km/hr speed restriction along Victoria Street is a recent measure in a direction to further enhance the pedestrian nature of the environment.
94. The submissions received in opposition also resonate with Victoria Street being a people dominated environment and destination space through raising concerns over the impacts for hospitality, commercial, with surrounding areas providing residential accommodation.
95. In light of the variety of user groups Victoria Street provides for, it is clear that Victoria Street is a popular place for people to spend time in and not just pass through. I therefore agree with the comments of Mr Hattam that the area is more of a people oriented place (destination) rather than a transitory one.
96. Mr Hattam has defined these user groups by their sensitivity to assist in determining the level of effect, which I outline as follows:
- *Vehicles (transient, enclosed, high speed - low sensitivity)*

⁶ Statement from paragraph 6.3 of the application.

- *Pedestrians (transient, low speed - high sensitivity)*
- *Cyclists (transient, medium speed, exposed - medium sensitivity)*
- *People working and visiting offices (medium sensitivity).*
- *People using open spaces (high sensitivity).*
- *Outdoor dining (affected by environment - high sensitivity).*

97. Mr Hattam considers that majority of the users of the environment will have at least a medium sensitivity to views and the quality of the environment, while some will have a high sensitivity. In consideration of the various uses of the receiving environment, I agree with Mr Hattam that the receiving audience is representative of a medium to high sensitivity level. This will particularly be the case for those inner city residents who are exposed to views of the billboard, patrons within those surrounding outdoor dining areas, multiple office workers where their views are oriented toward the billboard and those persons utilising public spaces beneath, inclusive of the small triangular open spaces and the remaining street environment.
98. The sensitivity of user groups in a sense has also been expressed through opposing submissions with one submitter noting that the proposed billboard would have dramatic effects on the existing outdoor dining areas located directly below the proposed sign. In the submitters view, the billboard will have a distracting and aggravating effect (particularly at night) on the restaurants customers.
99. Mr Hattam states in paragraph 6.2 of his evidence that people will be affected by the illumination, transitions and bright colours of the sign in the context of the signs significant height and scale and given the sensitivity of the audience to the quality of the environment, the effects will be eye catching and may be visually intrusive and distracting, detracting away from the visual amenity of the area.
100. Mr Hattam also considers that activities aimed at people in the area and on foot should predominate and take precedence over vehicle orientated activities, such as large scale advertising⁷. I agree with Mr Hattam, and given the sensitivity of the receiving environment in conjunction with the size of the proposed billboard as discussed above, I am of the view that the adverse effects on the majority of the various user groups in the locale will be more than minor and for some audiences (outdoor dining/hospitality, pocket park occupiers and future residents) the effects will be significantly more than minor such that the effect is unacceptable.

Visual Coherence, Character and Amenity

101. It must be determined whether the proposal is coherent in terms of its integration with the building where it will be attached, and its coherence within the surrounding environment, particularly its impact on the established character of the receiving environment.

⁷ As described by Mr Hattam at paragraphs 5.3 of his report.

102. The applicant considers the proposal will result in positive effects on the visual coherence of the proposed billboards integration with the building as the billboard will further enliven the application site where signage is anticipated and that while not providing for onsite advertising, and considers that the signage will not create adverse effects.
103. District Plan matter of discretion 6.8.5.3 (d)⁸ sets out those matters to consider with regard to the potential for there to be resultant positive effects from digital billboards. These matters consider whether the signage enlivens a space or screens unsightly activities; will result in an orderly co-ordinated display; and relates to the business or the activity on the site and the necessity for the business or activity to identify and promote itself.
104. In support of the proposal in relation to the coherence of the billboard with the application site and the amenity of the receiving environment, the applicant considers the proposal will enliven the application site. Mr Craig states⁹:
- “It will definitely enliven what is currently a blank, grey, monolithic and featureless concrete wall. Currently this wall has no aesthetic merit at all and is entirely unrelieved by any feature of interest. The sign will counteract that effect in a positive manner. It will introduce colour, light and interesting images very much in contrast with the façade to which it is attached”.*
105. One submission in support of the proposal also resonates this position stating *“the proposal will enliven the CBD”*.
106. I also note that since lodgement of the original application, the applicant has amended the design of the proposal by recessing the billboard in from the edges of the building by 300 mm and framed the billboard within a wrapped façade treatment which assists with the integration of the sign to the building. Mr Craig also added further that the billboards rectilinear form is consistent with that of the surrounding architectural forms, *“in this regard it maintains visual coherence”*.
107. Mr Hattam notes the proposed billboard is of a similar width to a building module of the building on which the billboard is to be attached to which is a benefit, however with regards to height, the proposal is well less integrated. Mr Hattam therefore considers that while the applicant has made some effort at integrating the sign into the building, the design is not yet successful which, is principally a matter of its size in relation to the building. Furthermore, the proposal lacks any further detail and does not match the articulation of the host building, or recognise the coherence of the building, again being principally a matter of size.
108. I agree with Mr Hattam principally from the perspective of the height and size of the billboard.

⁸ Which would have applied had the application been for a restricted discretionary activity. It provides a useful indication of a relevant consideration.

⁹ Statement from paragraph 6.5 of the application.

109. Mr Hattam agrees the building wall is not an attractive feature, however he does not consider it to be unsightly nor does he believe mitigation of its unattractiveness by concealing it would justify the adverse effect of the scale. I also agree that the proposal will likely improve the coherence with and visual interest of the façade of the building, particularly with how it is proposed to be framed, I however agree with Mr Hattam that on a whole the proposal would not warrant the adverse effects that it will have on the visual amenity and character of the surrounding environment.
110. I am therefore of the opinion that the proposal is more broadly negatively impacting the character and amenity of the locale rather than enlivening the space, particularly when advertising of this scale and nature is not anticipated within the zone. This is reflected through there being no permitted baseline for advertising LED display billboards or signage to the scale that is being proposed i.e. 46m², being five times what is permitted for the applicable site.
111. Mr Hattam adds at paragraph 6.2 that while sometimes signage enlivens a space, adds visual interest, and entertains passers-by, this proposal brings the adverse effects of signage to a wide area and these adverse effects outweigh the enlivenment, visual interest and entertainment benefits. Mr Hattam further states at paragraph 6.5 that Victoria Street is a place that does not require any additional enlivening. It is a street with activation and activity, and a pleasant place to spend time.
112. In relation to the character of the area, I note that Victoria Street is unique with its confined and compact street scene, something which is envisaged by the role of the CBD and Commercial Central City Business zone. Mr Hattam has noted that the area has an established character which is to be enhanced further, specifically noting that *“the area is characterised by high quality buildings with active frontages”*.
113. In the context of this, one submitter in opposition to the proposal stated that Victoria Street has a number of highly specified office buildings attracting professional tenants servicing the people of Christchurch [sic].
114. I agree with Mr Hattam’s comments that Victoria Street has an established character, particularly one that is worth protecting.
115. As I have noted under paragraphs 48 and 181, the Council also intends future upgrades to Victoria Street through An Accessible City which would involve the further enhancement of the streetscape through tree planting, landscaping, patterned surfaces and the use of parking bays, creating a high quality street. The intention being to further reflect Victoria Street as a people centred place environment with a diminishing importance as a through route for vehicles.
116. Mr Hattam also considers the sign is located in a thriving commercial area with a people focussed environment, and because of the particular character of this environment, the scale and prominence of the sign makes the proposal inappropriate. The sign is scaled to be viewed from a distance, but is

situated in an environment where much of the viewing audience is formed of people on foot who will view the board for long periods of time at a close distance⁵.

117. As established earlier, the environment is not transitory and thus I agree with Mr Hattam. I consider that there are more appropriate, less sensitive, locations within Christchurch for the establishment of billboards of the scale proposed. This is reflected and provided for in the District Plan, i.e. being sites fronting arterial roads and collector roads located within Commercial Retail Park and Commercial Mixed Use zones, the Specific Purpose Airport Zone and all Industrial zones.
118. In Mr Hattam's view Victoria Street is coherent and visually rich, and is of the view that the proposal does not fit with this character because of its scale, in particular the lack of detailing to complement the highly articulated façades of the surrounding buildings. Mr Hattam considers this effect would be less significant if it were not such a prominent feature, however because it is of a different scale to its surroundings, it forms a strong juxtaposition to the extent that it would be obtrusive and incongruous.
119. I also reiterate that the District Plan only provides for signage up to 8m² and being at a maximum height of 9m or the height of a building façade, whichever is lowest as a permitted activity within the Commercial Central City Business zone. I consider that these upper size limits in the infringed rules reflect the sensitivity of the receiving environment. Furthermore, I note that the objectives and policies of the Plan, particularly those in Chapter 6 specifically relating to signage seek that signage is enabled and managed in a way that minimises adverse effects on the amenity and character of the environment, will not cause cumulative effects, is compatible with the surrounding environment and locates in appropriate locations, i.e. not within sensitive locations. Overall I find the proposal results in a different outcome to this planning framework as I discuss in a later section of this report.
120. In the context of the above discussion and the combining factors of the scale and nature of the proposed billboard with the sensitivity of the receiving environment and the established character which is anticipated to provide a place for people to enjoy, and the evidence provided by Mr Hattam, I am ultimately led to conclude that the potential adverse effects on amenity and character of the surrounding environment will be significantly more than minor and unacceptable.

Cumulative Effects

121. Section 3 of the RMA defines the meaning 'effect' which includes any cumulative effect which arises over time or in combination with other effects. A cumulative effect is relevant in relation to this proposal due to the number of large billboards both static and LED that have been established along the length of Victoria Street over time, and the additional effects arising from this proposal.
122. I assess the potential cumulative effect in two parts. The first being the cumulative effects of signage within the immediate environment and also resulting in a cluttering effect. The second being a

cumulative effect in the intermediate environment, which I define as the length of Victoria Street where I am concerned with the degrading effect that signage is having on the overall character of the street.

Immediate Environment

123. The combination of the proposed billboard, and the two existing billboards at 50 and 83 Victoria Street have the potential to cumulatively create a cluttering effect in the immediate receiving environment, particularly when considering the scale of the three billboards, the separation distances between the signs and the confined nature of built form along Victoria Street. I note the three billboards (two LED and one static) inclusive of the proposal are between 40m² and 55m² in size and within the space of approximately 100m. To limit the potential for cumulative effect, research¹⁰ suggests that a minimum distance between signs could be considered, i.e. to have a maximum of one sign within any 100m viewing distance.
124. In response to the potential for cumulative effects, the applicant states under section 6.4 of their application that both existing billboards (50 Victoria Street & 83 Victoria Street) are located north-west of the application site and that all three billboards will not be viewed at the same time unimpeded, from any one vantage point, minimising visual clutter. Further, the applicant states *“visual clutter is further reduced as a result of the proposed construction of a two storey commercial building at 56 – 62 Victoria Street. If consented, the development would obstruct the permitted LED billboard at 50 Victoria Street meaning it can be only half of the proposed size”*
125. I agree with the applicant that there will be a reduction in the available view shed of all three signs at one time given the proposed construction of the building at 56 – 62 Victoria Street. I have also taken into consideration that views on the south western side of the street of all three billboards will be impeded when the tree within the open space to the north of the application site is in full leaf. This will however be seasonally restricted and not provide such impediment all year round.
126. Nevertheless, the proposal still results in the availability of views (partial or whole) of more than one billboard within 100m in this case three, and as such the proposal does give rise to cumulative effects that must be considered. Mr Hattam has stated: *I consider this to be excessive, especially given the context and audience. For the street as a whole, this represents a step-change in the frequency of signage, from one where there is likely to be a single prominent sign, to one where there may be several”*.
127. Mr Hattam considers this amounts to cumulative adverse effects, greater than those generated by the existing signage and in addition to the adverse effects generated by the proposal in its own right. I agree with Mr Hattam that the proposal give rise to cumulative effects to a degree greater than the proposal individually due to the proximity of the billboards. While there is an argument for impediment,

¹⁰ Boffa Miskell td, LED Billboard Research – Technical Review of Visual Effects (27 October 2016).

there will still be partial views of three separate displays within a short distance that equate to effects greater effects than what would be experienced by a single billboard, and what is currently experienced by two billboards.

128. I therefore find myself at a point where I consider that there will be a more than minor and potentially significant cumulative effect regarding visual amenity due to the display of advertising signage potentially being the most prominent feature in the street scene which is not in keeping with the character of the surrounding area.

Intermediate Environment

129. In my opinion, consideration of cumulative effects in the wider context of the Victoria Street environment is also particularly important given the already established character of Victoria Street and the gateway it provides to the City's CBD, as previously noted.
130. Given the proliferation of signage along the extent of Victoria Street, with a number being of a large scale, the applicant was requested to provide an assessment of the cumulative effect in relation to existing signage, particularly those billboards at 83, 104, and 183 Victoria Street in the context of cumulative effects on the overall character of Victoria Street.
131. Mr Craig responded to this potential effect noting that the *"existing billboards at 104 and 183 Victoria Street are too distant to have any cumulative impact, although they will contribute to the sequence of encounters as one travels toward the central city. In any case, they do not fall within the visual catchment of the proposed billboard"*
132. While the statement made by Mr Craig regarding the distance of the aforementioned billboards may be correct in relation to a cluttering effect in the immediate environment for which I have already assessed as being more than minor and potentially significant, I disagree that they are too distant for there to be resultant wider cumulative effects and thus also consider the sequencing of billboard encounters along Victoria Street is a relevant consideration with respect to the cumulative effect on the overall character of Victoria Street.
133. In the context of sequencing, Mr Hattam has stated, *"there is often more than one large billboard in view at a time and they are experienced sequentially (as we move down Victoria Street, one gives way to another).*
134. I agree with Mr Hattam's comments that the existing billboards and the proposed billboard will result in a sequential effect of signage along the extent of Victoria Street. I note there is at least one billboard in a prominent location in the street scene, being the billboards at 183, 149, 104, 83 and 50 Victoria Street, and then the proposal, all of which (albeit 149 and 183 Victoria Street) are of significant scales being 40m² - 55m². This sequence of billboards has been represented in Figure 2 above.

135. In the context of the aforementioned signage all occurring within a distance of approximately 650m, I consider that the proposal for another large scale LED billboard will exceed the capacity for Victoria Street to absorb the associated cumulative effects on the amenity, in particular its established character. In my view, largescale advertising will become an unintended defining feature of Victoria Street if the development of signage in excess of that anticipated by the District Plan continues. I consider this to be unacceptable given the established character of Victoria Street and am of the view that the potential cumulative effect is significant.
136. Two submitters in opposition to the proposal raised concern in relation to cumulative effect with one stating that there are already too many billboards on Victoria Street, while another submitter submitted in concern that the proposed billboard will add to the visual pollution that has already taken hold in Victoria Street.
137. I therefore conclude that the cumulative effects on the immediate environment will be more than minor and potentially becoming significant, while the cumulative effect on the intermediate / wider environment will be significant. Overall I consider these cumulative effects to be unacceptable on the environment.

Conclusion with respect to effects on the environment

138. In summary, it is my opinion that the adverse effects on transport and human health with respect to glare will be less than minor, while the adverse effects on heritage values will be minor at most. With regard to the adverse effects on the amenity and character of the area I consider these effects to be significantly more than minor and unacceptable, while the resultant cumulative effects will also be significant and unacceptable for those reasons set out above.
139. With resultant adverse effects of a significant scale, the proposal therefore will fail to avoid, remedy or mitigate adverse effects of the proposal on the environment to a level that will be acceptable and thus not meeting Part 2 of the RMA.

Relevant Objectives, Policies, and other Provisions of a Plan or a Proposed Plan (S.104 (1)(b))

Christchurch District Plan

140. Regard must be had to the relevant objectives and policies in the District Plan. Of particular note, Chapter 3 of the Christchurch District Plan contains a number of high level strategic objectives to guide the recovery and future development of the city.
141. Regard must also be had to the Sub-chapter 6 objectives and policies as these provide the planning framework for signage in the Christchurch District Plan. These generally seek that signage contributes to Christchurch's vitality and recovery by supporting the needs of business, infrastructure and

community activities; maintains public safety; and enhances the visual amenity values and character of the surrounding area, building or structures. The supporting policies seek to ensure that the size, number, height, location, design and appearance of signs do not detract from, and where possible contribute to, the character and visual amenity of the surrounding area and public realm.

142. In relation to the objectives and policies for the zone, regard must also be had to the Chapter 15 objectives and policies which generally seek that the Commercial Central City Business Zone re-develops as the principal commercial centre for Christchurch District and is attractive for businesses, residents, workers and visitors, consistent with the Strategic Direction outcomes for the built environment.
143. The relevant objectives and policies of the District Plan are attached in **Appendix 7**.

Chapter 3 – Strategic Directions

144. The Strategic Directions Chapter, being Chapter 3 provides the overarching direction for the District Plan, including for developing the other chapters within the Plan, and for its subsequent implementation and interpretation; and has primacy over the objectives and policies in the other chapters of the Plan, which must be consistent with the objectives in this chapter.
145. Chapter 3 recognises and sets the statutory planning context for the other chapters of the Plan, in order that they (ii) set objectives and policies that clearly state the outcomes that are intended for the Christchurch District.
146. Objective 3.3.5 – (Business and economic prosperity) highlights the importance of business and economic prosperity to Christchurch's recovery, and the importance to provide a range of opportunities for business activities to establish and prosper. While the proposed billboard will be partly consistent with this objective with respect to providing business opportunity through advertisement, when I balance this against the expected outcomes expressed in Objective 3.3.7 and the adverse effects on character and amenity values and significant cumulative effects (preceding section of this report) I find that this is not sufficient reason to recommend the application be approved.
147. Objective 3.3.7 provides the direction for urban growth, form and design.
148. Objective 3.3.7 states that development and infrastructure should result in a high quality urban environment that is attractive to residents, businesses and visitors, and has its areas of special character and amenity value identified and their specifically recognised values appropriately managed.
149. While the proposal may enliven what is largely a grey monolithic concrete wall, in the context of this objective with respect to the zone, surrounding environment and submissions received, overall I do not

consider that the proposal will result in a high quality urban environment that is attractive to residents, businesses and visitors; nor maintain or enhance the Central City.

150. I reach the above conclusion for a number of reasons. Firstly, the zone or application does not provide for nor anticipate advertisement of such scale or nature with respect to the Plan. Secondly, Victoria Street has an established character of compact urban form providing for upmarket commercial and retail premises. With the adverse effects on character and amenity being significantly more than minor, it cannot be considered to meet the positive terminology of enhancement and therefore the proposal is not consistent with this objective. Finally, due to the proliferation of signage along Victoria Street I consider there will be significant cumulative effects on amenity and character of the surrounding environment.
151. Objective 3.3.8 provides the direction for revitalising the central city and seeks that the Central City is revitalised as the primary community focal point for the people of Christchurch; and the amenity values, function and economic, social and cultural viability of the Central City, are enhanced through private and public sector investment.
152. The proposal could (depending on the content of the advertisements) contribute to the revitalisation of the function, economic, social and cultural viability of the Central City. However, I have concluded that the proposal will result in significantly more than minor adverse effects on the character and amenity of the surrounding environment and have significant cumulative effects on such values (refer to my discussion under Objective 3.3.7). There is some tension between the outcomes sought in these two objectives, but on balance I consider the conflict with Objective 3.3.7 outweighs any potential benefits to revitalising the Central City.
153. Objective 3.3.14 – Incompatible activities, seeks to minimise conflicts between incompatible activities through controlling the location of activities through zoning. Further the objective states, conflicts between incompatible activities are avoided where there may be significant adverse effects on the health, safety and amenity of people and communities.
154. I consider this objective reinforces the direction for locating advertising signage within the City as prescribed by the Chapter 6 signage rules in that the zoning of the application site does not provide for LED advertising billboards. In this regard I am particularly mindful that the District Plan directs signage to different receiving environments through upper size limits. A sign of this size is envisaged in a much less sensitive environment. Furthermore, the adverse effects on the amenity of people and communities as a result of the proposal has been assessed as being significantly more than minor and cumulatively significant. I therefore consider the proposal to be inconsistent with this objective.

Chapter 6 General Rules and Procedures

Sub-chapter 6.3 – Outdoor Lighting

155. Objective 6.3.2.1 artificial outdoor lighting and glare seeks that the adverse effects on residential, commercial, open space and rural amenity values; areas of natural, historic or cultural significance and the night sky are managed; and the interference with the safe operation of transport and infrastructure is avoided. This objective is supported by Policy 6.3.2.1.1, which seeks to:
- a. *Recognise and provide for artificial outdoor lighting for night-time activities and safety while managing its scale, timing, duration, design and direction in a way that;*
 - i. *Avoids, remedies or mitigates adverse effects on the rest or relaxation of residents; or in any areas of natural, historic or cultural significance;*
 - ii. *Does not interfere with the safer operation of the transport network or aircraft;*
 - iii. *Minimises unnecessary light spill into the night sky.*
156. The applicant has confirmed they will not breach the district plan light spill standards (Rule 6.3.6) accepting a condition of consent to ensure this is the case. Therefore, given the proposal will comply with the light spill standards for the zone, it is considered that the proposal will be consistent with this objective and associated policy. Furthermore, the effects on the transport network will be less than minor while the effect on heritage will be minor at most. I consider that these objectives and policies have been met.

Sub-chapter 6.8 – Signage

157. Sub-chapter 6.8 Signs relates to the management of signage throughout the district and enables the use of signs for business, infrastructure and community activities to promote their activities and maintain public safety, while controlling the potential adverse effect of signs on visual amenity values and character. The specific sub-chapter objectives and policies that are relevant of the proposal will be assessed in detail as set out below.
158. Sub-chapter 6.8 contains one objective, being Objective 6.8.2.1 – Signage.

Objective 6.8.2.1 – Signage seeks that:

- a. *Signage collectively contributes to Christchurch’s vitality and recovery by:*
 - i. *Supporting the needs of business, infrastructure and community activities;*
 - ii. *Maintaining public safety; and*
 - iii. *Enhancing the visual amenity values and character of the surrounding area, building or structures*

159. The proposal will achieve (i) and (ii) of the objective as the proposal will support the needs of businesses through the advisement of goods or services, while it is also considered the billboard will maintain public safety, particularly through maintaining the safety of the transport network and those users. However, with respect to (iii) while the billboard will likely enhance the visual quality of a currently blank monolithic space, I have assessed that this will be at the expense of the amenity values and character of the surrounding environment. The proposal will result in significantly more than minor effects on the amenity and character of the surrounding environment and subsequent significant cumulative effects and thus not be enhancing nor contributing to Christchurch's vitality. In my view these effects are unacceptable. On balance I find that the objective has not been met.
160. The supporting policies that give effect to Objective 6.8.2.1 that I consider are relevant to this proposal are policies 6.8.2.1.1, 6.8.2.1.2, 6.8.2.1.3, 6.8.2.1.4 and 6.8.2.1.6 which I discuss below.
161. **Policy 6.8.2.1.1** – seeks to enable signage in appropriate locations as an integral component of commercial environments and that is necessary for public health and safety, and to provide direction to the public.
162. While signage may form an integral part of commercial environments particularly with respect to wayfinding and on-site business identification, I consider the locations that are appropriate for off-site advertising signage through large scale static or LED billboards have been defined by the Chapter 6 rules of the Plan through permitted activity provisions. I note that the application site is not within a location where such signage is provided for as a permitted activity by the Plan and is significantly in excess of the standards set for the zone. In this context, I do not consider the application site to be an appropriate location - there will be significant adverse effects. Further, the proposal is not considered necessary for public health and safety or to provide direction to the public. I find the proposal inconsistent with this policy.
163. **Policy 6.8.2.1.2** – Controlling signage in sensitive locations, seeks to *“ensure the character and amenity values of residential, open space and rural zones are protected from adverse visual and amenity effects from large areas or numbers of signs, or off-site signs within these zones”*
164. I note the policy reads “within these zones”. The proposed sign is located within the Commercial Central City Business zone and not within a residential, open space or rural zone which are considered to be sensitive locations by definition of Policy 6.8.2.1.2. The proposal is therefore considered to be consistent with Policy 6.8.2.1.2. However I do not think that this conflicts with my conclusions about the sensitivity of the Victoria Street receiving environment or the plan's intent to direct signage to locations appropriate to the size of the sign¹¹. I consider the objective highlights the residential, open space and rural zones as being particularly sensitive. I also note that Policy 6.8.2.1.3 iv. pays particular attention to the amenity and the context of the Central City. I further discuss this under Policy 6.8.2.1.6 below.

¹¹ In the sense that one might interpret the objective as stating these are the only sensitive zones the plan is concerned about.

165. **Policy 6.8.2.1.3** – Managing the potential effects of signage seeks:

- a. *In considering Policies 6.8.2.1.1 and 6.8.2.1.2, ensure that the size, number, height, location, design, appearance and standard of maintenance of signs:*
 - i. *do not detract from, and where possible contribute to, the character and visual amenity of the surrounding area and public realm;*
 - ii. *integrate within the façade of the building, do not detract from the integrity of the building design, and maintain the building as the primary visual element;*
 - iii. *are in proportion to the scale of buildings and the size of the site; and*
 - iv. *enhance the Central City.*

166. The size, height, and location of the proposed billboard are all contributing factors that degrades away from the character and visual amenity of the area and public spaces with the resultant adverse effect being significantly more than minor and cumulatively significant. The applicant has attempted to integrate the proposed billboard into the façade of the building for which adds some benefit, however overall, I do not consider the proposal achieves the intention of not detracting from the building design due to the significant size of the billboard. Thus, the sign is not within proportion to the sale of the building. Furthermore, the proposal is an addition to a sequence of signage along Victoria Street and thus leads to a cumulative effect on amenity and character that is significant and as such the Central City is not enhanced. I therefore find the proposal inconsistent with this policy.

167. **Policy 6.8.2.1.4** – Transport safety seeks to:

- a. *Ensure that signs do not cause obstruction and/or distraction for motorists and pedestrians and other road users.*

168. The proposal has been assessed as resulting in less than minor effects on the transport with respect to obstruction and/or distraction for motorists, pedestrians and all other road users. The proposal is therefore consistent with the above Policy.

169. **Policy 6.8.2.1.6** – seeks to limit off-site signage¹² within sensitive zones which are specified within Policy 6.8.2.1.2, being residential, open space and rural zones and to enable such signage where it:

- i. *Is compatible with the surrounding environment and is located within a commercial or industrial context;*
- ii. *Is appropriately maintained;*
- iii. *Will not cause or contribute to visual clutter and other cumulative effects; and*
- iv. *Is consistent with the outcomes sought in Policy 6.8.2.1.3*

¹² means a sign which is used to advertise activities, goods, services, products or events that are not directly related to the use or activities occurring at the site on which the sign is physically located. It includes posters and poster boards and any other associated supporting device whether permanent, temporary or moveable.

170. It is noted that the proposal is not for signage within a sensitive location as specified by Policy 6.8.2.1.2 and therefore the proposal is consistent with the first part of the Policy. The policy however states further that off-site signage is to be enabled where it meets sub policies i – iv. While the proposal is located within a commercial context, in my opinion it is not within a commercial context where large scale advertising signage to that proposed is anticipated by the Plan or where it will be compatible with the surrounding environment. Given the adverse effects are significant, this is unlikely and this such signage should not be enabled. It is however likely that the signage can be appropriately maintained, achieving sub policy (ii). The proposal will not meet (iv) as the proposal is not consistent with the outcomes sought in Policy 6.8.2.1.3 as the adverse effects on the amenity and character of the environment will not be appropriately managed to an acceptable level. Overall, I find the proposal inconsistent with the above Policy.

Chapter 15 – Commercial

171. Chapter 15 provides the objectives and policies for those activities proposed to be located within sites zoned commercial. There are a number of general objectives and policies that are relevant to the proposal while there is a specific objective which defines the role of the Commercial Central City Business zone and a number of supporting policies.
172. **Objective 15.2.4** – Urban form, scale and design outcomes seeks:
- a. *A scale, form and design of development that is consistent with the role of a centre, and which:*
 - i. *Recognises the Central City and District Centres as strategically important focal points for community and commercial investment;*
 - ii. *Contributes to an urban environment that is visually attractive, safe, easy to orientate, conveniently accessible, and responds positively to local character and context*
 - iii. *[...]*
 - iv. *Manages adverse effects on the surrounding environment*
173. Signage contributes to urban form and as such the form and scale of such signage shall contribute to a visually attractive environment which responds positively to local character and context. I have assessed above that the proposed billboard will be out of scale with the character of the surrounding environment and as such will have significant adverse effects on the amenity and character of that respective environment while generating significant cumulative effects. The proposal will therefore not contribute to a visually attractive urban environment in this context. I am of the view the proposal does not achieve this objective.
174. The role of the Commercial Central City Business zone is defined by **Objective 15.2.6** which seeks a Commercial Central City Business Zone that re-develops as the principal commercial centre for

Christchurch District and is attractive for businesses, residents, workers and visitors, consistent with the Strategic Directions for the built environment.

175. I have assessed above that the proposal is largely inconsistent with the Strategic Directions as the billboard does not enhance the amenity or character of the City, rather it has adverse effects that are significantly more than minor. The proposal is therefore not consistent with this objective.
176. The relevant supporting policies to Objective 15.2.6 are Policies 15.2.6.3 and 15.2.6.5.
177. Supporting Policy 15.2.6.3 addresses amenity and generally seeks to promote a high standard of amenity and discourage activities from establishing where they will have an adverse effect on the amenity values of the Central City by requiring an urban design assessment and protecting the efficiency and safety of the adjacent transport networks (relevant aspects to this proposal). An urban design assessment accompanied the application for the proposal with respect to addressing impacts on amenity values. There are differing opinions between the applicant's assessment and the Council's assessment, however I concur with the assessment provided by the Council urban designer that the adverse effects on the amenity are unacceptable. While the proposal does have minimal implications on the efficiency and safety of the adjacent transport networks, given the adverse effect on amenity, I do not find the proposal consistent with this policy.
178. Policy 15.2.6.5 has a pedestrian focus which seeks an enhanced pedestrian environment that is pleasant, safe and attractive to the public through the establishment of a low street traffic environment and ensuring high quality public space design and amenity. The proposal conflicts with what Policy 15.2.6.5 seeks to achieve as the proposed billboard will have a significantly more than minor effect on the amenity of the surrounding environment which subsequently will not result in a high quality public space or enhanced pedestrian environment.
179. After considering the relevant objectives and policies it is my conclusion that in an overall sense, the application is inconsistent with these objectives and policies.

Relevant Other Matters (S.104 (1)(c))

Recovery Plans and Regeneration Plans

180. As noted previously, decisions and recommendations on resource consent applications must not be inconsistent with Recovery Plans and Regeneration Plans.
181. Granting consent to this application is considered to be inconsistent with the Christchurch Central Recovery Plan as the proposal will result in effects on the amenity of the surrounding environment that are significantly more than minor while there will be significant cumulative effects and which are not foreseen to meet the overarching urban design for Christchurch City. In addition, the An Accessible City chapter seeks to enhance the quality of Victoria Street with on street upgrades to improve the

pedestrian natured environment. The proposal will conflict with this outcome and compete with the proposed enhancements to the amenity of the pedestrian environment.

Part II of the Act

182. In considering an application for resource consent, pre-eminence must be given to Part II, the purpose and principles of the Resource Management Act.
183. The purpose of the Act is to promote the sustainable management of natural and physical resources. Section 5 imposes a duty on consent authorities to promote sustainable management while avoiding, remedying or mitigating adverse effects of activities on the environment.
184. I do not consider there are any matters of national importance (Section 6) or Treaty of Waitangi issues (Section 8) which need to be taken into account in this instance.
185. Section 7 lists various matters to which regard shall be had in achieving the purpose of the Act. The matters of particular relevance to this application are:
- (c) The maintenance and enhancement of amenity values;
 - (f) Maintenance and enhancement of the quality of the environment.
186. I do not consider that the proposal supports the purpose of the Act as the proposal results in adverse effects on the environment that are unacceptable which subsequently compromises both the amenity values and the quality of the surrounding environment. The proposal therefore does not represent an efficient use and development of the site without compromising amenity values or the quality of the environment.
187. For these reasons, I consider that the proposal is inconsistent with Part II of the Resource Management Act 1991.

Conclusion

188. After considering the actual and potential effects on the environment of allowing the application, it is my conclusion that the proposal will have significantly more than minor effects on the character and amenity of the surrounding environment. Given the existing quantity of advertising signage along Victoria Street, I also find that the additional proposed billboard and its associated adverse effects will result in a cumulative effect on the character and amenity of the environment that I deem significant and unacceptable.
189. I consider the proposal is inconsistent with the objectives and policies of the Christchurch District Plan which seeks that signage contributes to Christchurch's vitality and recovery by supporting the needs of

business, infrastructure and community activities; maintaining public safety; and enhancing the visual amenity values and character of the surrounding area.

190. I consider that the proposal is inconsistent with Part II of the Resource Management Act 1991, and that it is not inconsistent with the Christchurch Central Recovery Plan.
191. Having considered all of the relevant matters under Sections 104, 104B, it is my opinion that consent should be declined.

Recommendation

192. I have assessed this application to establish a 46m² LED billboard on the side of an existing multi-story building at 65 – 67 Victoria Street. Having considered all the matters relevant to this application, I recommend that this application be **declined** pursuant to Sections 104, and 104B of the Resource Management Act 1991.



Name George Enersen

POSITION CONSULTANT PLANNER

Reviewed by:

Name Scott Blair

POSITION SENIOR PLANNER – CHRISTCHURCH CITY COUNCIL

27.11.2017

APPENDIX ONE: - COUNCIL URBAN DESIGN EVIDENCE

IN THE MATTER OF The Resource
Management Act 1991

AND

IN THE MATTER OF a Land Use
Resource Consent Application by Halo Media;
RMA/2017/1276,
65-67 Victoria Street, Christchurch

Statement of David Hattam
Urban Design Assessment

1 Introduction

My name is David Anthony Hattam. I am employed in the position of Senior Urban Designer at the Christchurch City Council, a position I have held since March 2017.

Previously, I was employed by the Moreton Bay Regional Council in Queensland as a Senior Planner and Urban Designer, for five years. Prior to this, I worked for the Selwyn District Council as a Strategic Policy Planner, running the urban design program for that Council.

I have worked in the field of urban design for 10 years. I hold the qualification of Master of Urban and Regional Planning from Heriot Watt University, Edinburgh and I am a full member of the Royal Town Planning Institute.

I have been asked by the Christchurch City Council to provide urban design evidence in relation to the above application. I have reviewed the Resource Consent application by Planz Consultants and the evidence of Landscape Architect Andrew Craig.

I have visited the site and the surrounds on a number of occasions at different times of the day and in different seasons.

My evidence is in relation to the potential visual impacts of the billboard on the receiving environment.

2 The Proposal

The application is for a digital billboard sign attached to the flank wall of an existing building at 65-67 Victoria Street, measuring 9.6m x 4.8m (an area of

46m²). The top of the sign would be located at a height of 16m above ground level and the bottom would be at a height of 6.4m.

The above takes into account the amendments made during the course of the application, to lower the height of the board by 0.3m.

There is some 9m² of existing signage on the building, relating to the ground floor retail tenancy.

I understand that the proposal is a discretionary activity under the Christchurch District Plan.

3 District Plan Matters

As the application is discretionary, I have assessed it against the policy framework in the Christchurch District Plan (henceforth referred to as "the Plan"), with the relevant urban design policies shown below.

Overall I consider that the thrust of these policies is to allow signage, but to manage its effects on the character and visual amenity of an area.

6.8.2.1.1 Policy - Enabling signage in appropriate locations

Enable signage:

- i. *as an integral component of commercial and industrial environments, strategic infrastructure and community activities throughout the Christchurch District; and*
- ii. *that is necessary for public health and safety and to provide direction to the public.*

This policy is aimed at enabling signage in commercial and industrial areas. It is balanced by other policies which seek to manage the impact of signage.

Policy 6.8.2.1.3 - Managing the potential effects of signage

In considering Policies 6.8.2.1.1 and 6.8.2.1.2, ensure that the size, number, height, location, design, appearance and standard of maintenance of signs:

- i. *do not detract from, and where possible contribute to, the character and visual amenity of the surrounding area and public realm;*
- ii. *integrate within the façade of the building, do not detract from the integrity of the building design, and maintain the building as the primary visual element;*
- iii. *are in proportion to the scale of buildings and the size of the site; and*
- iv. *enhance the Central City.*

The above policy aims to ensure that the size, number, height, location and design and appearance of a sign are managed, and lists a range of criteria for each. I have attempted to structure my report around these elements.

Policy 6.8.2.1.6 - Managing off-site signage

Limit off-site signs in the sensitive zones specified in Policy 6.8.2.1.2 and to enable such signage where it:

- i. *is compatible with the surrounding environment and is located within a commercial or industrial context;*
- ii. *is appropriately maintained;*
- iii. *will not cause or contribute to visual clutter and other cumulative adverse effects; and is consistent with the outcomes sought in Policy 6.8.2.1.3.*

This policy outlines additional matters for offsite signage. I consider the main additional consideration to be a stronger consideration of cumulative effects.

Also relevant is policy 7.2.1.1 which discusses the balance between different uses of the street. Victoria Street is categorised as a local distributor street under the road categorisation (refer to appendix 7.5.12).

Policy 7.2.1.1 - Establishment of a road classification system

- a. Identify a road network that connects people and places and recognises different access and movement functions for all people and transport modes, whilst:
 - i. supporting the safe and efficient operation of the transport network;
 - ii. **providing for public places in accordance with the function of the road to enable community activities including opportunities for people to interact and spend time;**
 - iii. providing space for utility services;
 - iv. **reflecting neighbourhood identity and amenity values;**
 - v. recognising cross-boundary connections with adjoining districts; and
 - vi. providing for the efficient and effective functioning of the strategic transport network, including for freight.
(underline and bold emphasis added)¹
- b. Recognise the Central City in the road classification system by establishing a people-focused and slow vehicle inner zone which provides safe and effective access and movement for all forms of transport.

4 Visual Catchment

An indicative visual catchment for the proposed billboard is shown below. This will vary seasonally due to the deciduous trees within the catchment.

The visual catchment is quite confined, being the distance on Victoria Street up to around 100m, which has a view of the full area of the billboard.

There is also a large area that will experience partial views of the billboard, notably Peterborough Street to the west of the site, and the pocket park on the corner of Peterborough and Victoria Streets, which will be exposed to views of the top half of the sign.

Views to the north east are likely to be temporary as the vacant sites in the area are redeveloped, although it is not known how long this will take.

¹ The amenity aspects of these policies are within the scope my expertise.



Visual Catchment

5 Context and Existing Character

This section is intended to describe the existing character of the area, relating to policy 6.8.2.1.3 (i).

I have assessed the context of Victoria Street, in which the subject site is located, in respect to the context as it exists. In addition there are Council initiatives being progressed that will contribute to the quality of the Victoria Street public realm in the future, and further developed that has been consented.

Victoria Street is evolving as a result of the level of demolition and construction resulting from the Canterbury earthquakes. I consider that in the vicinity of the subject site, Victoria Street has:

- A high quality built form (private buildings that line the street) with a range of uses that are attractive to people, such as cafes and restaurants.
- The public realm (the street and pocket parks) is of medium quality overall.
- The street is a local distributor road, and as such it is anticipated that pedestrian use and the quality of the environment have a high priority in decision making. The built form is in keeping with the position of the street in the road hierarchy.

- Due to the character of the area and the activities taking place, people in the area will be affected by changes in the environment. It is a place where visual amenity has some importance.

Given the above I consider that the existing character is a high amenity and human scale environment, the users of which will be affected by visual effects that may be generated by the application.

The reasons for why I have reached this view are discussed below.

5.1 Built Form

The built form consists of the private buildings abutting Victoria Street.

Following the earthquakes, Victoria Street is an evolving environment. Within the vicinity of the subject site (which I have taken to be the area within 100m of the site) vacant lots are a minority of sites and the main determinant of built character is the quality of buildings. The area is characterised by high quality buildings with active frontages, for example:

- 83 Victoria Street.
- 53-61 Victoria Street.
- 50 Victoria Street

These buildings have a number of features which I consider display a high standard of urban design, for instance:

- There is built frontage to the street edge.
- Street facades are well modulated. This means that horizontal forms are divided into a number of vertical elements (or modules). This breaks down the frontage and adds visual interest.
- Facades and modules have articulation. This means that they have features which divide the modules and frontage into different segments and provide detailing, such as windows or louvres. Glazing is divided by window frames which adds further detailing.



Above: 53-61 Victoria Street displays modulation and articulation

As a result of the above, buildings provide visual interest both at a distance and close up. The combination of modulation and articulation provides a human scale environment.

There are two buildings that are notable exceptions to this within this vicinity, due to the nature of what goes on inside them. These are the Calendar Girls building and the Casino.

The Casino is a very prominent building. While it does not provide active frontage for the full length of the street façade, the façade is decorative and includes vertical detailing to break up the length of built frontage and a highly active entrance area. As such I consider it makes a positive contribution to the character of Victoria Street.

The Calendar Girls building provides some modulation and articulation but has no glazing. I consider it detracts from the street, but does not undermine the overall character of the area.

Overall I consider that a high quality built form has been established on Victoria Street which makes it a visually interesting and human scale environment.

5.2 Public Realm

The public realm consists of the street and other public space in the area. The present street environment is not of especially high quality but has some positive attributes and is expected to improve as a result of Council street redevelopment initiatives.

Footpaths are provided with a reasonable width of around 3m, but there are no street trees. This is mitigated in part by the presence of two pocket parks, which inject greenery into views.

Two way traffic is present and the road appears busy at peak times. There is a 30kph speed limit in operation, as a measure to enhance the pedestrian experience.

The pocket parks are attractive spaces and include seating and planting. In particular, the space on the northern side of Peterborough Street is well integrated with the adjoining building and its outdoor eateries. These pocket park spaces contribute significantly to the quality of the public realm.

In future, the street environment is expected to improve. *An Accessible City* recognises Victoria Street as a main street, to be redeveloped with an enhanced streetscape, and is currently programmed in the Christchurch City Council Long Term Plan for an upgrade to be started in April 2018. Preliminary scheme design, shown below, includes tree planting, landscaping, patterned surfaces and the use of parking bays.



Overall I consider the street is of a medium quality and expected to improve.

5.3 Use of the Street

Victoria Street is a local distributor street in the Council hierarchy. The hierarchy includes arterial roads at the top, with a traffic focus and graduates through collector to local roads, which are intended for access and have a focus on amenity values. A local distributor road is the second lowest (least traffic focussed) road in this classification.

Table 7.5.12.1 in the Plan notes that this street type is “*important for the distribution of traffic to parking precincts, or to provide for public transport movement*”. Unlike a collector road, through traffic is not a priority function.

Given the emphasis of Policy 7.2.1.1 (ii) on providing places for people to spend time, and the low order of the road in the transport hierarchy, I consider that the Plan intends that the street is intended to serve a mix of functions, including being a high quality place for people.

This is re-enforced by the statutory document *An Accessible City*, part of the Christchurch Central Recovery Plan. This recognises Victoria Street as a key walking, cycling and public transport route. The emphasis of Council policy is on these alternative modes. Vehicular traffic is catered for on Durham Street and Montreal Street.

Future planning for Victoria Street will see it transition to a higher quality more intensively used pedestrian environment. It is expected that there will be more commercial development over time (for instance through the new building consented at 60 Victoria Street) and the street amenity will improve.

From this, I consider that activities aimed at people in the area and on foot should predominate and take precedence over vehicle orientated activities.

5.4 Affected User Groups

In undertaking an assessment of the visual effects of a proposal, those potentially affected must be identified, including the potential levels of sensitivity to the quality of the environment (CCC, 2016), affected by matters such as:

- The length of exposure to the environment.
- The extent to which the activity is focussed on views or the quality of the environment.
- The importance of particular views and the quality of the environment (which may depend on matters such as location in the city, tourist and visitor attractions, and facilities to enjoy the area).

As such, there are some environments that may be more suitable for signage than others. In particular, an environment that is more vehicle dominated may have more tolerance for signage because the main user group is present for a short period of time and the activity is not focussed on the quality of the environment. Conversely, pedestrian activity is highly influenced by the quality of the environment.

The Victoria Street area performs a wide range of functions.

- It is a local distributor road with low vehicle priority.
- It is a designated pedestrian and cycle route.
- It is a destination for dining and hospitality.
- It is a place where people work in offices and commercial premises.
- It includes outdoor spaces (pocket parks) where people can spend time and experience the environment.

Given the above, I consider that users of the environment will have some sensitivity to changes to the quality of the environment. Different user groups and sensitivity are shown below ¹:

- Vehicles (transient, enclosed, high speed - low sensitivity)
- Pedestrians (transient, low speed - high sensitivity)
- Cyclists (transient, medium speed, exposed - medium sensitivity)
- People working and visiting offices (medium sensitivity).
- People using open spaces (high sensitivity).
- Outdoor dining (affected by environment - high sensitivity).

The area is used by a variety of groups, the majority of which have at least medium sensitivity to views and the quality of the environment, and some of which have high sensitivity.

Given the above, I consider that the people in the vicinity will be affected by visual effects that may be generated by the billboard.

6 Urban Design Assessment

I have carried out a detailed urban design assessment of the proposal, which is outlined below. Through this process, I have identified that the application will create a number of adverse visual effects. Given the sensitive environment identified in section 4, I consider that these are significant and inappropriate for the location.

In my opinion, the billboard will be:

- too large for its location;
- mounted too high;
- will conflict with the character of the surroundings and undermine the visual amenity of the street scene;
- generate adverse effects from transitions and illumination that are detrimental to the character of the area;
- due to its location in relation to other signs, generate cumulative effects greater than any previous proposal in these areas;
- will not be integrated with the host building.

For these reasons, I consider it will conflict with policy 6.8.2.1.3 in that it will:

- detract from the character and visual amenity of the area;
- not integrate with the façade of the building or maintain the building as the primary visual element (Policy 6.8.2.1.3 ii.);
- be out of proportion to the scale of buildings;
- not enhance the central city.

Further, it will conflict with policy 6.8.2.1.6, in particular because it will generate cumulative effects.

These effects are discussed below.

6.1 Size

I consider that the sign is overly large for its location, based on the following:

6.1.1 Scale

The proposal is for a larger-than-typical billboard than is found in most places in the city, in a location that is of a high quality built form and with a concentration of activity. A more typical billboard size is 18m² or 36m².

The prominence of a billboard is greatly affected by its size as it will occupy more of the observer's vision and will be more visually prominent and visible from greater distances.

6.1.2 Degree of Human Scale

I consider that the proposal will be dominant to the established human scale character of the area, will contrast strongly with it and detract from its visual appeal.

I have described in section 3.2 how the existing human scale character is well established and an important part of the appeal of the street in its current and emerging uses. The proposal will be a large and prominent single element, highly visible and lacking the detail evident in the surrounding buildings. It will contrast strongly with the existing character, be more visually dominant than the human scale elements, and as a result will undermine the human scale elements in the street.

Examples of human scale advertising can be found in shopping malls and Cashel Street. Such signs are rarely taller than 3m, and designed to appeal to people on foot.



Above: Examples of human scale signage

6.1.3 Integration with the Building Proportions.

This is concerned with whether the proposal, including the support structure and cladding, fits with the proportions of the façade and building.

The sign is to be located on a blank façade. The application states that it occupies 14% of the façade. However, I note that:

- Half the elevation is obscured by the building in front. I consider that a more relevant matter is the amount of the remainder of the façade occupied by the sign, which would amount to over a quarter.

- For obvious reasons the sign is located at the front of the facade where it would be most visible.

These matters would be significant in determining the degree of integration with the building. Although the present wall is blank and has no design merit, a matter raised by Mr Craig in his landscape assessment submitted with the application² it is recessive in its surrounding context and does not draw the attention of the observer.

A benefit of the proposal is that it is of a similar width to a building module on the front facade of the building on which it is situated (the black staircase section). I consider there is some merit in this approach.

However, the proposal lacks any further detail and does not match the articulation of the host building or recognise the coherence of the built form (for instance the presence of horizontal elements such as the division between floors). This is principally a matter of its size.

With regards to its height, the proposal is less well integrated. This could be resolved by matching the top of the board with the top of the windows of the front façade of the building. However, I note that there are other issues with height which are discussed at section 6.2 below.

In his report, Mr Craig considers that the sign will integrate well with the building because *“the building is modern, incorporates rectilinear elements and is considerably larger than the sign and as such will remain the primary visual element”*. I do not agree with Mr Craig on this matter because I think he has not given enough regard to the detail of the building, or how prominent the sign will be because of its position and eye-catching nature.

In my opinion, although the applicant has made some effort at integrating the sign into the building with the revised proposal, the design is not yet successful and this is principally a matter of its size in relation to the building and its articulation.

6.1.3 Integration of the sign with the architectural form of the area.

The following comments relate to the integration of the sign with the scale of buildings and architectural features in the surroundings, rather than the host building.

It is my opinion that the proposal does not fit with character of the area because of its scale, in particular the lack of detailing to complement the highly articulated facades of the surrounding buildings.

This would be less significant if it were not such a prominent feature. But because it is of a different scale to its surroundings, it forms a strong juxtaposition to the extent that it would be obtrusive and incongruous. It

² Which states that the sign adds a feature to the wall and the building will remain the dominant element.

would distract from the human scale of the street by out-competing the existing elements for the observers attention.

In this matter I disagree with Mr Craig. He is somewhat dismissive of the quality of the area (he considers that it is "*not especially significant*"). However, he has not assessed the quality of the building form in any detail, including the modulation and articulation displayed by buildings in the area. His analysis does not go further than stating that the buildings are "modern" and "similar in size". I do not consider this is sufficient to establish the built character and as a result I consider that Mr Craig has not accounted for the quality of the street in his analysis, in particular the human scale it displays.

6.1.4 Viewing distance

The sign is scaled to be viewed from a distance, but is situated in an environment where much of the viewing audience is formed of people on foot who will view the board for long periods of time at a close distance.

When viewed from close up in a pedestrian context, images and text can be hard to discern. The image may appear overwhelming because we cannot see the whole sign at a glance. The sign would detract from people's enjoyment of the environment as a result.

6.2 Height

I note that the visual catchment on Victoria Street is quite confined. As a result I am not concerned about the visibility of the sign in long views from this direction. However, I do consider that the top of the sign is too high because of part views of the top half, visible over a wide area.

Notably, this affects Peterborough Street and the pocket park on the corner of Peterborough and Victoria Streets. People in this area will be affected by adverse visual effects, without being able to discern the whole picture. I regard this as an undesirable side effect of the way the proposal has been designed.



The sign will be partially visible from Peterborough Street

The particular effects of this are that people will be affected by the illumination, transitions and bright colours of the sign. As previously stated the viewing audience in these areas is sensitive to the quality of the environment and the effects are eye-catching and may be visually intrusive and distracting, detracting from the visual amenity of the area.

I acknowledge that signage enlivens a space and adds visual interest and entertains passers-by (further discussed at 6.5 below), and this is recognised in the District Plan³. However, this proposal brings the adverse effects of signage (as discussed in the other areas of this report) to a wide area and in my view these adverse visual and amenity effects significantly outweigh these potential interest and entertainment benefits.

In relation to this issue, my opinion is that the application sign should not be visible from the public open space or Peterborough Street to the west of it, and should target a smaller audience (not within open space or Peterborough Street) in order to avoid these externalities.

In my opinion, the top of the sign should not be higher than 11.5m, so it is not visible from the pocket park and the western part of Peterborough Street.

6.3 Design and Appearance

6.3.1 Transitions

I consider the constant short transition cycles will detract from the character and visual amenity of the area.

³ Where possible signs should contribute to the character of an area and public realm (without detracting from that character) Policy 6.8.2.1.3 a. i.

The change in images is perceived as motion by the human eye which attracts our attention. Furthermore, motion is visible from a wider angle of view than a static images which increases this effect. Transitions draw the eye and increase the intrusiveness of the sign.

I consider that people who are in a staying environment for some period of time will find a 10⁴ second transition distracting. They will be exposed to many cycles through the advertising loop over time, in contrast to the momentary distraction that motorists would experience. With such a short transition, a change in the image is always imminent and the distraction from the urban experience is continuous.

For this reason, I consider that a longer transition period would be appropriate and suggest that a change in image every minute would be more suitable for the principle audience in this environment.

I acknowledge that it could be argued to add interest and entertainment to an area (further discussed at 6.5 below), but I consider this outweighed by the adverse effects of the 10 second transition discussed above.

6.3.2 Illumination

Potential effects from illumination include light spill; and visual effects from the signage and illumination.

In this case I am not concerned about the effects of light spill because the surrounding area is lit up at night already due to the night time economy.

However, I do consider that a large illuminated sign would detract from the night-time amenity of the area. This is principally because of its scale in relation to the receiving audience, and its prominence in relation to a relatively dark backdrop.

The area features an increasing number of hospitality businesses open in the evening. The ground floor of the businesses are lit up in the evenings and the activities taking place within visible from the street. The Casino is illuminated in such a way as to emphasise the building. Although the buildings are less visible in the evenings, the scene is engaging.

This issue of illumination at night is similar to the effects on the area at daytime. The sign will be the most prominent aspect of the street in the vicinity and distract from the lively street scene.

⁴ As amended from 8 seconds in response to input from traffic experts during the processing of the consent and indicated at paragraph 6 of Mr Enersen's section 42A report.

I also consider that in low light conditions, the proposal will also be visually prominent to a greater extent than more typical street components and this will be detrimental to the coherence of the street.

Although billboards of this type are dimmed according to ambient light, in practice they stand out a greater amount in low light conditions. The example below shows the billboard at 50 Victoria Street at around 8.30am in July. The brightness and prominence of the billboard is evident, notably in the way that it stands out behind the tree branches.



50 Victoria Street, 8.30am in July

6.4 Cumulative Effects and Visual Clutter

This would correspond to “number” from Policy 6.8.2.1.3 and the cumulative effects policy from 6.8.2.1.6.

6.4.1 Effects of the proposal in combination with other billboards

There is an existing advertising environment where a build-up of signage has occurred. There is sometimes more than one large billboard in view at a time and they are experienced sequentially (as we move southwards down Victoria Street, one gives way to another). Mr Enersen describes these signs and shows their location at paragraph 20 and figure 2 of his section 42A report.

For ease of reference I will repeat that here:

- 50 Victoria Street – a 40m² LED billboard to display non site related advertisements is positioned on the north-western façade of a recently established 4-storey commercial building (granted 2016)
- 83 Victoria Street – a 55m² static billboard on a new 6 storey building was authorised pursuant to RMA92023724 (granted 2015)
- 104 Victoria Street – two static signs were approved under RMA200018659 being 36m² on the southern elevation of the building and 70m² on the northern elevation (granted 2006) – however in 2015

RMA92031239 approved the conversion of the sign on the northern elevation to a 50m² LED sign.

- 149 Victoria Street – 20m² of signage on a tower consented under RMA20017633
- 183 Victoria Street – a 32m² LED billboard (granted 2015)



Location of Existing billboards on Victoria Street

It is notable that there would be more signage in the vicinity of the proposal than elsewhere. Including this proposal, there would be three large signs in a stretch of street 100m long. I consider that this would be excessive, especially given the context and audience. For the street as a whole, this represents a step-change in the frequency of signage, from one where there is likely to be a single prominent sign, to one where there may be several.

I consider that this would amount to cumulative adverse effects, greater than those generated by existing signage and in addition to the adverse effects generated by the proposal in its own right.

6.4.2 Effects of the proposal in combination with other signage on the building

As well as billboards, there is other signage on the building relating to the tenancy, which occupies around 9m² of the front façade. This on-site signage is a little uncoordinated but it is small scale and located on a different façade to the proposal. I do not consider that the signage on the building as a whole would create visual clutter.

6.5 Enlivening of the Street Scene

This is concerned with potential positive effects from enlivening the space and is one of the assessment matters for restricted discretionary applications and is recognised in District Plan policy as discussed above.

The sign would inject light and movement into the environment. However, Victoria Street is a place that does not require any additional enlivening. It is a street with activation and activity and a pleasant place to spend time. Further improvements are planned. This is not a location where the billboard would bring positive effects. Instead, the out of scale graphics would be distracting and detract from the environment.

The wall on which it is sited is not an attractive feature, but neither is it an unsightly activity. I do not consider that the need to conceal it would justify adverse effects on the scale that the sign would bring.

7 Conclusions and Recommendations

I consider that the application generates significant adverse effects which are inappropriate for the receiving environment.

The receiving environment is of high quality and will be affected by adverse effects from the application. This is because of:

- the high quality of the built form
- the quality of the public realm, including pocket parks
- Victoria Street's status as a local distributor street road with planned improvements
- the sensitivity of the users of the area to changes.

The application generates adverse effects due to:

- Its excessive size
- The height at which it is mounted, in particular the extent to which it is partly visible
- The effect of frequent transitions on the pedestrian environment
- Cumulative effects in relation to other signs.

I consider this would not comply with the direction of policy 6.8.2.1.3 because it would:

- Detract from the character and visual appeal of the surrounding area and public realm.
- Fail to integrate with the integrity of the building design.
- As a result, would not enhance the central city.

It would also fail to be consistent with policy 6.8.2.1.6 because:

- It would not be compatible with the surrounding environment
- It would contribute to adverse cumulative effects
- On balance It would not be consistent with Policy 6.8.2.1.3

For these reasons, I cannot support it in its current form.

8 References

CCC, 2016: LED Billboard Research, Technical Review of Visual Effects, CCC and Boffa Miskell, , pp7

APPENDIX TWO: - TRAFFIC SAFETY EVIDENCE

George Enersen

From: Shelley Perfect
Sent: Monday, 19 June 2017 5:10 PM
To: George Enersen
Subject: RE: RMA/2017/1276 - 65 Victoria Street - Traffic Comments Requested

Hi George

I have reviewed the application for a proposed LED billboard at 65 Victoria Street. My comments follow. Let me know if you need anything else.

The proposed billboard consists of an LED display showing static images as displayed for a minimum of 8 seconds with a 0.5 second dissolve time between images. It is proposed that the images do not contain animation or emit flashing lights and do not use graphics, colours or shapes that would resemble or distract from a traffic control device.

In terms of traffic safety I note that the sign would be visible to traffic for 150 metres on Victoria Street travelling south, for 100m travelling east on Peterborough Street, and 30m travelling west on Peterborough Street. Victoria Street is classified as a local road in the District Plan and has a posted speed limit of 30km/h. This means that along Victoria Street there would be 3 variable messages visible to drivers. *Digital and Projected Advertising Signs: Road Safety Considerations and Consent Conditions Prepared for Christchurch City Council 4 February 2016* says that to minimise distraction each driver should only be able to view one or two images as they drive towards and past the LED sign. This could be achieved by the image being displayed for a minimum of 10 seconds rather than the 8 seconds proposed.

I also note that the LED billboard is situated 50m south of the Victoria Street/ Peterborough intersection and therefore meets the recommendation from the above report that signs be at least 45m away from intersections for a 50km/h speed limit (with similar recommendation for 30km/h speed limit.) The location is sufficiently far away so as not to obscure or confuse the interpretation of traffic signs.

The sign is large and there may be some potential for distraction of drivers turning from Victoria Street left into Peterborough Street, or from pedestrians heading south along Victoria Street crossing Peterborough Street; however this is considered to be less than minor given the local road status of Peterborough Street which has low traffic volumes and the speed limit on Victoria Street of 30km/h.

Regards
Shelley



Shelley Perfect

Principal Transportation Engineer/ Work Group Manager/ Partner

[Redacted text]

[Redacted text]

[Redacted text]

www.opus.co.nz

APPENDIX THREE: - COUNCIL HERITAGE EVIDENCE

Memorandum

To: George Enersen, Consultant Planner

From: Suzanne Richmond, Heritage Advisor, Heritage Team

Date: 22/11/17

RMA/2017/1276 Proposed Digital Billboard, 65 Victoria St - Heritage Assessment

Introduction

The application proposes a 46m² light emitting diode (LED) billboard containing non-site-related advertising content at a height of approximately 16m on the northwest elevation of the building on the subject site.

Relevant Heritage Planning Framework

The receiving environment contains four heritage buildings scheduled in the Christchurch District Plan. The proposed LED billboard is located about 140 metres to the southeast of Victoria Mansions, and about 165 metres southeast of the neighbouring Jubilee Clock Tower on the same, southwest side of Victoria Street. Both buildings are scheduled as Highly Significant heritage items in the Christchurch District Plan.

The Jubilee Clock Tower has high contextual heritage significance as a major city landmark marking the northern approach to the central city on one of the two diagonal streets laid out on the city's original street plan, and as part of a cluster of surviving heritage structures around the adjoining busy intersection.

The Victoria Mansions building also has high contextual heritage significance as a landmark within the central city, due to its distinctive appearance and prominent location overlooking a busy intersection in a popular shopping street, which forms the diagonal axis with High Street across the grid pattern on the original city plan, and because it is located in close proximity to a number of other scheduled heritage items. As the backdrop to the Jubilee Clock Tower since the early 1930s, Victoria Mansions has a high level of recognition.

Also nearby, but more removed from the application site, Ironside House, a Significant heritage item in the district plan lies opposite the Jubilee Clock Tower on Montreal Street, approximately 190 metres from the application site. The Peterborough apartments/Former Teachers' College, a Highly Significant heritage building, lies to the south of Ironside House on the west side of Montreal Street, a block to the west of the application site approximately 160 metres away. For each of these buildings, the scheduled item in the district plan includes a protected setting which extends to the property boundary.

Section 6(f) of Part II of the RMA requires Council to recognise and provide for the protection of heritage against inappropriate subdivision, use and development as a matter of national importance.

The signage objective 6.8.2.1 and associated policies in the district plan seek to ensure that "signage collectively contributes to Christchurch's vitality and recovery by ... enhancing the visual amenity values and character of the surrounding area, building or structures", and that signs "do not detract from, and where possible contribute to, the character and visual amenity of the surrounding area and public realm".

The matters of discretion for static and digital billboards in clause 6.8.5.3 include consideration of whether:

- the scale, design, colour, location and nature of the billboard will have impacts on the architectural integrity, amenity values, character, visual coherence, and heritage values of the surrounding area, heritage items or heritage settings

- the extent of the impacts of the billboard are increased or lessened due to the sign's design, dimensions, nature and colour, the level of visibility of the billboard, vegetation or other mitigating features, the proposed periods of illumination and frequency of image changes, and the prominence of the billboard due to its illuminated or animated nature and ability to draw the eye
- the billboard combines with existing signage to create visual clutter.

Assessment of Effects on Heritage Values

I am familiar with the receiving environment, having visited the area on 7/11/17 to consider the effects of this proposal, and have previously provided heritage advice on resource consent applications for nearby sites at 83 Victoria Street to the north, adjoining the Jubilee Clock Tower and Victoria Mansions, and on the opposite side of Victoria Street (50 Victoria Street).

The proposed billboard will not affect views of The Peterborough apartments/Former Teachers' College or Ironside House due to the combination of their distance and angle in relation to the application site.

Some views of The Jubilee Clock Tower and Victoria Mansions will be affected by the proposed billboard. A large tree on road reserve on the Peterborough Street corner with Victoria Street currently screens the application site from the primary view of these heritage items from the gateway to the city along Victoria Street where it intersects with Montreal Street and Salisbury Street and in the next block of Victoria Street to the north. If this tree were trimmed or removed in the future the billboard would be visible in the distance beyond the existing non-LED billboard at 83 Victoria Street.

I consider that, while the proposed billboard is illuminated and digital, the relatively long proposed image duration of 10 seconds, separation distance from the heritage buildings, and the change in angle of Victoria Street of the block to the north of the application site, will limit the extent to which the proposed billboard detracts from views of the Jubilee Clock Tower and Victoria Mansions. The application site is largely hidden from views of the heritage buildings from Montreal Street and Salisbury Street.

The proposed billboard would add a third billboard in the vicinity of these two heritage buildings, in addition to the existing non-LED billboard at 83 Victoria Street and the other existing LED billboard at 50 Victoria Street, however the three would only be viewed together in relation to the heritage buildings for a limited section of Victoria Street when approaching the Montreal Street/Salisbury Street intersection from the north, and the billboard at 50 Victoria Street is separated by the width of Victoria Street from the other two.

The proposed billboard does not form an immediate backdrop to the heritage buildings as does the billboard adjacent to Victoria Mansions at 83 Victoria Street, because it lies a further 100 metres or so to the south, which is further from the application site than the digital billboard on the opposite side of the road at 50 Victoria Street. Due to the angle of the next block of Victoria Street to the north, unlike the current billboard at 83 Victoria Street (which can be seen for the length of Victoria Street), it quickly disappears from the key view shaft of the Jubilee Clock Tower and Victoria Mansions from north of the intersection. Therefore cumulative effects of seeing the three billboards in views of the heritage buildings for any distance are largely avoided.

Conclusion

I consider that the proposal is not inconsistent with the relevant objectives and policies of the district plan. The proposed billboard has an impact on some views of heritage items Victoria Mansions and the Jubilee Clock Tower, which is limited by the viewing angles and separation distances, therefore I conclude that the adverse effect on their contextual heritage values is no more than minor.

APPENDIX FOUR: - COUNCIL HEALTH EVIDENCE

George Enersen

From: Mirabueno, Hannah <Hannah.Mirabueno@ccc.govt.nz>
Sent: Thursday, 6 July 2017 10:59 AM
To: George Enersen
Subject: RE: RMA/2017/1276 - 65 Victoria Street - Request for further information

Hi George

Thanks for the email. The applicant has claimed that they will meet the standards in Rule 6.3.6. I would agree this on the basis of our understanding of light spill emissions from LED panels. Typical light spill emitted from these panels is less than 1 lux at a distance of 25 metres.

Cheers
Hannah

Hannah Mirabueno
Environmental Health Officer
Environmental Health Team
Regulatory and Compliance Unit
Christchurch City Council

Level 5, 77 Hereford Street, Central City, PO Box 73049
Please consider the environment before printing this email



From: George Enersen [mailto:george.enersen@opus.co.nz]
Sent: Monday, 3 July 2017 1:21 p.m.
To: Hattam, David <David.Hattam@ccc.govt.nz>; Mirabueno, Hannah <Hannah.Mirabueno@ccc.govt.nz>
Subject: FW: RMA/2017/1276 - 65 Victoria Street - Request for further information

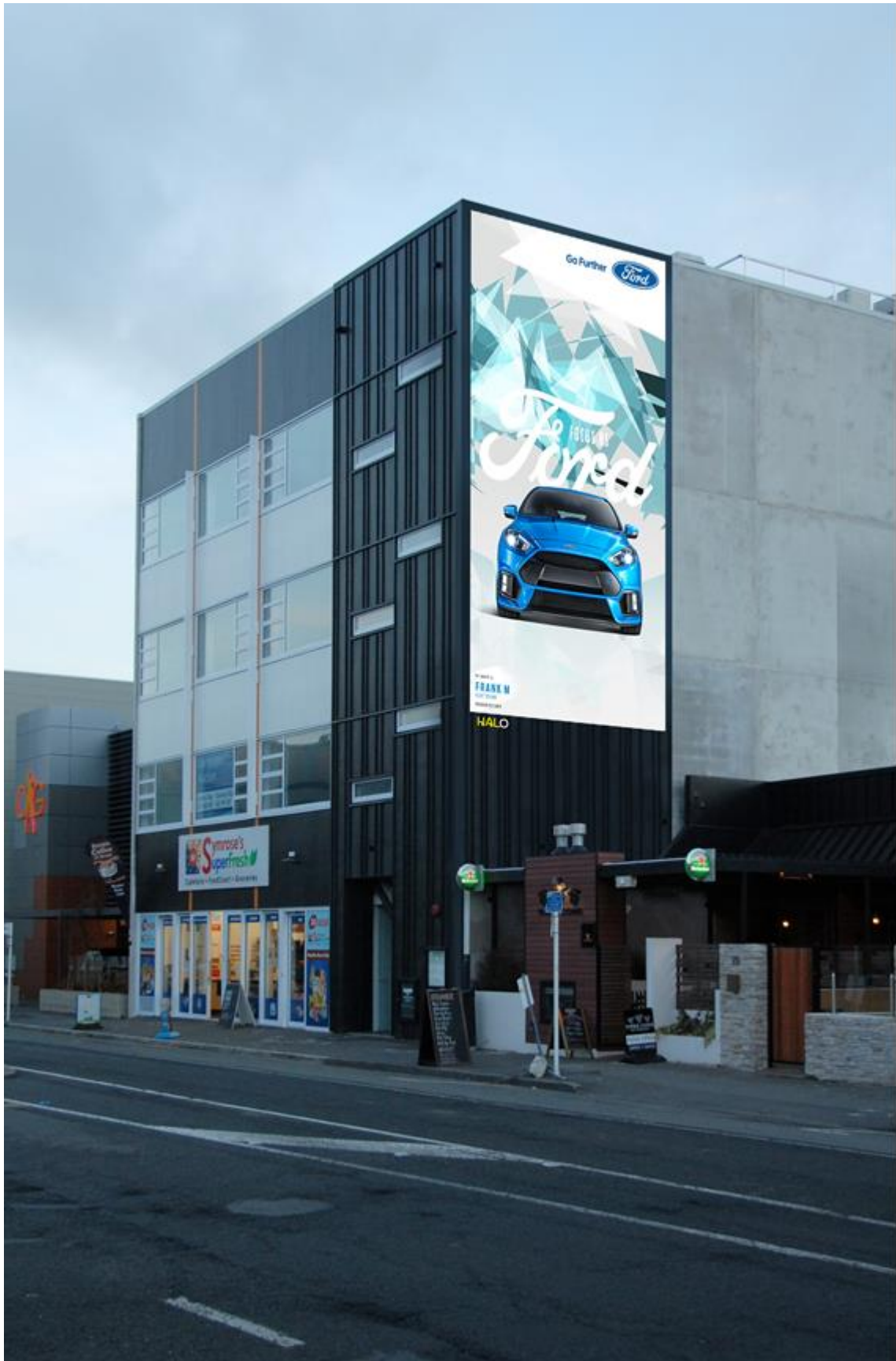
Hi David & Hannah,

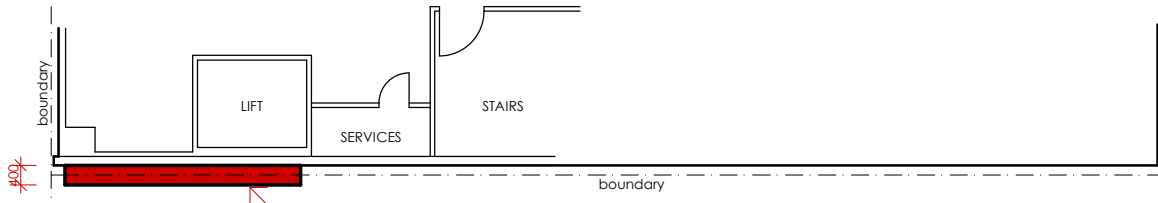
Please see below (and attached) responses to information that was requested from the applicant with regard to the proposed Billboard at 65 Victoria Street. Can you please provide my your comments for my report based on this additional information.

Any questions please be in touch.

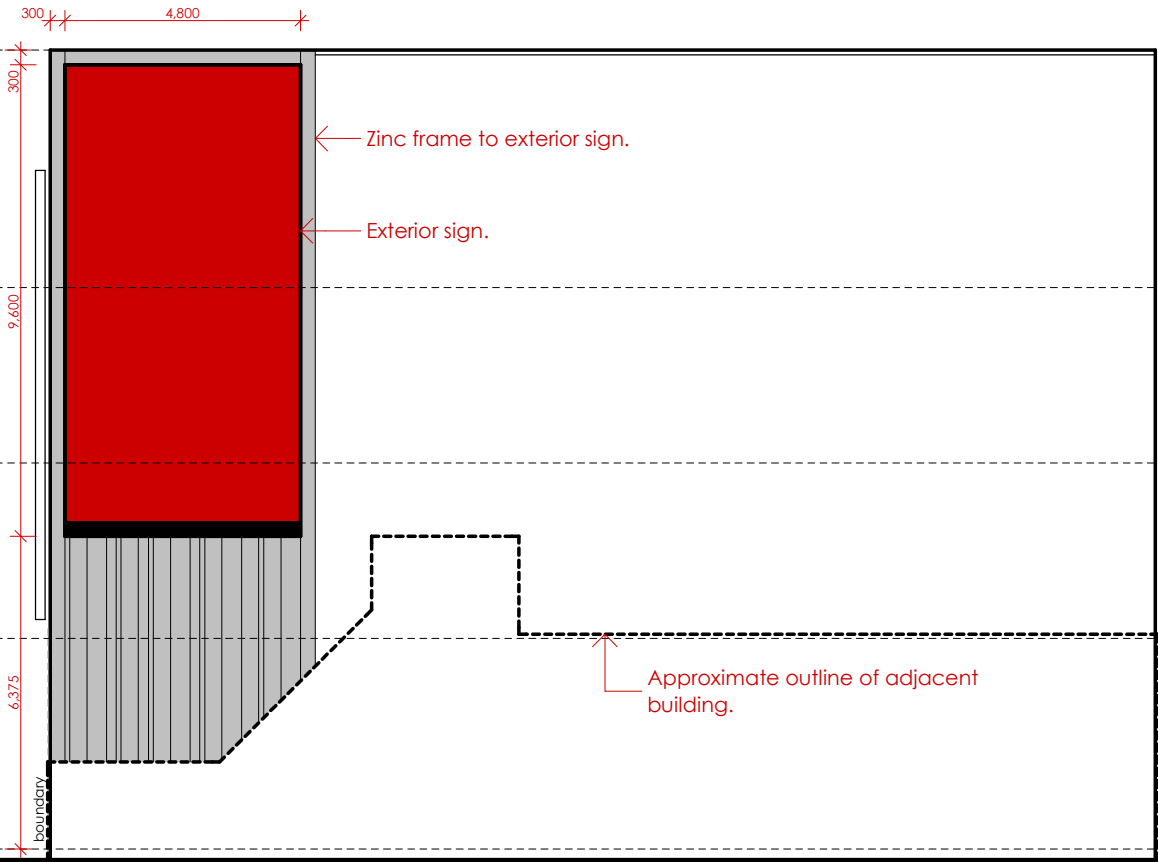
Kind Regards
George

APPENDIX FIVE: - IMAGE OF PROPOSAL

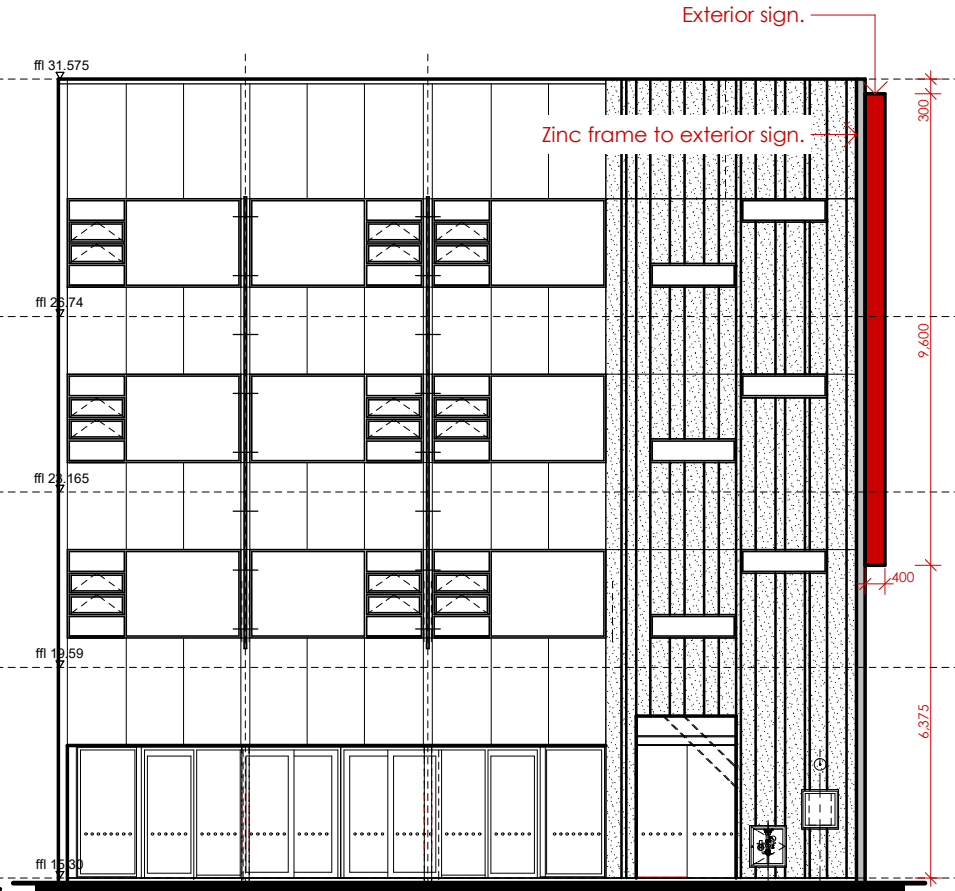




PART FLOOR PLAN



NORTH - WEST ELEVATION

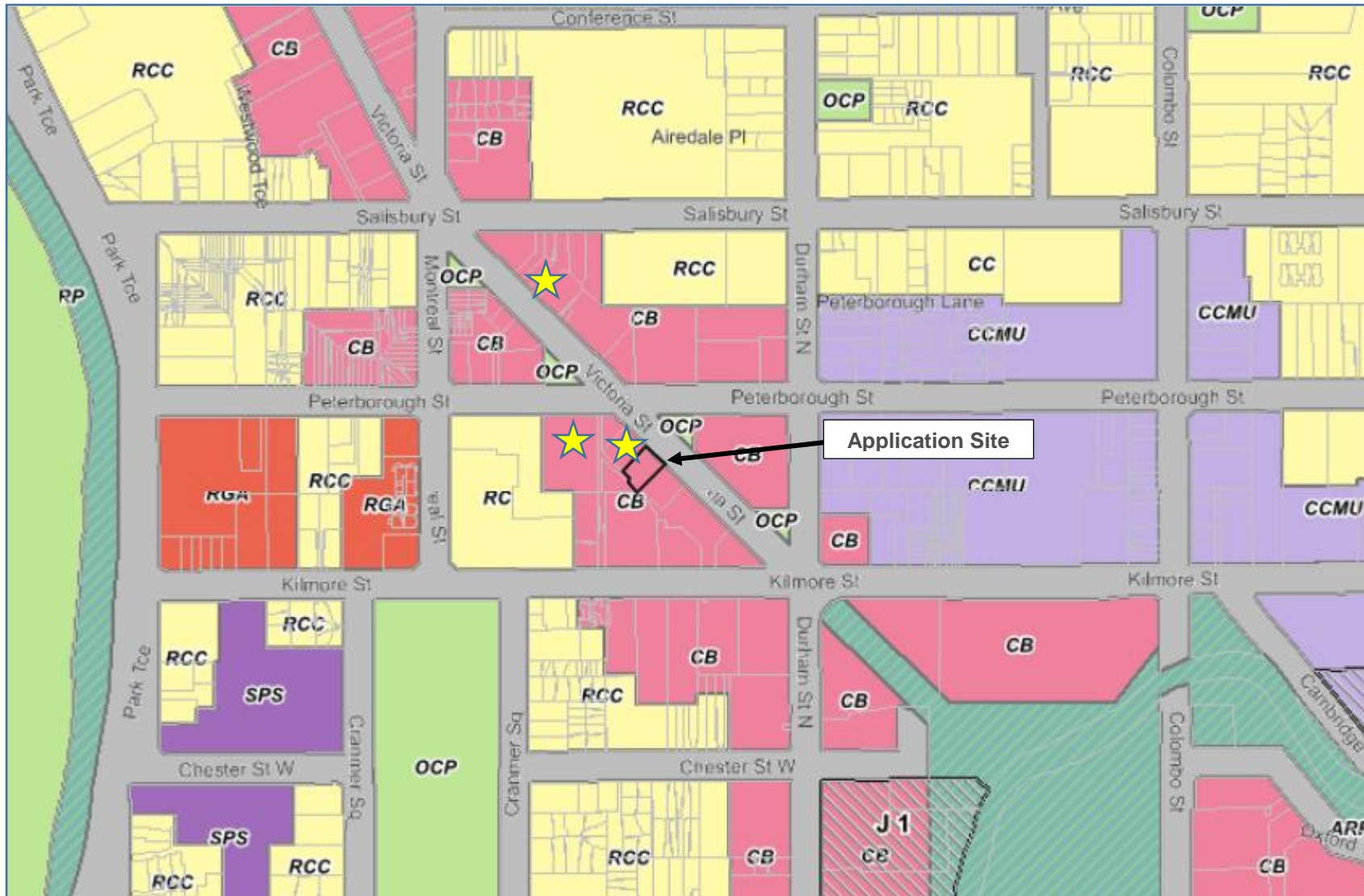



VICTORIA STREET

NORTH - EAST ELEVATION

date: 27/6/2017
revision: A

APPENDIX SIX: - SUBMITTER LOCATION AND ZONING OF SURROUNDING ENVIRONMENT



ARP	Avon River Precinct (Te Papa Ōtākaro) Zone	RCC	Residential Central City Zone		Submitter Location
CB	Commercial Central City Business Zone	RGA	Residential Guest Accommodation Zone		
CCMU	Commercial Central City Mixed Use Zone	SPH	Specific Purpose Hospital Zone		
OCP	Open Space Community Parks Zone	SPS	Specific Purpose School Zone		
OWM	Open Space Water and Margins Zone	Transport Zone			

APPENDIX SEVEN: - DISTRICT PLAN OBJETIVES AND POLICIES

3.3 Objectives

Interpretation

- a. For the purposes of preparing, changing, interpreting and implementing this District Plan:
 - i. All other objectives within this Chapter are to be expressed and achieved in a manner consistent with Objectives 3.3.1 and 3.3.2; and
 - ii. The objectives and policies in all other Chapters of the District Plan are to be expressed and achieved in a manner consistent with the objectives in this Chapter.

3.3.1 Objective - Enabling recovery and facilitating the future enhancement of the district

- a. The expedited recovery and future enhancement of Christchurch as a dynamic, prosperous and internationally competitive city, in a manner that:
 - i. Meets the community's immediate and longer term needs for housing, economic development, community facilities, infrastructure, transport, and social and cultural wellbeing; and
 - ii. Fosters investment certainty; and
 - iii. Sustains the important qualities and values of the natural environment.

3.3.2 Objective - Clarity of language and efficiency

- a. The District Plan, through its preparation, change, interpretation and implementation:
 - i. Minimises:
 - A. transaction costs and reliance on resource consent processes; and
 - B. the number, extent, and prescriptiveness of development controls and design standards in the rules, in order to encourage innovation and choice; and
 - C. the requirements for notification and written approval; and
 - ii. Sets objectives and policies that clearly state the outcomes intended; and
 - iii. Uses clear, concise language so that the District Plan is easy to understand and use.

3.3.3 Objective - Ngāi Tahu mana whenua

- a. A strong and enduring relationship between the Council and Ngāi Tahu mana whenua in the recovery and future development of Ōtautahi (Christchurch City) and the greater Christchurch district, so that:
 - i. Ngāi Tahu mana whenua are able to actively participate in decision-making; and
 - ii. Ngāi Tahu mana whenua's aspirations to actively participate in the revitalisation of Ōtautahi are recognised; and
 - iii. Ngāi Tahu mana whenua's culture and identity are incorporated into, and reflected in, the recovery and development of Ōtautahi; and
 - iv. Ngāi Tahu mana whenua's historic and contemporary connections, and cultural and spiritual values, associated with the land, water and other taonga of the district are recognised and provided for; and

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- v. Ngāi Tahu mana whenua can retain, and where appropriate enhance, access to sites of cultural significance.
- vi. Ngāi Tahu mana whenua are able to exercise kaitiakitanga.

3.3.4 Objective - Housing capacity and choice

- a. For the period 2012 to 2028, an additional 23,700 dwellings are enabled through a combination of residential intensification, brownfield and greenfield development; and
- b. There is a range of housing opportunities available to meet the diverse and changing population and housing needs of Christchurch residents, including:
 - i. a choice in housing types, densities and locations; and
 - ii. affordable, community and social housing and papakāinga.

3.3.5 Objective - Business and economic prosperity

- a. The critical importance of business and economic prosperity to Christchurch's recovery and to community wellbeing and resilience is recognised and a range of opportunities provided for business activities to establish and prosper.

3.3.6 Objective - Natural hazards

- a. New subdivision, use and development (other than new critical infrastructure or strategic infrastructure to which paragraph b. applies):
 - i. is to be avoided in areas where the risks from natural hazards to people, property and infrastructure are assessed as being unacceptable; and
 - ii. in all other areas, is undertaken in a manner that ensures the risks of natural hazards to people, property and infrastructure are appropriately mitigated.
- b. New critical infrastructure or strategic infrastructure may be located in areas where the risks of natural hazards to people, property and infrastructure are otherwise assessed as being unacceptable, but only where:
 - i. there is no reasonable alternative; and
 - ii. the strategic infrastructure or critical infrastructure has been designed to maintain, as far as practicable, its integrity and form during natural hazard events; and
 - iii. the natural hazard risks to people, property and infrastructure are appropriately mitigated.
- c. There is increased public awareness of the range and scale of natural hazard events that can affect Christchurch District.
- d. The repair of earthquake damaged land is facilitated as part of the recovery.

3.3.7 Objective - Urban growth, form and design

- a. A well-integrated pattern of development and infrastructure, a consolidated urban form, and a high quality urban environment that:
 - i. Is attractive to residents, business and visitors; and
 - ii. Has its areas of special character and amenity value identified and their specifically recognised values appropriately managed; and
 - iii. Provides for urban activities only:
 - A. within the existing urban areas; and

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- B. on greenfield land on the periphery of Christchurch's urban area identified in accordance with the Greenfield Priority Areas in the [Canterbury Regional Policy Statement Chapter 6, Map A](#); and
- iv. Increases the housing development opportunities in the urban area to meet the intensification targets specified in the [Canterbury Regional Policy Statement, Chapter 6, Objective 6.2.2 \(1\)](#); particularly:
 - A. in and around the Central City, Key Activity Centres (as identified in the [Canterbury Regional Policy Statement](#)), larger neighbourhood centres, and nodes of core public transport routes; and
 - B. in those parts of Residential Greenfield Priority Areas identified in [Canterbury Regional Policy Statement Chapter 6, Map A](#); and
 - C. in suitable brownfield areas; and
- v. Maintains and enhances the Central City, Key Activity Centres and Neighbourhood Centres as community focal points; and
- vi. Identifies opportunities for, and supports, the redevelopment of brownfield sites for residential, business or mixed use activities; and
- vii. Promotes the re-use and re-development of buildings and land; and
- viii. Improves overall accessibility and connectivity for people, transport (including opportunities for walking, cycling and public transport) and services; and
- ix. Promotes the safe, efficient and effective provision and use of infrastructure, including the optimisation of the use of existing infrastructure; and
- x. Co-ordinates the nature, timing and sequencing of new development with the funding, implementation and operation of necessary transport and other infrastructure.

3.3.8 Objective - Revitalising the Central City

- a. The Central City is revitalised as the primary community focal point for the people of Christchurch; and
- b. The amenity values, function and economic, social and cultural viability of the Central City are enhanced through private and public sector investment, and
- c. A range of housing opportunities are enabled to support at least 5,000 additional households in the Central City between 2012 and 2028.
- d. The Central City has a unique identity and sense of place, incorporating the following elements, which can contribute to a high amenity urban environment for residents, visitors and workers to enjoy:
 - i. a green edge and gateway to the City defined by the Frame and Hagley Park;
 - ii. a variety of public spaces including the Avon river, squares and precincts and civic facilities;
 - iii. built form and historic heritage that reflects the identity and values of Ngai Tahu, and the City's history as a European settlement; including cathedrals and associated buildings at 100 Cathedral Square and 136 Barbadoes Street;
 - iv. a wide diversity and concentration of activities that enhance its role as the primary focus of the City and region; and
 - v. a range of options for movement within and to destinations outside the Central City that are safe, flexible, and resilient and which supports the increased use of public transport, walking and cycling.

3.3.9 Objective - Natural and cultural environment

- a. A natural and cultural environment where:

The Christchurch Replacement District Plan

- i. People have access to a high quality network of public open space and recreation opportunities, including areas of natural character and natural landscape; and
- ii. Important natural resources are identified and their specifically recognised values are appropriately managed, including:
 - A. 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
 - B. the natural character of the coastal environment, wetlands, lakes and rivers, springs/puna, lagoons/hapua and their margins; and
 - C. indigenous ecosystems, particularly those supporting significant indigenous vegetation and significant habitats supporting indigenous fauna, and/or supporting Ngāi Tahu mana whenua cultural and spiritual values; and
 - D. the mauri and life-supporting capacity of ecosystems and resources; and
- iii. Objects, structures, places, water/wai, landscapes and areas that are historically important, or of cultural or spiritual importance to Ngāi Tahu mana whenua, are identified and appropriately managed.

3.3.10 Objective - Commercial and industrial activities

- a. The recovery and stimulation of commercial and industrial activities in a way that expedites recovery and long-term economic and employment growth through:
 - i. Enabling rebuilding of existing business areas, revitalising of centres, and provision in greenfield areas; and
 - ii. Ensuring sufficient and suitable land development capacity.

3.3.11 Objective - Community facilities and education activities

- a. The expedited recovery and establishment of community facilities and education activities in existing and planned urban areas to meet the needs of the community; and
- b. The co-location and shared use of facilities between different groups is encouraged.

3.3.12 Objective - Infrastructure

- a. The social, economic, environmental and cultural benefits of infrastructure, including strategic infrastructure, are recognised and provided for, and its safe, efficient and effective development, upgrade, maintenance and operation is enabled; and
- b. Strategic infrastructure, including its role and function, is protected from incompatible development and activities by avoiding adverse effects from them, including reverse sensitivity effects. This includes:
 - i. avoiding noise sensitive activities within the Lyttelton Port Influences Overlay area; and
 - ii. managing activities to avoid adverse effects on the National Grid, including by identifying a buffer corridor within which buildings, excavations sensitive activities will generally not be provided for; and
 - iii. avoiding new noise sensitive activities within the 50dB Ldn Air Noise Contour and the 50dB Ldn Engine Testing Contour for Christchurch International Airport, except:
 - A. within an existing residentially zoned urban area; or
 - B. within a Residential Greenfield Priority Area identified in the [Canterbury Regional Policy Statement Chapter 6](#),

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Map A; or

- C. for permitted activities within the [Specific Purpose \(Golf Resort\) Zone](#) of the District Plan, or activities authorised by a resource consent granted on or before 6 December 2013; and
- D. for permitted, controlled, restricted discretionary and discretionary activities within the [Specific Purpose \(Tertiary Education\) Zone](#) at the University of Canterbury; and
- iv. managing the risk of birdstrike to aircraft using Christchurch International Airport; and
- v. managing activities to avoid adverse effects on the identified 66kV and 33kV electricity distribution lines and the Heathcote to Lyttelton 11kV electricity distribution line, including by identifying a buffer corridor within which buildings, excavations and sensitive activities will generally not be provided for; and
- c. The adverse effects of infrastructure on the surrounding environment are managed, having regard to the economic benefits and technical and operational needs of infrastructure.

3.3.13 Objective - Emergency services and public safety

- a. Recovery of, and provision for, comprehensive emergency services throughout the city, including for their necessary access to properties and the water required for firefighting.

3.3.14 Objective - Incompatible activities

- a. The location of activities is controlled, primarily by zoning, to minimise conflicts between incompatible activities; and
- b. Conflicts between incompatible activities are avoided where there may be significant adverse effects on the health, safety and amenity of people and communities.

3.3.15 Objective - Temporary recovery activities

- a. Temporary construction and related activities (including infrastructure recovery), and temporarily displaced activities, as a consequence of the Canterbury earthquakes are enabled by:
 - i. Permitting a range of temporary construction and related activities and housing, accommodation, business, services and community facilities, recognising the temporary and localised nature of such activities, and the need to manage any significant adverse effects; and
 - ii. Providing an additional transitional period for consideration of temporary construction and related activities and temporarily displaced activities, taking into account:
 - A. the need for the activity to remain for a longer period; and
 - B. the effects on the surrounding community and environment; and
 - C. any implications for the recovery of those areas of the district where the activity is anticipated to be located; and
 - iii. Accommodating the adverse effects associated with the recovery of transport and infrastructure networks recognising:
 - A. the temporary and localised nature of the effects of these activities; and
 - B. the long-term benefits to community wellbeing; and
 - C. the need to manage and reduce adverse effects; and
 - iv. Recognising the importance of aggregate extraction, associated processing (including concrete manufacturing) and transportation of extracted and processed product to support recovery.

3.3.16 Objective - A productive and diverse rural environment

- a. A range of opportunities is enabled in the rural environment, primarily for rural productive activities, and also for other activities which use the rural resource efficiently and contribute positively to the economy.
- b. The contribution of rural land to maintaining the values of the natural and cultural environment, including Ngai Tahu values, is recognised.

3.3.17 Objective - Wai (Water) features and values, and Te Tai o Mahaanui

- a. The critical importance of wai (water) to life in the District, including surface freshwater, groundwater, and Te Tai o Mahaanuui (water in the coastal environment) is recognised and provided for by:
 - i. taking an integrated approach to managing land use activities that could adversely affect wāi (water), based on the principle of 'Ki Uta Ki Tai' (from the mountains to the sea);
 - ii. ensuring that the life supporting and intrinsic natural and cultural values and characteristics associated with water bodies and coastal waters, their catchments and the connections between them are maintained, or improved where they have been degraded;
 - iii. ensuring subdivision, land use and development of land is managed to safeguard the District's potable wai (water) supplies, waipuna (springs), and water bodies and coastal waters and their margins; particularly Ōtākaro (Avon River), Ihutai (Avon-Heathcote Estuary), Whakaraupō (Lyttelton Harbour), Whakaroa (Akaroa Harbour) and Te Tai o Mahaanui;
 - iv. ensuring that Ngāi Tahu values and cultural interests in wai (water) as a taonga are recognised and protected.

6.3.2.1 Objective - Artificial outdoor lighting and glare

- a. Artificial outdoor lighting enables night-time work, rural productive activities, recreation activities, sport, entertainment activities, transportation and public health and safety while:
 - i. managing adverse effects on residential, commercial, open space and rural amenity values; areas of natural, historic or cultural significance and the night sky; and
 - ii. avoiding interference with the safe operation of transport and infrastructure.

6.3.2.1.1 Policy - Enabling night-time activity while managing the adverse effects of artificial outdoor lighting

- a. Recognise and provide for artificial outdoor lighting for night-time activities and safety while managing its scale, timing, duration, design and direction in a way that:
 - i. avoids, remedies or mitigates adverse effects on the rest or relaxation of residents; or any areas of natural, historic or cultural significance;
 - ii. does not interfere with the safe operation of the transport network or aircraft;
 - iii. minimises unnecessary light spill into the night sky.

6.8.2 Objectives and Policies

6.8.2.1 Objective - Signage

- a. Signage collectively contributes to Christchurch's vitality and recovery by:
 - i. supporting the needs of business, infrastructure and community activities;
 - ii. maintaining public safety; and
 - iii. enhancing the visual amenity values and character of the surrounding area, building or structures.

6.8.2.1.1 Policy - Enabling signage in appropriate locations

- a. Enable signage:
 - i. as an integral component of commercial and industrial environments, strategic infrastructure and community activities throughout the Christchurch District; and
 - ii. that is necessary for public health and safety and to provide direction to the public.

6.8.2.1.2 Policy - Controlling signage in sensitive locations

- a. Ensure the character and amenity values of residential, open space and rural zones are protected from adverse visual and amenity effects from large areas or numbers of signs, or off-site signs within these zones.

6.8.2.1.3 Policy - Managing the potential effects of signage

- a. In considering Policies 6.8.2.1.1 and 6.8.2.1.2, ensure that the size, number, height, location, design, appearance and standard of maintenance of signs:
 - i. do not detract from, and where possible contribute to, the character and visual amenity of the surrounding area and public realm;
 - ii. integrate within the façade of the building, do not detract from the integrity of the building design, and maintain the building as the primary visual element;
 - iii. are in proportion to the scale of buildings and the size of the site; and
 - iv. enhance the Central City.

6.8.2.1.4 Policy - Transport safety

- a. Ensure that signs do not cause obstruction and/or distraction for motorists and pedestrians and other road users.

6.8.2.1.5 Policy - Temporary signage and signage managed by other agencies

- a. Enable temporary signage subject to meeting basic activity and built form standards.
- b. Enable signage required or controlled through other legislation or government agencies.

6.8.2.1.6 Policy - Managing off-site signage

- a. Limit off-site signs in the sensitive zones specified in [Policy 6.8.2.1.2](#) and to enable such signage where it:
 - i. is compatible with the surrounding environment and is located within a commercial or industrial context;
 - ii. is appropriately maintained;
 - iii. will not cause or contribute to visual clutter and other cumulative adverse effects; and
 - iv. is consistent with the outcomes sought in [Policy 6.8.2.1.3](#).

15.2.2.4 Policy - Accommodating growth

- a. Growth in commercial activity is focussed within existing commercial centres.
- b. Any outward expansion of a commercial centre must:
 - i. ensure the expanded centre remains commensurate with the centre's role within a strategic network of centres, while not undermining the function of other centres;
 - ii. be integrated with the provision of infrastructure, including the transport network;
 - iii. be undertaken in such a manner that manages adverse effects at the interface with the adjoining zone; and
 - iv. be consistent with:
 - A. the scale of increasing residential development opportunities to meet intensification targets in and around centres, and
 - B. revitalising the Central City as the primary community focal point.

15.2.2.5 Policy - Banks Peninsula commercial centres

- a. Recognise and protect the special character and role of the commercial centres in Banks Peninsula, including Lyttelton and Akaroa, which provide a range of activities and services meeting the needs of their respective communities as well as visitors to the townships and the wider area of Banks Peninsula.

15.2.3 Objective - Office parks and mixed use areas

- a. Recognise the existing nature, scale and extent of commercial activity within the Commercial Office and Commercial Mixed Use Zones, but avoid the expansion of existing, or the development of new, office parks and/or mixed use areas.

15.2.3.1 Policy - Office parks

- a. Recognise and enable office activities in the existing Addington and Russley office parks that are within the Commercial Office Zone.

15.2.3.2 Policy - Mixed use areas

- a. Recognise the existing nature, scale and extent of retail activities and offices in Addington, New Brighton, off Mandeville Street and adjoining Blenheim Road, while limiting their future growth and development to ensure commercial activity in the City is focussed within the network of commercial centres.

15.2.4 Objective - Urban form, scale and design outcomes

- a. A scale, form and design of development that is consistent with the role of a centre, and which:
 - i. recognises the Central City and District Centres as strategically important focal points for community and commercial investment;
 - ii. contributes to an urban environment that is visually attractive, safe, easy to orientate, conveniently accessible, and responds positively to local character and context;
 - iii. recognises the functional and operational requirements of activities and the existing built form;

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- i. supports their function as a focal point for cultural activities, spiritual activities, and social activities serving the immediate and wider communities;
- ii. recognises their contribution to the recovery of the Central City and the City as a whole; and
- iii. recognises the place that a spiritual facility at 100 Cathedral Square plays in the overall identity of the City and the community's sense of place.

Advice note:

1. Any demolition or deconstruction of the cathedrals is to be assessed against objectives and [policies in Chapter 9](#) and not [Policy 15.2.5.1](#).

15.2.6 Objective - Role of the Commercial Central City Business Zone

- a. A Commercial Central City Business Zone that re-develops as the principal commercial centre for Christchurch District and is attractive for businesses, residents, workers and visitors, consistent with the Strategic Direction outcomes for the built environment.

15.2.6.1 Policy - Diversity of activities and concentration of built development

- a. Ensure the Commercial Central City Business Zone provides for the widest range of commercial activities, community activities, cultural activities, residential activities and guest accommodation and the greatest concentration and overall scale of built development in Christchurch.

15.2.6.2 Policy - Usability and adaptability

- a. Encourage a built form where the usability and adaptability of buildings are enhanced by:
 - i. enabling taller buildings than in other areas of the Central City;
 - ii. setting minimum ground floor heights;
 - iii. setting a minimum number of floors; and
 - iv. prescribing minimum residential unit sizes.

15.2.6.3 Policy - Amenity

- a. Promote a high standard of amenity and discourage activities from establishing where they will have an adverse effect on the amenity values of the Central City by:
 - i. requiring an urban design assessment within the Core of the Commercial Central City Business Zone;
 - ii. setting height limits to support the provision of sunlight, reduction in wind, avoidance of overly dominant buildings on the street and an intensity of commercial activity distributed across the zone;
 - iii. prescribing setback requirements at the boundary with any adjoining residential zone;
 - iv. ensuring protection of sunlight and outlook for adjoining residential zones;
 - v. setting fencing and screening requirements;
 - vi. identifying entertainment and hospitality precincts and associated noise controls for these and adjacent areas, and encouraging entertainment and hospitality activities to locate in these precincts;
 - vii. protecting the efficiency and safety of the adjacent transport networks; and
 - viii. recognising the values of Ngāi Tūāhuriri/ Ngāi Tahu in the built form, and the expression of their narrative.

15.2.6.4 Policy - Residential intensification

- a. Encourage the intensification of residential activity within the Commercial Central City Business Zone by enabling a range of types of residential development with an appropriate level of amenity by including:
 - i. provision for outdoor living space and service areas;
 - ii. screening of outdoor storage areas and outdoor service space;
 - iii. separation of balconies or habitable spaces from internal site boundaries;
 - iv. prescribed minimum unit sizes; and
 - v. internal noise protection standards.

15.2.6.5 Policy - Pedestrian focus

- a. Ensure compactness, convenience and an enhanced pedestrian environment that is accessible, pleasant, safe and attractive to the public, by:
 - i. identifying a primary area within which pedestrian orientated activity must front the street;
 - ii. requiring development to support a pedestrian focus through controls over building location and continuity, weather protection, height, sunlight admission, and the location of parking areas;
 - iii. establishing a slow street traffic environment; and
 - iv. ensuring high quality public space design and amenity.

15.2.6.6 Policy - Comprehensive development

- a. Ensure comprehensive block development in the Central City Retail Precinct to catalyse early recovery and encourage integrated development, reduced development costs, improved amenity, pedestrian connection and economies of scale.

15.2.6.7 Policy - Entertainment and Hospitality Precinct

- a. Provide for an entertainment and hospitality precinct, including late night trading, in the Central City, by:
 - i. encouraging entertainment and hospitality activities to locate within the identified area;
 - ii. protecting the viability of existing entertainment and hospitality investment, particularly that investment which has occurred in the Central City since the Canterbury earthquakes;
 - iii. providing certainty to investors that residential amenity effects related to late night trading will be managed by rules relating to noise and off-site effects.

15.2.7 Objective - Role of the Commercial Central City Mixed Use Zone

- a. The development of vibrant urban areas where a diverse and compatible mix of activities can coexist in support of the Commercial Central City Business Zone and other areas within the Central City.

15.2.7.1 Policy - Diversity of activities

- a. Enhance and revitalise the Commercial Central City Mixed Use Zone by enabling:
 - i. a wide range of activities and a continuation of many of the existing business activities;
 - ii. a range of types of residential activities to transition into this area in support of inner city residential intensification;
 - iii. forms of retailing that support business and other activity within the zone, are consistent with consolidating retail activity in the Commercial Central City Business Zone, or are less suited to the Commercial Central City Business